



Whatcom County

Law & Justice Plan

**Phase II Report:
Implementation**

June 2000

Presented by:

Administration of Justice Services
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Northwest Regional Council
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**WHATCOM COUNTY
EXECUTIVE'S OFFICE**

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Pete Kremen
County Executive

MEMORANDUM

To: County Council Members

From: Pete Kremen, Whatcom County Executive 

Date: June 21, 2000

Re: Phase II Report: Implementation
Whatcom County Law and Justice Plan

I am pleased to transmit to you the Phase II Report of the Whatcom County Comprehensive Law and Justice Planning Project. The report presents our consultants' recommendations for implementing an ongoing, coordinated county-wide effort to deal with overcrowded jail and juvenile detention facilities, and increasing demands on our law and justice system. During the past two years many people in our community including the leaders of our law and justice system have been working with consultants Dr. Alvin Cohn and Stuart Readio in an intensive effort to analyze the existing system. These leaders are already moving ahead to implement many of the report's recommendations. They are committed to developing practical and workable improvements that are necessary to enhance the quality of life we all treasure in our community.

I would like to express my appreciation to you for your support with this overall effort. I want to note that I have been particularly impressed with the tenacious commitment of the mayors, prosecuting attorney, judges, police chiefs, community members, department officials, and agency staffers who have contributed their time and expertise as members of our project Steering Committee. They truly understand the need; they are committed to work toward a better future. I want to thank Sheriff Dale Brandland and Deputy Administrator Dewey Desler for their invaluable leadership and vision. I also want to recognize our consultants for their expert work on the plan, and the Northwest Regional Council staff for their efficient management and organizational support of the entire project. We are indeed fortunate to have an organization like the Northwest Regional Council working on our behalf.

A major goal of this plan is to improve efficiency and cost effectiveness. This report will function as a foundation on which the county can build a safer community. The Law and Justice Plan is intended to be a springboard into a future in which justice

is accessible, efficient and cost effective; criminals are held accountable with appropriate and effective sanctions; and communities are safe for everyone.

Some of the first steps down this road that I believe we should take and strongly recommend in this plan are:

- 1) To recharge our countywide Law and Justice Council by formal resolution approved by the County Council;
- 2) To extend our contract with the Northwest Regional Council to provide staff support for the Law and Justice Council;
- 3) To implement and integrate a computerized management information system for all law and justice agencies; and
- 4) To initiate a master facilities planning process which includes planning and design for a new medium/minimum security jail facility.

I look forward to working closely with you to take the action that will improve both the efficiency of the law and justice system and the safety of our community.

Executive Summary

Whatcom County Law and Justice Plan

PREFACE

With the publication of this Phase II Report it has become obvious that this project could not possibly have been completed without the continuing assistance and cooperation of the Steering Committee, which essentially is the Law and Justice Council for Whatcom County.

This one and one-half year project involved not only all of the Whatcom County justice officials, but officials representing Bellingham and all other cities in the County, the treatment community, laypersons, and representatives of the Lummi and Nooksack Tribes. All of these persons willingly cooperated, shared their visions of an effective and efficient justice system, as well as their sense of priorities for feasible programming.

Although the co-project directors assume total responsibility for this final report, we believe we do reflect the needs and desires of the justice community as well as their priorities for implementation.

With a re-vitalized Law and Justice Council in place, we are confident that this strategic plan will continue to receive attention and we believe that earnest efforts will be made in the years to come to update and reformulate the strategic plan to meet the needs of the citizens of Whatcom County.

The assistance, advice, and counsel we received from the Northwest Regional Council staff throughout this project have been immeasurable. We want to express our sincerest gratitude to Dewey Desler, who was the Executive Director at the beginning of the project; and Virginia Doerper, the current Executive Director. There are no words sufficient to thank Kathy Mohebbi and Nat Dickinson for their assistance.

They are remarkable in their competence, organizational skills, and ability to keep us on track. Working with them has been a most pleasurable experience.

AWC

SR

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Executive Summary

Whatcom County Law and Justice Plan



I. Current Conditions – The Justice System in Whatcom County

Whatcom County's justice system is suffering from serious growing pains. While crime nationwide is on the decrease, Whatcom's jail and detention facilities continue to be so seriously overcrowded that criminals are being turned away. The Whatcom County Executive and Council undertook the study that produced this plan because it was apparent that the whole system is not working as well as it should to protect the public safety. Criminal and civil actions are bogged down in a system so overloaded that offenders often wait months to be processed, and are sometimes never held accountable for their actions. Citizens' civil disputes languish for months waiting to be resolved. The county's justice system is made up of many independent parts, without effective overall coordination. It was apparent to county officials that the immediate problem, jail overcrowding, could only be fixed by many well-thought-out coordinated adjustments to all parts of the system.

Many of the ailments being experienced in Whatcom County are typical of those seen elsewhere in the United States. Whatcom County is unique insofar as it has taken the initiative of proactively and systemically identifying and attempting to remediate these problems.

The most pressing problems the consultants have seen in Whatcom County include (a) *Severe staffing deficits in all justice departments;* (b) *Gaps in the use of technology to enhance justice system performance;* (c) *Constraints in the quality and quantity of justice facilities;* and (d) *A justice system that is lagging behind other similar systems in adopting effective national strategies*

in areas such as offender case management, the use of balanced and restorative justice principles, and collaboration of offender treatment systems with the justice system.

These deficits contribute to a justice system in Whatcom County that struggles with delays in court cases, unserved warrants on serious criminal offenders, and crowded and deteriorating jail and detention facilities.

II. The Impact of Maintaining the ‘Status Quo’

It is possible to forecast the nature of the justice system in Whatcom County if its problems are not addressed. Lack of action is definitely not desirable. It would merely maintain current operations at current resource levels, and not make a systemic and targeted effort to effect any of the recommended reforms.

Conducting “business as usual” in the justice system of Whatcom County will result in a system where: (a) *The public becomes more dissatisfied with system responsiveness, feelings of cynicism pervade public opinion and both the perceived and actual safety of the population is compromised;* (b) *Offender populations become even more contemptuous of the justice system;* (c) *Justice facilities are so overused that their useful life cycles are severely compromised and the courts slowly grind to a halt, characterized by delay and inefficiency;* (d) *Dangerous offenders are released prematurely;* (e) *First-time and youthful offenders are converted into more hardened criminals;* and (f) *Whatcom County loses its desirability as a place to live and conduct business.*

III. Our Desired System

The work done by the Law and Justice Committee over the last 18 months has had a specific orientation and purpose. The Committee's Vision Statement on Page "ix" of this Executive Summary clearly provides the focus needed to change the justice system for the betterment of all those who are involved in the system, and ultimately for the quality of life of all the citizens in the county.

The Law and Justice Committee believes that improvements recommended for the county justice system can provide the following results: *(a) Greater law enforcement productivity resulting in more crime solved and a reduction in the public's fear of crime; (b) The productivity of system practitioners can be enhanced to where greater workloads can be accommodated with lower per unit costs and slower resource requirements growth; (c) The justice system is able to proactively and collaboratively plan and budget to accommodate changes in workloads and priorities; (d) The justice system routinely evaluates the impact of its activities and holds itself accountable to public interests; and (e) The justice system becomes sufficiently effective to modify offender behavior and break the cycle of negative offender behaviors.*

IV. The Costs and Benefits

Justice system reformation comes with a price tag, but it promises benefits that will not only offset costs to a large extent, but also will forestall future costs. The total Year One Estimated Costs in the Summary of High Priority Recommendations on Page "x" of this Executive Summary shows a cost to the law and justice system of approximately \$3.4 million dollars for the first year. Subsequent years costs increase slightly primarily reflecting the onset of construction of expanded secure adult jail facilities.

A portion of the costs of jail services can be offset by charges to jurisdictions and user fees.

Many of the initiatives can be funded by external sources if the County vigorously pursues Federal and State grant opportunities.

A number of the recommendations are based upon the assumption that their use instead of traditional practices can be just as effective with the offender population but at a reduced per unit cost.

Additionally, to the greatest extent possible, maximum use has been made of existing resources rather than introducing new, untried programs and policies.

Finally, all of these recommendations suggest significant intangible cost savings. Improving the effectiveness of the justice system should mean that fewer people flow through it and those that do, do not re-offend and return.

V. How to Get to Where We Belong

There are certain reforms and recommendations that need to be immediately initiated to insure that Whatcom County's justice system maintains the momentum developed so painstakingly by the Law and Justice Committee.

The first of these is the need **to reinvigorate and continue to support the efforts of the Law and Justice Council (LJC)**. The LJC is the coordinating organization that must continue its charge of examining, evaluating and modifying the justice system in Whatcom County, now and into the future. It is the watchdog organization whose experience and objectivity are essential ingredients of a justice system that avoids stagnation and facilitates system diversity and innovativeness. The activities of the LJC must continue to act as the catalyst for collaborative and systemic change in the justice system.

Without the LJC the justice system could revert to its tradition of internecine parochialism.

The second essential ingredient of a dynamic justice system is County support of logistical support for the LJC. The LJC is comprised of some of the most involved and busy of county executives. They and their staff are clearly not in a position to provide Committee staff support, and yet without staffing their efforts at system reform may be rendered inefficient and ineffective. **It is therefore imperative that the LJC be given sufficient objective and skilled staff resources to maintain their focus.** This can be accomplished by hiring distinct staff, using consultant assistance when needed or by asking skilled local staff, such as those at the Northwest Regional Council, to act as staff to the LJC. Whatever the decision regarding who staff the LJC, without providing the practical and logistical basis of continuing the LJC the creativity and collaboration seen during the past 18 months may come to a premature end.

Fundamental to any and all systematic change is the need to base all justice system planning, budgeting and evaluation on accurate and timely information. In 1986, the Department of Justice noted that if the justice system did not improve the information upon which it based its decisions it was doomed to repeat earlier mistakes. This situation continues to hold true in Whatcom County.

It is necessary to improve and integrate the various independent computerized management information systems for effective justice information resource management in Whatcom County. The greatest single source of system inefficiency is the disjointed, dissonant or even absent flow of information between justice system agencies on offenders and system activities. None of the other initiatives and recommendations will live up to their promise and the system will never definitively know this until

Whatcom County integrates its justice information system and extends its scope to include other external justice agencies.

A final system-wide recommendation is the need to **develop a realistic facilities plan for Whatcom County government that includes medium/minimum security correctional facilities for both adults and juveniles**. Jail bed space is inadequate, office space for system practitioners is inadequate, courtroom space is inadequate, juvenile detention space is inadequate. Justice system objectives are being frustrated by the systems inability to implement necessary tasks because of space limitations.

It is not just that these facilities are too small. Aside from the fact that these facilities were built for smaller caseloads, they are not adequate for the nature of the client using them. This is especially true in the case of the adult jail located in Bellingham. This is a maximum-security correctional facility built to house the most dangerous of Whatcom County's offender population. It was not designed to house petty thieves, vandals or the addicted.

It is very apparent, to the consultants at least, that Whatcom County is going through extreme growing pains and that the time is appropriate for the County to institute a justice system space planning process, perhaps even seeking external assistance through a request for qualifications process, to assist in the development of a forward-looking plan for accommodating today's and tomorrow's justice system.

WHATCOM COUNTY LAW AND JUSTICE PLAN STEERING COMMITTEE
VISION STATEMENT

JUSTICE: WHATCOM COUNTY

Whatcom County is a place where people live, work and play in communities that are safe, healthy and filled with the natural and cultural beauty that is the hallmark of the Pacific Northwest. Generations of strong families are rooted in the area and provide a deep foundation that is rich in history, local knowledge and stability. Whatcom County has become the kind of place people choose in order to live a lifestyle that is peaceful and satisfying. The population is growing rapidly and newcomers arrive daily. Most come with a vision of hope and the belief that life will be better here.

TODAY

The desire of so many people to live in Whatcom County has resulted in dramatic change. This burgeoning growth has placed huge demands on every aspect of the community's infrastructure. In particular, growth and change have placed immense strains on the civil and criminal justice system upon which the citizens rely to safeguard and protect the life they love. Today the people of Whatcom County live in a community where:

- *Criminal and civil actions are bogged down in a system so overloaded that offenders often wait months to be processed and are sometimes never held accountable for their actions while citizens' civil disputes languish for months waiting to be resolved.*
- *The components of the justice system are not adequately integrated and coordinated*

The County Executive and County Council recognized these problems two years ago and commissioned an expanded Law and Justice Council (LJC) composed of citizens, and officials representing law and justice agencies, social service agencies and local governments to evaluate the problems and conditions and make recommendations. The LJC has determined that current conditions threaten the very quality of life we treasure. Left unchanged, the current conditions in the justice system will result in a community that has lost faith in Justice and has lost hope for a better future.

A VISION FOR TOMORROW

The Law & Justice Council of Whatcom County, representing the citizens, hereby states that we intend to enhance and protect the quality of life we all treasure in our community. The LJC has a vision of a place called Whatcom County where all citizens feel safe and where everyone can enjoy a peaceful life. We offer our citizens a vision of the future where:

- *Justice is accessible, efficient and cost-effective.*
- *Criminals are held accountable with appropriate and effective sanctions.*
- *Communities are safe for everyone.*
- *Individuals, seniors, families, children and businesses thrive and reach their potential.*
- *Victims and all parties are treated with respect and dignity.*

To achieve these goals, the Law & Justice Council has created a road map, *The Law and Justice Plan For Whatcom County*, to take the citizens of Whatcom County from today into tomorrow.

The future success of our community to prevent crime, protect the public, assist victims, hold offenders accountable and resolve civil and domestic disputes depends on our willingness to take ownership of current problems and their solutions.

The time for action is now. We urge the citizens of Whatcom County to join the Law & Justice Council in their commitment to create a future that is peaceful and safe for everyone.

Whatcom County Law and Justice Plan

Summary of High Priority Recommendations					
<i>Recommendation</i>	<i>Functional Area</i>	<i>Start Date</i>	<i>Year One Estimated Costs</i>	<i>Year Two Estimated Costs</i>	<i>Year Three Estimated Costs</i>
<i>Law & Justice Council</i>	<i>System-wide</i>	<i>On-Going</i>	\$0	\$0	\$0
<i>Coordinator/PlannerFunction</i>	<i>System-wide</i>	<i>Jun/Dec 00</i>	\$100,000	\$100,000	\$100,000
<i>Information Management</i>	<i>System-wide</i>				
<i>Expand MIS Subcommittee</i>		<i>Jun-00</i>	\$0	\$0	\$0
<i>Start Data Integration</i>		<i>Sep-00</i>	\$375,000	\$125,000	\$0
<i>Include External Users</i>		<i>Jun-00</i>	\$100,000	\$125,000	\$25,000
<i>Hire Information Svcs Staff</i>		<i>Aug-00</i>	\$60,000	\$60,000	\$60,000
<i>Decision Support System</i>		<i>Aug-00</i>	\$5,000	\$60,000	\$60,000
<i>Jail Remodel</i>	<i>Facilities</i>	<i>Sep-00</i>	\$125,000	\$35,000	\$1,000
<i>Expand Secure Facilities</i>	<i>Facilities</i>	<i>Dec-00</i>	\$250,000	\$3,500,000	\$4,250,000
<i>Central Intake Unit</i>	<i>Facilities</i>	<i>Aug-00</i>	\$125,000	\$25,000	\$0
<i>Pretrial Release</i>	<i>Corrections</i>	<i>Jul-00</i>	\$215,000	\$225,000	\$235,000
<i>Continuum of Sanctions</i>	<i>Corrections</i>	<i>On-Going</i>	\$0	\$0	\$0
<i>Electronic Home Detention+A64</i>		<i>Jul-00</i>	\$140,000	\$140,000	\$145,000
<i>Work Crews</i>		<i>Jul-00</i>	\$250,000	\$300,000	\$325,000
<i>Expnd Treatment Options</i>		<i>Jul-00</i>	\$235,000	\$235,000	\$475,000
<i>Expand Adult Probation</i>	<i>Corrections</i>	<i>Aug-00</i>	\$84,000	\$92,000	\$100,000
<i>Expand Juvenile Services</i>	<i>Juvenile</i>	<i>Aug-00</i>	\$138,000	\$357,500	\$360,000
<i>Detention Study</i>	<i>Juvenile</i>	<i>Aug-00</i>	\$5,000	\$0	\$0
<i>System Staffing</i>	<i>System Wide</i>	<i>Jul-00</i>	\$854,150	\$1,389,150	\$1,475,662
<i>Satellite Sheriff's Offices</i>	<i>Law Enforcement</i>	<i>Jun-00</i>	\$200,000	\$75,000	\$75,000
<i>Technology Assessment</i>	<i>Law Enforcement</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Case Tracking</i>	<i>Courts</i>	<i>Aug-00</i>	\$44,000	\$46,000	\$48,000
<i>Courthouse Security</i>	<i>System-wide</i>	<i>Jul-00</i>	\$100,000	\$50,000	\$15,000
Total			\$3,405,150	\$6,939,650	\$7,749,662

Whatcom County Law and Justice Plan

Summary of Lower Priority Recommendations

<i>Recommendation</i>	<i>Functional Area</i>	<i>Start Date</i>	<i>Year One Estimated Costs</i>	<i>Year Two Estimated Costs</i>	<i>Year Three Estimated Costs</i>
<i>Jail Population Mgmt</i>	<i>Adult Facilities</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Expand Work Release</i>	<i>Adult Facilities</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>User Fees</i>	<i>System-wide</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Volunteer Coordinator</i>	<i>System-wide</i>	<i>Jul-00</i>	\$25,000	\$25,000	\$25,000
<i>Pursue Grants</i>	<i>System-wide</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Space Study</i>	<i>System-wide</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Federal COPS Application</i>	<i>Law Enforcement</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Law Enforcement Meetings</i>	<i>Law Enforcement</i>	<i>On-going</i>	\$0	\$0	\$0
<i>In-Service Training</i>	<i>Law Enforcement</i>	<i>Jul-00</i>	\$15,000	\$15,000	\$15,000
<i>Overtime Conversion</i>	<i>Law Enforcement</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Community Education</i>	<i>Law Enforcement</i>	<i>Jul-00</i>	\$35,000	\$35,000	\$35,000
<i>Tribal Relations</i>	<i>LE & Corrections</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Drug Court</i>	<i>Courts</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>"Failure to Appear" Analysis</i>	<i>Corrections</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Indigent Defense</i>	<i>Public Defender</i>	<i>Sep-00</i>	\$0	\$0	\$0
<i>Split Sentences</i>	<i>Courts</i>	<i>Aug-00</i>	\$0	\$0	\$0
<i>Investigator</i>	<i>Prosecutor</i>	<i>Jul-00</i>	\$99,500	\$99,500	\$107,000
<i>Victim witness</i>	<i>Prosecutor</i>	<i>Jul-00</i>	\$29,100	\$32,000	\$34,000
<i>Deferred Prosecution</i>	<i>Prosecutor</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Driving w/License Suspended</i>	<i>Corrections</i>	<i>Jul-00</i>	\$16,000	\$10,000	\$50,000
<i>Assignments</i>	<i>Public Defender</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Risk Assessment</i>	<i>Juvenile</i>	<i>Jul-00</i>	\$0	\$0	\$0
<i>Process Control Number</i>	<i>System Wide</i>	<i>Jul-00</i>	\$0	\$0	\$0
Total			\$219,600	\$216,500	\$266,000

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INTRODUCTION

Community sentiments regarding public safety, reduced fear of crime, and improved quality of life all contribute to an overall need to ensure that the community's justice system be effective and efficient. While efficiency and effectiveness can be accomplished on an agency-by-agency basis, a systemic approach involving justice agencies along with community participation is required. This means that meaningful partnerships must be developed in order to ensure that all stakeholders have a voice in the kind of justice system wanted and needed.

A systems approach demands that the whole be viewed as greater than its parts. This in no way diminishes the roles and responsibilities of the participating agencies, each of which has its own mandate in terms of services and programs. But, if there is little or no coordination, if agencies and their key personnel do not understand and appreciate the roles of others, the likelihood of a true system certainly is diminished.

The same is true insofar as county-municipality relationships are concerned. That is, while much of a justice system is implemented at a county level of government, the involvement of the cities within that jurisdiction is crucial to ensure a true system of justice. This is of special importance since all of the jurisdiction's citizens are subject to the same justice system and are entitled to efficiencies and effectiveness from that system.

A justice system does not simply happen because it is demonstrably wanted or as a consequence of officials wishing it to be. Rather, there must be strategic planning - a process of examining the current state of affairs in order to determine a specific future state of affairs. It is strategic in that the whole of the proposed system must be analyzed in terms of programs, services, mandates, resources, laws, and desires in order to determine what the system should be at some future date.

Strategic planning cannot be accomplished exclusively through the use of knowledgeable and experienced consultants. Instead, it must involve not only all identified internal and external stakeholders, but community-based stakeholders as well. Such planning, then, becomes a collective responsibility and task not only to ensure the best possible plan, but also to ensure buy-in by all involved.

Both Whatcom County and the various cities' officials clearly recognize the need for strategic planning within its justice system and have been fully prepared to devote appropriate resources for this effort. The Law and Justice Council, representing County and city officials, as well as citizen representatives, and community-based treatment providers, converted itself into a Steering Committee designed to provide oversight and input into the planning process. Meeting almost every month for well over one year, officials of all justice agencies in the County, together with city and community representatives, worked diligently to help analyze data and information gathered during the process.

After the consultants provided summaries of major findings, the Committee addressed these in order to identify those of a critical nature and for which appropriate recommendations for implementation were needed. Further, these findings and recommendations were placed in priority in recognition that all recommendations were not of an equal stature.

This Phase II report, then, reflects the needs of the project stakeholders and the opinions of the consultants. Yet, even though there has been significant involvement of Committee members, this final report reflects the views of the consultants, as guided by the thoughtful input of system practitioners, and not necessarily those of the group. Additionally, as will become obvious from a reading of this report, while a specific recommendation for action may be viewed as important or critical insofar as efficiency and effectiveness are concerned, a limit on existing and potential resources undoubtedly will require a certain level of "phasing." That is, not every strategy can - or should - be implemented at the same time.

To that end the report has been divided into "high" priority recommendations and those of a lower, though still important, priority.

Some of the recommendations for action contained herein should be viewed as absolutely essential in that they form the foundation for other tasks. For example, a Management Information System (MIS) is a required tool that computerizes all events, decisions, interventions, and the status of offenders so that appropriate and responsible decisions can be made as the offenders travel through the system.

Without such a tool, each agency would have to collect its own data and without knowledge of what others have collected. Therefore, an MIS becomes a support mechanism for such services as classification, risk/needs assessments, determinations of eligibility for pretrial release, the presentence investigation, and decisions about offender-based interventions.

Another foundation recommendation involves the hiring of a justice Planner/Coordinator. During the course of this project the Northwest Regional Council (NWRC) has provided considerable support services. But, it is clearly recognized that a full-time planner/coordinator is needed to support the proposed, reinvigorated Law and Justice Council, to review the collection and analysis of MIS data and information, and to assist agency directors in implementing their own, internal changes in policies and procedures.

In the final analysis, Whatcom County officials, together with the Law and Justice Council and city and community representatives, do indeed recognize the need for change not simply change for change sake, but to create and maintain a viable, system-wide, effective, and efficient justice system - a system that involves adult criminal, juvenile and civil programs and services. While there is no naiveté over the cost of many of the recommendations for action, the Law and Justice Council and countywide officials recognize that while "more of the same" is not the by-word for action, additional resources unquestionably will be needed - over time - to ensure that a just and fair justice system is created and maintained.

Moreover, there has been a clear recognition that a continued reactive approach to problem solving will not produce appropriate system-wide change. For that matter, neither will a proactive response serve the needs of the community. Instead, the LJC has approached its tasks in a co-active manner; that is, by involving both internal and external stakeholders in total partnership.

This Phase II Report flows from the Phase I Report in which the findings, initial recommendations, and priorities for implementation were delineated. These will not be repeated except where the context of a specific recommendation requires some explanation; that is, to help the reader understand why a specific strategy for implementation has been adopted. Further, where possible, the resources needed for implementation will be explained, as will proposals for further action.

It is important to note that a strategic plan, by its very definition, means that it should be viewed as dynamic rather than static. This means that there must be constant reassessments of findings, evaluations of progress, and continuing identification of needs, resources, and practicalities. The plan is dynamic in that it should be seen not only as requiring updating, but changes based on what works and what doesn't work and according to resource availability.

While ultimately the strategic planning process will be a continuing assignment of the Law and Justice Council, the primary responsibility for an annual up-date will be that of the LJC's Executive Committee, who, in turn, will necessarily have to coordinate not only with County and city officials, but with the County Executive and County Council as well. While this task will require dedicated effort, as long as there are open channels of communication among and between all key policy-makers, the likelihood of justice improvements will be enhanced. This same issue, of course, is just as applicable with regard to County and State relationships, especially with the courts and the Department of Corrections insofar as law and justice issues are concerned.

Finally, it is important to recognize that in order to achieve the kinds of improvements in the justice system contained in this Phase II Report, it is critical to take note of what is commonly called *graduated sanctions*. This is a process of increasing or decreasing an offender's liberty through the use of intermediate sanctions as well as alternatives to incarceration.

As a consequence of appropriate screening for risk and needs, offenders in Whatcom County will be incarcerated if high-risk or supervised in the community according to well-defined terms and conditions for release. As an offender meets his or her obligations, the potential for step-downs in supervision can occur. If there is violative behavior, the likelihood of step-ups will be indicated.

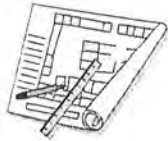
Thus, with the development and enhancement of community-based programs to facilitate more offenders being supervised in the community, key policy-makers collectively must make a decision about *zero tolerance* for misbehavior; that is, unless there is significant mitigation, an offender who is in non-compliance must be dealt with immediately and with a step-up in restricted liberty. Further, consistency in the application of the *zero tolerance* policy will be required to ensure fairness and applied justice.

The narrative that follows this discussion provides a blueprint for implementing prioritized recommendations. The report is organized in two parts: Part I identifies 16 recommendations of the highest priority, including many with system-wide implications; while Part II reflects 23 recommendations of lower priority, all of which are presented irrespective of functional areas within the justice system. *Within each section the individual recommendations are not prioritized.*

High priority recommendations are those that promise the greatest positive impact on system operations and need to be implemented as soon as resources can be secured and appropriate policies and procedures developed to govern implementation.

Lower priorities are those recommendations that can either be handled administratively or implemented when time and resources permit. They appear promising in nature and will impact changes in justice system operations to one degree or another.

Part I. HIGHEST PRIORITY RECOMMENDATIONS



Recommendation 1. Re-Design the Law and Justice Council and Continue Strategic Planning

Functional Area: System-wide

Commentary: The Law and Justice Council (LJC), established by Resolution No.93-015, re-convened during this project as a Steering Committee. At this time, the LJC should be re-established, with additional representatives from the county, cities, and the network of community-based services. A committee has been working on this task and with the approval of the LJC its complete composition has been approved and is to be forwarded to the County Executive and County Council for appropriate action.

The LJC should be responsible for reviewing all aspects of the justice system (criminal, juvenile, and civil); examining data and information contained in the MIS; developing evaluation strategies to determine program needs, benefits, and outcomes; developing quality assurance protocols; and otherwise updating the strategic plan at least annually. Additionally, the LJC should assist the County Executive in the identification of priorities for new programs/personnel within the system, but should have no authority to develop functional area budgets. Instead, it only should review proposed budgets to assist in the priority-setting process.

Implementation Issues: The LJC is empowered by statute. The purpose of the LJC is to introduce order and rationality to a criminal justice system of sanctions and services that has been characterized as neither just nor a system. The purpose of the Law and Justice Council is somewhat expanded insofar as it must also consider civil justice issues that frequently have a profound impact on criminal issues.

Additionally, the participation of representatives from the many Whatcom municipalities is essential. Their membership is a critical ingredient of the Council. No decisions should be made unilaterally by the LJC without a complete consideration of the impact on cities. If the LJC is to be a truly collaborative and representative effort, the cities must be co-active partners in the decision making process.

Timetable: Immediate, on-going implementation is advised.

Staffing Issues: The LJC will require staff support by the NWRC, consultant assistance, or by a full-time Justice Planner/Coordinator.

Costs – Budget: Since the LJC will be engaged in various activities, the County Executive should create a budget for this group that will cover such expenses as travel, hiring consultants, attendance at conferences, and library materials. The budget should include the costs of the planner/coordinator and required staff support. (These costs are presented in the next recommendation.)

As the cities in Whatcom County will be significantly impacted by LJC activities, it is suggested that the cities be asked to assist the County with funding both the LJC and the Planner/Coordinator position.

Applicable Standards: The statute governing local law and justice council responsibilities should guide Law and Justice Council activities.

Management Plan: Since the LJC will now involve over 50 members it is recommended that an executive committee be established, with a citizen member as chair. A citizen chair essentially will be a neutral "person" and thus will bring no political agendas to LJC discourse and action. This is an important issue at least initially as the LJC seeks financial assistance from the County Council and the cities to implement the suggested recommendations contained in this report.

The executive committee should be empowered to meet on a regular basis (e.g., monthly) and make those decisions that require action. Other decisions can wait for the entire group to meet, which should be no less than quarterly.

The executive committee should be responsible for the supervision of the proposed Criminal Justice Planner/Coordinator regarding LJC activities and for overseeing the continuation of the strategic planning process. The executive committee should be composed of the chair, vice chair, secretary, a representative from each of the standing committees, one community member and the County Executive.

The by-laws should detail the nominating and election procedures for the executive committee, all of who should have fixed terms for service.

A task group has adopted a set of by-laws that would govern the roles, responsibilities, and duties of the LJC. This group should proceed with its deliberations and seek final approval from the LJC and by the County Executive. The by-laws must meet the requirements of state law.

In order for the LJC to be effective in its deliberations and since many activities will require serious consideration over time, it is recommended that a number of standing committees be established, both from among the membership of the LJC as well as from line staff, cities, and community-based programs and services.

Standing committees should include (1) Executive (2) Management Information System, (3) Community Based Options, (4) Facilities, and (5) Juvenile Justice, (6) Operations, (7) Public Relations.

Under the direction of the Executive Committee, the LJC, working with the justice Planner/Coordinator, the County Executive, and County Council, should review the results of the strategic plan annually and update those aspects of the plan that need change.

Analyses of research findings concerning adult, juvenile, and civil justice programs should indicate new and better "what works" programs, which should be evaluated in terms of their "fit" in Whatcom County.

Based on such a review along with the needs of the system and the community, the strategic plan should be updated to accommodate proposed changes. This also means that as the MIS data are collected and analyzed, responsible decisions can be made not only with regard to possible new programs, but also for changes in existing programs - all geared to enhanced effectiveness and efficiency of the system.

Based on its assessment of changes in the plan, the LJC should also recommend changes in costs/funding and submit a proposal to the County Executive, which should include revised implementation schedules and priorities.

Evaluation Protocol: Properly staffed, the Council should annually evaluate its goals and objectives to determine the degree of fidelity with each and analyze systems data to gauge the degree to which supported initiatives alleviate (or exacerbate) targeted problems.



Recommendation 2. Hire a Justice Planner/Coordinator

Functional Area: System-wide

Commentary: A Law and Justice Council without proper staff support will have a difficult time establishing goals and objectives, designing and delegating tasks, and specifically meeting its stated purpose of implementing the strategic plan.

Implementation Issues: In order to work with and otherwise utilize all of the expertise and resources among the Whatcom County government agencies, cities, as well as community-based groups and in order to utilize his or her expertise to engineer change, it is strongly recommended that the Planner/Coordinator be headquartered in the County Executive's office and answerable administratively to the County Executive. The placement of the Planner/Coordinator in the Executive's Office is controversial, as the LJC has expressed the desire to have the position report to the LJC directly.

This position could also be fulfilled by using (via contract) the skilled staff of a local third party planning agency such as the Northwest Regional Council. NWRC staff could seek external consultant assistance on specific implementation issues as needed. This option would help alleviate some of the controversy of placing the planner/coordinator position in the County Executive's Office.

The consultants believe that placing the Planner/Coordinator in the Executive's Office (if this option is preferred) will facilitate the development of a working relationship with the County Council, heads of the various county agencies and departments, as well as develop the necessary resources needed by the LJC in its routine operations.

It is recommended that the planner/coordinator position be given no authority over staff, budgets, and/or functional area policies and procedures. Instead, this person should be viewed as an internal consultant, when and where indicated, serve as the recorder for the LJC, and as an advisor to the County Executive.

Timetable: In view of the fact that the LJC must become a viable and action-oriented group and determine its own roles and procedures, it is recommended that the hiring of the proposed planner/coordinator occur as soon as there is agreement about a job description and a salary level, and as soon as funds can be obtained. This is an on-going task.

Staffing Issues: It is recommended that the job description for this position take into consideration the needs of the LJC with regard to planning and coordination and, as a consequence, seek someone with varied experience in the justice system. The person should be able to work with computerized data and have had experience in dealing with justice agencies, communities, and elected officials.

Costs – Budget: In order to recruit an experienced planner and expert in justice administration, the requirements delineated by the task group should be followed. However, it must be recognized that to obtain the services of one whose credentials are impeccable, it will probably be necessary to provide a salary at no less than \$65,000 to \$75,000, excluding fringe benefits. At least one half-time support person should be assigned to this position. As activities and services expand, an additional one-half support person probably will be needed. Depending on exactly where this person will be situated, there will be costs for supplies, equipment, office furniture, travel, conference attendance, and other incidental expenses directly related to the job requirements.

Applicable Standards: None apply though the person hired to fill this position must be familiar with all applicable standards for each of the functional areas.

Management Plan: The role, responsibilities, and duties of the proposed Planner/Coordinator are outlined in the Phase I Report. Here, it suffices to state that this person's primary duties will include: (1) providing staff support for the LJC, (2) ensuring the implementation of the strategic plan, (3) advising the LJC of inter-agency developments and problems, (3) working with information system analysts/programmers to ensure a workable MIS, (4) conducting evaluation studies of existing and new programs throughout the system, and (5) keeping appropriate records of transactions, meetings, and other matters in which the LJC may be engaged.

Evaluation Protocol: None envisioned at this time.



Recommendation 3. Justice Management Information System

Central to all efforts to improve local justice system functioning is the need for accurate and timely information on justice system workloads and performance. The mission of the MIS Committee, a standing committee of the LJC, is "...to improve the efficiency and effectiveness of the adult and juvenile justice system in Whatcom County through the use of information resource management in support of the enhancement of public safety and the swift and fair administration of justice."



Recommendation 3.1 Expand and Diversify Committee Membership

Functional Area: System-wide

Commentary: Expanding Committee membership to include private sector representatives will ensure that Whatcom County's Information System (IS) department is kept abreast of the most recent developments in computing platforms. Private sector members can assist the County IS Department in finding resources to fulfill computing objectives. The impact of enlisting the support and expertise of private sector information services professionals can be positive and effective. This collaborative effort may assist the County in maintaining and retaining its current IS staff by sharing resources and developing industry standards in hiring information system professionals.

Implementation Issues: No barriers to implementation are envisioned.

Timetable: The process has already been initiated with the creation of a letter requesting participation. The LJC should continue to solicit new members, providing each with a complete briefing. The selection of all members should be completed by mid-June, 2000.

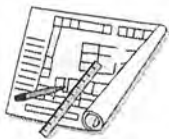
Staffing: Initially, the staffing of the MIS Committee can be provided by the NWRC, consultants, or by the proposed Planner/Coordinator.

Costs – Budget: None anticipated.

Applicable Standards: None.

Management Plan: There is the need for continued meetings of the MIS Committee with specific agenda items. Fulfilling the remaining recommendations will provide the Committee with a busy agenda over the next 12 to 18 months.

Evaluation Protocol: None.



Recommendation 3.2 Proceed with Data Integration

Functional Area: System-wide

Commentary: It is recommended that the County proceed with its proposed Data Integration Project. This project seeks to create a seamless weave of justice system practitioners in Whatcom County who can share data entry responsibilities, data verification and editing, data base use for day-to-day operations, and share aggregate justice system data for proactive planning, budgeting, and evaluation tasks.

The integration of systems and data should maintain a high priority for the LJC. The estimated budget of \$500,000 over an 18-month period does not compare to the benefits that the Whatcom County agencies will receive from an integrated justice and data system. The benefits include, among others: accurate data; coordinated information from all agencies to determine trends in justice; capacity data for jail beds; and caseload information in the judiciary to determine staff needs and courtroom requirements. These benefits will provide the County with a more efficient and effective justice system to better serve Whatcom County constituents.

The justice and data integration project seeks to update all Whatcom County justice system information systems and link them into a network of systems representing data used to conduct day-to-day operations. Data integration has a number of purposes the most important of which include reducing duplications, improving accuracy, expanding scope, and improving usefulness for system users. The completion of this project will make the multiple systems resident in the County agencies appear to be a single, united justice information system instead of a patchwork of various files.

Implementation Issues: Staffing for system development and maintenance is an issue. Ensuring that the system provides all the required functions for all agencies is also an issue that needs to be addressed by the Committee. Increasing the functions of the integrated system is significant and here, the results tend to be less tangible than facilities.

Additionally, new data files will need to be included into the integration project, including all screening and assessment tools (adult and juvenile), pretrial services screening, and probation and treatment services progress reporting information. It should be the charge of the MIS Committee to monitor these program developments and ensure that essential offender-based data be included in the process.

Selecting a vendor to provide the services has been an issue. The earlier attempt to implement the project was delayed by the Y2K problem.

Timetable: Completing the project to user satisfaction will take between 12 and 18 months, with a December 2001 completion date.

Staffing: The vendor should supply all needed staff during the implementation phase. It is also recommended that IS add a dedicated justice system staff person who can fulfill multiple roles, including oversight of this project and to serve as liaison between all justice agencies.

Costs - Budget: It has been estimated that a maximum budget of \$500,000 will suffice for the completion of the integration project. A Federal grant has been written to help offset local costs and resources. The local financial commitments to this project, moreover, can be used for matching other potential Federal grant opportunities.

Applicable Standards: Only those as promulgated by County Information Services for system operations.

Management Plan: The plan for implementation is very well delineated in the Request for Proposal located on the Whatcom County Web site. It is recommended that the RFP be modified to expand system requirements and to depict the integration effort clearly and concisely to prospective vendors. It is also recommended that an evaluation of current justice system integrators occur to provide the Committee with a listing of qualified and successful vendors in the field. Oversight will be provided by IS staff (as expanded) and the MIS Committee of the Law and Justice Council.

Evaluation Protocol: A process evaluation directed toward monitoring the fidelity of implementation is recommended. It is also suggested that the MIS Committee assume the responsibility of project monitoring as assisted by the proposed Planner/Coordinator.



Recommendation 3.3 Expand Data Integration to Include External System Users

It is recommended that external user agencies, such as municipalities, state, federal, and tribal justice agencies be included in the integration project. This effort should also include the State Justice Information Network and the Judicial Information System, as well as local justice agencies that are not now contributing to the local justice information system, such as District Court Probation and the City of Bellingham's municipal court and law enforcement systems.

Functional Area: System-wide

Commentary: There are a number of system users and agencies that maintain critical defendant files that should be involved in the data integration project. These external users are frequent contributors to Whatcom Justice information systems and they also maintain data files that are invaluable to Whatcom justice system practitioners. Without their participation in the data integration project, the proposed system will never be complete or as useful as it might be. Significant contributors or external users include the City of Bellingham's court and police department, all of the other municipal entities, the State's Judicial Information Network, the Indian Tribes and various Federal law enforcement agencies. Including external justice agencies into the data integration project is a critical component. In many ways these entities, especially the state judiciary, have to become partners in the data integration project since some of the information they routinely collect has become essential for local decision-making. This is especially true for defendant criminal history data, defendant current case processing summaries, and juvenile probation management statistics.

Additionally, every effort must be made to include District Court Probation data in these plans. This is an immense body of data on a very important population that needs to be more prominently shared among local system practitioners.

Timetable: It is important to include these users into the integration project at the same time as the local system is developed. If entities have to be phased in later, the following agencies are the best candidates: the Tribes and the Federal government. It is important to the success of the system that the State's Judicial Information Network, which includes the Superior and District Courts and their various departments, be included in the first phase of this project. Completion date may be December 2001.

Staffing: The need for additional dedicated IS staff is discussed later in this section. The need for a Planner/Coordinator/Grant Writer has also already been discussed. No other staff is visualized.

Costs - Budget: Gateways to State agencies are already budgeted. Multi-point access to the other files has not been included in the overall budgetary plan. The Telecommunication grant that was recently written estimates a budget of \$300,000.

Applicable Standards: There are standards that are applicable and they apply to confidentiality, data integrity, and other MIS issues. The MIS Committee in collaboration with the IS department will ensure that such standards are met.

Management Plan: This will become another component of the larger Data Integration project. Management will be subject to the requirements of the external user agencies. It will require compromise on the part of all parties to collaborate on timetables and data requirements.

There is a tendency for local decision-makers to want to move ahead without external user participation. This is ill advised. The County should not re-invent any systems or design a local system that is incompatible with statewide initiatives.

Evaluation Protocol: The same protocol applies here as it does for the preceding recommendation.



Recommendation 3.4 Hire Justice-Dedicated Information Services Staff

Functional Area: System-wide

Commentary: Justice agencies receive too low a priority given their importance in the hierarchy of local government. Unfortunately, requests for modifications to the existing system and requests for new systems most often receive lesser priority than other County agencies whose higher priority frequently is based upon the ability to generate revenue. The consultants recommend supporting the effort to assign an Information Systems staff person to work exclusively on justice system issues, including de-bugging existing systems, expanding justice system computing capabilities, and seeking grant and other external funding sources for justice system applications, among others.

To expedite the continuing efforts related to the development and operations of the MIS, the consultants recommend that an additional staff programmer be hired to join the Information System staff, but one who will be dedicated exclusively to the justice system and to the maintenance of justice data systems. Doing so may reduce the cost of the Data Integration RFP and provide the new staff person with a training period on job duties and the idiosyncrasies of the justice system in Whatcom County.

Implementation Issues: It is necessary to secure funding from the County Council for this position. Hiring competent staff willing to work for County wages is difficult given the severe competition for technical staff. Finding technical staff that is also justice system competent further exacerbates the hiring situation.

Timetable: This person should be hired immediately in order to work with the consultant vendor who will be developing the data integration system. It would be advantageous to have this staff person hired by August 2000.

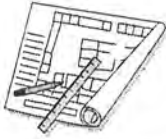
Staffing: Single justice dedicated systems analyst/technician FTE whose job description conforms to County Human Resources requirements.

Costs – Budget: The costs for this person, including salary and benefits will amount to \$60,000.

Applicable Standards: Only Whatcom County hiring policies and procedures are applicable.

Management Plan: Funds are already available to fund the position if monies allocated to revising the Data Integration RFP are used for first-year staff funding.

Evaluation Protocol: The IS Department should conduct an annual survey of user attitudes in Whatcom County and use these data to focus on user support.



Recommendation 3.5 Include Decision Support in Data Integration Project

Functional Area: System-wide

Commentary: Summary statistics on justice system workloads are difficult to obtain in Whatcom County without instituting a rigorous ad hoc research design. The data on trends in workloads, defendant flow, and system effectiveness are critical elements that allow system practitioners to plan proactively for increased or changing workloads, budget in advance for anticipated changes, and for the evaluation of the consequences of changing policies and procedures. Whatcom County has spent considerable resources in support of this planning effort. Having a routine method of collecting, aggregating, and distributing the same data as part of the data integration project will provide Whatcom County with better organization and accountability for its justice system. Adding the dimension of decision support to the data integration project should extend the usefulness of the project to other non-judicial agencies including the public. If the system developed is extended to external justice system users and thus becomes truly representative of justice system activities on a day-to-day basis, there should be no reason why summary statistics on system activities cannot become readily available to County officials and the public. The more information is shared, the greater the potential for increased trust in the justice system and the services provided.

Implementation Issues: The MIS Committee needs to place a Decision Support System (DSS) on its agenda and be led by a consultant through the process of identifying recurring business decisions that can be answered by DSS.

A review of data elements contained in existing system files suggests that at least 95 percent of those needed are already available. Missing items, as examples, include District Court Probation data and screening and assessment tools as well as some select items on in-custody behaviors at the jail.

Timetable: The next meeting of the MIS Committee should include the identification of business problems. Each subsequent meeting should push the process forward. It is important that the collaborative work developing the DSS should occur at the same time as the Data Integration project because the two support each other. It could be possible to have this project completed by February 2001.

Staffing: The Planner/Coordinator will provide the staffing for the DSS. The new justice IS staff should provide the technical interface between DSS and data integration.

Costs - Budget: No funds need be appropriated unless outside consultation is required to assist IS in DSS development.

Applicable Standards: None. However, the product must be designed to satisfy a wide range of users from all branches of local government and the public.

Management Plan: Implementation should begin immediately and completion will require three months. Desired DSS data must be compatible with data integration RFP. Inclusion of DSS must be specified in the data integration RFP.

Evaluation Protocol: The DSS will become the basis of the on-going, routinized evaluation of system change in the justice system of Whatcom County. All users can easily evaluate web-based distribution of graphically oriented summary data on system activities by affixing an evaluation form onto distributed reports.



Recommendation 4. Remodel The Existing County Jail

Functional Area: Adult Jail Facilities

Commentary: Current overuse levels of the main jail in Bellingham are shortening the life span of this very expensive, well-designed, maximum-security facility. Facility security levels exceed those required by offenders housed there. Crowding in the main jail has contributed to inmate discontent and idleness. Recreational and program space unavoidably is being used to house offenders rather than effect positive change through behavior modification programs.

Moreover, it is critical that the present facility be maintained at a level that assures health and safety of staff as well as inmates. Therefore, it will be important for jail staff to develop a comprehensive, five-year plan for the maintenance and repair of the jail.

It is recommended that the use of the main jail be returned to its original design capacity. It is important to wait on the decision as to the maximum capacity of this jail until proposed state jail physical plant standards are promulgated.

Implementation Issues: The consultants believe that it is possible to accommodate all of the maximum security offender population in Whatcom County in the existing jail if (a) a supervised pretrial release program is implemented, (b) the existing facility is remodeled to include a central intake unit, (c) an inter- and intra- facility objective classification system is implemented, (d) additional medium/minimum security beds are made available elsewhere, (e) the integrated information system project is implemented, (f) community-based options are expanded, and, (g) all informal historical population controls in use in the jail currently are revised and, where appropriate, institutionalized.

The remodeling must be sensitive to proposed state physical plan standards that in essence are identical to the original State Jail Commission jail standards under which the jail was originally designed. The remodeling would also need to be sensitive to local fire code and safety rules and to some of the renovations already conducted. The major renovations that will need to be made include the creation of a more expansive Central Intake Unit and the re-opening of program space. The removal of additional bunks placed in the cell areas is not advised though the temptation to use these beds may be great.

To complete the maintenance and repair schedule, jail staff will need to identify and examine all equipment and construction to determine what will likely need to be changed, replaced, and/or repaired.

Timetable: The remodeling must wait for the final adoption of state physical plant standards. It should also be part of a full facility-wide maintenance plan for the jail. It will also be critically dependent upon the approval of funding for a new minimum-security facility and the re-organization of District Court Adult Probation Services. This project will take 12 months to complete. The due date is therefore September 2001.

The five-year repair and maintenance schedule should be initiated immediately and updated on an annual basis.

Staffing: Initially it should not be assumed that additional staff will be needed if the existing jail is returned to its original design capacity. It may be that fewer staff will be needed to supervise fewer inmates, though existing staffing levels appear inadequate. It may, however, transpire that additional staff are required if staffing is modified to reflect the original design of direct supervision. A staffing analysis using the National Institute of Corrections staffing analysis workbook should be conducted to determine the most appropriate levels of jail staff now and projected through jail re-design.

If fewer staff are needed due to the phasing in of new facilities and the expansion of community-based sentencing options, it may be possible to re-assign staff to other related correctional supervision functions.

Costs – Budget: A full review of the existing jail's intake area still needs to be accomplished however it is estimated that the intake/transfer/release section of the jail that could be used for central intake needs to be 800 or more square feet. A thorough remodeling of this area at \$150 per square foot could cost up to \$125,000. The costs for maintenance and repair cannot be determined until a full schedule is developed.

Applicable Standards: State physical plant standards, American Correctional Association Standards, and local fire and safety code requirements.

Management Plan: Funds might be found for the remodel from Federal sources that are passed through by the State. Local tax revenues could be used for remodeling. Local funds could be sought in the 2001 Sheriff's Office budget.

Evaluation Protocol: None



Recommendation 5. Expand Secure Adult Jail Facilities

If Whatcom County remodels the existing jail to house no more than 150 maximum-security offenders, if alternative sanctions are in place, and if work release is expanded to include 120 offenders an additional 290 medium and minimum security beds will be needed (good until the year 2015) to house these lower levels of offenders (especially the chronic misdemeanor). The site selected should be sufficient to accommodate future expansion for at least another 165 beds that could extend capacity requirements to the year 2025.

Functional Area: Adult Jail Facilities

Commentary: Much of the discussion of remodeling the existing county jail in Bellingham is applicable to this discussion. The catalyst for new construction is the chronic crowding of the existing jail, anticipated future demands for secure space in Whatcom County, and the crippling effects of constrained incarceration on local law enforcement practices, judicial prerogatives, and the ability to change offender behaviors.

Implementation Issues: The major implementation issues are those associated with obtaining funding for construction and operations, the relationship between new facilities and the existing jail, improving or at least maintaining current relationships between the judiciary and jail administration, and various others.

Logistically, it needs to be determined where the new jail will be sited. Additionally some of the following questions need to be considered to ensure that there is consensus among key decision-makers:

Who comprises the new facility's target population? Should contract beds for other agencies and jurisdictions be allowed or even sought out? What levels of security are proposed? Should only minimum and medium security be considered? What inmate programs should be offered? What kinds of community-based support services should be provided at the new jail site? Should the jail campus also include housing for the homeless? These and other questions should be resolved before an architectural and engineering firm is hired to move the project forward from the conceptual to the actual.

Timetable: The search for funding should commence immediately. All sources should be considered. Steps should be taken to secure funding and educate the public regarding the need for this additional facility. The final steps of local planning can be completed within the next six months, while reliable funding sources are located. Local staff should continue to take advantage of the NIC-sponsored Planning of New Institutions (PONI) program, including travel to sites where there have been similar construction projects. It may take two to three years to complete this project, so the operational date probably will be December 2003.

Staffing: Additional jail staff to operate the minimum-security facility will be required. A rough estimate of staffing costs is provided in the section that follows. It is impossible to estimate actual staffing increases until the jail's programming is developed. It is suggested that custodial staff be Sheriff's Office employees while treatment staff be private contractors.

Costs – Budget: Although minimum-security beds are less expensive to build, they have a tendency to be more expensive to operate. A minimum-security facility cannot rely upon security hardware to control inmate behavior; instead staff is used. No good data exist for estimating inmate to staff ratios. Every facility must engage in a specific staffing analysis based upon design, facility purpose, and inmate movement, all of which will be very intense in the proposed minimum-security jail. An estimate of annual operating costs for a new facility of this size could be up to \$8 million for facility administration and security staff.

This estimate will produce an estimated daily cost in the new jail facility of \$76. (Per Diem costs in the existing jail at 200 inmates are \$55.) It is possible for funds to be recaptured from some offenders as well as use grants to offset program costs.

Treatment costs can be estimated by examining data from evaluations of substance abuse treatment programs. The typical cost of case managed substance abuse treatment that includes holistic ancillary services in support of reducing the need for illicit drugs is estimated at \$2,350 per offender per year. This would amount to an annual budget of \$470,000 to provide substance abuse, mental health, remedial education and other essential services for what will most likely impact the chronic misdemeanor offender population. A sizeable proportion of these costs can be covered by the State Alcohol and Drug Abuse funding agency (ADATSA). Determining eligibility for state and federal funding could be another task of CIU staff.

Applicable Standards: The facility should not be strictly designed to proposed State standards because it is not a main correctional facility, but rather a minimum-security, multi-purpose detention facility where dormitory space will predominate. Great care in the design of this facility must be made to conform to the greatest extent possible to final state physical plant standards. The movement to state standards may be a precursor for state funding of new or remodeled jail facilities. Moreover, ACA does have standards for community-based residential facilities that may have applicability for this project.

Management Plan: The number of people who enter the proposed new facility annually may total 4,000, all of whom will be processed at the main jail in Bellingham by the Central Intake according to rules developed jointly with the local judiciary. Inmates primarily will be sentenced offenders (75 to 80 percent) and their length of stay will probably average 30 days. Some offenders will be medium to minimum security, pretrial offenders for whom release from the main jail will be indicated. These offenders will be afforded the same early release and re-classification decisions as those in the main jail.

Failure to attend to minimum -security requirements should result in the return of the inmate to the main jail (depending, of course, on a decision to operate supervision programs on or not on a "zero tolerance" basis).

The majority of the bed space should be dormitory style (up to 75 percent) with an emphasis on having inmates out of the living areas during the day to attend treatment. Hence the need to oversize multi-purpose space to accommodate programs such as:

- 1) Recreation
- 2) Education
- 3) Health Care
- 4) Substance Abuse Treatment
- 5) Mental Health Treatment
- 6) Drug Testing
- 7) Inmate work programs

Additionally, the facility must make itself available for use as a Day Reporting/Treatment Center and to accommodate expanded alternative programs. Further, it is recommended that many community corrections functions should be housed at this facility, including probation and other treatment/supervisory agencies. This will create a full service program that requires an open campus where practitioners can access and depart the site readily.

The facility does not require concrete block with rebar walls and ceilings. The doors do not need to be metal plate or grill and hardware can be less than ultra-heavy duty. The construction cost savings for these reasons can be significant.

Data from national sources has shown that a very modern facility can be built for \$150 per square foot (or approximately \$25,000 per bed). By attempting to accommodate 290 offenders in this site, the following square footage will be needed:

Table 1

Function	Square Footage Required
Intake/Transfer/Release	4,640
Detention/Residential	25,552
Administration	770
Visiting	1,740
Health Care	1,520
Food Service	3,000
General Support	1,270
Total	36,452

These figures do not include rental space for ancillary services nor the 1,500 to 2,000 square feet needed for day reporting as well as space required for probation and pretrial services. The costs assume no perimeter fence especially if the campus site is shared with a juvenile multi-purpose facility where the philosophy should reflect a “family friendly” environment. As it is, sufficient space to accommodate 290 inmates could cost \$7.25 million depending upon the specific nature of the equipment and furnishings involved and actual construction materials. This estimated square footage does assume that at least 75 percent of the bed space will be dormitory style, with 60 square feet in the living area and 35 square feet of day room space per inmate. Both of these figures could be reduced based upon the mobility of the inmate (hours confined to living space).

Additionally, the kitchen has been oversized to accommodate the potential of sharing the function with a new juvenile multi-purpose facility co-located on the same campus. Work release is also not included initially since a private vendor currently provides these services. (Decisions related to the future site of an expanded work release program will have to be made.)

Video Conferencing: Transporting inmates back to the main jail could amount to a major expense if inmates were forced to return to court for miscellaneous hearings on their cases. Instead it is recommended that video conferencing be utilized whenever appropriate.

Evaluation Protocol: The provision of new jail facilities should have a positive impact on the use of the existing jail by reducing crowding. The nature of the population housed in the existing jail should change significantly. The utilization of the new jail should not exceed the design capacity. Attitudes of the judiciary should improve markedly as should those of local law enforcement. These changes should occur after new facility implementation.



Recommendation 6. Create a Central Intake Unit in the Existing County Jail

Functional Area: Adult Jail Facilities

Commentary: A central intake unit (CIU) is both a place and a concept. It is that location (in some cases virtual and for others literal) through which all offenders pass on their way to the least restrictive custody available given the offenders assessed level of risk and need; that is, need for supervision and treatment. The CIU is responsible for the collection of objective information about the offender that will assist in decision-making, such as: release pretrial or detain, assign a defense attorney, determine housing, assign offenders to community-based programs, and help match offender presenting problems with the most appropriate system response. As such, it should be data-driven and serve as another mechanism to control and manage offender populations. A CIU is dependent upon sound information resource management as it cannot be successful if it is based upon impressionistic or subjective information.

Implementation Issues: A Central Intake Unit should be created within the main correctional facility and staffed on a 24-hour per day basis. The CIU resembles the booking function but goes significantly further in that additional offender information is collected and disseminated at the time of offender admission. The CIU will be responsible for the following functions based upon the development of policies and procedures to guide activities:

- 1) Booking
- 2) Classification within the jail and between jail facilities and re-classification
- 3) Release including the screen for supervised pretrial release
- 4) Substance abuse and mental health screening (not necessarily assessment)
- 5) Case management to expedite defendants detained for unusual amounts of time
- 6) Facility program assignment

- 7) Screening for indigence
- 8) Medical screening
- 9) Screening for alternative program eligibility
- 10) Drug and alcohol testing

In Whatcom County, the CIU may be best visualized in the main correctional facility. This facility should remain the primary entry point for all offenders. The CIU staff must establish, under the direction of the local judiciary, prosecutor, and public defender, a graded continuum of sanctions that best matches the severity of the crime, as mitigated or aggravated by the presenting problems of the offender. These rules must allow offenders to move up and down the restrictiveness scale based upon the offender's behavior while under supervision and based, in part, upon the election of a "zero tolerance" policy for misbehavior.

Timetable: A CIU could be implemented immediately as a process even though the potential remodeling of the jail will occur in the future. Training would need to be provided to existing jail staff; however, it is suggested that civilian support staff be utilized for this function to the extent feasible and desirable. Work on arranging for the CIU could begin immediately, with a final jail remodeling date of February 2002.

Staffing: No staffing changes are expected due to this recommendation, unless a decision is made to employ civilian support staff to handle the CIU activities. Specialized staff training will be required

Costs – Budget: Other than the remodeling costs discussed above and the potential employment of civilians, no additional costs are anticipated. (If copyrighted instruments are used for classification and assessment, there may be fees.)

Applicable Standards: No custodial care standards are impacted. The physical layout of central intake would be governed by soon-to-be adopted state jail physical plant standards. Facility placement principles should be governed by ACA custodial care standards. The Planner/Coordinator and the Sheriff could look to national best practices for guidance on program and policy development governing CIU activities.

Management Plan: The management plan is dependent upon remodeling. (See above.) While the remodeling is occurring, staff could be trained, policies and procedures developed and assessment and screening tools selected. The IS staff could also begin the process of automating additional data elements associated with CIU activities including screenings and assessments.

Evaluation Protocol: None



Recommendation 7. Develop a Supervised Pretrial Release Program

Functional Area: Community Corrections

Commentary: It should be remembered that 90 percent of all pretrial bookings into the Whatcom County jail are released prior to disposition. Most offenders are released on bail within 24 hours after booking. Another sizeable proportion of the un-sentenced inmate population is released by a judge on non-financial release within another 24 hours of booking. However, a fair sized population of offenders is eventually released pre-disposition but well after filing and arraignment. This high overall release rate is only inappropriate insofar as it produces a high Failure to Appear (FTA) rate that then exacerbates jail crowding once the FTA offender is re-arrested. The consultants believe that the FTA rate can be impacted by objective release criteria, reminder calls for releases through the bail schedule or low risk personal recognizance, and more active supervision of medium- and high-risk pretrial releases. Lowering the overall release rate could severely crowd the jail and must be avoided.

The data suggest that many offenders who annually pass through the jail could take advantage of the program, with the majority receiving no more supervision other than a reminder call for court obligations. These are offenders who are booked and released before their cases are filed and who constitute the largest pretrial population. The current bail schedules and personal recognizance release methods seem to work well with this population as only about seven percent subsequently fail to appear while their lengths of stay in the jail average a modest 1.4 days. They are primarily District Court offenders. These offenders could be considered administrative pretrial releases who require no face-to-face contacts or stringent conditions, but, instead, reminder calls for upcoming court dates.

A clerical person could be used to remind these releases of their court dates. The total size of this population is estimated to be 1,485 individuals which amounts to an average of six phone calls per day to alert offenders of pending court dates.

Two other pretrial populations, (1) primarily Superior Court offenders at the time of charging and who are frequently Failure To Appear offenders, and (2) probation violators (including those on state probation) spend longer time in custody before eventual disposition. Over 60 percent of these offenders have been in the jail before, with lengths of stay ranging between 12 and 24 days. The total estimated annual number of offenders in this population is 468. These offenders need some face-to-face and phone contacts during the time between filing and disposition, with typical averages of 200 days, and which creates an annual caseload of 250 offenders. These are the offenders who may have failed on release before or with less than stellar ties to the community. However, they are considered minimum risk offenders since they constitute minimal risk to community safety.

Finally, it would be advantageous (as an aid to reducing jail crowding) to extend the pretrial supervision program to some offenders who have not historically been released pretrial. This population is comprised of District Court offenders who spend two-thirds of their jail time as a pretrial prisoner and the rest as a sentenced offender (overall average length of stay of 69 days). The inmate sample data suggest that this population could amount to 80 offenders per year and they should be considered intensive supervision clients.

Implementation Issues: The development of this component of the adult justice system must be carefully constructed so that it does not contribute to jail crowding rather than alleviate it. The proposed timing of the expansion of pretrial release based upon objective criteria should be accomplished as soon as possible. It should be remembered that any program developed will need to be durable enough to continue in existence even after new facilities are added to the County's continuum of sanctions.

Meanwhile, this expanded program can be used to help control the existing jail population.

Another item of importance is the need to develop objective release criteria that does not alter the percentage of pretrial offenders who are released, but rather speeds-up the decision to release for some and provides supervision to others.

Since the Adult Probation Services staff already provides some pretrial supervision services for higher risk clients, it is advisable to expand this important function within that office (see below).

Timetable: The oversight committee should be immediately convened and the release criteria developed based upon a review of existing criteria and in consultation with the judges. Committee members should collect evaluation research on existing pretrial programs at this time for review. Committee members should visit other programs located elsewhere in the state. This function could be developed and implemented by November 2000.

Staffing: Caseloads of the size described above will require an additional staff of two supervision officers, one of whom will serve as the division supervisor and will report to the Adult Probation Services Department's Director. It is likely that an additional clerical person will be needed to handle the increased administrative duties.

Costs – Budget: A project of this size could cost \$215,000, or about \$700 per offender actively supervised. However, it can be expected that a net cost savings to the County will accrue through the reduction of failures to appear, fewer subsequent arrests and jail bookings, fewer court proceedings and assignments to the public defender, shortened lengths of jail stay, and reduced recidivism.

Applicable Standards: The program should be built based upon National Association of Pretrial Services Agencies standards, "Performance Standards and Goals for Pretrial Release and Diversion."

Management Plan: Objective release criteria need to be developed and there are some excellent models that might be used. Most of these simple point system scoring models examine offender's criminal history, instant offense, and ties to the community. Whatcom County should develop its own release criteria, test the effectiveness (no crowding, low failure to appear), and institutionalize the process for now and after new facilities are provided.

A committee of judicial members, the prosecutor, public defender, Adult Probation Services and pretrial staff, and citizens need to develop collaboratively release criteria and the specifics of supervision based upon standards and models of programs used elsewhere including those in Washington State. Site visits to these programs are advised. The temptation will be to over-classify releases and to over-supervise offenders, which should be avoided.

Finally, the data files created on released offenders, including the variables in the release form, should become a part of the offender's file, and be automated and distributed to appropriate justice system users as a component of the data integration project.

Evaluation Protocol: It is critical that the impact of this program be evaluated on an on-going basis for it is possible for this program to do harm to the effort to control jail crowding. It is suggested that funds be made available to conduct an independent third party evaluation of the implementation of this project and to ensure that desired impacts are occurring. The evaluation must track the fidelity of release criteria implementation and client/participant outcomes in terms of FTA and new offenses. The data will need to be fed-back continuously to committee members for evaluation and program self-adjustment.



Recommendation 8. Expand the Continuum of Intermediate Sanctions/Incarceration Alternatives

Functional Area: Community Corrections

Commentary: To combat crowding in the jail the Sheriff's Office and Adult Probation Services have shown some imagination in developing curbs on jail use. The local judiciary has shown an immense amount of patience in allowing jail staff to implement some of these policy and procedure changes. The Municipalities have also shown significant patience in curbing their use of the jail. Even with a "go-ahead" for a new facility, population controls need to be in place to manage the existing jail population and to establish a formal basis for avoiding new facility crowding.

It is to be noted that the existing jail is over-utilized and until given institutionalized relief either through innovative programming (like the Alternative Corrections Center) and/or new facilities, the existing jail will continue to be crowded. On top of this is the fact that the existing jail is going to be destroyed through overuse. The facility is designed for 150 or less offenders, most of whom are not supposed to be classified as maximum security. The continued reliance on the existing jail for housing everyone taken into custody undoubtedly will shorten this facility's life.

Electronic Home detention should have twice the number of users and it should be used as the most stringent of alternative programs. At least 50 bracelets could be used on a daily basis for offenders who are currently housed in the County Jail. Electronic home detention should be available to the most serious of pretrial releases and probationers. Based on a classification schema, however, these offenders, as others, must be carefully supervised to ensure compliance with curfew requirements and avoidance of tampering with equipment.

The work crews operated by the Sheriff's Office should be doubled in size also. This program should target offenders of a low to medium security risk, who are not employed but who need to pay back fines, fees, forfeitures, restitution, court costs, and other costs. Failure on the work crew by an offender should result in a step-down (or up in security) to electronic home detention, unless there is serious violation of behavior, which should result in the offender being returned to the jail.

It is also advisable to **expand the availability of substance abuse and mental health treatment** in the main jail. The program can identify potential clients through the substance use screening by the CIU. A more thorough ADATSA assessment can provide the offender with the opportunity to volunteer for the project. A pod in the jail could be used to house these offenders in a modified form of therapeutic community. Successful participation in the program can be used to reduce jail time and lead to the transition of the offender into probation supervision and alternative programs. Aftercare by the treatment agency should be provided to all graduating offenders with a short stint under minimal probation supervision to prevent any crises from occurring. Failure at any stage in the program should send the offender back to an earlier stage if warranted.

There needs to be a **closer coupling of probation supervision through the District Court Adult Probation Services office, the State Department of Community Corrections, and release from jail custody**, for both un-sentenced and sentenced offenders. It could be possible to have the probation/pretrial staff provide a continuum of community-based care for a sizeable proportion of offenders if staff adopts case management principles. Probation supervision to release offenders could act as reinforcement for some offenders. Hence, probation supervision should be available at any time as an appropriate alternative to incarceration.

If probation staff meet periodically with CIU staff to discuss case progress, it might be possible to apply proactively the benefits of supervision at any time that a case appears to need it and drop probation supervision (by judicial decision-making) when the benefits are no longer applicable.

This would take unique collaboration between probation and CIU staff. Such collaboration would be dependent upon the availability of timely and accurate information on offender behavior and progress.

Implementation Issues: The greatest issue confronting implementation is that of directing expanded options toward those who are jail-bound offenders. These programs should not be used to provide supervision for offenders who are not jail-bound or they will not have the desired impact on main jail use. However, there is applicability for some offenders sentenced to probation and who require specialized services.

Obviously, some significant collaboration needs to occur between the Sheriff's Office, the District and Superior Courts, the Prosecuting Attorney, Public Defender, and the Adult Probation Services Department to make these controls work.

Additionally, as inmate flow is based upon timely and accurate information, it is essential that the proposed data integration project be implemented immediately. It is still possible that these controls can be implemented at the present date without data integration. Therefore, the committee must work closely with IS to ensure that existing information systems are in place in the jail and that jail staff have the training needed to use information effectively.

Timetable: It should be possible to implement all of these recommendations simultaneously though it is suggested that community-based options be funded prior to the adoption of permanent main jail population controls. The expansion of these options should occur gradually with full-recommended capacity being reached in 24 months. This will allow a review of successful discharge rates and to determine if enough offenders are available to fill program slots. It is most advantageous to have these options at maximum capacity at the time the new jail facility is opened and other suggested recommendations such as supervised pretrial release are fully operational.

Staffing: The budgets suggested indicate the number of new supervisory staff required. Doubling participants should require twice as many supervisory staff. Staff expansion should be phased in the same fashion as overall caseload increases occur.

Costs – Budget: Replacing the existing maximum-security jail is a very expensive proposition since this kind of facility is designed to provide close supervision for serious offenders. Estimates of replacement costs can reach \$125,000 per bed. Washington State physical plant standards are being developed that will force a reduction in the use of the current jail. Though only recently released in draft form, these standards closely resemble those under which the jail was originally built. Adopting these draft standards will reduce the current jail's capacity almost to its original design capacity.

Expanded electronic home detention should cost about \$280,000 much of which can be recaptured from offender fees. Additionally, the use of this option could save as many as 17,000 detention days that cost \$935,000 at \$55 per inmate day in the main jail.

Having an annual total of 18,000 work crew days would increase program costs to about \$550,000 per year. However, if the work crews enroll only those offenders who are jail-bound, the savings would amount to \$450,000 per year. Here, too, client fees can significantly offset program costs.

Estimates of overall annual client in-custody treatment costs are about \$2,350 per offender. However it is assumed that without such intervention the probability is 50-50 that an offender will come back into the justice system and that if convicted the recidivist will receive a 60-day sentence, then the cost savings per inmate is about \$1,000 (because of the intervention). This estimate ignores the cost to the victim, the cost of prosecution, defense and court costs, and costs to victims, which can add another \$1,000 to the justice processing costs alone. Additionally, substance abuse treatment, properly applied, can reduce the probability of recidivism to 30 percent or less. Misdemeanant probation is also uniquely inexpensive at about \$700 per offender per year or \$2 per day.

User fees are an essential component of this proposal. The cash outlay needed by the County will include additional work crew staffing and van and equipment purchases.

Applicable Standards: There are none but there is a considerable body of evaluation literature that should be collected by the Planner/Coordinator and provided to the staff operating these programs and the LJC for its consideration when designing expansion.

Management Plan: Funding should be sought in the 2001 budget for expanded options. Actual day-to-day management should follow protocols already established by Alternative Corrections Center staff. Many of the policies and procedures used to operate these programs are already in place but should be formalized in a manual and widely circulated.

Evaluation Protocol: The evaluation of the implementation of these proposals is going to be critical. Excellent records must be kept on participation in expanded options and on the impact on the jail and recidivism.



Recommendation 9. Expand and Reorganize District Court Probation Services

Functional Area: Community Corrections

Commentary: District Court Probation will require significantly more resources due to projected increases in caseloads, the development of specialized caseloads (e.g., intensive), and an enhanced supervised pretrial release component. (It is to be noted that existing caseloads are already excessive.)

Implementation Issues: It is recommended that the existing District Court Probation Department be re-organized and re-named Adult Probation and Pretrial Services with two primary divisions: (1) probation and (2) supervised pretrial release. The expanded Department should have a Director and working probation and pretrial supervisors (one each), who would also have administrative as well as caseload duties.

All community-based programs and services for offenders are to be included within the proposed department, with the exception of some inmate-based programs, such as work crews, electronic home detention, and others currently located at the Alternative Corrections Center.

Critical assessments of need and risk are presently being completed to develop appropriate treatment and supervision plans. If properly interpreted, the Level of Service Inventory (LSI) can be a valuable tool in creating individualized treatment and supervision plans for offenders. Careful adherence to the results of the LSI will ensure that offenders are neither over- nor under-classified. This could also have a positive impact on caseloads.

For those with the highest risk, intensive supervision should be provided. This means that these offenders should have face-to-face contacts with their probation officers no less than three or four times per week, especially for offenders with substantial substance abuse and/or violence histories. Lower risk levels will require correspondingly less supervision.

Supervision levels can be impacted by probation moving closer towards a case management philosophy of brokered services with a few tested treatment agencies. The treatment agency, and not probation, would provide the on-going supervision of the client; however, the probation officer will retain primary responsibility for monitoring offenders and arranging for technical violations when indicated.

Referrals to community-based services must not only be made routinely, but progress and attendance reports must be obtained regularly and in a standardized format.

Although a considerable amount of offender assessments will be completed at the time of booking, it will be the responsibility of probation to continue these investigations for both offenders sentenced to probation as well as those assigned pretrial release. Consequently, it will be important for the staffs of the two divisions to develop more comprehensive assessments especially to determine the level of supervision required to ensure community safety and offender responsiveness to treatment plans.

In anticipation of increased investigations of offenders, it is recommended that a new model for pre-sentence investigations be utilized - one which simplifies both the presentation and explanation of background materials on offenders.

At least one probation officer should be assigned the responsibility of ensuring that these assessments (including the initial screening and complete investigations) are completed in a timely manner (especially for those in-custody) and to relate on an ongoing basis with the jail staff completing the initial assessments.

Another probation officer, with appropriate staff support, should be assigned exclusively to work with those offenders classified as minimum risk and who can be supervised in an administrative caseload. It might be possible to use a clerk to perform this function. These offenders, on probation or pretrial release, may have fines/restitution to pay, may be of little or no risk to the community, and do not require higher levels of supervision.

Essentially a computerized caseload, this officer would monitor terms and conditions and otherwise help the offender achieve successful termination (either by discharge or as a result of trial decisions).

This officer could also supervise those offenders whose prosecution is being deferred by the prosecutor, who can be supervised according to the same risk classification schema as others under supervision in the community.

To assist the department, especially in terms of administrative caseload supervision, volunteers should be recruited to assist in such efforts. These volunteers can assist in reviewing terms and conditions compliance, notify probation officers of non-compliance, assist in ensuring that pretrial offenders report to court for hearings, help to obtain appropriate offender attendance records, and otherwise assist in administrative duties. These volunteers would be administrative rather than case aides.

It is recommended that the Director's position include the responsibilities covering administrative duties related to both divisions as well as directing services to clients.

As a consequence of current excessive caseloads and the increasing need to provide more intensive supervision of offenders placed on probation, it is recommended that two additional probation officers be hired within the current year, with an additional officer hired in the second year. For both the probation and pretrial divisions, the Director should develop a staff to client ratio and submit requests for additional staff as increased caseloads warrant such.

Since Native Americans from the Lummi and Nooksack Tribes constitute significant numbers of current and projected offenders who will be under some kind of supervision, it is recommended that negotiations ensue to develop "courtesy supervision," whereby tribal probation officers would supervise these offenders in the community, but where these offenders legally would be under the supervision of the staff at the department.

Timetable: As a consequence of the implementation of selected additional alternatives to incarceration, the caseloads for Adult Probation Services are likely to increase significantly. Therefore, as soon as approval is obtained for the re-organized department, budget requests for the additional person-power should be prepared so that staff can develop a full program and with appropriate caseloads. Thereafter, additional staff will be needed in subsequent years pending referrals. The development of a revised policy and procedure manual covering probation and pretrial services should commence immediately.

The proposed new staff should be recruited as soon as approval of the positions is obtained and funds appropriated. Completion date should be February 2001. However, the re-organization of the department due date is December 2000.

Staffing: One Administrative Director and two Division Supervisors (one position already in existence) along with new probation officers are indicated for 2001 with another officer added in 2002. (Pretrial staff requirements are covered in that section.) The District Court could also use additional staff clerical support to handle increased caseloads.

Costs – Budget: The Director's position should approximate \$75,000 and the two additional officers (supervisors) may cost as much as \$84,000 for the first year. The second year cost would be \$92,000. No support costs are included in this estimate for this initial year of expanded programming (however, one half-time support staff may be required).

Applicable Standards: In order to ensure high levels of practice, it is strongly recommended that the standards promulgated by the American Correctional Association, "Standards for Adult Probation and Parole Field Services" be reviewed so that applicable standards, especially of a priority nature can be implemented. Thus, caseloads, on average, should not exceed 50 to 75 cases for routine probation, 100 to 200 for administrative-type cases, and no more than 25 clients for intensive supervision.

Management Plan: It may be advisable for the LJC to create a committee to participate in the re-organization of the department in order to ensure that organizational goals and standards are implemented, to oversee the development of an up-dated policy and procedure manual, and to ensure that probation objectives are attained and measured. In view of changes in operations and as a consequence of the re-organization of the probation department, it will be important to create an internal committee to review all policies, procedures, and forms to determine what changes are needed to reflect current and proposed activities and programs. This committee should cover both probation and pretrial services and deal with all issues that are operationally applicable.

Probation staff should also review the proposed structure of the department in order to determine roles, responsibilities, communication protocols, and intra-departmental relationships. In view of a recent Washington State Supreme Court decision (*Hertog v. City of Seattle* #66136-7, filed on June 24, 1999), the liability of cities and counties regarding the supervision of criminal offenders on probation or on pretrial release, it is critical that clear, explicit classification and supervision guidelines need to be adopted by the courts that take into consideration the differences between offenders being supervised versus those only being monitored.

While all offenders will receive some level of supervision or monitoring, the levels for such must be based on classification/risk assessments and clearly related to caseload sizes. That is, if the caseloads are unmanageable as a consequence of excessive size, it will be impossible for appropriate supervision. To do less only makes the department and the county vulnerable to litigation.

Evaluation Protocol: As soon as the MIS is online, the department should regularly collect data in order to determine (1) goal accomplishment and (2) success and failure rates of all offenders under supervision and according to category of service.

This will require the identification of variables thought to have significance so that data entry for them can be made on a routine basis. If there is availability of SSPS program, it will be possible to determine outcomes according to statistical significance.



Recommendation 10. Reorganize and Redefine the Juvenile Services Department

Functional Area: Juvenile Justice

Commentary: The Mission Statement of the County Juvenile Services Department (JSD) reads as follows:

To protect the community, provide opportunities for the offenders to make amends to the victim, and hold offenders accountable by connecting them to the community through competency based programming.

The JSD is committed to developing a comprehensive cost effective service delivery system for Whatcom County citizens. The recommendations that follow describe a continuum of care model that encompasses delinquency prevention, accountability, competency building and public safety. It is felt the following strategies will enhance the department's ability to achieve stated goals:

- Enlist the family as the most powerful change agent.
- Enhance the role of core institutions (e.g. schools, business and the faith community) in the Juvenile Justice System.
- Recognize that delinquency prevention is the most cost-effective approach in reducing crimes committed by youth.
- Intervene immediately and effectively when an offense occurs.
- Establish a system of graduated sanctions that responds to the needs of each offender while ensuring the community is safe.
- Provide comprehensive services to victims of crime when requested.
- Develop competencies and skills in offenders whenever possible to lessen the chance of their return to the Criminal Justice System.

The Department provides four distinct services to the citizens of Whatcom County. These are:

- 1) Juvenile Detention, located on the sixth floor of the Courthouse, provides:
 - 24-hour custody for juvenile offenders who are arrested by law enforcement and detained pending a Court hearing.
 - Offenders who are serving a sentence imposed by a Juvenile Court Commissioner.
 - Youth held in the facility per contract with another jurisdiction.

Juvenile Detention employs 17 full-time equivalent (FTE) and 10-15 part-time employees.

- 2) Court Services (Intake) is responsible for all of the hearings that take place between arrest (detention hearing) and sentencing. Court Services staff are currently monitoring a low risk caseload of 69 Offenders. Also, at the writing of this report, there were 86 Offenders pending Court, 24 being arraigned and 6 deferred disposition cases pending Court. (There are 1.5 FTE assigned to Court Services).
- 3) Community Supervision begins when the youth is sentenced. Probation Officers develop a probation contract with each youth assigned. This contract outlines the conditions of community supervision and the schedule for meeting specific obligations set out in the Court order. Community Supervision is meant to provide accountability and public safety for moderate and high-risk offenders through the development and implementation of a case plan which engages the family and the community in addressing the youth's needs and risks. There are 6 probation officers supervising 232 offenders as of the writing of this report.

- 4) Community Programs provide specific services to particular offenders and at-risk youth or particular services to offenders, victims and the community. Community-based service providers under contract with the Department deliver most of these services. These programs and services include but are not limited to: Community Justice – High Risk Program (1.75 FTE); Diversion (contracted out to community agency); Special Sex Offender Dispositional Alternative (SSODA) (.5 FTE); Diagnostic Services (1.25 FTE); Community Justice Accountability Act (CJAA) (contracted out); Chemical Dependency Dispositional Alternative (CDDA) (contracted out); Outside Work Crew (1 FTE); Victim Restoration Project (2 FTE); Community Justice Building Project (contracted out); BECCA Bill Services (1.5 FTE). All of these services and programs are funded by outside sources with the exception of the Outside Work Crew as are 7 of the 8 FTE positions.

Support Services for the JSD consist of a Clerk/Receptionist, two (2) Legal Secretaries, and a Coordinator/Legal Secretary.

In 1999 there were 2,629 offenses referred to the Prosecuting Attorney's Office for consideration. There were 1347 cases filed during the year, 4,419 proceedings held and 1800 cases resolved. In 1984 there were 9 Probation Officers in Juvenile Court who handled Offender matters (8 County funded, 1 State funded). Sixteen years later (in 2000) there are 9 Probation Officers of which the County funds 6 and 3 are State funded. The funding for Community Programs that had steadily increased from 1984 to 1999 was reduced from \$1,053,764 in 1999, to \$888,692 in 2000. The JSD reduced its departmental FTE by 2.25 FTE between 1999 and 2000 because of this loss in funding.

Implementation Issues: It is recommended the JSD should be oriented toward the Principles of Balanced and Restorative Justice (BARJ). This platform should be used to increase parental involvement in all types of interventions.

Planned activities include the expansion of victim/offender mediation services and family education and support programs in partnership with community based organizations.

The County can be supportive of the Department's efforts by going ahead with the data integration project including juvenile justice information needs by promoting the expansion of options available to the JSD where the principles of BARJ can be tested.

The JSD has a long history of collaboration with community agencies in the delivery of quality services to youth-at-risk and juvenile offenders. The future success of the work done to prevent juvenile crime, protect the public, strengthen families, assist victims, hold youth accountable, and building supportive communities will depend on the willingness of all stakeholders to take ownership of the problems and the possible solutions.

It is recommended that the Department explore all possible alternatives to detention through the use of a Community "Attention" Center in order to allow a greater number of youth to remain in the community and provide comprehensive assessment and integrated case management. Some of these options include house arrest, day/treatment reporting, electronic monitoring, community service, restitution programs, work crews and community based treatment programs. The consultants would like to see significant expansion of the options available to the Juvenile Court for both pretrial and locally sentenced youthful offenders.

Supervised pretrial release of juvenile offenders is a worthwhile program. As is expanding the use of electronic home detention and work crews.

Another option is substance abuse and mental health treatment that includes family participation. As the probation officers become case managers they will need effective resources to refer clients to in support of case plans

A recent snapshot of youth with active community supervision orders revealed that 43 out of 232 youth were not in school and/or not working. This constitutes a technical violation for these youths but sentencing them to days in Detention would be counterproductive.

Day reporting centers have proven an effective means to serve this population. They can also provide an alternative for detention combined with electronic monitoring. The JTF recommends the establishment of a day reporting center that would provide a combination of services including: service learning work crew projects; G.E.D. preparation and remedial education; vocational preparation training; set up and monitoring of youth on electronic monitoring; and treatment/counseling services.

The JSD should develop new programs to serve specific offender populations through grant writing and/or collaboration with community agencies. Specifically, it is recommended that the JSD:

- Develop culturally relevant and supportive programs for minority youth.
- Develop gender specific and developmentally appropriate programs for offenders.
- Investigate the creation of Juvenile Drug Court.
- Develop a mentoring program for juvenile offenders.
- Create a Task Force to enhance the coordination efforts between probation, schools, law enforcement, and service providers regarding the students served.
- Increase life skills and independent living training programs for older juvenile offenders.
- Create a Tribal Court task group to assess relationships and increase cooperation between jurisdictions.
- Enhance the violence prevention aspect of all programs.

Timetable: In order to address the recommendations of the JFT the timetable has been divided the JSD needs into two time frames; *Immediate* and by *One Year*. Within each time frame, an attempt has been made to provide realistic costs to attain desired outcomes. This phasing is explained in the following sections.

Staffing: Contracts with the Juvenile Rehabilitation Administration (JRA) a division of DSHS grew steadily until 1998 and they have been declining since that time. Consequently, the JSD has had to reduce staff by 2.25 FTE between 1999 and 2000. This coupled with the move from an intervention/supervision model to a competency building/case management model makes JDS staffing needs acute.

The JDS has an immediate need for an additional Probation Officer to assist in the Court process, write reports to the Court, implement the risk assessment instrument, monitor the low risk caseload, and monitor pre-trial release conditions. The Department has a critical need for a staff person to assist in the Court process as well as to provide clerical support to the Detention Staff.

One additional Probation Officer hired in 2001 would achieve the desired probationer to officer ratio recommended by the JTF. It is felt that this staffing level will provide the opportunity for the new case management model to reduce recidivism as well as decreasing the demand for detention beds.

Costs – Budget: Salary and benefits costs for a Probation Officer I plus start-up costs will be \$44,000.00. Salary and benefits for this Detention/Court support position will cost \$34,000. An additional, \$60,000 in professional/contractual services from local funds would provide the Probation Officers the opportunity to address the needs of moderate and high-risk offenders. Looking at it in service units it averages \$300 per offender.

The cost to maintain the Victim Restoration Project from July 1, 2001 to December 31, 2001 would be \$43,500.00. Staffing costs for a Day Reporting Center would be approximately \$92,000 – (1 Work Crew Supervisor @ \$38,000.00 and 1 Case Aide Monitor @ \$36,000.00). Salary and benefits for a probation staff position to enhance case management and reduce detention use, which includes start-up costs, would be \$44,000.00. It is recommended that the costs for medical/health services be included in the JSD budget for 2001. (These services currently cost approximately \$50,000.00).

It is estimated that an outside multi-purpose center could cost in the neighborhood of \$40,000.00 to operate.

Management Plan: To implement the expansion of detention options for adjudicated youth the hiring of an additional Probation Officer is supported. Any programming developed should be oriented towards detention bound offenders to help insure that the net of supervision is not widened, except where the system can demonstrate a higher likelihood of breaking the cycle of juvenile delinquency.

The hiring of a case aide to supervise released youth is supported. The expansion of the electronic home detention program for juveniles is also supported. Additionally, expanding the work crew for sentenced offenders could also have a significant impact on the detention population.

It is the consultant's recommendation that a pool of local treatment funds be established for administration by the Juvenile Services Department to provide community-based substance and mental health treatment for high needs/risk juvenile offenders.

The Victim Restoration Project, which is funded by the Governor's Juvenile Justice Advisory Committee, will terminate on June 30, 2001 unless an additional service request is granted in the 2001 budget. This project has been evaluated by an outside specialist and has been found to be a valuable resource to the Juvenile Services Department as well as to the victims of juvenile crime.

Currently juvenile offenders whose term of community supervision has ended but who continue to owe money remain with the Probation Officer to monitor the collection of these funds. The reality is that this becomes a low priority and these offenders are not held accountable in a consistent manner. These cases will be moved to the Victim Restoration Project for monitoring and collections in the future.

Medical/Health services in Juvenile Detention are currently being supplied and funded by the County Health Department. These services include a Nurse Practitioner (ARNP) and a Certified Medical Assistant (on a part-time basis) as well as consultation time with the Health Officer if needed.

The cost of operating a Day Reporting Center will depend on the availability of space. If space can be found that belongs to the County or to the City of Bellingham the costs could be greatly reduced as compared to going to the open market.

Evaluation Protocol: The JSD should provide outcome-based evaluations to investigate the effectiveness of all interventions. This type of accountability, while difficult to implement will serve the community well. Outcomes to be addressed and measured include but are not limited to:

- 1) Decrease recidivism.
- 2) Enabling offenders to make amends to their victim and to the community.
- 3) Increase offender competencies in:
 - Knowledge of the justice system.
 - Development of expectations that rules/laws will be enforced.
 - Pro-social attitudes and behaviors toward society.
 - Social competency skills.
 - School employment bonding and productivity.
 - Protecting the public through processes in which individual victims, the community and offenders are all active participants.



Recommendation 11. Continue Planning for a Juvenile Multi-Purpose Facility

Functional Area: Juvenile Justice

Commentary: It is recommended that there be continuing evaluation of the need for an additional 30 beds for juvenile offenders and at-risk youth, including an analysis of the need for residential crisis beds. Also there is a need for the exploration of the feasibility for building and operating an alternative facility for those youth who pose no danger to community safety, but need a variety of services, which cannot otherwise be met at this time. If the County fulfills the previous recommendations and enhances the transition to case management, integrated automated risk and needs assessments, expands options such as electronic home detention, work crews, case aides, and high risk treatment resources, much of the need for additional secure juvenile detention bed space can be mitigated. All of the caveats discussed above, such as targeting specific juvenile offender populations, evaluating new initiatives and involving families in treatment must be addressed.

The County's juvenile detention facility is located on the 6th floor of the County Courthouse, with a capacity of 32 beds. There is no feasible means to increase the size of the facility. Adding beds jeopardizes detention standards as well as programming. Future capacity forecasts for detention use indicate a need for up to 80 secure beds by the year 2020. Preliminary cost estimates for construction of a 30-bed facility are \$3.4 million, depending upon program philosophy and design.

Exacerbating the detention-crowding problem is the fact that the JSD does not use electronic monitoring nor does it have a proactive, pretrial release system in place or a day reporting/treatment program.

Implementation Issues: Issues surrounding the need for additional residential beds, as discussed in the Phase I Report, are both grounded in fact and perception as pointed out in the January Bulletin from the Juvenile Accountability Incentive Block Grants Program:

On the factual side, crowding is widespread making affected residential programs difficult to manage and not as safe as those operating at recommended capacities. When staff must focus primarily on safety and security, effective intervention and treatment are compromised.

In response to these concerns, many jurisdictions are pursuing alternatives to construction. This approach, which uses a range of variably restrictive residential and nonresidential services, is commonly called the continuum of care. Similar to the graduated sanctions model set forth in Office of Juvenile Justice and Delinquency Prevention's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders the continuum-of-care approach requires jurisdictions to examine closely how to direct resources toward managing public safety and meeting the needs of the greatest number of juveniles. The continuum-of-care approach commonly considers and implements a variety of services (such as home detention, electronic monitoring, after school and evening report programs, day treatment, restitution, shelter care, and staff-secure residential programs as alternatives to physically restrictive detention custody.

In evaluating the County's need for beds (secure and non-secure) for this target population, a continuum of care should be developed as it relates to the range of sanctions believed to be appropriate as well as needed service requirements since an over-reliance on juvenile institutions as a primary sanction may weaken other sanctions on the continuum itself. By providing Juvenile Court Commissioners with options, a strong continuum of care can improve the community's ability to deliver appropriate services while holding offenders accountable for their behaviors.

Timetable: An advisory group should be created including representatives from the judiciary, juvenile court, local law enforcement, public defenders and prosecutors offices, youth serving agencies, placement agencies, and community organizations. It should establish the goals for the planning process and monitor progress toward those goals. Appropriate data collection and analysis should proceed immediately to identify program needs and services and provide a plan of action. A recommendation for a new facility and programs could be completed by September 2000.

Staffing: Technical assistance should be obtained regarding the question of how to create a master plan and to assess the need for new or expanded facilities, as well as community-based options. This should be done in conjunction with the study of adult facility needs in Whatcom County in order to look at services that may appropriately be shared.

Costs – Budget: The costs for such a study may be reduced considerably by obtaining a grant for technical assistance to aid in this effort. The cost then, to the County, will amount to the cash match if one is required.

Applicable Standards: All of these issues will be identified in the course of the planning process leading toward a strategic master plan for consideration by the Law and Justice Council for recommendation to the County Council. ACA has very specific detention standards that unless usurped by state standards should be followed.

Management Plan: Much of the data needed to forecast a capacity for a new facility is already completed though it would be best to update some of the admissions and lengths of stay statistics. A better sample of the inmate population will improve the reliability of the forecasts and help the committee determine potential uses of both the existing detention facility and any new facilities. All services and programs within the jurisdiction that serve the juvenile offender population should be included in the data analysis according to the National Association of Counties (NACO) because “a jurisdiction’s continuum of care may suffer when a new facility is built. In jurisdictions with limited resources a new facility can become a financial drain, leaving fewer resources for alternatives (non-institutional) and prevention programs.”

Any planning regarding a new facility and/or the development of alternatives to detention should take into consideration similar adult programming in order to avoid duplicate work and to determine the appropriateness and feasibility of combined services.

Evaluation Protocol: None



Recommendation 12. Bring Current Staffing Levels to National Norms

Functional Area: Law Enforcement, Courts, Prosecution, and Public Defense

Commentary: An examination of the calls for service as related to staffing levels clearly reveals that the Sheriff's Department is grossly understaffed. This not only presents administrative problems in terms of duty rosters, it reduces community safety that results further in increased fear of crime. Citizens want to believe that their law enforcement agencies are responsive to their needs and this cannot be accomplished without appropriate staffing levels.

Based on data collection and analysis efforts of the court administrators and as a consequence of increased caseloads/calendars, and while it does not appear that a new judgeship is required immediately, the data suggest that such a new position will be needed in the near future.

The most critical issue for the Prosecutor's Office is the need to maintain adequate staffing levels to meet caseload requirements. Since it is likely that there will be an increase in the use of alternatives to incarceration and a dramatic increase in the use of supervised pretrial release, the workload may increase accordingly, especially if there is a sizeable number of offenders who violate. As occurs elsewhere throughout the justice system, inadequate staffing precludes effective justice when staff becomes overworked and unable to process cases according to appropriate standards. According to the National District Attorneys Association, prosecutors handling felony cases should not have a caseload greater than 150 cases per attorney per year. In Whatcom County, the current caseload averages 200 to 230 felonies - well beyond promulgated standards.

As system workloads increase, the same findings regarding staffing hold true for the Public Defender's Office.

Implementation Issues: In view of the fact that additional personnel are needed now and because such staff must be fully trained before they can become operational, it is recommended that ten additional deputies officers be hired immediately so that they can work the streets by the end of this calendar year.

Although the Sheriff has repeatedly asked for additional officers, it is recommended that he conduct an analysis of calls for service, link these to staffing levels and response time and on a geographical basis, if possible. The results of converting some overtime costs and possible COPS funding should be taken into consideration. Further, the Sheriff should delineate what the department has been unable to do as a consequence of staff shortages, such as distinct assignments for youth, gangs, drugs, and task group participation with other law enforcement agencies.

Both Superior and District Court administrators need to assess this new judge/courtroom situation on an ongoing basis and propose through the LJC to the County Executive a likely timetable when this will be needed.

The Prosecutor's Office also should continue to evaluate its personnel needs based on changes in crime rates, arrests, changes in legislation, and caseload demands.

Implementation issues for the Public Defender are similar to those of the Prosecutor, especially in terms of staffing and equipment needs. More particularly, the workload of the Public Defender is likely to increase dramatically as more offenders are placed on supervised pretrial release and, therefore, the workload will involve additional kinds of case preparations. Here, again, the Public Defender and Prosecutor must communicate regularly to assess workload developments, inter-departmental relationships, and communication protocols. In all cases attention must be paid to the "ripple" effect where adding professional staff may have a deleterious impact on support staff workloads.

Timetable: The Court Administrators have been reviewing this issue and based upon resource availability, a proposal will be submitted to both the State and the County for implementation.

Since it is not likely that all needed positions can be filled at once, it is recommended that the hiring of additional Sheriff's Office personnel be phased in over a three-year period. (See the staffing discussion below.) The timetable for adding Prosecuting Attorney and Public Defender staff range between the years 2000 and 2010.

Staffing: If we assume that one-half of the current population in Whatcom County receives coverage by the Sheriff's Office and that the national norm of 12 commissioned officers per 10,000 population is an adequate standard, it is simple to determine that in the year 2000 the Sheriff should be able to field 98 deputies. There are now only 63, which leaves a deficit of 25 officers. Adding 10 law enforcement deputies per year for the next three years could bring the Sheriff's Office coverage up to national levels.

It is a complex issue to determine staffing levels for the Prosecutor's Office. Acceptable prosecutor caseloads vary according to the court of jurisdiction, with Superior Court felony cases being the most restrictive in terms of caseloads per attorney (150 per attorney). Assuming modest growth in the District Court (20 percent) and the Juvenile Court (13 percent) and significant growth in the Superior Court (35 percent) between 2001 and 2010, the Prosecutor will need two staff attorneys right now, another two and one-half by 2005, and an additional four attorneys by the year 2010.

The ratio of Public Defender staff to Prosecutor staff is .75, a figure that mirrors the approximate proportion of indigent defendants to total criminal defendants. If the staffing enhancements for the Prosecutor's Office are acceptable, to maintain this ratio of Public Defenders to Prosecutors, an additional one and one-half Public Defender attorneys are needed right now, another one and one-half by 2003, and another three attorneys by 2010.

Costs – Budget: Annual costs over the next three years to add Sheriff's deputies are likely to total \$480,00 per year. Some of these costs could and should be offset through the COPS application and the conversion of some overtime funds to personnel.

Support costs and new attorney costs in the Prosecutor's Office suggest a budget of \$213,800 at this time, \$218,950 by 2003, and \$227,700 by 2010.

Public defender costs are estimated at \$160,350 today, \$164,212 in 2003, and \$170,775 by 2010.

Another \$55,000 is needed in the prosecuting attorney's office on 2001 for automated victim/witness notification and space/equipment redesign. By 2002 the Prosecutor would take advantage of imaging application expansion and voice recognition software as productivity enhancements. These costs amount to \$132,500 in 2002.

Applicable Standards: There are no law enforcement standards regarding numbers of personnel required per units of population, but there are 'norms' that provide a framework for acceptable police coverage. The applicable standards for a new judicial position emanate from a state-created formula. The National District Attorneys Association promulgates the standards applicable in the Prosecuting Attorney's Office, while the Public Defender currently attempts to be responsive to the standards promulgated by the National Legal Aid and Defender Association.

Management Plan: There are some serious costs associated with staffing these offices up to recommended levels. There are negative implications for the justice system by improving staffing in one agency and not the others; therefore, all requests for additional staffs should be reviewed by the LJC in an effort to assist in identifying the 'ripple' effect of person power enhancements and in setting priorities for budget considerations by the County Executive. Each of these agencies should seek grant funds to supplement

existing staff (like the Sheriff pursuing COPS funds) and probably not count on County support for 100 percent of the staff required.

Staffing can be positively impacted by increasing collaborative efforts (especially among law enforcement departments) and by means of productivity enhancements such as the data integration project. Additionally, changes in policies and procedures may impact the need for staff.

As examples, deferred prosecutions, drug court expansion, increased use of community-based options, and targeting specific types of crimes for adjudication and case management should result in the Prosecutor and the Courts conserving resources. The Sheriff could also reduce his overall workload if more calls for service are more strictly screened, and there is an expanded use of non-sworn staff to respond to non-emergency calls or calls with a low probability of successful conclusion. As pressing as the financial issues are, the need to assign carefully Public Defenders only where appropriate and then recoup costs becomes more important.

These are staffing issues that the LJC must continuously review and experiment with solving, if indeed they can ever be solved, provided there is concurrence by the County Executive and County Council.

At a minimum, staffing each of these justice organizations should be brought up to national norms no later than 2001 and then revisited annually thereafter.

Evaluation Protocol: Currently, data are being collected and analyzed in terms of civil and criminal case flows and this should be continued. With the MIS in place, it should be possible to engage in more critical analyses of issues not now being assessed.



Recommendation 13. Establish Sheriff's District Satellite Offices and Evaluate Calls for Service

Functional Area: Law Enforcement

Commentary: In order to deal with the calls for service from a geographical perspective, it is recommended that the Sheriff proceed immediately with changing the current deployment from four to three districts. This should be implemented with the qualification that there also should be several satellite offices developed so that coverage of specific target areas within Whatcom County can experience higher levels of policing.

In order to conserve resources and to facilitate appropriate responses to calls for service, many law enforcement agencies have recognized that it is wasteful to spend time on certain offenses in the field when telephonic investigations can be conducted. An example is that of bicycle theft. Here, then, it is proposed that the Sheriff continue his review of the kinds of calls for service which could be handled by telephone and develop an educational campaign to educate the community on why and how this is being approached.

If the community understands the reasons for such an approach, the likelihood of a negative response will be minimized.

Implementation Issues: The Sheriff has already developed a full proposal on how such re-deployment can be implemented, including staffing requirements, locations for the various offices, and how such changes will benefit the citizenry. Depending upon sites, there may be some construction and/or remodeling costs.

Timetable: The re-deployment of staff should proceed as soon as locations are identified and resources are available. Due date is January 2001.

Staffing: The need for additional staff to cover adequately Whatcom County is discussed under various other recommendations. It is recommended, however, that no less than seven additional officers are needed immediately to come from County and Federal Funds. It is also to be noted that persons so hired cannot be operational on the streets for another six to nine months as a consequence of training requirements.

Costs – Budget: The Sheriff has examined all of the recommendations related to additional expenditures and developed a budget based on phases for implementation. Most of the additional funds needed, however, will be for personnel though there will be substantial equipment and furnishing costs.

Applicable Standards: The law enforcement division of the Sheriff's Office has been accredited by the state for it meets the promulgated standards. Consideration shall be given for possible accreditation by the National Law Enforcement Agency Accreditation Program.

Management Plan: The Sheriff should appoint a committee to review calls for service in order to determine the most appropriate sites for these new offices as well as staffing requirements.

Evaluation Protocol: Data should be collected to determine the degree to which response and dispatch times change as a result of the re-location of offices.



Recommendation 14. Conduct a Technology Review in the Sheriff's Office

Functional Area: Law Enforcement

Commentary: In this day and age, changes occur almost on a daily basis insofar as new police technologies are concerned. Therefore, for a law enforcement agency to meet its responsibilities for apprehending criminals and for providing community safety, it is important that new equipment be obtained that will facilitate improved law enforcement practices.

Implementation Issues: The Sheriff should appoint a committee reflective of command and staff levels and persons familiar with technology to review what the department should obtain projected over the next three years. Through consultations with the National Sheriffs Association, the International Association of Chiefs of Police, and the National Institute of Justice Technology Section, this committee can obtain reliable information on "what's new" and how such equipment is being utilized around the country.

It will also be important for members of the committee to attend professional conferences where there are vendor exhibits so that they can identify new technologies that can appropriately be utilized in Whatcom County.

Timetable: This study should commence immediately and be up-dated annually. Due date is September 2000.

Staffing: There are no new staff requirements.

Costs – Budget: Eventually, there will be costs for new equipment; however, the amounts needed from year to year will depend upon the results of the proposed study.

Applicable Standards: No standards apply.

Management Plan: The Sheriff should ensure that this proposed committee produces an annual report updating and detailing technological needs and projected costs.

Evaluation Protocol: No evaluation strategy is indicated except for an assessment of various technologies utilized to determine their effectiveness and efficiencies.



Recommendation 15. Implement Differentiated Case Management/Tracking in the Superior Court for Civil and Criminal Cases

Functional Area: Courts and Prosecution

Commentary: In order to expedite case flow and to control caseloads, differentiated case management becomes a useful tool. Certain types of cases are more involved and move more slowly through the justice system than others. Often these cases do not meet statutory timelines. Court delay impacts many other parts of the justice system including victims and witnesses. This recommendation is made in order to expedite case processing, which should result in greater efficiencies and effectiveness of the system.

Implementation Issues: It is recommended that technical assistance be sought from The American University, which has a grant for such purposes from the Federal Government. This technical assistance effort can be utilized to identify how other prosecutors' offices and courts utilize this approach to case management, which research has proved facilitates greater efficiencies and effectiveness of operations.

Further and as a result of the proposed technical assistance, the courts and the prosecutor will need to determine how such efforts will relate to tracking/case management procedures at the Superior Court and whether or not a tracker/case manager will also be needed within the District Courts and eventually within the Prosecutor's Office.

To assess the enhanced differentiated case management process, it is recommended that a sub-committee of the LJC regularly review its impact on the system and identify needed changes, as well as additional resources that may be needed to ensure greater levels of efficiency and effectiveness.

The composition of this committee should include the court administrators, a judge, the prosecutor, public defender, the jail administrator, a representative of the Bar, and with the justice-dedicated staff person in the Information System department.

The committee should also identify various benchmarks that will be needed to assess the program.

Timetable: The committee could be created immediately. Technical assistance from The American University could be obtained immediately. The courts tracker could be hired in the Superior Court after the committee reviews the results of the technical assistance as a test of the usefulness of the technique. If the results seem positive, expansion to the District Court and the Prosecutor's Office may be explored. This would mean that a tracker could be hired in about six months from the completion of the technical assistance. If acceptable, years two and three could see the tracking system extended to both the Prosecutor's Office and the District Court. The due date on hiring a case tracker is February 2001.

Staffing: Under the guidance of the Superior Court Administrator, a civil and criminal case tracker could be hired. The Administrator's Office should assume the responsibility of providing office space and support.

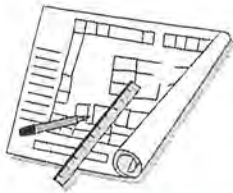
Costs – Budget: A budget of \$44,000 per year is suggested to fund the trial run of case tracking.

Applicable Standards: There is an incredible body of literature on the policies and procedures governing case tracking within the framework of differentiated case management. These should be followed. The actual targets of the case tracker and the emphasis of the project should be left to the Superior Court Administrator to determine.

Management Plan: After the provision of technical assistance, the Superior Court, in consultation with appropriate officials and the Bar, should design and implement an enhanced differentiated case management tracking system of procedures for all targeted cases to address the following objectives:

- 1) Reduction in numbers of cases on trial and motion calendars.
- 2) Provide for certainty of trial dates.
- 3) Provide for timely resolution within stated limits.
- 4) Classify cases at or near the time of filing as to probability of necessity for trial.
- 5) Reduce trial continuances.
- 6) Provide for timely scheduling of pretrial/case settlement events.
- 7) Adopt non-judicial issue identification and dispute resolution alternatives.
- 8) Case management protocols to be designed and implemented that should assist all participants, while respecting professional, ethical, and discretionary rights.

Evaluation Protocol: The proposed Planner/Coordinator could establish a research agenda that includes the review of the impact of differentiated case management tracking in terms of time and resource savings, as well as the impact on workloads. All of the necessary data are already available in the various information systems maintained by the Superior Court. Additionally, there should be a cost-benefit assessment.



Recommendation 16. Improve Courthouse Security

Functional Area: System-wide

Commentary: As a result of unfortunate experiences throughout the country regarding threats to personnel and offices by violence-prone persons, the need for improving courthouse security is of high priority. This is especially true for cases involving domestic violence, but is true for other kinds of situations and cases as well. Further, there is absolutely no justification for not addressing this issue when justice officials and citizens alike face hazards when coming to or working in the courthouse.

Implementation Issues: This is actually a County administration issue rather than a courts issue, for implementation could be given to facilities management. There are numerous private vendors who provide free analyses of security requirements. There are also numerous other municipal and county governments (and schools) who could share with Whatcom County their experiences with this issue.

Timetable: Since the avoidance of tragedy is critical, the appropriate county administration office in association with the Sheriff should conduct a thorough study and report to the County Executive without delay. Implementation should occur as soon as appropriate equipment and staffing can be put into place. Due date is October 2000.

Staffing: It is not possible to determine staffing needs until a full proposal is submitted and approved. It can be assumed that staffing will be a daytime issue only. It is likely that additional staff will be needed since the courthouse itself is without proper security at its various entrances. The staffing needed at the courtrooms, moreover, is likely to be required.

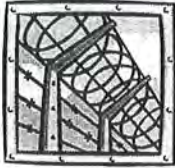
Costs – Budget: Depending on the proposed improvements, a budget for personnel and equipment should be developed and submitted to the County Executive for immediate implementation. The metal detection equipment is expensive, especially if used at multiple entrances. Sheriff's reservists or retired law enforcement could provide staffing or private security can be obtained. An estimated budget to consider might be \$100,000 for the equipment alone

Applicable Standards: Industry standards apply.

Management Plan: County Administration should direct facilities management to examine this issue immediately, including involvement of judicial staff, the Sheriff, other law enforcement users, and perhaps the public who uses the courthouse.

Evaluation Protocol: No evaluation strategy is indicated.

Part II. LOWER PRIORITY RECOMMENDATIONS



Recommendation 17. Improve Jail Population Management

Functional Area: Adult Jail Facilities

Commentary: Some of the policies and procedures used to manage the jail's use should be formalized so that they can continue to be used to manage existing jail populations and help avert a crowding crisis in the proposed new jail.

If the existing jail is used at a level no higher than the design capacity, with space only for the most serious of Whatcom County's offender population, then the County needs to institute durable, non-crisis driven facility population controls, including:

- 1) All probable cause and warrant arrests will be accepted into the jail
- 2) All traffic and other non-criminal arrests will be cited and released by the arresting agency
- 3) All probable cause and warrant arrests will be screened for pretrial release and released if they post bail or meet release criteria, some to supervision
- 4) All commitments appearing for booking will be accepted into the jail
- 5) All misdemeanor commitments will be screened for jail alternatives and so placed if appropriate
- 6) The Adult Probation Services Department will review all misdemeanants who have served 50 percent of their sentences for early, supervised release (parole)
- 7) All felons sentenced to the jail who have served two-thirds of their calculated jail time will be screened for alternative program eligibility

- 8) All early-release offenders will receive community-based supervision if eligible and such supervision will be provided starting with the most restrictive options and allowing the offender to move toward the least restrictive custody status
- 9) Out of state or out of county sentenced offenders will be booked into custody and immediately screened for alternative programs eligibility or returned to the jurisdiction of origin
- 10) No Federal prisoners will be accepted except in the case of an emergency
- 11) All out of county misdemeanor warrants will be booked into the jail, the responsible jurisdiction given 12 hours to respond to the booking, and the offender released under supervision after 12 hours
- 12) All offenders booked will be charged a booking fee
- 13) All offenders either housed or moved to alternative programs will be charged a per diem fee based upon the sanction

The County will also need to expand significantly community-based options to facilitate the effectiveness of the proposed jail population limits. These proposed resource enhancements are discussed above and must be in place before the internal controls are tested. Every sanction or alternative to incarceration should afford the offender, with good behavior and full participation, an opportunity to reduce the lengths of their obligations.

To combat crowding in the jail, the Sheriff's Office has shown some imagination in developing curbs on jail use. The local judiciary and some of the various municipalities have demonstrated patience in allowing jail staff to implement creative alternatives in policies and procedures. Even given the go-ahead for new facilities, population controls need to be in place to control existing jail crowding and to establish a formal basis for avoiding new facility crowding.

The Facilities Task Force noted that the existing jail is over-utilized and until given institutionalized relief either through innovative programming (like the Alternative Corrections Center) or new facilities, the existing jail will continue to be crowded. On top of this is the fact that the existing jail's physical plant is going to be prematurely degraded through overuse.

The facility is designed for 150 or less offenders, most of whom are not maximum-security inmates. The continued reliance on the existing jail for housing everyone taken into custody is going to shorten this facility's life.

As discussed earlier, the use of alternative sanctions and supervised pretrial release services should have considerable impact on the daily population of the jail. Most particularly, the increased use of electronic monitoring/home detention and work crews for eligible inmates undoubtedly will reduce the average daily population of the jail.

In view of the fact that a considerable majority of inmates as well as those under community-based supervision (e.g., those on pretrial release or on probation) have substance abuse problems, the increased use of random drug testing is clearly indicated. At the present time, however, there are three different drug-testing processes in place: those conducted at the ACC, the use of a laboratory by Probation, and a separate program for the Drug Court. This is a waste of resources and a central system should be implemented for all offenders, including juveniles.

Electronic Home detention should have twice the number of users and it should be used as a detention alternative for high-risk offenders. At least 50 bracelets could be used on a daily basis. (Electronic home detention could be used for pretrial release offenders.)

The work crews should be doubled in size also. This program should target offenders of a low to medium security risk, who are not employed, but who need to pay back fines, fees, forfeitures, restitution, and other costs.

It is also advisable to expand the availability of substance abuse and mental health treatment in the main jail. The program can identify potential clients through substance use screening by the CIU. A more thorough ADATSA assessment can provide the offender with the opportunity to volunteer for the project. A pod in the jail could be used to house these offenders in a modified form of a therapeutic community. Successful participation in the program can be used to reduce jail time and lead to the transition of the offender into probation supervision and/or alternative programs. Aftercare by a community-based, treatment agency should be provided to all 'graduating' offenders with a short stint under minimal probation supervision to prevent any crises from occurring. Failure at any stage in the program should send the offender back to a more stringent level of supervision in the community or to jail, if warranted, based on an implemented graduated sanction strategy.

There needs to be a closer coupling of probation supervision and release from jail custody, either as an un-sentenced or sentenced offender. It could be possible to have the probation or pretrial staff provide a continuum of community-based care for a sizeable proportion of offenders if staff adopts appropriate case management techniques.

If probation staff meet periodically with CIU staff to discuss case progress, it might be possible to apply the benefits of supervision at any time that a case appears to need it and drop probation supervision when the benefits are no longer needed. This would take unique collaboration between probation and CIU staff, provided there is available timely and accurate information on offender progress.

Implementation Issues: The greatest issue confronting implementation is that of directing expanded options toward the jail-bound, and only jail bound, offender population. These alternative programs should reluctantly be used to provide supervision for offenders who are not jail-bound or they may not have the desired impact on main jail use.

Obviously, some additional efforts need to occur between the Sheriff's Office, the District and Superior Courts, the Prosecuting Attorney, the Public Defender, and the Probation Services Department to make these controls work. Therefore, a committee should be established to review the policies and procedures related to jail population management controls and to institutionalize them as soon as possible.

Additionally, as inmate flow is based upon timely and accurate information, it is essential that the proposed data integration project be implemented immediately. It is still possible that these controls can be implemented at the present date without data integration. However, the proposed committee must work closely with IS to ensure that existing information systems are eventually in place in the jail and that jail staff have the training needed to use the information they need.

Since the ACC is likely to be the focal point for drug testing, the identification of possible vendors to supply appropriate testing materials should be initiated. Similarly, vendors who can provide all of the electronic monitoring supervision should be identified and one eventually selected for this service for all adults and juveniles involved in this program.

Timetable: It should be possible to implement all recommendations simultaneously though it is suggested that community-based options be funded for prescribed expansion prior to the adoption of permanent main jail population controls. Therefore, non-custodial options should be funded and staffed to prescribed levels by December 2000. The inmate-based derived population controls should be imposed or continued immediately and carefully monitored. .

Staffing: The budgets suggested indicate the number of new, supervisory staff required. Doubling participants should require twice as many supervisory staff. However, except for management and security, it should not be necessary for sworn staff to operate these community-based programs; instead, civilian personnel can and should perform these supervisory functions. (Excess sworn personnel can be returned to the jail for assignments there.)

Costs – Budget: Replacing the existing maximum-security jail is a very expensive proposition as the facility is designed to provide close supervision for very serious offenders. Estimates of replacement costs reach \$100,000 per bed. State physical plant standards are being developed that likely will reduce the use (capacity) of the current jail. Though only recently released in draft form, these standards closely resemble those under which the jail was originally built. Adopting these draft standards will reduce the current jail's capacity very close to its original design capacity.

Expanded electronic home detention will cost about \$280,000 per year, though the use of this option could save 17,000 detention days that cost \$935,000 at \$55 per inmate day in the main jail. Much of the cost, however, can be re-captured through fees.

Having an annual total of 18,000 work crew days will increase program costs to about \$550,000 per year. However, if the work crews enroll only those offenders who are jail-bound, the savings will amount to \$450,000 per year.

Estimates of annual treatment client costs are about \$2,350 per offender. However, if it is assumed that without such interventions the probability is 50-50 that an offender will come back into the justice system and that if convicted the recidivist will receive a 60-day sentence, then the cost savings per inmate is about \$1,000. This estimate ignores the cost to the victim, and the costs of prosecution, defense, and court, which can add another \$1,000 to justice processing. Additionally, research suggests that substance abuse treatment, properly applied, can reduce the probability of recidivism to 30 percent or less.

Misdemeanant probation is also uniquely inexpensive at about \$700 per offender year or \$2 per day.

User fees are an essential component of this proposal. The cash outlay needed by the County includes work crew staffing, van and equipment purchases.

Applicable Standards: None, but implementation must not run afoul of state law nor alienate local system practitioners.

Management Plan: Funding should be sought in the 2001 budget for these expanded options, all of which will fall under the purview of the ACC or the Adult Probation Services Department. Actual day-to-day management should follow protocols already established by Alternative Corrections Center staff. All of the policies and procedures used to operate these programs are already in place, but should be formalized in a manual and widely circulated.

Evaluation Protocol: The evaluation of the implementation of these proposals is going to be critical. Excellent records must be kept on participation in expanded options and on the impact on the jail. There should be an evaluation design that can provide interim data on project impact and distributed to jail and options program administrators to fine-tune any option that is not having the desired impact. Additionally, there should be continuing cost-benefit analyses.



Recommendation 18. Expand Work Release

Functional Area: Adult Jail Facilities

Commentary: The Task Force and the consultants recognize the need to expand work and school release opportunities for inmate populations. The expansion of the work release facility will maximize the use of this option for those offenders who need marginal supervision, are working or attending school, and who can be released to attend treatment for substance abuse or other identified problems.

There was some discussion regarding whether the expanded work release facility should continue to be privately run or whether the County should assume the responsibility and place the expanded work release facility within the confines of the proposed minimum-security campus.

The provision of new 120 beds is a fourfold increase in beds available for this population and finally provides an opportunity for women to participate. The work release program should be run by the Sheriff or contracted out to a private vendor, as it currently is. The assignment of offenders to work release should stay a function of the jail administration and become a part of central intake's normal intra-facility classification process. The present cost of work release is \$38 per day.

The current operator of work release should be apprised of plans to expand all correctional facilities. A dialogue should be initiated with the vendor to test the willingness to provide for the expansion and determine the costs. At least initially, the vendor's participation in the planning process is strongly encouraged.

Implementation Issues: The only major implementation issue is that of determining who should run the expanded work release program. As it is believed that the County could immediately use these additional beds it is suggested that negotiations began immediately with the private vendor to see what the timing might be to begin the expansion effort.

Timetable: Start negotiations immediately and if agreeable to both parties begin expansion, with a tentative due date of July 2001.

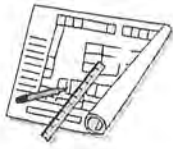
Staffing: No apparent impact on County resources.

Costs – Budget: The private vendor is a self-sufficient entity and would be required to bear the costs of expansion. Offenders would thereafter bear the costs of operations.

Applicable Standards: Follow proposed state jail standards for inmate density, mobility, and occupancy levels, as well as ACA custodial care standards.

Management Plan: The vendor with final review, over-ride, and acceptance should propose the management of an expanded program by County negotiators. Additional bed space should be phased in based on anticipated changes in the number of eligible offenders.

Evaluation Protocol: The gradual filling of work release beds by jail-bound County offenders needs to be carefully monitored. The evaluation must focus on removing appropriate offenders from jail custody. Eligibility criteria should be evaluated to determine whether persons looking for work might also be included in the expanded facility.



Recommendation 19. Study User Fees

Functional Area: System-wide

Commentary: Although not viewed by the LJC as a high priority item, a study should commence to determine the degree to which costs for services can be recaptured from offenders and families at higher levels than currently occurs. At the present time, families are not being asked to pay any of the costs for juvenile detention and/or court services; no routine fees are being assessed for booking (except those provided by contract from the cities); and more could be collected for routine probation services and for the proposed pretrial services, along with electronic monitoring, drug testing fees, and for indigent defense.

Implementation Issues: If a study group believes that fees for service should be developed for all services and programs, and if it appears that recaptured funds could be increased significantly by a collections officer or company, then at some near future date, such a person or company should be hired. It may be best at this point to make the review of user fees an integral part of implementation for it would not be difficult to examine this issue at the same time that the high priority recommendations are being developed for implementation.

Timetable: Impose the task of examining user fees and collection methods to the development of each recommendation and subject the analysis to the same timeframe as the recommendation. As a group, the due date should be no later than December 2000.

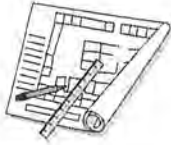
Staffing Issues: The data should be developed by those responsible for implementing any given recommendation or existing program.

Costs – Budget: There are potentially thousands of dollars to be saved through this process. It will become apparent, during the development phase, whether the costs exceed the benefits for any given recommendation.

Applicable Standards: Ethical standards apply. The issue of reparations by defendants needs to be carefully considered by the LJC, especially including failure or refusal to pay fees/assessments.

Management Plan: Committee and staff who develop implementation plans for recommended options should include as part of their tactical planning the consideration of whether fees should be sought, who should make these payments, what benefits accrue, and what costs are involved.

Evaluation Protocol: No formal evaluation is planned though the LJC should insist that each implemented recommendation provide a basis cost/benefit analysis of its activities on an annual basis.



Recommendation 20. Hire a Justice System Volunteer Coordinator

Functional Area: System-wide

Commentary: This is another position that was given a relatively low priority with regard to immediate needs of the justice system. However, in view of the fact that there are staff shortages in many of the agencies (at least according to Washington state and organizational standards), a Volunteer Coordinator should be hired for the entire justice system.

Implementation Issues: This recommendation should be taken seriously. There is great potential cost savings to the justice system if the program is developed properly. Additionally, this program could significantly improve the public's perspective of the justice system and its practitioners.

Timetable: This recommendation could start immediately so the due date is July 2000.

Staffing: One staff person dedicated to developing a cadre of persons to support criminal and juvenile justice system programs, with appropriate staff support.

Costs – Budget: An estimated budget of \$25,000.

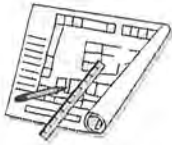
Applicable Standards: None known.

Management Plan: In other jurisdictions, such a person can recruit, select, train, place, and evaluate a cadre of volunteers who can serve agencies as administrative and case aides. They should be recruited to supplement rather than supplant budgetary requirements insofar as staff needs are concerned.

One pool of potential volunteers can come from the graduates of the Citizen Academy, currently managed by the Sheriff. If the curriculum for this program is expanded to cover in detail all aspects of the Whatcom County justice system, graduates will have even more knowledge about the system's workings and will be better able to serve as volunteers in the various agencies.

There is an important caveat to this recommendation: just as university interns require time and attention, so, too, will these volunteers require appropriate training, supervision, and meaningful task assignments. Therefore, en route to the possibility of each agency having such volunteers, it will be important for each to plan on how they will be utilized as well as supervised and evaluated.

Evaluation Protocol: None anticipated other than having volunteers periodically record their perspective of the volunteer experience.



Recommendation 21. Pursue Justice Grants

Functional Area: System-wide

Commentary: The justice system in Whatcom County has rarely been a successful applicant for Federal, state, and/or private foundation funds to help operate and innovate the justice process.

Implementation Issues: This might be another task of the Planner/Coordinator rather than a separate staff person. It is envisioned that members of the LJC will take the lead in writing grants collaboratively and use the Grant Writer and Planner to find appropriate funding sources for which proposals can be submitted.

Timetable: Tie this effort to the hiring of the Planner/Coordinator. The due date should be no later than December 2000.

Staffing: Given the massive financial constraints Whatcom County finds itself in just to bring agency staffing levels to national norms, it is suggested that the Planner/Coordinator assume responsibility for implementing this recommendation.

Costs – Budget: Considered part of the Planner/Coordinator budget.

Applicable Standards: None known.

Management Plan: Considerable funds are available from the Federal and state governments, as well as from private foundations, for all types of adult and juvenile justice programs. These funds should be sought in order to (1) create new and needed programs and (2) offset Whatcom County expenditures. Therefore a Grant Writer should be hired as soon as possible not only to identify possible funding sources, but to coordinate and otherwise write responsive proposals and to monitor those projects that are funded. This person should work closely with the staff of the Department of Human Resources, which also has the responsibility for writing selected proposals.

There is an incredible level of talent in grant writing represented on the LJC. Hopefully, some of these talented people can provide guidance – and writing assistance.

Evaluation Protocol: None envisioned though most of the grants worth pursuing will require an evaluation component (internal or external).



Recommendation 22. Conduct a County Government Space Relocation Study

Functional Area: System-wide

Commentary: As indicated throughout this report, significant increases in personnel are recommended. Many departments currently experience space shortages and therefore could not accommodate additional staff. As a consequence, it is recommended that the staff who are responsible for creating recommended Phase 2 options be charged with reviewing space requirements to determine if any departmental space is or is about to become inadequate, including future projections.

Implementation Issues: The issue is the same as that for the collection of user fees. This is one more task for the Planner/Coordinator and the committee who are developing this specific recommendation. It is apparent that adding staff to the Prosecutor's and Public Defender's Offices will alter the adequacy of existing space. The space in Adult Probation Services may be rendered inadequate when that Office increases supervised pretrial release programs. One of the major recommendations of this report is to remodel the existing jail. Adding a new jail facility may have significant implications for space availability.

Timetable: The space decisions are coupled with the timetable for the development of the specific option. The entire recommendation is due for completion by December 2000.

Staffing: No new staffing requirements are needed if the Planner/Coordinator leads the effort.

Costs – Budget: Nothing beyond the costs of implementing existing recommendations, which constitute an expensive proposition in itself.

Applicable Standards: Each recommendation has its own set of standards regarding space.

Management Plan: The LJC needs to make this a priority section of actual implementation development.

Evaluation Protocol: None



Recommendation 23. Seek Funds For Community-Oriented Policing

Functional Area: Law Enforcement

Commentary: The Sheriff should proceed immediately to develop a proposal to be submitted to the COPS Office at the Justice Department for community-oriented policing funds. Additional staff can be utilized not only to reduce response time and provide better coverage throughout the County, these trained officers can engage in problem-solving with local residents regarding quality of life issues and factors that influence the fear of crime in their neighborhoods.

Implementation Issues: A proposal must be submitted according to Federal guidelines and at an appropriate funding cycle. The Sheriff will need to determine how many positions to seek and exactly what their functions will be.

It is important to note that while COPS funds can be solicited on a cycle basis, the Sheriff should proceed to develop the proposal so that it can be submitted on a timely basis. It is also critical that the County Council appreciate that this kind of funding reduces on a early basis, which means that Whatcom County will have to assume more costs for this program over the years until the county pays 100 percent of the costs The benefits for such a program, however, greatly outweigh the costs in that greater confidence in law enforcement accrues.

In the proposal to be developed by the Sheriff it will be necessary to identify target areas as well as target populations for COPS programming. This should be based on the kinds and locations of calls for service as well as criminal activities in certain geographical areas.

Timetable: The proposal should be submitted when allowed, although the writing of the proposal should begin immediately. A grant should be written by August 2000.

Staffing: The staffing sought should mirror the discussion in this report on bringing Sheriff's Office deputy levels up to national norms.

Applicable Standards: No standards are applicable, but attention should be given to maintaining the Sheriff's current accreditation.

Management Plan: The Sheriff should locate and download the necessary application forms for the grant. The Planner/Coordinator could make this the first grant writing task as it is of great importance.

Evaluation Protocol: Except for the assessment of the impact of these new officers on response and dispatch time, no other evaluation is indicated.



Recommendation 24. Local Law Enforcement Agencies, Judges, and Court Administrators to Meet Regularly

Functional Area: Law Enforcement/Courts/Judges

Commentary: In order to enhance communications and ongoing relationships, all chiefs of law enforcement agencies in the county, along with representatives of all state and Federal law enforcement agencies should, continue to meet at least quarterly. If the Sheriff and the Chief of Police in Bellingham issue a joint call for such routine meetings, the likelihood of attendance by the chiefs in the municipalities will increase.

Similarly, all judges as well as court administrators respectively should meet regularly to review policies, procedures, and issues of mutual concern.

Such meetings should facilitate better communications within these functional areas and especially between municipalities and Whatcom County.

Implementation Issues: The chiefs, judges, and court administrators should have appropriate and meaningful agendas in order to ensure regular attendance. These meetings should have a focus; that is, there is no need to meet unless there are appropriate agenda items, such as the sharing of intelligence information about drug trafficking, gangs, case processing, MIS developments, and results of program evaluations, etc. The Sheriff, Court Administrators, and presiding judges should provide the leadership for the creation of these groups and provide the resources needed to ensure effective and meaningful meetings.

Timetable: Some of these meetings are already underway; others need to be created.

Staffing: There are no staffing issues. The Planner/Coordinator could help facilitate these meetings.

Costs – Budget: There are no costs attached to this recommendation.

Applicable Standards: There are no applicable standards.

Management Plan: No plan is needed since the meetings for law enforcement officials are occurring already. For the other groups, leadership to initiate these meetings should be provided by the officials identified above.

Evaluation Protocol: No evaluation strategy is needed.



Recommendation 25. Develop Intensive In-Service Training for the Sheriff's Office

Functional Area: Law Enforcement/Jail

Commentary: It is not possible to guarantee high performance and productivity among staff unless they continue to be trained in "what works" and new programs that are being tested around the country. To accomplish in-service training, the Sheriff should appoint a training committee reflective of all programs and ranks for law enforcement as well as the jail. This committee should conduct an annual needs assessment concerned with what all staff (including support) believe they need to learn and/or be able to do in order to improve performance.

Implementation Issues: The Sheriff should appoint a training committee to review training needs and for the development of appropriate curricula. Issues associated with released time need to be reviewed as a result of committee recommendations. Funds will be needed to mount a meaningful training program.

Care must be made to schedule training during roll call when overtime costs will not become an issue.

Timetable: Based on resources, a 40-hour, in-service training program should be planned and implemented as soon as possible. Due date is August 2000.

Staffing: See discussion above.

Costs – Budget: To accomplish the above, it is recommended that no less than \$10,000 to \$15,000 (in addition to overtime costs if they are required) should be allocated to purchase training and trainers. However, as a result of existing expertise in Whatcom County regarding such issues as drugs, gangs, domestic violence, etc., these community-based experts should be invited to share their knowledge and provide training free of charge.

Applicable Standards: There are no applicable standards.

Management Plan: The Sheriff should ensure that a full training program is developed and implemented based on available time and resources.

Evaluation Protocol: Ideally, each training program should have an evaluation component to determine the degree to which the participants develop new knowledge or obtain new skills. Also, the instructors should be evaluated in terms of presenting/training style.



Recommendation 26. Analyze Conversion of New Staff from Overtime Funds

Functional Area: Law Enforcement

Commentary: Every law enforcement department is confronted with overtime costs since criminal activity is not geared to predictable times. Further, as a result of training time, sick leave, vacations, and special assignments, it is frequently necessary for officers to work double shifts. However, it is unacceptable from an administrative point of view that excessive overtime exists as a direct consequence of inadequate departmental staffing.

Implementation Issues: The Sheriff should review the overtime budget, determine the amount that responsibly should be retained, and convert the excess into full-time positions. This proposal should be linked to the need for other additional staff, as discussed below under "staffing" and as reviewed in the recommendation on securing COPS funds. Also, the Sheriff should consult with the County Executive to determine the feasibility of this recommendation.

It is probably unwise to add both additional deputies and continue to pay excessive overtime to deputies.

Timetable: This analysis should be conducted as soon as possible. Due date is August 2000.

Staffing: The implications for deputy staffing are pronounced though the recommendation does not require any additional staffing.

Costs – Budget: The costs for converting overtime to full time staff should save the county funds, depending upon how much can be converted.

Applicable Standards: There are no applicable standards, however this recommendation must be sensitive to union or guild perspectives.

Management Plan: See above discussion.

Evaluation Protocol: Although not a true evaluation strategy, a cost-benefit analysis should be conducted after one year of such operations.



Recommendation 27. Increase Efforts at Community Education

Functional Area: Law Enforcement

Commentary: In addition to an expansion of Watch and Citizen Patrol programs, it is recommended that the Sheriff seek volunteers from among the graduates of the Police Academy to be trained to provide citizens with burglary-proof information. With such a cadre, citizens can make appointments to have their homes evaluated and receive suggestions on how to make their dwellings more burglar-proof.

Implementation Issues: The public is entitled to learn about changes in the Sheriff's operations, especially related to COPS, changes in district locations, and changes in responses to non-emergency calls. The Sheriff should appoint a committee to develop an educational/public relations program, utilizing to the extent possible the graduates of the Citizen's Academy as well.

Timetable: Planning for the design of this educational campaign should commence immediately. Due date is September 2000.

Staffing: Depending on the intensity of this activity, it may be necessary for the Sheriff to hire a citizen to develop and manage this program, as well as seek and train volunteers.

Costs –Budget: The cost for this staff person, including part-time support is estimated to be \$35,000.

Applicable Standards: No standards are applicable.

Management Plan: See discussion above.

Evaluation Protocol: Ideally, a study to determine the impact of Sheriff Office's changes should be undertaken, but this probably will require the use of an outside expert on methodology.



Recommendation 28. Improve Tribal Relationships and Collaborative Efforts

Functional Area: Law Enforcement and Corrections

Commentary: Historically in Whatcom County there has been some friction between the Sheriff's Office (and other local government agencies) and Native Americans and their Tribal Governments in the community. There is a perception among some that there is racism, which is translated into discriminatory behavior. However, there is every indication of good will among and between these groups, which has resulted in serious discussions about improved services.

Implementation Issues: Recommendations are being made to develop "courtesy supervision" programs by probation with the two tribes in the County, though most especially with the Lummi Tribe. There is a significant population of Lummi offenders on probation who might be best supervised by Lummi probation officers.

The Sheriff should also consider collaboration in regard to cross-deputization. This is a historic problem that begs a final resolution. Other counties have been successful with cross-deputization. There are some liability issues that have to be worked out but these issues are trivial when compared to the good will and increased productivity that could be gained.

Therefore, it is recommended that the Sheriff and Director of Probation Services meet with the Chief of Police of the Lummi and the head of Nooksack Tribal Law and Order and other tribal judicial officers and review what could be done, how a demonstration project could be developed and how outcomes might be anticipated and evaluated. It is also recommended that the Sheriff and Probation Director consult with the Whatcom

County Prosecutor to review legal/liability issues so that these can honestly be placed on the table for discussion and resolution.

Timetable: Discussions related to the above should continue. Due date September 2000.

Staffing: No new staff are required.

Costs – Budget: There are no funds needed.

Applicable Standards: No standards are applicable. Potential liability issues are critical. Also setting mutually acceptable local standards for supervision and fieldwork is an essential task in support of implementation.

Management Plan: The Planner/Coordinator could facilitate this issue. Presentations need to be made to the Tribal Councils and to the Law and Justice Council regarding implementation.

Evaluation Protocol: It should be possible to design an evaluation of these proposed initiatives and determine whether objectives are met. On the law enforcement end it would be essential to determine how public attitudes change, whether levels of crime change, and if productivity (arrests and crimes cleared) change significantly pre- and post-cross-deputization. For probation supervision, the outcomes should include compliance with probation conditions and recidivism, compared pre- and post-courtesy supervision implementation.



Recommendation 29. Expand the Superior Court Drug Court Program

Functional Areas: Court, Prosecutor, and Public Defender

Commentary: Although not viewed as among the highest of priorities, the current Drug Court should be locally evaluated in terms of possible expansion; that is, inclusion of other kinds of cases. The Federal evaluation will focus on national drug court evaluation issues that may not touch upon the question of the appropriateness or expansion of the Whatcom County project. Nor will it provide useful process and recidivism data oriented toward the specific characteristics of the Whatcom County Drug Court.

Implementation Issues: In order to determine the desirability and feasibility for such an expansion, contact should be made with The American University to provide free technical assistance. Moreover, it will be important to identify additional, at-risk offenders who qualify for such an intervention.

Timetable: The timing for such expansion, if indicated, should be determined by the court and with the Prosecutor and Public Defender consulted. It is always most effective to include a strong research design at the beginning of project implementation. If data are being compiled for the national evaluation of drug courts, it could be very useful to automate these data locally and conduct an analysis of interim results immediately as a guide to program adjustment or expansion. There is no specific due date.

Staffing: The Planner/Coordinator should monitor this research agenda.

Costs – Budget: These costs should be covered by the collaborative funding provided to create the Planner/Coordinator office. The University of Washington should be contacted to see what resources it might provide to assist with the data collection and analysis.

Technical assistance from The American University comes with no cost to Whatcom County.

Applicable Standards: The same standards that apply to the existing Drug Court would apply to an expanded court. Most standards are based upon local court rules and policies. The US Office of Justice Programs does provide program standards recommendations for establishing and operating drug courts.

Management Plan: The Planner/Coordinator can start data entry of existing data but will need approval of a larger research agenda by the courts. The Planner/Coordinator will need data entry assistance and statistical analysis software to conduct a process evaluation.

Evaluation Protocol: All initiatives should be evaluated locally to the extent possible and as resources permit.



Recommendation 30. Conduct an Analysis of Failure to Appear Rates

Functional Area: The Courts

Commentary: While this issue has primary impact on law enforcement and the jail, it is an issue that requires some action in the near future for it also impinges on court workloads. Contempt cases are less likely to be released pretrial and thus crowd the jail. Contempt cases foster an attitude of indifference among offenders for the justice system, compromises public safety, and debilitate justice system's practitioner morale.

Implementation Issues: If the FTA rate can be reduced, Whatcom County can experience significant reductions in costs for its justice system as well as an improved delivery system of services for offenders, victims, and communities. The lead for this committee work, however, should come from the Sheriff, in consultation with the District Court Administrator. Efforts to contend with the contempt issue especially need to be made part of the development of the supervised pretrial release program. Great care must be made in the development of the supervised pretrial release program to accommodate this population and to create a mechanism that, with the least amount of supervision required, does not negatively impact the crowding in the county jail.

Timetable: Much of the data on Failure To Appear offenders is already available to Whatcom County as part of the output of this project. Working the FTA issue should be delegated to the committee that oversees the creation of the supervised pretrial release program. As such, the timing for both initiatives should be coincidental. The due date is October 2000.

Staffing: The Planner/Coordinator should staff the committee creating the supervised pretrial release project. The consultants to this project can provide an extensive file to the Planner/Coordinator of FTA offenders to aid the research process. The District Court judiciary, however, must provide guidance to the development of the supervised pretrial release program.

Costs – Budget: No new funds are required, other than those costs associated with the Planner/Coordinator's position and activities.

Applicable Standards: No standards are applicable except for those that govern the development of viable pretrial services programs and which are available from the National Pretrial Services Resource Center.

Management Plan: This program is targeted primarily at the District Court, but also it has implication for other contempt cases emanating from the Superior Court. This could be another item on the Planner/Coordinator's research agenda. Therefore, it is recommended that the Planner/Coordinator review data and outcomes regarding Failure to Appear, Failure to Comply, failure to pay fines, and other contempt proceedings. The intent would be to determine, in consultation with law enforcement and the jail, the specific characteristics of the target population, the impact of local release and sentencing practices that may be exacerbating the problem, and explore program and policy changes that might help alleviate the problem

Convening the committee to develop the supervised pretrial release program and funding the Planner/Coordinator will provide adequate management for this recommendation.

Evaluation Protocol: It is not a difficult task to snapshot jail populations to determine any changes in the composition of the jail's population. This evaluation protocol should include an analysis of the FTAs related to the pretrial services program



Recommendation 31. Review Cost Collections For Indigent Defense

Functional Area: Public Defender, System-wide

Commentary: Although currently perceived to be of relatively low importance, the court administrators together with the Public Defender should review and analyze the costs for indigent defense and determine if its practical to re-capture from offenders costs on ability to pay some part of the actual expense. If it appears that significantly more money can be re-captured, it is recommended that consideration be given to contracting this effort out to a collection agency or the hiring of a collections officer to improve collections.

Implementation Issues: This is another County administration issue though court guidance is required. It is in the best interests of the County to be as efficient as possible and attempt to re-capture indigent defense fees.

This could be another task for the company that the County now contracts with for similar kinds of services.

Timetable: This is a recommendation that can wait until the LJC decides to ask the County Executive to consider the issue. However, a projected due date is October 2000.

Staffing: No new staff is required, unless a collections officer is hired. An extended contract with a vendor will be needed if an agency is to engage in this activity.

Costs – Budget: This recommendation might actually generate revenue.

Applicable Standards: No standards are applicable.

Management Plan: The implementation of this recommendation is dependent upon the will of the LJC and County administration. It could be as simple as asking a vendor to provide this service or the hiring of a collections officer. Clerical support will be required.

Evaluation Protocol: If this recommendation is implemented, cost-benefit analysis will be indicated.



Recommendation 32. Assess the Consequences of “Split” Sentences

Functional Area: Courts and Prosecution

Commentary: It is highly likely that as the judges utilize more alternatives to incarceration and intermediate sanctions and as a result of additional community-based programs, the use of split-sentences will increase. This means that a number of offenders will be given some jail time, but also placed on probation subsequent to release. Further, as the proposed minimum-security facility becomes operational, more use of community-based resources will be utilized. The problem is that research has shown that split sentences are no more effective in curbing future criminal behavior and they cost significantly more. Shock incarceration, where the offender is given a short jail term and then moved onto treatment also has been proven ineffective.

Implementation Issues: The Sentencing Reform Act guides local sentencing in the Superior Court. This recommendation is a result of the need to establish a viable continuum of sanctions in Whatcom County. If local sentencing is guided by objective information on offender dangerousness and needs, judges should adopt the principle of ‘least restrictive custody.’ This philosophy requires the creation and movement of offenders along a graded series of sanctions and services that rewards good behaviors and sanctions bad behavior. Such a system is rendered ineffective if offenders are over-classified or given multiple sanctions that may work against one another which produce contradictory results.

Before new incarceration facilities are in place, it will be important to have this continuum in place. The continuum does not mix sanctions but rather objectively places offenders in an appropriate security classification based upon the probability of improving the offender's subsequent behavior or isolating the offender for the sake of public safety.

The courts in Whatcom County (including the major municipalities) have provided the jail's administration and the Adult Probation Services Office with great discretion through judgment and sentence orders as to when to place an offender in close custody or to release an offender into a community-based option. This policy should continue. The recommendation here is actually just a call to not wander from the philosophy of least restrictive custody and to continue to strive to reward good behaviors and save expensive secure resources for those who actually need it.

The Planner/Coordinator needs to lead this discussion with the input of the judges, Prosecutor, and Public Defender. Implementation will be the responsibility of the Central Intake Unit and the Probation Department.

Timetable: A continuum of sanctions is contained in this report. It can be fine-tuned by the Planner/Coordinator collaboratively with the other key actors described above. There is no reason to delay the development of formal referral protocols for the use of these sanctions given the nature of the offender and the seriousness of the offense. There is no specific due date.

Staffing: No additional staff is required.

Costs – Budget: There are no budgetary requirements other than funding the Planner/Coordinator.

Applicable Standards: There are no applicable standards, however, the limitations of the Sentencing Reform Act (SRA) need to be considered and the perspectives of the local judiciary and prosecutor must be included in the development of protocols.

Management Plan: Having a Planner/Coordinator is essential and convening a subcommittee of decision-makers is required. The Planner/Coordinator must become familiar with SRA requirements. There will be a large amount of policy and procedure writing to govern placements.

Evaluation Protocol: The Planner/Coordinator should coordinate the study of the impact of this proposal, which should reduce jail crowding, prevent crowding in new jail facilities, show high program completion rates for participants, demonstrate offender movement along the continuum and reduce recidivism as measured by new jail admissions and new criminal filings.



Recommendation 33. Hire An Investigator for the Prosecutor's Office

Functional Area: Prosecution

Commentary: Insofar as criminal filings are concerned, it is not possible for local law enforcement to provide the Prosecutor with all of the information the office requires to determine appropriate charges, nor can the police investigate fully all matters that require additional investigative work. Further, the need to prepare for trial requires additional background work, especially in terms of interviewing witnesses and victims. This primarily involves felony cases, but the need is also there for both misdemeanors and juveniles.

Implementation Issues: It is recommended that an experienced detective from the Whatcom County Sheriff's Office be assigned to the prosecutor for an indefinite period of time. If this recommendation is implemented, the Sheriff should be able to replace this person with a new hire; that is, the Sheriff should not lose a position that otherwise would be needed for law enforcement coverage in Whatcom County.

It is further recommended that the Prosecutor and the Sheriff devise a job description for this position, determine any position rotation if appropriate, and work out details on how this investigator will relate both to the Sheriff and other law enforcement agencies in the County, as well as Federal and State agencies.

The investigator should work on targeted crime types that have a visible impact on the community, but based on Prosecutor needs. Domestic violence, assault, or sexual assault cases are but three of the high priority types of cases whose results might be improved through the use of an investigator.

Timetable: This position should be filled as soon as resources can be obtained in order to enhance prosecutorial effectiveness, with a target year of 2001.

Staffing: One investigator by 2001; another by 2004.

Costs – Budget: The yearly cost for this position amounts to \$99,500, including salary, benefits, supplies, equipment, and support services by 2001 and \$107,000 by the year 2004.

Applicable Standards: No standards are applicable.

Management Plan: The use of the investigator should be strictly targeted for specific high priority crimes (perhaps as a precursor to differentiated case management) and not used randomly.

It is not critical that the investigator be a Sheriff's Deputy. The Prosecutor could determine who fills the position through ex-law enforcement types of experienced persons.

Evaluation Protocol: The Prosecutor should maintain data on what cases the investigator is involved in and what activities the investigator conducted. It will be important to note changes in the levels of bargaining on targeted cases where the investigator is involved. The data should also collect dispositional information from those cases and compare dispositions with similar types of cases that the investigator was not involved in to determine the impact.



Recommendation 34. Expand Victim-Witness Services

Functional Area: Prosecution

Commentary: In the recent past, considerable attention has been given to the rights and needs of victims and witnesses in criminal cases. In clear recognition of this need, many prosecutors' offices have launched victim-witness programs and increasingly have been offering additional services.

Implementation Issues: To achieve greater levels of service, it is recommended that there be a consolidation of all victim-witness services within the Prosecutor's office to provide programs not only in felony, but in misdemeanor and juvenile cases as well.

Additionally, the victim-witness unit should communicate with community-based programs to ensure that where victims and/or witnesses need special help, this can be provided. By working closely with the Probation Department, these community-based programs can be identified and intake procedures delineated.

The transfer of juvenile victim-witness services to a single program should be arranged immediately, provided a full program is outlined and agreed to by all involved agencies.

Timetable: The expansion of these services should occur as soon as a proposal can be developed and adequate resources obtained. Completion of the transfer is expected by November 2000.

Staffing: In order to provide additional services to victims and witnesses, it will be necessary to add appropriate staff, including staff support. The specific personnel needs amounts to one more FTE by the year 2001 and another FTE by 2003 on caseload activities and needs.

Costs – Budget: By 2001 the cost will total \$29,100. By the year 2003, the amount needed will be \$31,500.

Applicable Standards: The final proposal must meet all of the requirements of RCW 7.68.035, as established by the State.

Management Plan: See discussion above.

Evaluation Protocol: Although not necessary to complete in the immediate future, the Prosecutor at some time in the near future should conduct a survey among victims and witnesses to determine their satisfaction with the services provided. Such data can assist in changing any aspects of the program that are not viewed as beneficial.



Recommendation 35. Expand Deferred Prosecution

Functional Area: Prosecution

Commentary: As will be discussed in the section on pretrial services, there is a need for an expanded use of deferred prosecution. This program identifies offenders who have committed non-predatory, non-DUI offenses and who, if referred to appropriate community-based programs, potentially can be moved into law-abiding citizenship. If such offenders are released and take advantage of such services, it would then be the Prosecutor's decision to defer indefinitely prosecution, reduce the charge, or cancel further court involvement (with or without expungement of the arrest). National research shows that deferred prosecutions are inexpensive and as effective as traditional prosecution especially for youthful, first time, adult offenders.

Implementation Issues: The District Court's pretrial unit, in close working relationship with the Prosecutor's office should supervise these deferred persons. The Prosecutor, however, should determine eligibility criteria, some of which can be determined at the time of booking as a result of the assessment process. The Prosecutor and Public Defender should negotiate the conditions of the deferral of prosecution that are acceptable to the courts.

The Prosecutor should also indicate if additional staff will be required to develop and monitor this proposed program. Moreover, this proposal need not be implemented immediately and certainly not until a full proposal can be developed, including costs and operations.

Timetable: Depending on the role of Adult Probation Services with regard to the supervision and/or monitoring of offenders, plans should be developed for increasing this alternative according to available staff. No specific due date is indicated.

Staffing: Provided by either pretrial services or probation staffs.

Costs – Budget: This is included in pretrial services and expanded probation services budgets.

Applicable Standards: Standards promulgated by the National District Attorneys Association may be applicable. There also exists an immense body of evaluative literature on the benefits of deferred prosecution, which also provides specific guidelines for deferred prosecution programs. The Juvenile Services Department could provide consultation on the methods associated with conditions developed for targeted juvenile offenders.

Management Plan: The first step is to become completely familiar with programs operating elsewhere in the United States. It then becomes essential to select target populations who may benefit from deferred prosecution. The adult diversion program, if as successful as the juvenile diversion initiative, could provide immense cost and timesavings for the courts and produce results on par with more punitive prosecutions.

Evaluation Protocol: There are numerous examples of evaluation designs for diversion/deferred prosecution programs. The designs easily could be replicated in Whatcom County. The Planner/Coordinator should monitor this research agenda. The 'bottom line,' however, is the potential reduction of recidivism.



Recommendation 36. Develop Program For Driving with License Suspensions

Functional Area: Prosecution and Corrections

Commentary: This is an area that not only exasperates all adult justice agencies in Whatcom County it is an issue which requires additional attention. Many of these traffic offenders are eligible to have their licenses restored, but since they do not know how to obtain a license, they frequently are re-arrested for the same offense.

Implementation Issues: It is recommended that the Prosecutor's Office in conjunction with the Probation Service Department devise a plan to invite the Department of Motor Vehicles to detach a staff person on a regular basis, at a central location and with appropriate modem hook-up, to arrange for the restoration of eligible licenses. Through such a program, considerable law enforcement, jail, prosecution, public defense, and jail cost savings can accrue. This program, if there are costs, should be borne proportionately by all of the jurisdictions in Whatcom County. Working collaboratively, the two departments should develop a set of protocols for its implementation as soon as it is practical to do so.

Timetable: This should be implemented as soon as the Prosecutor and Public Defender can develop a program and staff is available for implementation. Due date is September 2000.

Staffing: Depending on the nature of the proposed program, perhaps a part-time clerical staff person will have to be assigned.

Costs – Budget: The cost is that of a part-time clerical person or \$16,000.

Applicable Standards: No standards are applicable.

Management Plan: The most difficult part of this proposal will be inducing DMV to participate. Even without their participation, it would be possible to have a clerical person in the Prosecutors Office or Adult Probation Services develop a list of offenders eligible to get their licenses back, contact the client, provide information on the process, and make a referral to DMV. If this work is vigorously pursued, the County may solve the backlog problem in a year and then scale back the program to informational only for new offenders. It would be simple for Probation Services to identify offenders who are about to become a part of the target population and make securing a valid driver's license part of offender "after-care."

Evaluation Protocol: When the program is implemented and the MIS is online, it will be possible to evaluate the program in terms of impact on calendars and workloads.



Recommendation 37. Assess Eligibility at the Central Intake Unit

Functional Area: Public Defense

Commentary: As a consequence of the proposal that assessments be made at the time of booking at the jail, the Public Defender, working closely with jail staff and pretrial services, should assist in developing an indigency screening instrument based on defined criteria. Working in concert with the courts, this instrument when completed can provide a "heads-up" to the likely assignment, which will mean faster services especially for in-custody offenders.

Implementation Issues: Appropriate implementation of this recommendation will require pretrial services and/or jail staff to develop an enhanced screening instrument. Eventually this and other data collection will occur routinely at the Central Intake Unit. However, the Public Defender should develop a worksheet that will enable jail staff to alert the Public Defender to a possible assignment, pending judicial authorization. The judges should also be consulted. The data could also become part of pretrial release data collection and distributed to the Public Defender as soon as it becomes available.

Timetable: This initiative could occur immediately and in place by December 2000.

Staffing: Primarily, staffing will occur at the jail. No new staff will be needed by the Public Defender for this program.

Costs – Budget: Unless the jail requires additional staff, there will be no costs involved.

Applicable Standards: The criteria need to be explicit. NLADA and the National Association of Pretrial Services Agencies have specific criteria for determining eligibility.

Management Plan: The jail, courts, and Public Defender should create the process for early eligibility determinations. Pretrial services or jail staff can be assigned the task of collecting the data and notifying the Defender's Office.

Evaluation Protocol: When the program is in place, its impact on time lags for assignments should be assessed. It would be simple to measure elapsed times from booking to assignment pre- and post-implementation. It would also be possible to compare assignment rates pre- and post-implementation.



Recommendation 38. Develop a Juvenile Risk and Needs Assessment

Functional Area: Juvenile Justice

Commentary: As a result of HB 3900, Whatcom County has been participating in the development of an offender risk/needs assessment. This tool is also being used statewide for juvenile offenders. Currently the process is in Phase II implementation. Eventually the tool will be used to assess objectively client presenting problems and provide probation staff with a suggested strategy of providing or arranging for the provision of services to address client problems. The assessment tool is based upon the premise that delinquency problems are a combination of factors including deviancy, school adjustment, mental functioning, family functioning and other dimensions and that addressing only a single, obvious problem is ineffective in curbing future aberrant behavior; that is, the client's problems need to be addressed "holistically." This premise is supported by research and represents an essential step forward in juvenile justice in the effort to reduce delinquency.

The County currently receives \$80,000 per year in impact funds from the State to help implement HB3900. The Department has used this money to fund 1.5 FTE dedicated to implementing the risk assessment and supervising one caseload of assessed offenders.

Implementation Issues: Washington State Juvenile Court Administrators have entered into a contract with a vendor named Allvest to develop an automated system of Risk/Needs Assessment, Case Management and Outcome Measures that have been very problematic and are yet to be completed. Timetables are not being met which is causing a loss of faith and low morale.

Probation Counselors need to be trained to be case managers instead of operating only as Probation Officers and to utilize a strengths-based assessment model. This effort should be encouraged as the evaluation literature has shown that case management principles based upon objective information can reduce delinquent tendencies in clients.

The development of case plans, which indicate risk as well as need, assumes the community is prepared to provide services and interventions when indicated. While Whatcom County does have resources available for clients, there has been no systematic effort to create a collaborative network of treatment providers.

The State has not provided sufficient funding to implement effectively this plan nor is there any guarantee that the money currently provided would continue to flow to the communities.

The question of when during the court process the instrument should be utilized must be assessed (post-adjudication or pre-sentence). In some sites, an assessment is completed pre-adjudication and used to develop alternative treatment plans in lieu of adjudication. In this case, it is recommended that findings from assessments be provided to case decision-makers as soon as possible. Additionally, the items as well as the results of the assessment should be automated locally and made a part of the data integration project discussed elsewhere in this report.

It is also recommended that a Directory should be created and distributed to parents and guardians that explain the court process, Community-based supervision (probation), and available resources in the community for youth. Additionally, individual treatment agencies should describe services to be included in the directory.

Timetable: All offenders are being given the standardized Risk/Needs Assessment instrument at this time. It is difficult to underestimate how useful this data can be to probation staff. Case management training of probation officers is should be completed by the fall of 2000.

Staffing: Only the proposed additional staff at Information Services is required. The JSD plans to ask for additional staff during the 2001 budget cycle.

Costs – Budget: Staffing at IS for JSD support would cost \$70,000 per year but the costs could be shared with other County justice agencies as described earlier. Hiring the IS staff dedicated to justice issues would mean that JSD would not need to pay its normal assessment to IS and consequently could use the funds for other purposes.

Applicable Standards: The Juvenile Court Administrators in the State of Washington will likely develop Best Practices Standards for this new model of juvenile justice. None exists at this time.

Management Plan: Additional service requests for these two positions will be requested in the 2000 or 2001 County Budget request.

Evaluation Protocol: The Washington Institute for Public Policy will evaluate the new assessment process for juvenile offenders on a statewide basis and hopefully the funding deficit will be noticed and addressed by the State. Additionally, it is recommended that a local evaluation be done around the assessment and case-management approach to juvenile crime in Whatcom County. This would be an especially fruitful process if the assessment results are automated and made a part of the data integration project.



Recommendation 39. Develop A Personal Control Number

The consultants support the effort to develop a Personal Control Number (PCN) or Person Identification Number (PIN) to help link offender files among various justice agencies. The development of a local offender identifier is also encouraged. It is recommended that an analysis be performed on the various identifiers currently used by the various systems, including the State's Judicial Information Network and Judicial Information System.

Functional Area: System-wide

Commentary: Being able to link defendant files by means of a single identifier is a critical element in this entire process. The research conducted in support of the Phase I Report struggled with matching offender files between the jail, prosecutor, and court system files. The provision of a PCN that follows offenders throughout their court processing on any given criminal proceeding and that stays with the offender for use in subsequent offenses is the key to a truly integrated information system.

It is presently impossible to link offender files among the various justice system databases and it is difficult to locate local offenders in external databases. Presently locating offenders is dependent upon having several possible names for the offender, knowing the appropriate dates of the offense in question, and having access to several terminals available to the user with valid identification numbers for system access. This project links offender files across platforms based upon a unique ID number.

Implementation Issues: This State initiative will be constrained in usefulness if it does not consist of a unique ID number for offenders that becomes a part of their files throughout their criminal careers.

A case-by-case identifier that changes with each new case will not suffice. A local identifier could be automatically generated in the system by the first local justice agency to be in contact with the offender.

As part of the integration project the number could then be automatically distributed to other justice system users as the first step in the creation of case-processing files.

Timetable: Since this is a state initiative, it will be somewhat insensitive to local requirements. The local identifier should become part of the integration project and given a high priority. A local common identifier could be developed by December 2000.

Staffing: No unique staffing is required.

Applicable Standards: None other than State and Federal rules for confidentiality that will be enhanced by this initiative.

Costs – Budget: None is anticipated.

Management Plan: The MIS Committee will manage this task as supported by IS staff.

Evaluation Protocol: This initiative will significantly improve the ability of local, state, and federal researchers to conduct client level program evaluations while examining the impact on offenders of all proposed justice initiatives.



Whatcom County

Law & Justice Plan

**Phase II Report:
Appendix**

June 2000

Presented by:

Administration of Justice Services
Alvin Cohn, Ph.D.
Stuart Readio

Northwest Regional Council
Victoria Doerper, Executive Director

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APPENDIX A:

Intermediate Sanctions/Alternatives to Incarceration

APPENDIX A

INTERMEDIATE SANCTIONS/ALTERNATIVES TO INCARCERATION

As discussed in the introductory section of this report, it is strongly recommended that the justice system employ a *graduated sanctions* policy with regard to the management and control of both adult and juvenile offenders. In order to implement this policy, two conditions should be in place:

- 1) The availability of alternatives to incarceration, and
- 2) The implementation of *zero tolerance* toward offender non-compliance.

Unfortunately, there is no graduated system in operation today that can be identified as a perfect model. Nevertheless, a consensus exists among professionals in the field about core principle requirements, which include the following:

- Immediate sanctions within the community for first-time, non-violent offenders
- Intermediate sanctions within the community for more serious offenders
- Secure care programs for the most violent offenders
- Follow-up programs that provide high levels of social control and/or treatment services

Although research findings suggest different approaches have different impacts on compliance as well as recidivism, each community must decide which alternatives are appropriate and can be implemented feasibly. All, however, have an impact on jail and/or juvenile detention populations.

Offenders should move along a continuum through a well-structured system of phases that address both offender needs/risks to the community. At each level of the continuum, offenders should be subject to more severe sanctions if they continue in their criminal or non-compliant behavior and/or refuse to follow the terms and conditions of their release from confinement.

Objective needs/risk assessments should be employed as early in the process as possible to determine the most appropriate sanction for each offender, with assessments based on the risk the offender poses to society, the nature of the offense, the number and nature of prior offenses, and the presence of other risk factors (e.g., substance abuse, prior violations).

Research indicates clearly that community-based, graduated sanctions programs appear to be more effective than traditional incarceration in reducing recidivism, with the most well-structured graduated sanctions programs significantly more effective than simple incarceration. However, the research is unclear on precisely which sanction offers the best hope for controlling offender non-compliant behavior, and especially those with histories of serious, chronic violence.

Whatcom County has a fairly complete continuum of sanctions for both sentenced and un-sentenced offenders. The only significant deficiencies found by the consultants during this research project were the over-reliance upon secure facilities, the lack of a minimum-security jail facility, the underutilization of existing community-based options, a reluctance to use community-based options and conditions for un-sentenced offenders, no local initiative to defer adult prosecutions and a reliance on "ad hoc" methods to control jail daily populations. These findings apply to both the adult and juvenile systems.

The following lists, one for sentenced inmates and the other for un-sentenced defendants, provide a graded continuum of existing sanctions and supervision that Whatcom County has available. It is really very complete given the size of Whatcom County and needs slight "fine-tuning" to make it more useful and rational.

Un-sentenced Defendant Continuum Described from least to most restrictive option.

- (1) Field Citations: This option is frequently used by all law enforcement agencies in the County for traffic and lower seriousness misdemeanor arrests. The scope of the use of field citations increases as the daily

population of the main county jail increases. The formalized use of field citations could be increased to include higher seriousness misdemeanants if it could be standardized countywide through the collaborative efforts of all law enforcement agencies. The regular meetings of county law enforcement agencies could be the forum at which time this issue is discussed and formally adopted. Extensive field citation uses assumes that arresting officers have been trained on what offenses are appropriate and that they have immediate access to reliable criminal history data on defendants. This program could have a significant impact on jail admissions.

- (2) Bail: Most offenders booked into jail who have financial resources post a cash bail or 10 percent of the total bail listed on the bail schedule. Those unable to post bail are afforded the opportunity of own recognizance release after the case reviewed by a judge, most often in jail court. The program is effective except that a huge proportion of offenders do not have any financial resources and the presiding judge is forced to consider non-financial release based upon very poor data. Risk is often determined by judicial interviews of arresting officers, prosecuting attorney staff and the public defender. It is recommended that to improve the usefulness of this program information resources for the judiciary be improved, an objective third party be introduced to provide the release data to the judge and that the bail schedule be revised for appropriateness every six months.
- (3) Supervised Pretrial Release: The District Court Probation Department provides a modest amount of supervised pretrial release but it is inadequate given the number of offenders who need some form of supervision prior to trial. This situation will be remedied by the adoption of the recommendation contained in this report.
- (4) Supervised Pretrial Release with Conditions: Many offenders could benefit from having treatment and job-hunting conditions placed on them at the time of release. Some of this already occurs but with no judicial officer to

supervise the offender the failure rates are unacceptably high and the scope of the project is significantly diminished. Successfully completing the terms and conditions of a pretrial release could facilitate deferring the prosecution of the offender subsequently.

- (5) Electronic Home Detention: The most serious of offenders could be release with supervision and wearing an electronic home detention device.
- (6) Jail: Everyone, when space is available, is booked into jail. A significant number of offenders booked into jail pretrial stay there until their sentence is served. Unfortunately for the system, a large number of defendants serve more time in the county jail as an un-sentenced than they do as a sentenced inmate. Instituting items 1 through 5 can impact this situation in a positive manner.

Sentenced Inmate Continuum with options listed from most to least restrictive.

- (1) Prison: Under the Sentencing Reform Act there is little leeway for avoiding prison for many felony level offenders.
- (2) Maximum Security County Jail: Currently everyone who receives a jail sentence spends some time in the existing jail. It is the device of last resort to control offenders, frequently irrespective of the actual dangerousness of the offender. This report suggests using the existing jail as the entry point for most offenders and as the "last resort" housing alternative for only the most serious of local offenders.
- (3) Minimum Security Jail: Currently missing in the continuum and could provide an important component. The facility envisioned is multi-purpose, treatment oriented, idleness-abatement, breaking the cycle of unacceptable behaviors type of facility for lower classification level offenders.
- (4) Work Release: The existing facility needs expansion and seems to be cost-effective. The facility could be brought on-line somewhat rapidly and used to relieve pressures on the existing

- county jail. The facility could be used to provide an opportunity for offenders to find jobs as well as attend treatment or employment.
- (5) Alternative Corrections Center Programs: This report suggests increasing the number of offenders who use these alternative programs. The programs are highly visible to the public, inexpensive and effective. The question becomes “do we have enough offenders to populate these programs?” Hence the gradual increases in program capacities.
 - (6) Probation: Also slated for expansion and reform through the introduction of case management principles and differentiated supervision.
 - (7) Deferred Sentences: If offenders emerge from pretrial services having met conditions they could become excellent candidates for deferred sentences. Some of this already goes on in a somewhat different format and it is called credit for time served.
 - (8) Fines and Fees: Convicted offenders are assessed very high fees. They are very high as they include at least portions of all of the costs of their prosecution and subsequent supervision. It is dissonant that offenders who cannot afford bail often are required to pay fines and fees that are 2 or 3 times more expensive than the original bail.
 - (9) Deferred Prosecution or Diversion: Both occur somewhat frequently but both the deferral of the prosecution of DUI offenders and the diversion of juvenile offenders, are State and not local initiatives. These programs are effective but they await implementation on a wider scope locally.

APPENDIX B:

Applicable Standards

APPENDIX B

APPLICABLE STANDARDS

AMERICAN CORRECTIONAL ASSOCIATION

Standards for Juvenile Detention Facilities

Standards for Juvenile Community Residential Facilities

Standards for Adult Local Detention Facilities

Standards for Community Residential Treatment Facilities

Standards for Electronic Monitoring Programs

NATIONAL COMMISSION ON CORRECTIONAL HEALTH CARE

Standards for Health Services in Jails

Standards for Health Services in Juvenile Detention and Confinement Facilities

LAW ENFORCEMENT AGENCY ACCREDITATION PROGRAM

Standards for Law Enforcement Agencies

NATIONAL ASSOCIATION OF PRETRIAL SERVICES AGENCIES

Performance Standards and Goals for Pretrial Release and Diversion

NATIONAL DISTRICT ATTORNEYS ASSOCIATION

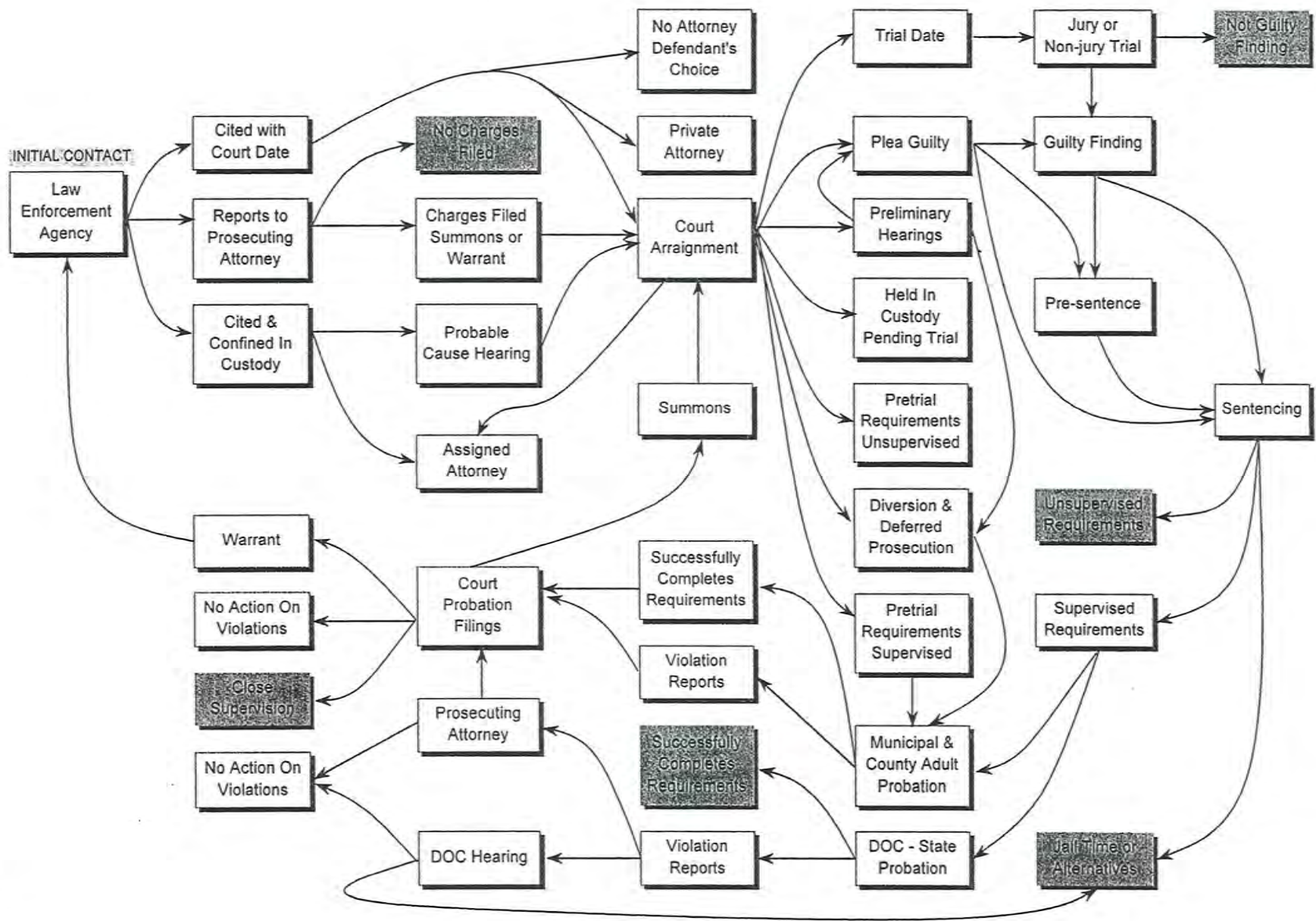
NATIONAL CENTER FOR STATE COURTS

NATIONAL LEGAL AID AND DEFENDER ASSOCIATION

APPENDIX C:

Adult Criminal Case Flow

Adult Criminal Case Flow

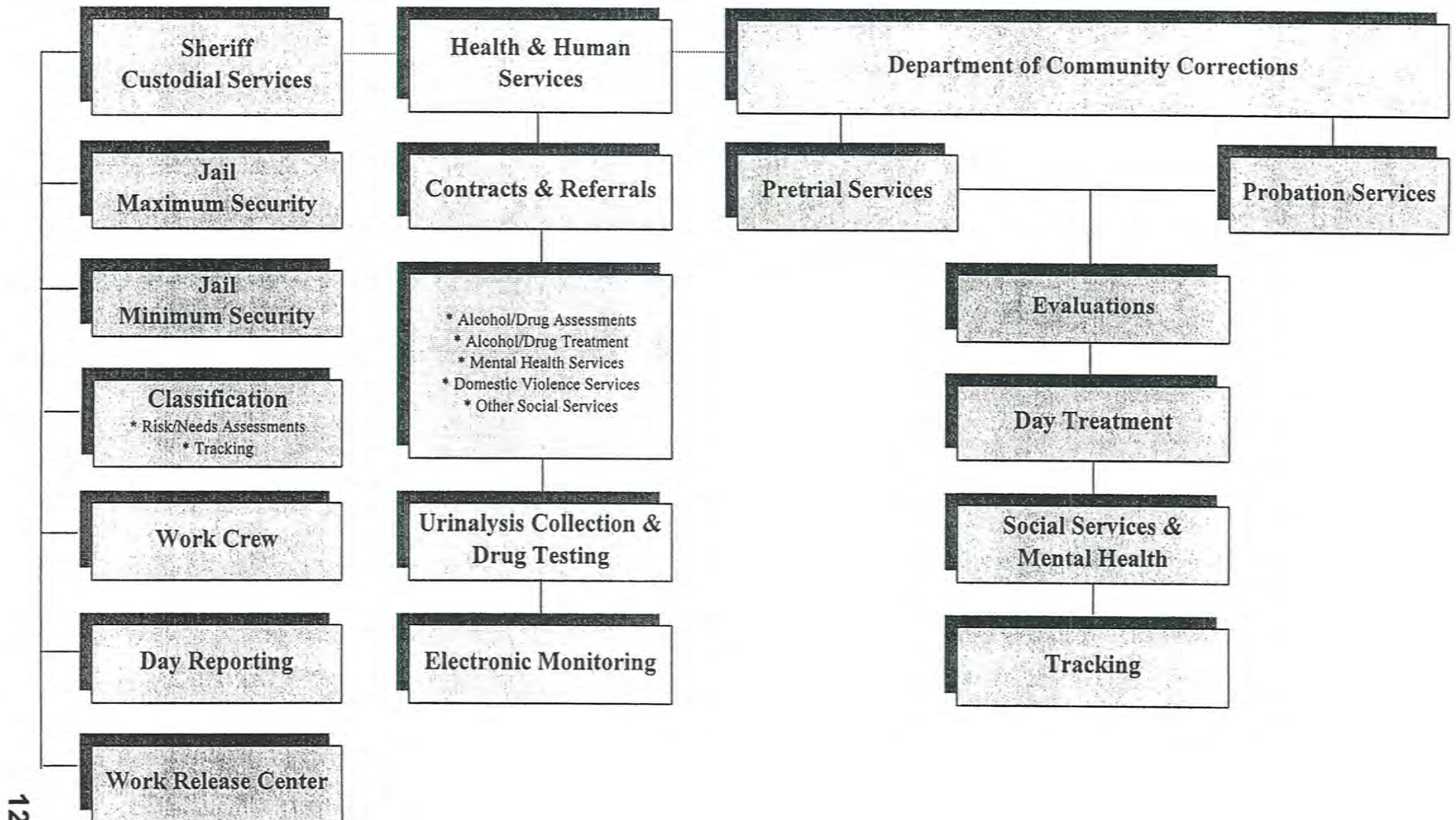


APPENDIX D:

Whatcom County Adult Corrections Services

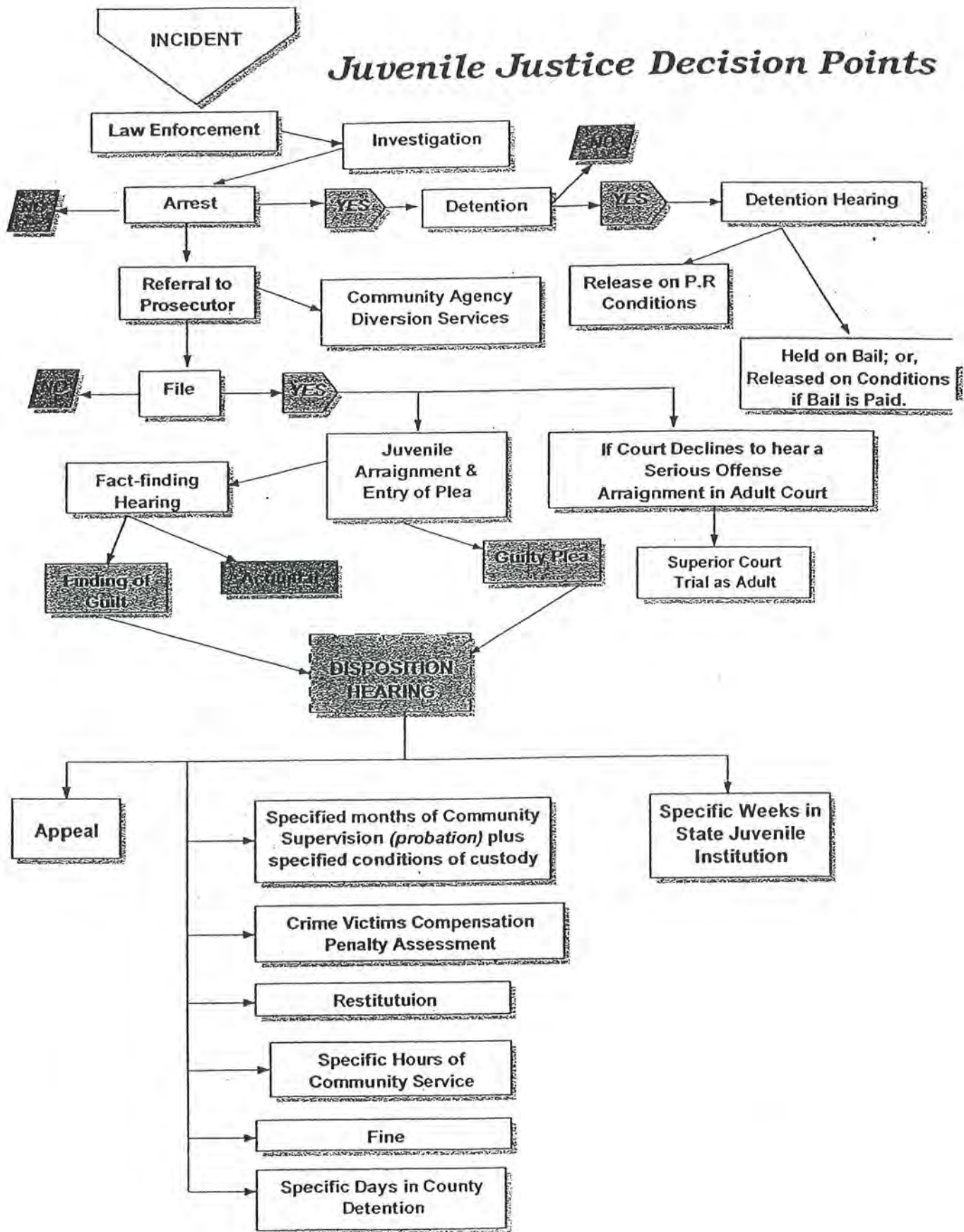
Whatcom County

ADULT CORRECTIONS SERVICES



APPENDIX E:

Juvenile Justice Decision Points



APPENDIX F:

List of Participants

Whatcom County Law and Justice Planning Project
Steering Committee Members and Participants

Dale Brandland, Chairman
Sheriff

Art Anderson
Citizen Representative

Pat Alesse
Citizen Representative

Mark Asmundson
Mayor, City of Bellingham

Daryl Brennick
Mayor, City of Lynden

Tim Carpenter
Whatcom Bar Association

Dewey Desler
Deputy Administrator

Victoria Doerper
Northwest Regional Council

Becky Diaz
Whatcom Hispanic Organization

William Elfo
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Gregg Freeman
Department of Corrections

Robert Gibb, M.D.
Citizen Representative

Martha V. Gross
Superior Court Commissioner

John Hobberlin
Mayor, City of Blaine

John Hooper
Human Services Manager

N.F. Jackson
Superior Court Administrator

Ralph Jefferson
Chief, Lummi Law & Order

Wendy Jones
Corrections Lieutenant, Jail

Joe Johnson
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Jon Komorowski
Chief Deputy Public Defender

Pete Kremen
County Executive

David MacDonald
Deputy Chief, Bellingham PD

Kathleen Marshall
Whatcom Crisis Services

David McEachran
Prosecuting Attorney

Kathy McNaughton
Catholic Community Services

Jon Ostlund
Public Defender

Steve Paus
Juvenile Court Administrator

Don Peterson
Mayor, City of Sumas

Laurie Powers
Citizen Representative

Erik Ramstead
Chief, Everson Police Department

David Rhea
District Court Judge

Linda Storck
Director Judicial & Support Services
City of Bellingham

Fred Thompson
Director, District Court Probation

Manca Valum
Citizen Representative

Bruce Van Glubt
District Court Administrator

Kathy Walker
Administrator, Prosecutor's Office

Dave Wareing
Former Deputy Administrator

Cate Westphalen
Director, Dispute Resolution Center

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Line Staff Work Group Members

Kevin Atkinson
Detention Officer II, Juvenile Court

Elizabeth Baker
ID Technician, Sheriff's Office

Jeremy Bos
Patrol Officer, Everson PD

Taffy Brekke
Criminal Clerk, Superior Court

Pat Brown
Detective, Sheriff's Office

Nancy DeSelover
Probation Officer I, Juvenile Court

Charlotte Doolittle
Adm. Aide, District Court Probation

Chip Either
Bicycle Patrol, Bellingham PD

Glenn Fair
Corrections Officer

Terri Graham
Detective, Lummi Law & Order

Scott Graham
Police Officer, Lummi Law & Order

Dave Grant
Deputy Prosecutor

Michael Grant
Investigator, Public Defender's

Robin Hunter
Relief Clerk, Superior Court

Gregory Laughlin
Trooper, Washington State Patrol

Peggy Main
Calendar Clerk, District Court

Keith Miller
Assistant Chief, Border Patrol

Kristen Olson
Legal Secretary, Juvenile Court

Stephanie Olson
Supervising Clerk, District Court

Dan Turner
Trooper, Washington State Patrol

Mary Wallace
Legal Secretary, Prosecutor's Office

Whatcom County Law & Justice Planning Project
Interviewees and Meeting Participants

Matt Aamot, Senior Planner, Planning and Development Services
Art Anderson, Citizen Representative
Reverend Al Archer, Citizen Focus Group Participant
Mark Asmundson, Mayor, City of Bellingham
Dale Baker, Chief, Ferndale Police Department
Charles Benjamin, Director, Health and Human Services
Brad Bennett, Finance Manager, Administrative Services
Michael Bobbink, Judge, Bellingham Municipal Court
Jeff Bovenkamp, Citizen Focus Group Participant
Dale Brandland, Sheriff
Barbara Brenner, County Council Member
Daryl Brennick, Mayor, City of Lynden
Tom Brown, County Council Member
Randall Carroll, Deputy Chief, Bellingham Police Department
Elizabeth Castillo-Midel, Citizen Focus Group Participant
Alan Cheesman, Sergeant, Washington State Patrol
Marlene Dawson, Chair, County Council
Joan DeFries, Records Manager, Sheriff's Office
Steve DeFries, Sergeant, Sheriff's Office
Dewey Desler, Deputy Administrator
Becky Diaz, Whatcom Hispanic Organization
Victoria Doerper, Executive Director, Northwest Regional Council
George Dube, Analyst, Information Services
Katherine Eldemar, Mental Health Commissioner
William Elfo, Chief, Blaine Police Department
Andy Fernando, Citizen Focus Group Participant
Dan Fitzgerald, Chief, Corrections
Karen Flaherty, Records Manager, Bellingham Police Department
Jack Foster, Chief, Lynden Police Department
Greg Freeman, Supervisor, Community Corrections
Robert Gibb, M.D., Citizen Representative
Martha Gross, Superior Court Commissioner
Kay Guirl, Community Health & Wellness Services Manager
Ron Hardesty, Attorney, Private Practice
Chris Haugen, Chief, Sumas Police Department
Alfred Heydrich, Superior Court Commissioner
Connie Hoag, County Council Member
John Hobberlin, Mayor, City of Blaine
John Hooper, Manager, Human Services
Dustin Hurlbut, Chief Deputy, Sheriff's Office
Jay Hynds, Citizen Focus Group Participant
Robert Imhoff, County Council Member
N.F. Jackson, Administrator, Superior Court
Carey James, Chief Patrol Agent
Ralph Jefferson, Chief, Lummi Law and Order

Joe Johnson, Nooksack Indian Tribe
Wendy Jones, Corrections Lieutenant, Jail
Gail Kelly, Human Resources Representative
Pete Klein, Corrections Sergeant, Jail Programs
Jon Komorowski, Chief Deputy, Public Defender's Office
Pete Kremen, County Executive
David MacDonald, Deputy Chief, Bellingham Police Department
Kathleen Marshall, Director, Whatcom Crisis Services
David McEachran, Prosecuting Attorney
Jackie Mitchell, Substance Abuse Program Specialist
Michael Moynihan, Superior Court Judge
Stephen Mura, Superior Court Judge
Ward Nelson, County Council Member
David Nichols, Superior Court Judge
Connie Nielsen, Chief Deputy Clerk, Superior Court
Larry Oltmann, Citizen Focus Group Participant
Jon Ostlund, Public Defender
Jeff Parks, Lieutenant, Sheriff's Office
Steve Paus, Administrator, Juvenile Court
Josephine Pebria, Citizen Focus Group Participant
Don Peterson, Mayor, City of Sumas
Ron Peterson, Chief Civil Deputy, Sheriff's Office
Don Pierce, Chief, Bellingham Police Department
Laurie Powers, Attorney, Citizen Representative
Erik Ramstead, Chief, Everson Police Department
John Reitz, Director, St. Joseph's Hospital Recovery Center
Thomas Resick, Judge, Municipal Court
David Rhea, Judge, District Court
Ken Robinson, Bellingham School District
Edward Ross, Judge, District Court
Greg Rustand, Security Specialists Plus
Mary Lee Rustand, Security Specialists Plus
Deane Sandell, Undersheriff
Belle Shalom, Citizen Focus Group Participant
Jim Shaw, Chief, WWU Police
Joe Shearer, Citizen Focus Group Participant
Douglas Shepherd, Attorney at Law, Private Practice
Edwin Simmers, Mental Health Commissioner
Charles Snyder, Superior Court Commissioner
Linda Storck, Judicial Administrator, City of Bellingham
Dawn Sturwold, Attorney, City of Bellingham
Kathy Sutter, County Council Member
Stephanie Thomas, Supervising Clerk, District Court
Fred Thompson, Director, District Court Probation
Ira Uhrig, District Court Commissioner
Kathy Valenti, Citizen Focus Group Participant
Manca Valum, Citizen

Bill Van Diest, Manager, Juvenile Detention
Bruce Van Glubt, Administrator, District Court
Kathy Walker, Administrator, Prosecutor's Office
Dave Wareing, Former Deputy Administrator
Cate Westphalen, Ddirector, Whatcom Dispute Resolution Center
Laura Witter, Department of Corrections
Gary Wood, Former Juvenile Court Administrator

WHATCOM COUNTY LAW & JUSTICE PROJECT
TASK FORCE MEMBERS

<u>Name</u>	<u>Task Force</u>
Chuck Benjamin	Community Based Options
Dale Brandland	Operations
	Public Education
Daryl Brennick	Community Options
	Public Education
Dewey Desler	Public Education
Becky Diaz	Juvenile
Greg Freeman	Community Options
Robert Gibb, MD	Facilities
	Public Education
Marty Gross	Facilities
	Juvenile
Kay Guirl	Community Based Options
Doug Hyldahl	Juvenile
N.F. Jackson	Community Options
	Management Information Systems
	Operations
Wendy Jones	Community Options
	Facilities (Facilitator)
	Management Information Systems
Pete Klein	Community Options
Pete Kremen	Public Education
David MacDonald	Facilities
Kathleen Marshall	Operations (Facilitator)
David McEachran	Facilities
	Operations
Jon Ostlund	Facilities
Steve Paus	Community Options
	Juvenile
Don Peterson	Facilities
	Juvenile
John Reitz	Community Options
David Rhea	Community Options
Terry Stach	Facilities
Linda Storck	Community Options
	Operations
Fred Thompson	Community Options (Facilitator)
	Management Information Systems
Manca Valum	Public Education (Facilitator)
Bill Van Diest	Facilities
Bruce Van Glubt	Community Options
	Operations
Kathy Walker	Community Options
	Facilities
	Juvenile
	Management Information Systems (Facilitator)
Cate Westphalen	Juvenile
	Operations

Whatcom County Law and Justice Project
Project Meetings

Adjudication Work Group

Bellingham Police Department Leadership Team

Border Patrol Leadership

Citizen Focus Group

Corrections and Treatment Work Group

County Police Chiefs

District Court Probation

Juvenile Probation

Juvenile Work Group

Law and Justice Council

Law Enforcement Work Group

Line Staff Work Group

Lummi Tribal Meeting

Management Information Systems Group

Nooksack Tribal Meeting

Offender Interviews

Presentation to the Bar Association

Sheriff's Leadership Team

State Patrol Leadership Team

Project Steering Committee

Treatment Community Focus Group

Youth Services Focus Group