



# **THE CRIMINAL JUSTICE SYSTEM**

**In**

**Snohomish County**

**An Overview**

**June 1999**

June 30, 1999

Bob Terwilliger, County Auditor and Chair  
Rick Larsen, County Council Chair and Member  
Bob Drewel, County Executive and Member  
Ed Huebner, CPA and Public Member  
Mike Williamson, CPA and Public Member

Re: **Law and Justice Survey - Phase I**

Dear Performance Audit Committee Members:

The attached report is our initial response to the Performance Audit Committee's direction to develop audit projects of the County's Law and Justice System. Programs that comprise this system are important to the citizens of Snohomish County. However, they require a high percentage of the County's General Fund and several independently elected officials manage them. Thus, achieving system-wide efficiencies without losing service delivery effectiveness is a very challenging mission.

At the outset, we wish to acknowledge several efforts to maximize the efficiency and effectiveness of the law and justice system. In 1992, former Prosecutor Seth Dawson convened system managers to identify ways to work together more efficiently and effectively. The County Executive and County Council addressed the ever-increasing costs in an effort to contain expenditures while responding to the legal duties imposed by state law. The Courts Sheriff and Clerk examined their practices and procedures. Also, a Law and Justice Council meets quarterly bringing together city and county law enforcement, courts, the prosecutor, public defender, county council and county executive to address issues of common interest.

Against this backdrop of cooperative efforts, we began to analyze law and justice agencies. We assembled general functional information, asked each agency to identify major challenges and suggest ideas for improvements, and then convened all agencies to discuss resource needs and anticipated solutions.

The attached survey, which resulted from all these efforts, is just the beginning of the performance auditor's work in this area. We identified potential opportunities to improve the overall system, rather than making findings and recommendations. From this initial survey, we will propose specific audit subjects to the Committee, which will be undertaken with the cooperation of all county law and justice agencies. This is just the starting point for an on-going approach through several future audit projects, and we are pleased to present the attached overview of the process, *Law and Justice Study - Phase I: Survey*.

Sincerely,

Dean L. Ritchhart  
Performance Auditor

# **EXECUTIVE SUMMARY REPORT**

## **FINDINGS, RECOMMENDATIONS & PLAN**

**Issued to:  
Performance Audit Committee**

**June 1999**

**Issued By:  
Performance Audit Division**

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**Law & Justice Survey  
Executive Summary Report  
List of Exhibits**

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1.	Criminal Justice System Flow Chart	
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24.	Multnomah County Decision Support Model – Technology Programs	
25.	Strategic Planning Process – Suggested Action Steps	

## PREFACE

*This report and supporting attachments are presented with a number of readers and objectives in mind. Beyond county managers and system administrators, those who develop laws and policies, those who are involved in budgeting for Law & Justice System services and stakeholders who are concerned about the effectiveness and costs of “The System” will also have some interest in this project. Because of this broad range of interest in issues surrounding the complexities of Law & Justice administration, we attempted to organize our project documentation to meet several different needs.*

*This **Executive Summary Report** is intended for readers who seek an overview of the project goals, findings, and recommendations developed by the performance audit team and managers within the nine departments/offices that participated in this project. While our office prepared the report, it essentially reflects the thinking of Law & Justice managers as expressed in meetings and the group management retreat held on December 2, 1998. We attempted to convert this thinking into a summary of considerations for future action and a general plan format. Managers’ comments regarding this report are contained in an attachment. This summary report addresses:*

- *Project Goals/Objectives*
- *Project Approach (Special Study; not an Audit)*
- *Findings (Organization Profiles)*
- *Research Findings (Process Management, Organization, Management Practices, Information Systems and Statistical Comparisons)*
- *Considerations for Future Action (Steps Toward Improved System Management and a Suggested Strategic Planning Approach)*

*The attachment documents are designed to stand-alone to help educate and communicate details as well as to support this report. They include:*

- *Organization Profiles (nine separate organizational reports)*
- *Research Potential Opportunities (Management and Organization, Management Information Systems and Applied Technology, and Statistical Comparisons)*
- *Law & Justice Retreat Plan*
- *Law & Justice Retreat Summary*
- *Law & Justice System – How It Works (Educational Handout)*
- *“Did You Know” Statistical Information (Educational Handout)*

*Many people within the county as well as Law & Justice managers and administrators from other counties, cities, and agencies in the northwest provided*

*valuable assistance. Staff from the County Executive's office and the County Council's staff provided input as did numerous county managers and staff. Exhibits 10 and 11 list the names of individuals and organizations that made significant contributions to this effort.*

**Special note:** Since this report is released from the Office of the Performance Auditor, it is important to note the identified findings do not conform with the definition of a formal audit as defined by the Government Accounting Office standards. This project was approved by the County's Performance Audit Committee as a special survey with specific objectives that could not be met through the discipline of a formal audit. A goal of the project was to concentrate on ideas that had collective support to promote commitment which we believe is key to motivate future actions.

Our review did not attempt to develop or validate performance criteria. Data presented, such as comparative statistics for other Law & Justice agencies, are presented as information in support of findings and are not intended as implied assessments of performance.

## PROJECT HIGHLIGHTS

### Potential Opportunities:

- The nine organizations/agencies/offices that provide what are called Law & Justice Services in Snohomish County have taken critical steps toward improved resource utilization. These significant improvements were made during times of rapid population growth, public pressures to increase services, and Executive and Council pressures to tighten budgets.
- Law & Justice managers are motivated to successfully meet the issues and challenges they face and prepared to move forward in more collaborative efforts. They are increasingly aware many constraints and management issues are systemic and require a broader view of solution alternatives.
- Aside from justified concerns about adequate budgets for staff, equipment, and facilities, good management information, a basic tool for improving management awareness and decision-making, is lacking. Having to work with, and sometimes around, 25 different information systems (state, local and county) that do not “talk to each other,” results in significant loss of productivity and data quality.

### Conclusions:

- The operations, issues, and challenges of all Law & Justice managers and administrators in Snohomish County are complex and require sophisticated and highly coordinated system approaches to management.
- A major reason why the Law & Justice System is perhaps not functioning as well as it should is because Law & Justice agencies are not normally addressed as a single system from an organizational or management perspective.
- Until such time as a systems management approach is developed, supported, and committed to, each Law & Justice organization will address their issues with limited understanding of the impacts their decisions have on others in the system. While they may strive for improved collaboration, the “system” will still suffer from the lack of coordinated efforts.

### Consideration for Future Actions:

- The county should move forward to develop the understanding of and commitment to the concept of systems management. Learning from other governmental agencies that experienced the same issues and challenges, and developed improved organizational approaches, systems and practices can enhance this process.
- Efforts should begin immediately to mobilize a Law & Justice task force along with a Department of Information Services representative, to address improving the management of information and information systems within the county and those systems that, by law, require interface with state agencies. In neighboring counties, there are models we can learn from to save time and resources.
- As an interim measure, until such time as county management and elected officials decide how to address “system management”, we recommend the same manager group who attended the project retreat (and others) meet on a regular basis. Their goal should be to establish the foundation for improved communication, coordination, and collaboration processes to address systems improvements to benefit all organizations and stakeholders, including the customers.

The following list of considerations identifies project-related ideas to think about. All ideas should be included as part of the efforts to mobilize and implement a new systems management process and as support for coordinating Law & Justice strategic and operational plans.

## Law & Justice Survey Executive Summary Report List of Considerations for Future Actions

<u>Number</u>	<u>Title</u>	<u>Page No.</u>
1	Develop an understanding of and commitment to a more formal planned approach to the management of law & justice systems.....	25
1-A	Design and implement a management information system that addresses key process management issues.....	25
1-B	Reconsider the merits of integrated information systems; consider the concept of data warehousing as an option.....	26
1-C	Plan future applied technology projects within the context of a long range strategic planning process.....	27
1-D	Provide support to departmental initiatives designed to improve resources utilization as recommended by managers (as follows).....	27

Sheriff:

- Purchase rebuilt patrol cars
- Add contract service vendors for Sheriff vehicle maintenance to add flexibility

Corrections:

- Update laundry and kitchen facilities

Prosecutor:

- Develop enhancements to management information system to improve case tracking information

Superior Court:

- Implement drug court program
- Implement ideas from case management project

Juvenile Services:

- Work with all departments on improving transportation planning and services

Clerk:

- Conduct an operations review of case management group

**Law & Justice Survey  
Executive Summary Report  
List of Considerations for Future Actions**

<u>Number</u>	<u>Title</u>	<u>Page No.</u>
	District Court:	
	• Implement ideas to standardize court rules	
	911 Communication Center:	
	• Develop standardized format for reporting call service activities	
	Medical Examiner:	
	• Increase level of technical education programs	
1-E	Consider the feasibility of implementing ideas supported by study analysis.....	28
	1. Sheriff’s Office – Work closely with CAPS implementation committee to address ways to improve scheduling of deputies to support court proceedings to reduce overtime	
	2. Corrections – Work with courts to consider changing service fee approach – consider King County system model	
	3. Corrections – Consider placing the assigned counsel function organizationally separate from law enforcement per RCW.	
	4. District Court - Consider a job classification for administrative personnel to provide in-house interpreter services	
	5. District Court – Consider a “floater” position to add staffing flexibility between courts	
	6. Sheriff/District Court – Determine how to improve the process for updating databases when outstanding warrants are paid	
	7. Corrections/Executive – Develop improved strategies for budgeting and managing overtime	
	8. All Groups – Address the issue of jail crowding and the	

trend toward increasing length of stay

## Law & Justice Survey Executive Summary Report List of Considerations for Future Actions

<u>Number</u>	<u>Title</u>	<u>Page No.</u>
	9. 911/Sheriff – Establish policies and procedures to address the goal of offloading certain non-emergency calls	
	10. All Groups – Address the issue of the high cost of duplicate data entry into law & justice information systems	
	11. Executive – Consider establishing a reserve fund for the purchase and replacement of computers and other high-cost technology equipment	
1-F	Expand participation in efforts by law & justice agencies to work together on management issues of common concern.....	34
	<ul style="list-style-type: none"> <li>1. Regional transportation coordination</li> <li>2. Data sharing task force</li> <li>3. Regional justice center</li> <li>4. Countywide teen courts</li> <li>5. Expand citizen advisory groups</li> <li>6. Regional resources sharing (training, etc.)</li> <li>7. Court Scheduling</li> </ul>	
1-G	Develop cost of service measures which are meaningful to each organization as an adjunct to MIS systems.....	35
2	Initiate a formal education program with the goal of advancing public understanding of all law & justice aspects .....	35
2-A	Establish a coordinated and intensive organizational approach to the management of law & justice system issues.....	36

## Law & Justice Survey Executive Summary Report List of Considerations for Future Actions

<u>Number</u>	<u>Title</u>	<u>Page No.</u>
2-B	Address county policies that constrain operations or management practices through a new law & justice committee. Inventory all policies; identify decision points.....	36
2-C	Develop annually and present to the Executive proposed legislative initiatives through a new law & justice policy committee.....	37
2-D	Address resource constraints in all areas of system needs through a new law & justice resource management committee.....	37
3	Develop a strategic plan to address all key law & justice issues; both long range and near term – utilize a newly formed county committee approach (see models).....	37
3-A	Identify as a first planning priority budget initiatives for fiscal year 2000 to present to the Executive and the Council	38
3-B	Develop a revised capital improvement program (CIP) for law & justice agency needs.....	38
4-A	Develop new management approaches to law & justice systems issues to address:.....	39
	<ul style="list-style-type: none"> <li>• Strategic planning</li> <li>• Coordination of issues internally and externally</li> <li>• Communication of recommendations through all appropriate channels and processes</li> <li>• Working relationships with outside groups as well as within the county structure</li> </ul>	
4-B	Consider models for systems management and decision support development by other counties in the northwest.....	39
4-C	Develop a clear statement of vision, goals, authorities and responsibilities so the new process is consistent with good management practice.....	40

## Law & Justice Survey Executive Summary Report List of Considerations for Future Actions

<u>Number</u>	<u>Title</u>	<u>Page No.</u>
4-D	Establish small working groups to address research, feasibility studies, and issue development to utilize skill specialties.....	40
4-E	Seek advice from the community through professional associations and other stakeholder organizations.....	40
4-F	Employ strong project management principles and practices when addressing group projects or tasks.....	41
4-G	Prepare formal project plans with documented commitments of resource hours and schedule due dates to support good management practices.....	41
4-H	Consider hiring temporary staff for specific project technical support as the needs arise; consider a grant administrator position who could support all law & justice projects.....	41

## LAW & JUSTICE SYSTEM – Organizations and Functions

Before entering the body of the report, readers may wish to have a better understanding of the scope of the “Law & Justice System” (L&J) addressed by this project including the functions and services provided by L&J organizations. For the reader who wishes more details regarding organizational functions before they read this Executive Summary, we recommend they read the report attachments. Significant details supporting this report are found in these documents as well as general and educational information on Law & Justice and Criminal Justice Systems. The document titles are listed in the Preface and Table of Contents.

**Criminal Justice System** is commonly understood to include all of those functions and services that deal with the administration of justice involving criminal laws and codes. This would include, for Snohomish County, the Sheriff, Prosecutor, Superior Court (including Juvenile Services), District Courts, County Clerk (support to Superior Court), Corrections (Jail and Assigned Counsel), Medical Examiner, and Communications (911) support services.

Criminal Justice System functions and services can be generally understood by reviewing Exhibit 1. This chart was developed by the Federal Bureau of Justice Statistics to provide a simplified system view. A related systems flow chart that covers juvenile criminal offenses developed by Juvenile Services is provided as Exhibit 2.

**Law & Justice System**, by our definition, includes organizations and services that support not only the criminal justice functions, but also civil actions within the county’s jurisdiction, including direct support functions. Most of the above noted county organizations support both criminal and civil actions. Other services with funding from outside the county, such as Family Support Services that are administered by the Prosecutor, are also the county’s responsibility. So, while this report does emphasize many criminal justice issues, any L&J discussion must include both criminal and civil justice system concerns.

Therefore, from a systems and organizational standpoint, the Criminal Justice and Civil Systems are major components within the broader context of the Law & Justice System. Exhibit 3 is a graphic depiction of the organizations and functions that were included in the scope of this project.

**Staffing/Budgets**: The estimated number of full-time positions that were dedicated to the administration of Law & Justice System functions within Snohomish County in 1998 was approximately 1,080 and will be over 1,100 in 1999. This count includes county budgeted positions and positions supporting Law & Justice through inter-local or contract agreements such as the 911 Communications services and Public Defender services.

We estimate Criminal functions required about 71% of the staffing; Civil about 8% and other services about 21%. Exhibits 4 and 5 contain graphs and tables showing breakdowns of budgeted dollars and staffing levels for each Law & Justice organization for the past 5 years. From these numbers, it is clear Law & Justice administration places a very large and growing demand on county resources. The majority of large counties throughout the state are experiencing similar growth trends in their L&J costs.

NOTES: As a report reader, you should know that in the interest of saving time in producing the report and to eliminate some redundancy, we referred to the Law and Justice System as L&J.

We also took the liberty of capitalizing the words “Law & Justice” in our references to the L&J system in an effort to emphasize it.

Finally, during the study period, there were four separate district courts. These four individual courts have now been consolidated into a single district court.

**Exhibit 1 not available in this format**

## Juvenile Justice System Flow Chart for Criminal Offenses

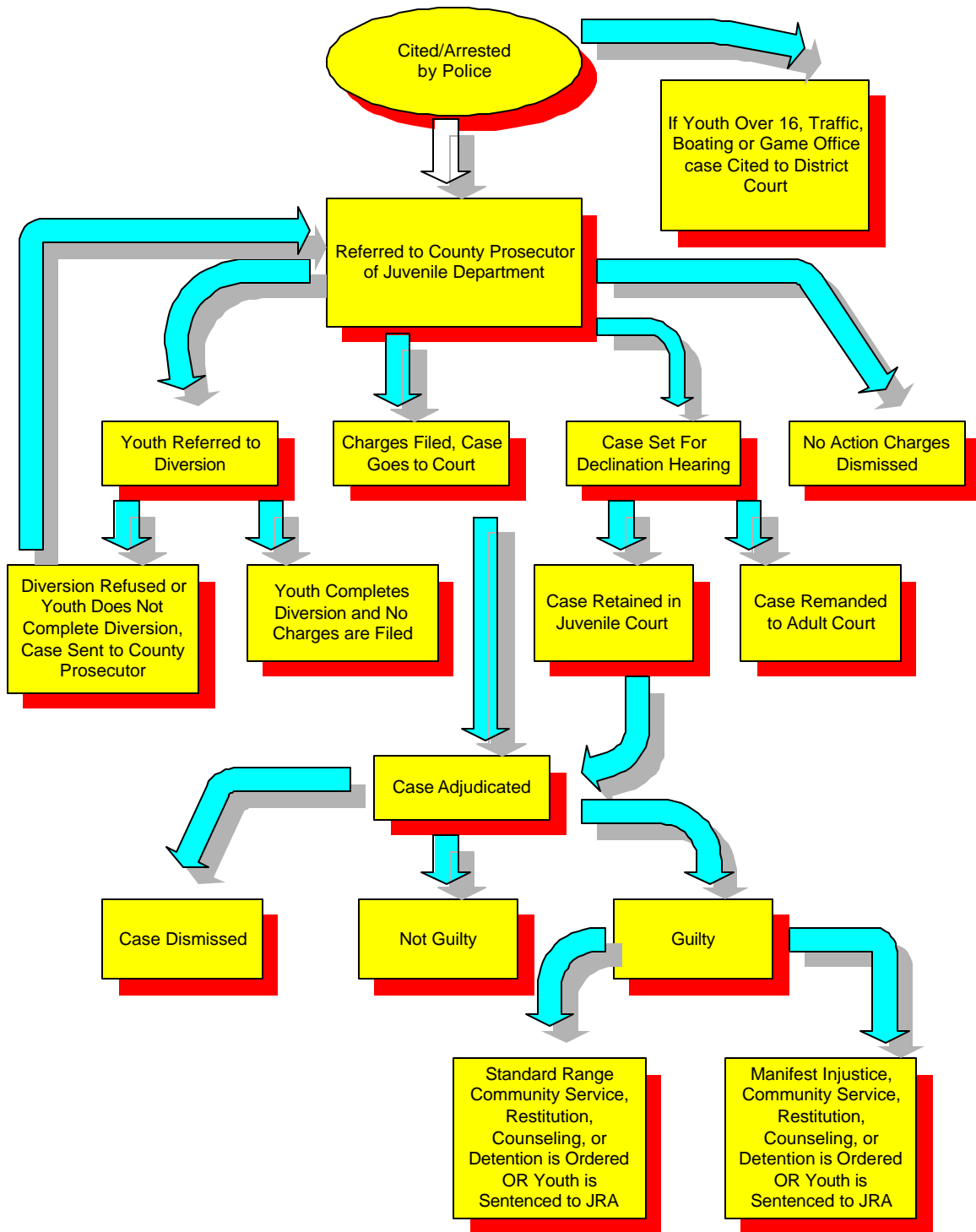
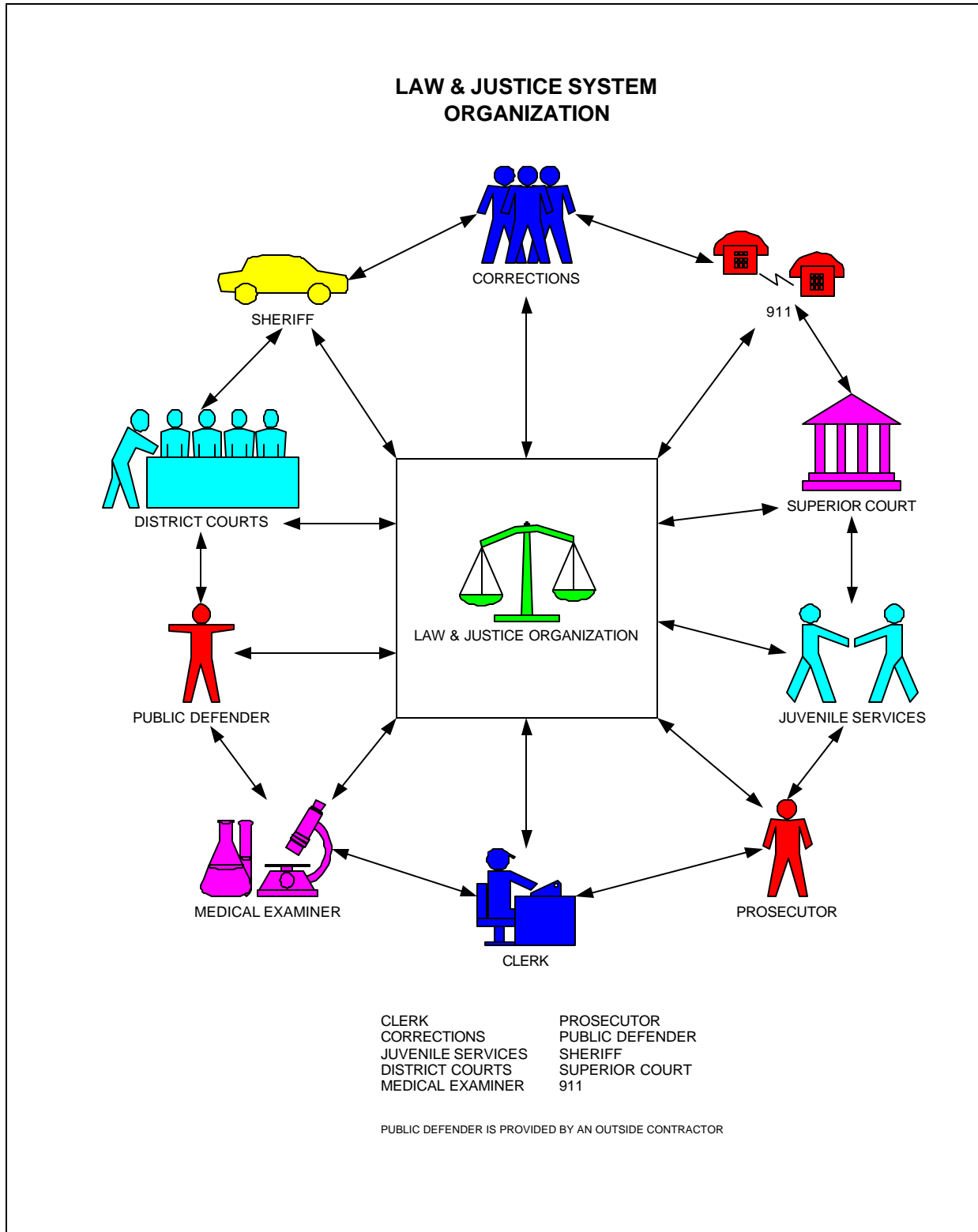
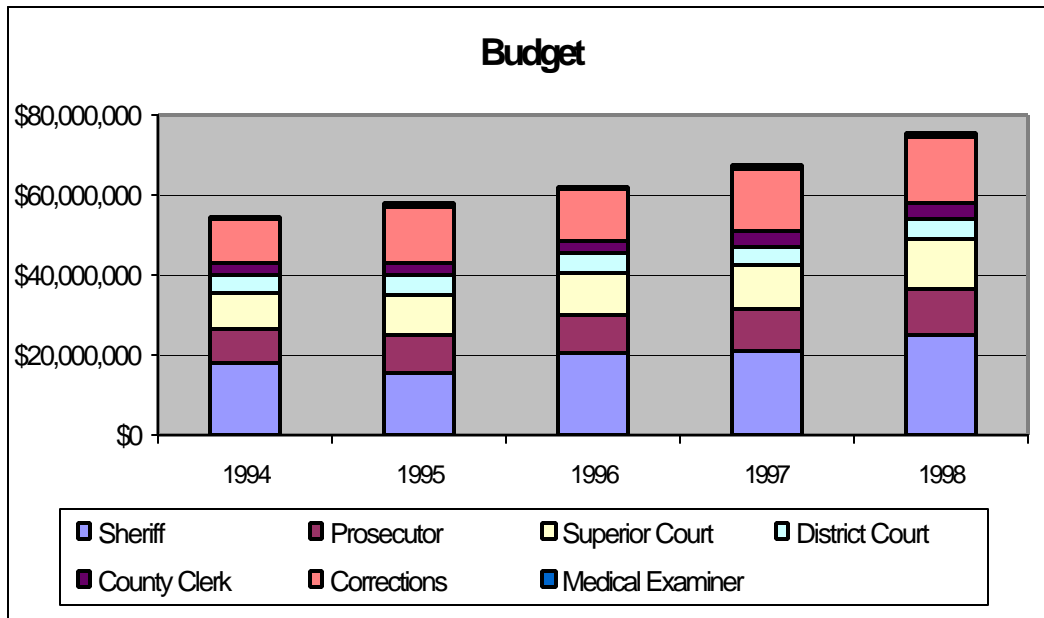


Exhibit 3



## Snohomish County -Law & Justice Budget (1994 - 1998)



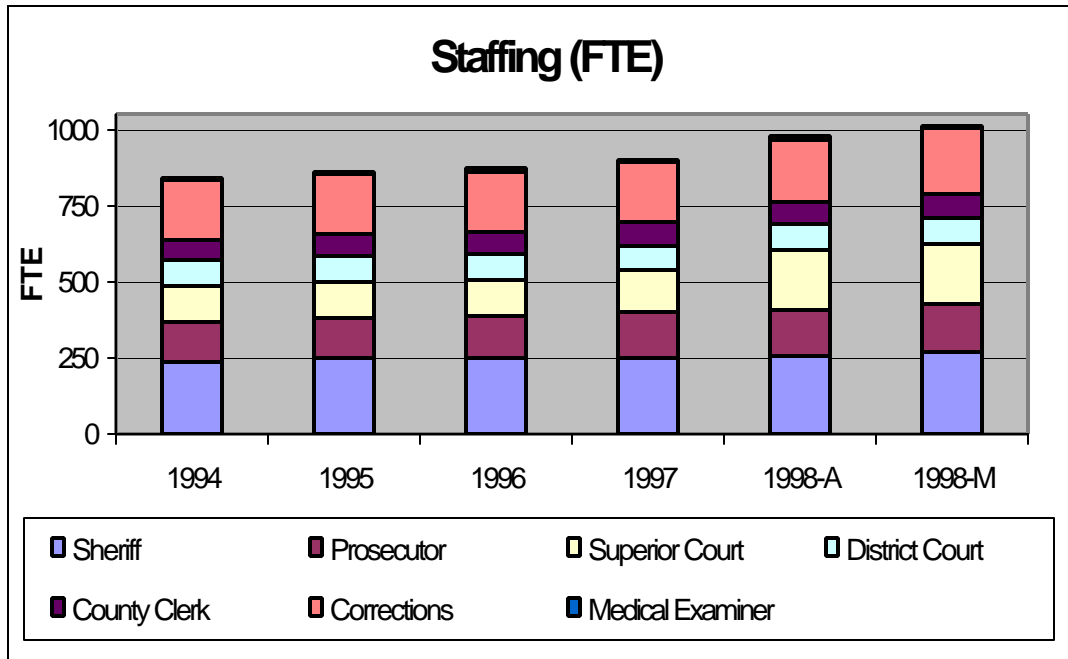
	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>
Sheriff	18,140,436	15,809,914	20,338,674	20,936,961	25,229,323
Prosecutor	8,514,069	9,582,249	9,961,994	10,698,766	11,574,655
Superior Court	8,820,008	9,668,150	10,185,544	10,766,920	12,442,245
District Court	4,795,159	4,739,476	4,886,941	4,973,347	4,980,286
County Clerk	3,007,899	3,286,638	3,403,237	3,623,668	3,841,941
Corrections	10,655,981	13,902,673	12,633,910	15,651,475	16,563,098
Medical Examiner	794,958	863,136	845,257	865,814	916,908
<b>Total Law &amp; Justice</b>	<b>54,728,510</b>	<b>57,852,236</b>	<b>62,255,557</b>	<b>67,516,951</b>	<b>75,548,456</b>
Superior Court	3,853,842	4,173,196	4,337,245	4,590,028	4,764,340
Juvenile Services	4,966,166	5,494,954	5,848,299	6,176,892	7,677,905
<b>Subtotal</b>	<b>8,820,008</b>	<b>9,668,150</b>	<b>10,185,544</b>	<b>10,766,920</b>	<b>12,442,245</b>

Data is not audited.

Source of data:

Snohomish County Adopted Budgets 1996 - 1998

## Snohomish County -Law & Justice Staffing FTE (1994 - 1998)



	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<b>Adopted 1998-A</b>	<b>Modified 1998-M</b>
Sheriff	238.000	249.000	247.000	251.000	253.000	269.000
Prosecutor	132.250	134.250	138.550	149.050	156.500	157.000
Superior Court	115.802	116.150	122.000	136.200	195.600	200.600
District Court	84.000	85.000	86.000	83.000	81.000	82.000
County Clerk	67.850	71.225	71.725	74.825	74.825	79.013
Corrections	195.020	196.020	197.320	195.620	204.620	213.620
Medical Examiner	10.500	11.000	11.500	11.500	11.500	11.500
<b>Total Law &amp; Justice</b>	<b>843.422</b>	<b>862.645</b>	<b>874.095</b>	<b>901.195</b>	<b>977.045</b>	<b>1,012.733</b>
Superior Court	50.000	51.000	51.000	53.000	53.000	54.000
Juvenile Services	65.802	65.150	71.000	83.200	142.600	146.600
<b>Subtotal</b>	<b>115.802</b>	<b>116.150</b>	<b>122.000</b>	<b>136.200</b>	<b>195.600</b>	<b>200.600</b>

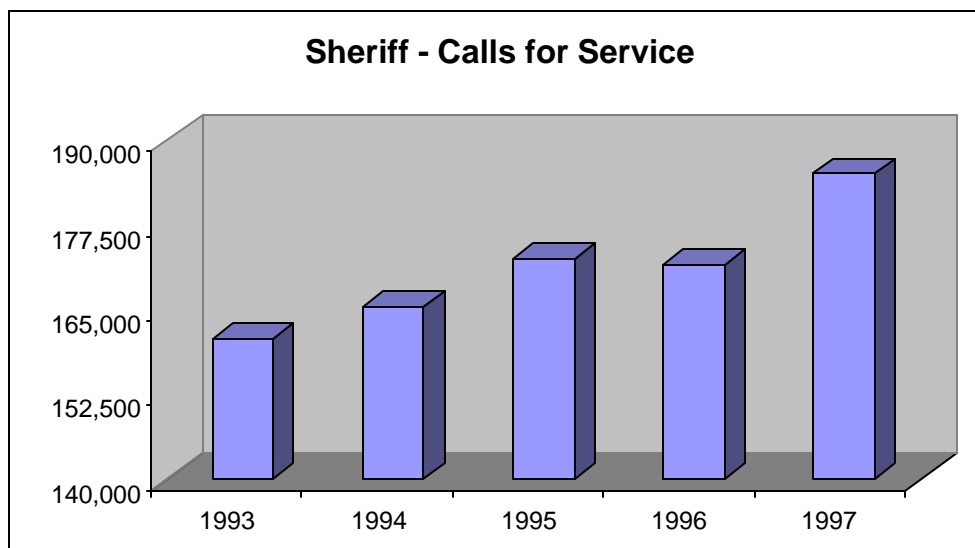
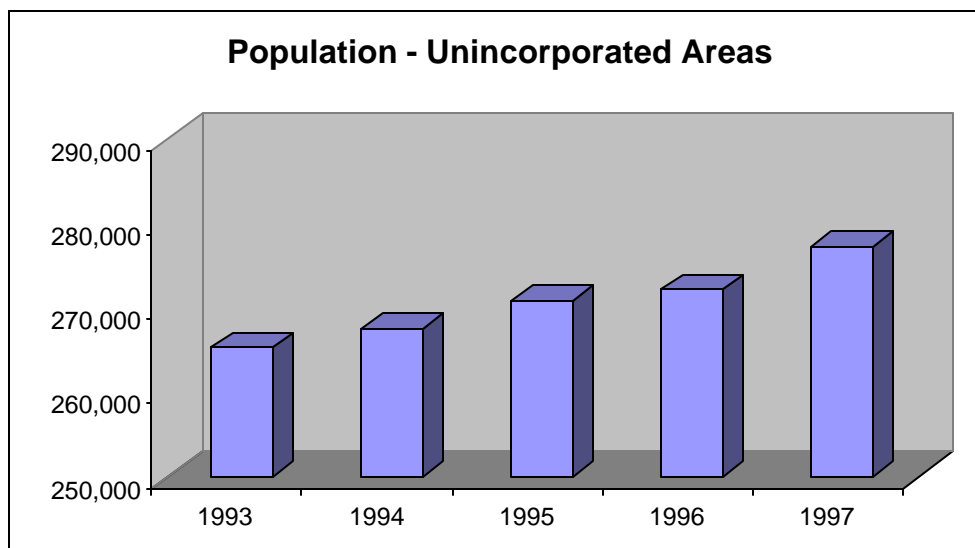
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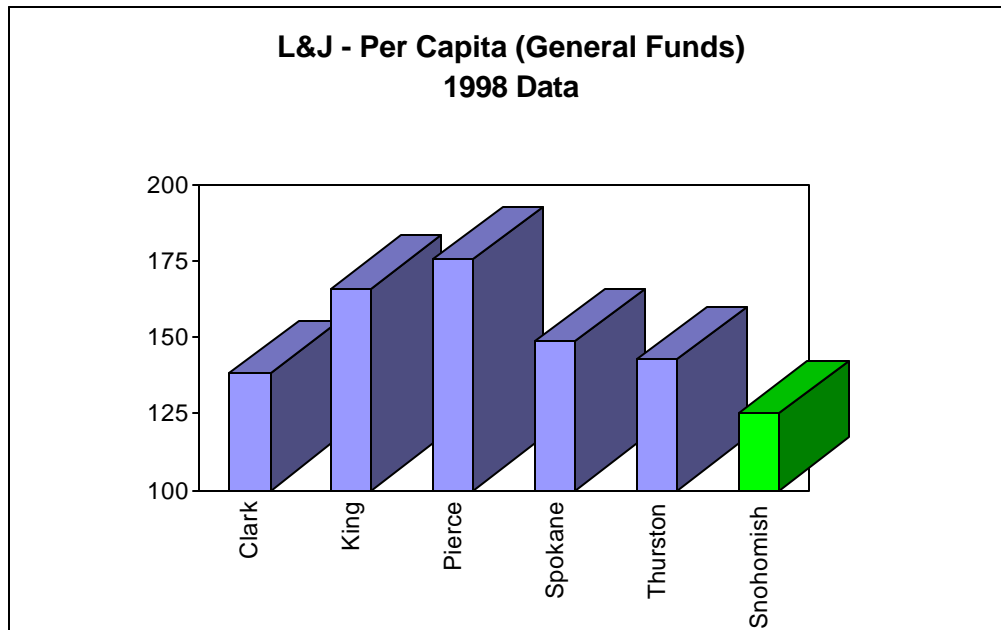
Snohomish County Adopted Budgets 1996 - 1998

Snohomish County 1999 Executive Recommended Budget Summary

## Snohomish County Population and Sheriff Calls for Service 1993 - 1997



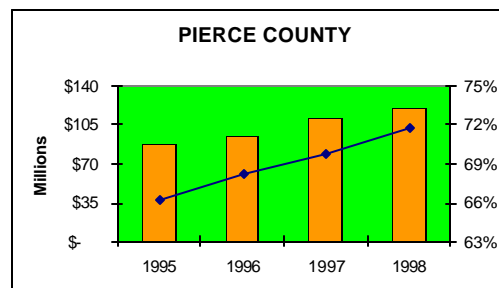
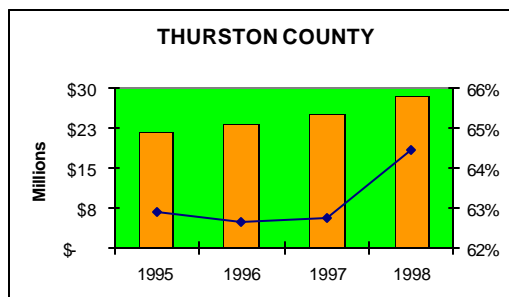
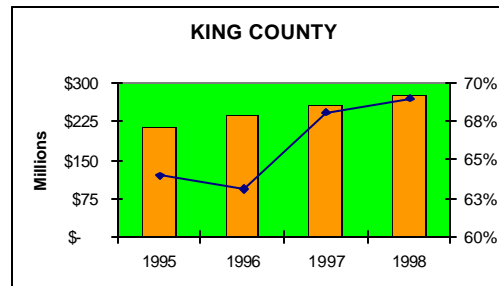
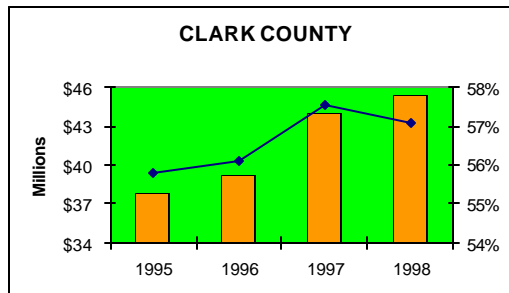
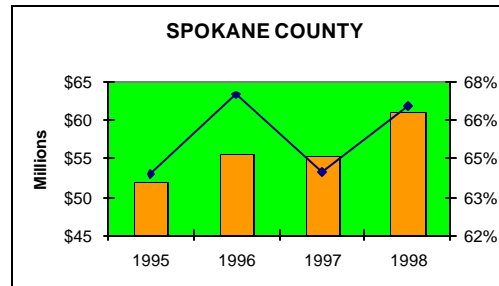
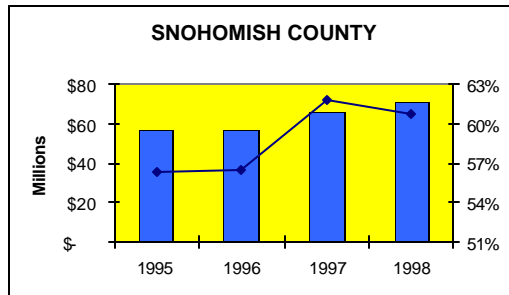
## Law & Justice Per Capital Budget Six Counties (1998)



Source: Individual Adopted Budget by County

	<u>Per Capita</u>
Clark	\$ 138
King	\$ 166
Pierce	\$ 176
Spokane	\$ 149
Thurston	\$ 143
Snohomish	\$ 125

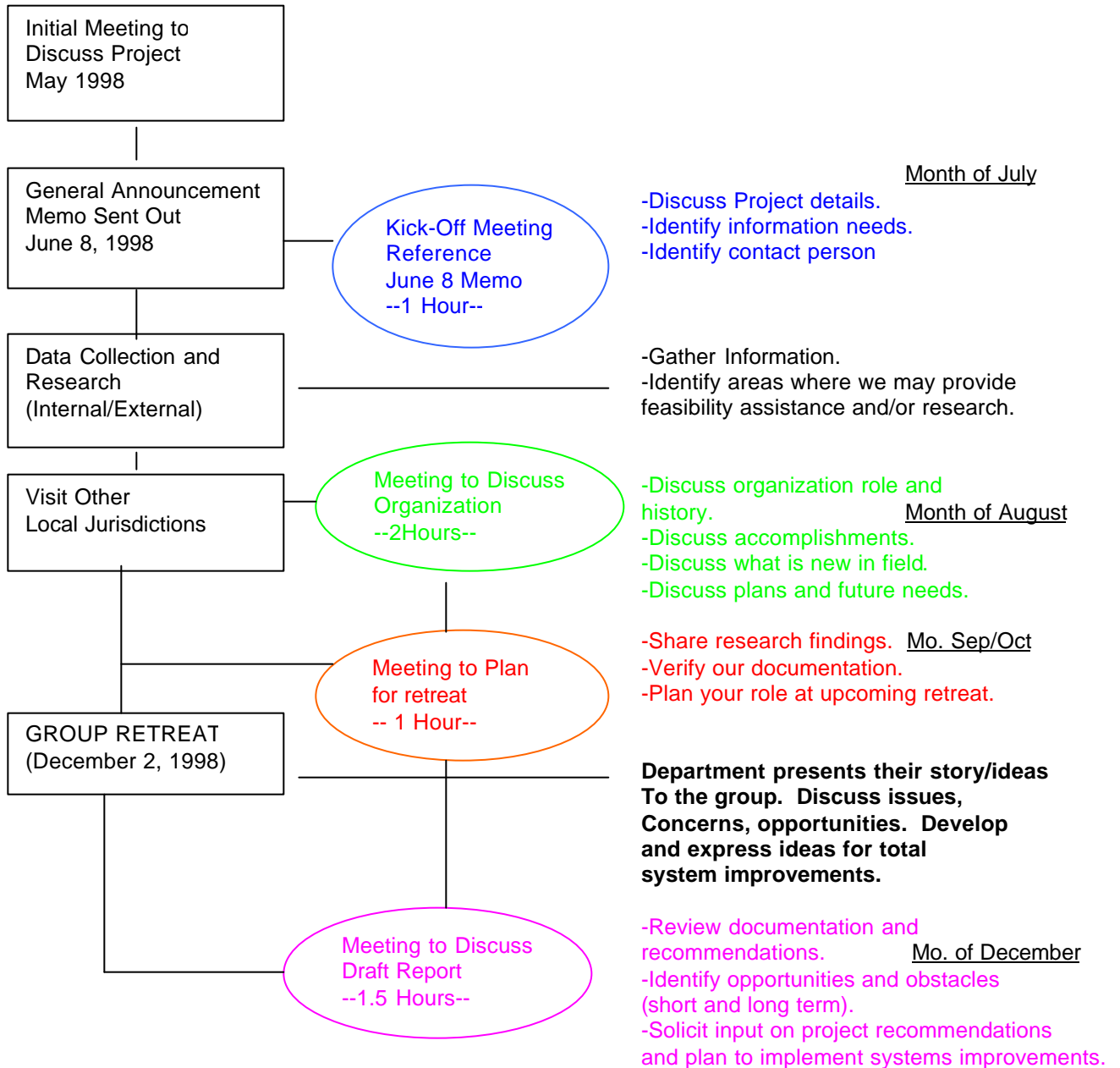
## Law & Justice Costs Dollars and Percent of General Fund



**Data is not audited.**

**Source of data: Washington State Association of Counties  
Individual County - Budget Office**

## LAW & JUSTICE SURVEY Phase Approach



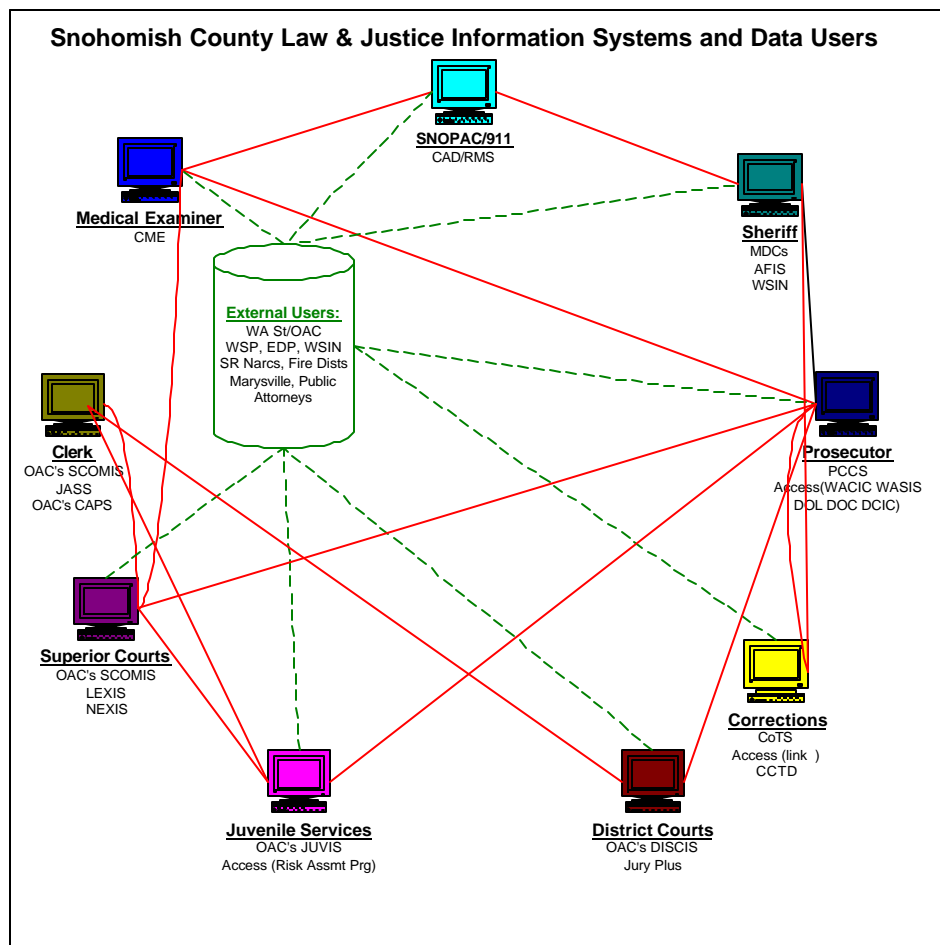
## Law & Justice Administrator Interviews Snohomish County Employees/Contractors

<u>Individual</u>	<u>Title</u>	<u>Department</u>
Rick Bart	Sheriff	Sheriff
Randy Nichols	Undersheriff	Sheriff
Chief Gary Lang	Chief of Operations	Sheriff
Chief Steve O'Connor	Chief of Staff Services	Sheriff
Major Tom Greene	Administration	Sheriff
Jim Krider	Prosecuting Attorney	Prosecutor
Doug McNall	Chief Deputy - Administration	Prosecutor
Jim Townsend	Chief Deputy - Criminal Prosecutor	Prosecutor
Jim Rucci	Fiscal Analyst	Prosecutor
Diane Libby	Chief Civil Prosecuting Deputy	Prosecutor
Bob Carlberg	Superior Court Administrator	Superior Court
Don Wlazlak	Judicial Analyst	Superior Court
Richard Carlson	Juvenile Services Administrator	Juvenile Services
Marilyn Finsen	Juvenile Services Project Administrator	Juvenile Services
Pam Daniels	County Clerk	Clerk
Don Schweinfurth	Chief Deputy Clerk	Clerk
Anne Trice	Customer Service Manager	Clerk
Randy Finsen	Programs Manager	Corrections
Rich Steele	Detention Manager	Corrections
George Hughes	Administrative Officer	Corrections
Marianne Rice	Budget Analyst	Corrections
Jerri Cusimano	South District Court Administrator	District Court(s)
Jill Koepp	Cascade District Court Administrator	District Court(s)
Karen Wick	Evergreen District Court Administrator	District Court(s)
Kathleen Sweek	Everett District Court Administrator	District Court(s)
Andrea Bynum	Corrections Director	Corrections
Susan Neely	Legislative Analyst	County Council
Marjory Williams	Emergency Services Program Director	Executive
Tom Howell	Director	SNOPAC
Dr. Norman Thiersch	Medical Examiner	Medical Examiner
Paul Moskvin	Chief Medical Investigator	Medical Examiner
Bill Jaquette	Director	Public Defender Association

## Law & Justice Administrator Interviews Outside Agencies

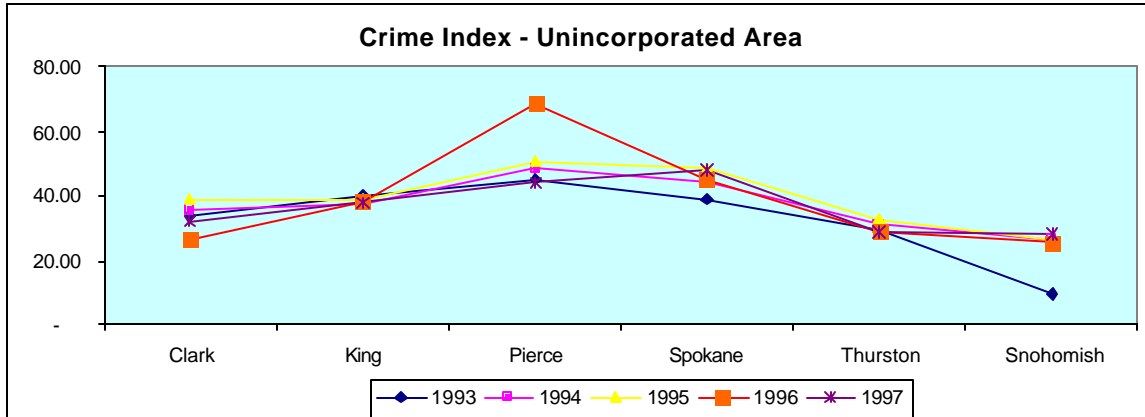
<u>Individual</u>	<u>Title</u>	<u>Department</u>
Thomas Kubic	Deputy Assistant Director	U.S. Federal Bureau of Investigation
Elyse Clawson	Community Corrections Director	Multnomah County
Suzanne Riles	Research & Administration Director	Multnomah Public Safety Council
Gary Blackmer	County Auditor	Multnomah County
Laurie Needham	Municipal Court of Seattle, Manager	City of Seattle
John Ladenburg	Prosecuting Attorney	Pierce County
Gerald Costello	Prosecuting Administrative Deputy	Pierce County
Irene Bauer	Criminal Division Admin Manager	Pierce County
George Wigen	Sheriff's Chief of Corrections	Pierce County
Matthew Temmel	Performance Audit Coordinator	Pierce County
Craig Adams	Sheriff's Legal Advisor	Pierce County
Jim Holub	Records Supervisor	City of Bellevue
Allen Kominski	Manager –911 Operations	City of Bellevue
Richard Andrews	City Attorney	City of Bellevue
Jerome Roche	Deputy City Attorney	City of Bellevue
Cathy Chamberlain	Chief Deputy Sheriff	Thurston County
Ron Perry	Staff Coordinator	Joint Legislative Audit & Review Committee
Steve Nolen	Criminal Justice Policy Advisor	King County
Maureen Sunn	Integration Project Manager	King County
Steve Thompson	Adult Detention Chief of Administration	King County
Sgt. David Jutilla	Sheriff's Field Operations Administrator	King County
Gerry McDougall	Sheriff's Information Systems Manager	King County
Chief Jackson Beard	Chief of Detectives	King County
George Sullivan	Systems Consultant – Sheriff Systems	King County
Chief Bob Carden	Police Chief	City of Marysville

\*Note: Some interviews were by telephone; most were in small group meetings



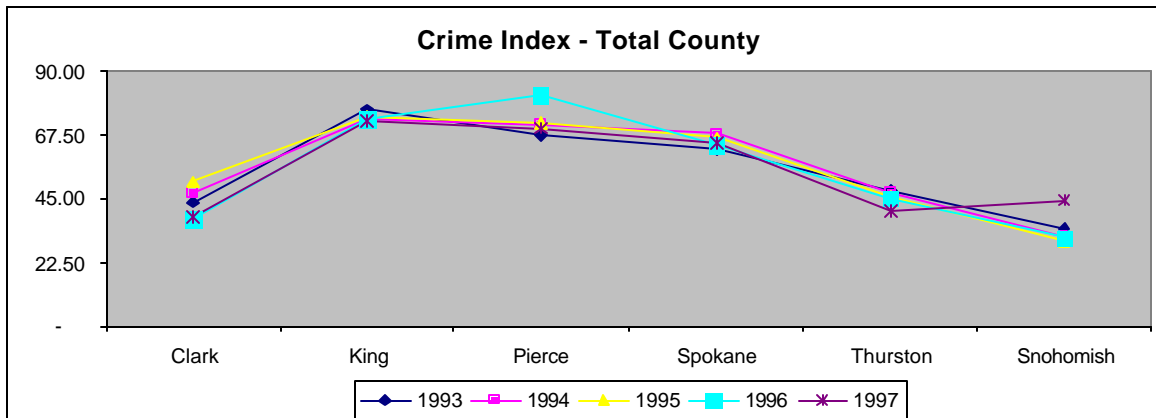
SNOPAC/911	<b>CAD/RMS</b>	Computer Aided Dispatch/Records Mgt. Sys.	Superior Court	<b>SCOMIS</b> <b>LEXIS</b> <b>NEXIS</b>	OAC's Superior Court MIS Legal Research System Legal Research System
Sheriff	<b>MDCs</b> <b>AFIS</b> <b>WSIN</b>	Mobile Data Computers Auto'd Fingerprint Inquire System Western States Information Network	Juvenile Services	<b>JUVIS</b> <b>Access</b>	OAC's Juvenile Information System Risk Assessment Program
Medical Examiner	<b>CME</b> <b>METS</b>	Corners & Medical Examiners Database Medical Examiners Tacking System	District Courts	<b>DISCIS</b> <b>Jury Plus</b>	OAC's Districts Courts Info Sys. System to Subpoena Jurors
Prosecutor	<b>PCCS</b> <b>Access</b>	Prosecutors Case Control System WACIC-WA St. Crime Information Center WASIS-WA St. Identification Section DOL-Dept of Licensing DOC- Dept of Corrections NCIC-National Crime Info Center	Corrections	<b>CoTS</b> <b>CCTD</b> <b>Access</b>	Correction Tracking System Collect Call Timing Device Teletype
Clerk	<b>OAC's SCOMIS</b> <b>JASS</b> <b>CAPS</b>	OAC's Superior Court MIS Judicial Accounting Sub-System OAC's Court Automated Processing Sys.			

## Crime Index Data - Total County/Unincorporated Area (1993 - 1997)



Source: Washington Association of Sheriffs and Police Chiefs (UCR 1993 - 1997)

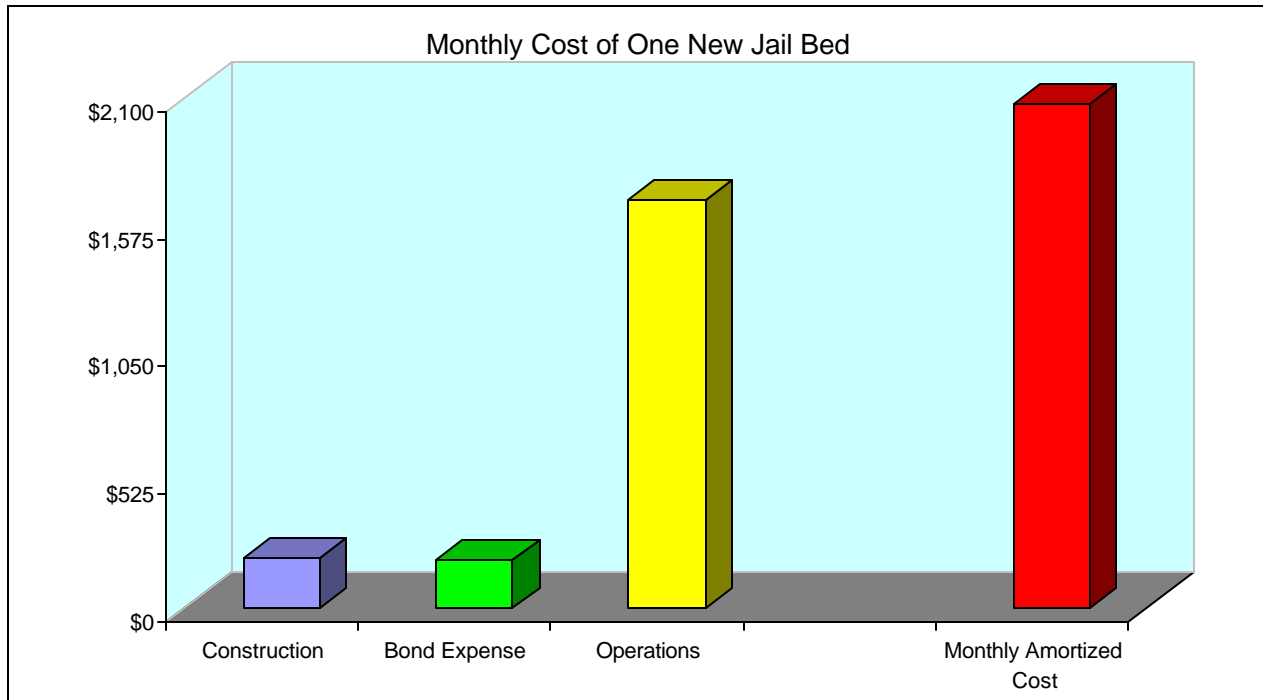
	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>
Clark	33.79	35.63	38.78	26.49	31.99
King	39.98	37.37	39.15	38.35	37.97
Pierce	44.88	48.30	50.45	68.72	43.69
Spokane	38.65	44.58	48.21	45.24	47.75
Thurston	29.38	30.86	32.91	28.53	28.79
Snohomish	9.71	26.49	26.76	25.17	28.38



Source: Washington Association of Sheriffs and Police Chiefs (UCR 1993 - 1997)

	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>
Clark	43.72	46.67	50.83	37.89	38.46
King	76.22	73.28	73.74	73.02	72.65
Pierce	67.34	71.37	71.73	81.38	69.80
Spokane	62.45	67.59	66.80	64.19	64.79
Thurston	47.54	47.04	45.72	45.10	40.35
Snohomish	34.44	31.61	30.09	30.98	44.58

## Monthly Amortized Cost of One New Jail Bed



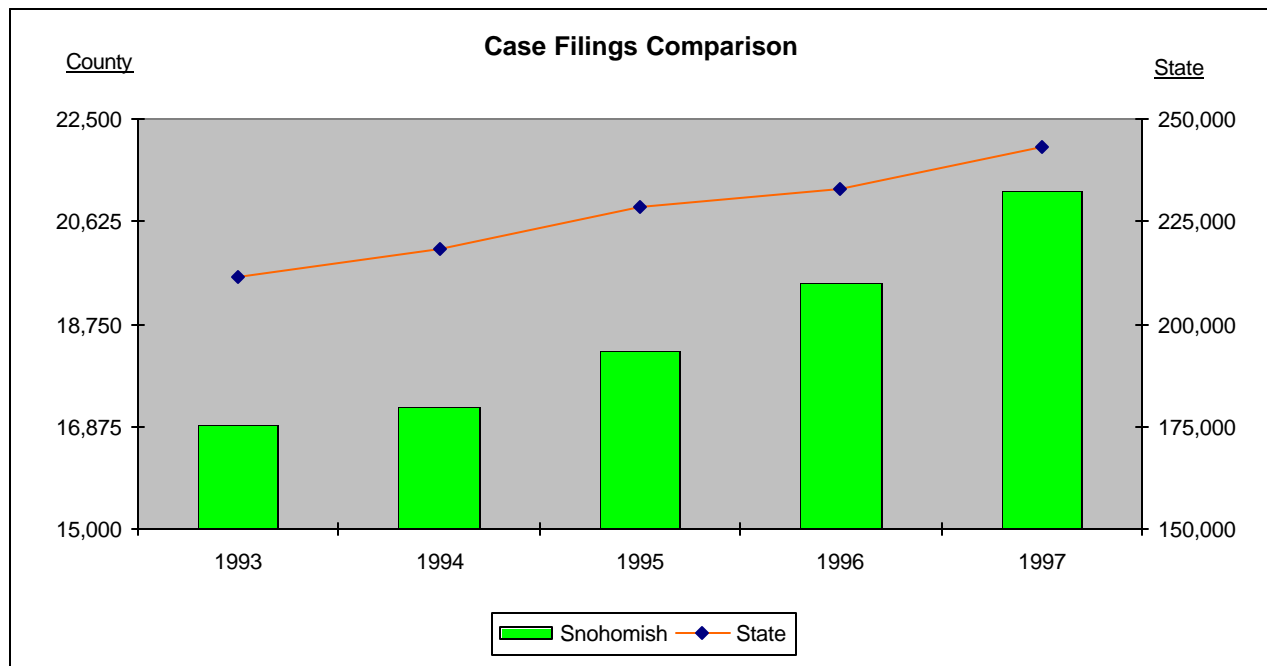
Based on 5% bond money, 30 year amortization.  
 Operation cost based on \$55 per/day

Total Amortized Cost	\$143,009
Hard Cost	\$74,000
Bond Cost	\$69,009
Operation Cost	\$55 per day

### Monthly Costs

Construction	\$206
Bond Expense	\$192
Operations	<u>\$1,673</u>
<b>Monthly Amortized Cost</b>	<u><b>\$2,070</b></u>

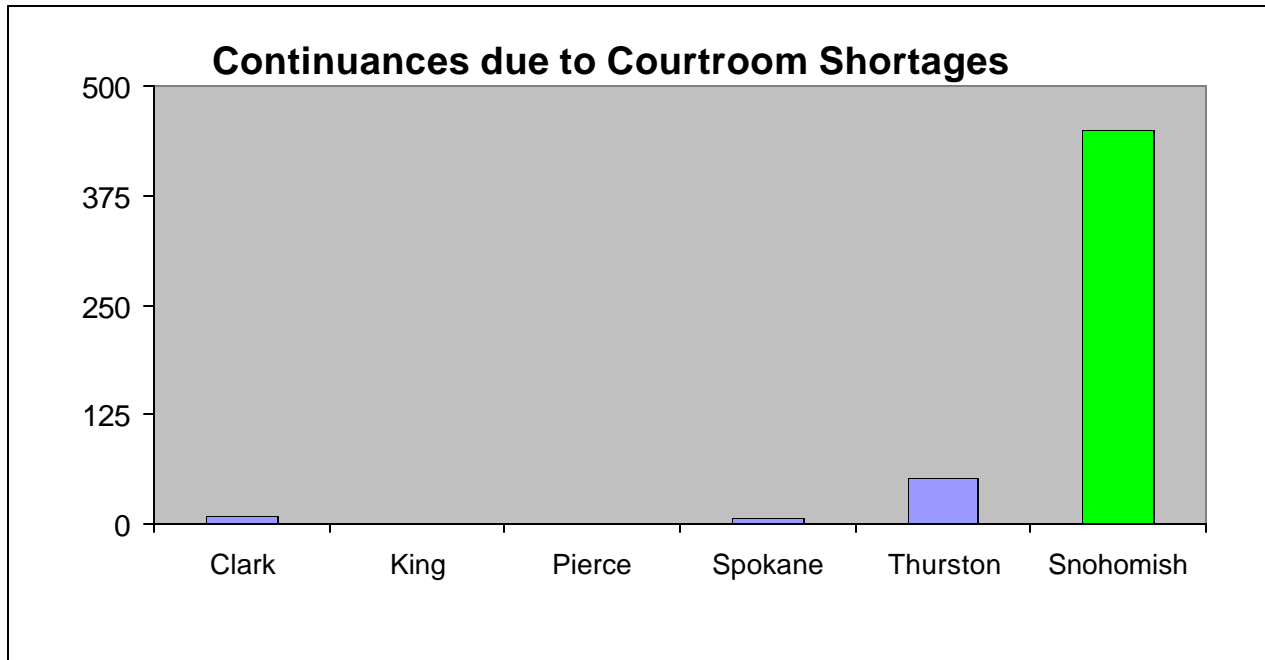
## Case Filings Comparisons Snohomish County vs. State Totals (1993 - 1997)



Source: OAC - Caseloads of the Courts of Washington - 1997

	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>
Snohomish	16,905	17,246	18,241	19,506	21,176
State Totals	211,489	218,398	228,337	232,795	243,318

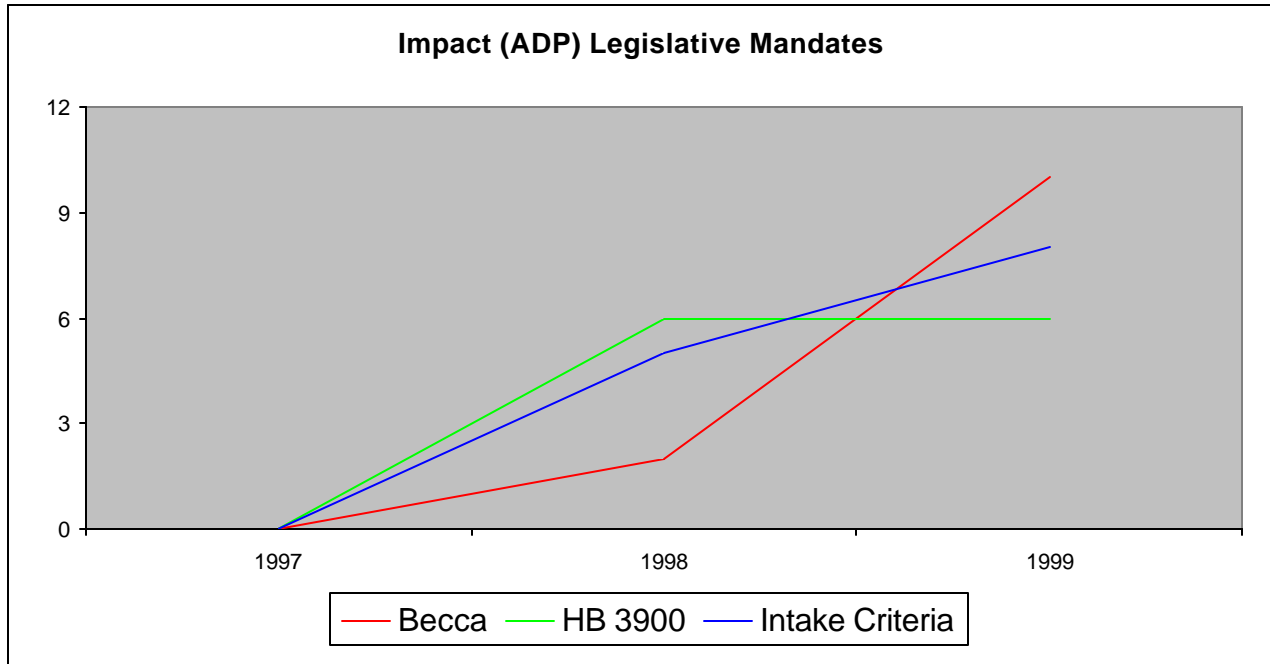
## Continuances Due to Courtroom Shortages Six County Comparison (1997)



Source: OAC - Caseloads of the Courts of Washington - 1997

	<u>97 Courtroom Continuances</u>	<u>% of State</u>
Clark	10	1%
King	0	0%
Pierce	0	0%
Spokane	6	1%
Thurston	52	6%
Snohomish	450	52%
State Total	868	

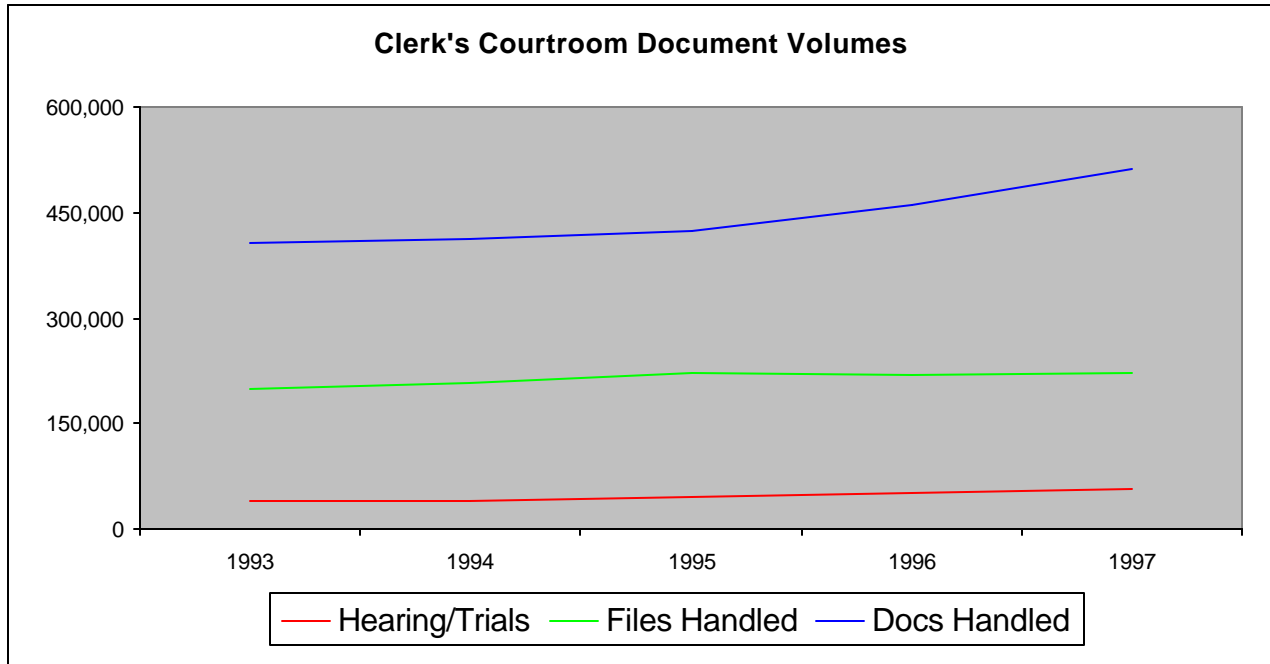
## Impact on Average Daily juvenile Population (ADP) of Legislative Mandates



Source: Information Supplied by Snohomish County Juvenile Services

	Becca	HB 3900	Intake Criteria
1997	0	0	0
1998	2	6	5
1999	10	6	8

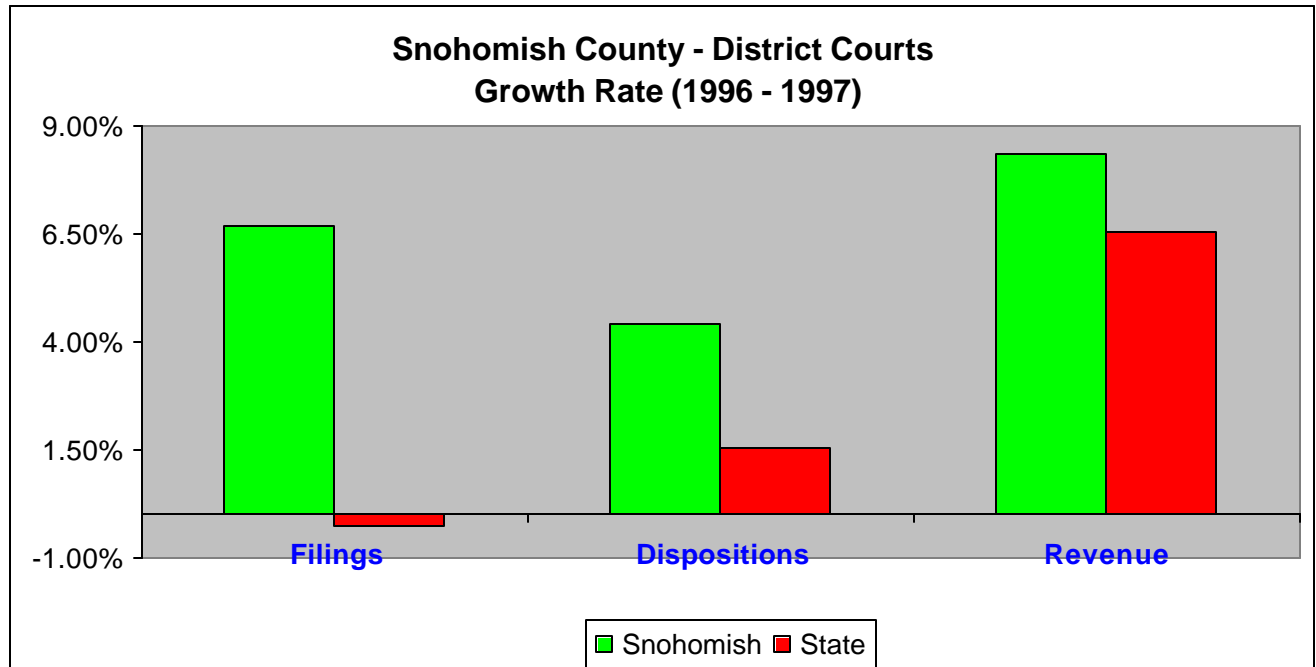
## Clerk's Courtroom Document Volumes (1993 - 1997)



Source: Information Supplied by Snohomish  
County Clerks Office

	Hearing/Trials	Files Handled	Docs Handled
1993	38,747	200,400	405,319
1994	40,831	207,000	413,641
1995	44,854	222,000	424,305
1996	51,945	218,000	460,275
1997	57,454	222,000	511,619

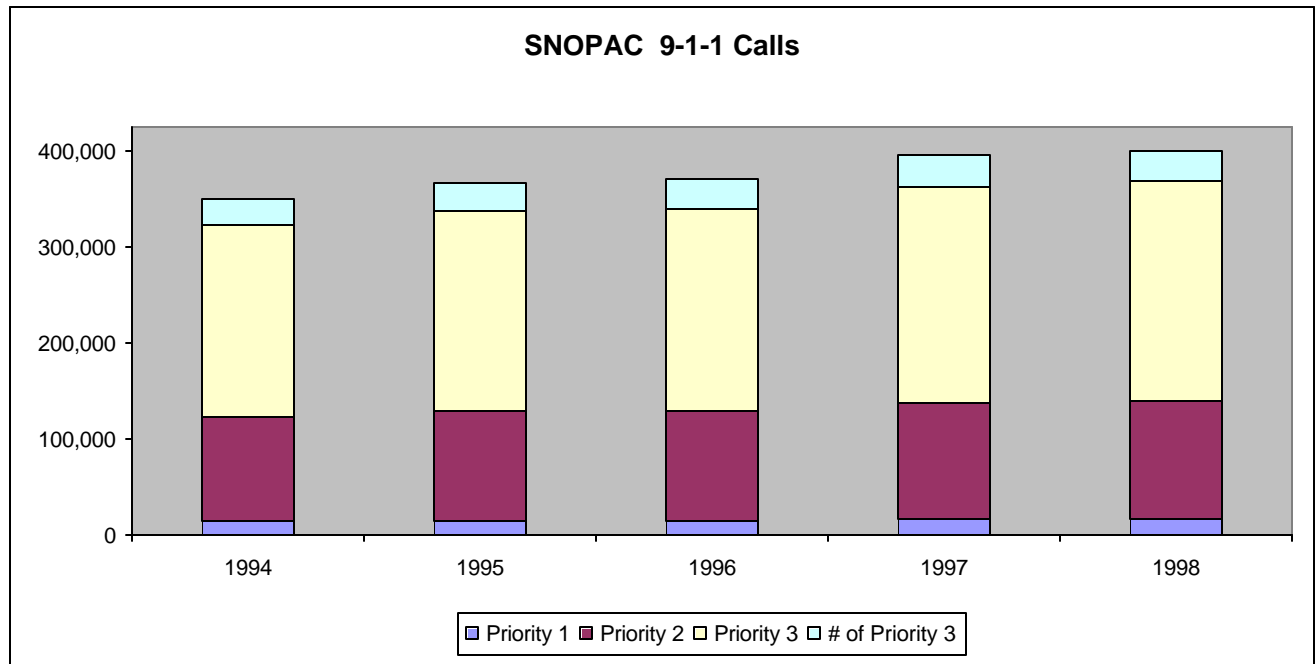
## Snohomish County - District Courts Growth Rates (1996 - 1997)



Source: OAC - Caseloads of the Courts of Washington (1996 - 1997)

	<u>1996</u>	<u>1997</u>	<u>% Growth</u>
<b><u>Snohomish</u></b>			
Filings	109,651	116,982	6.69%
Dispositions	116,373	121,506	4.41%
Revenue (\$000)	\$10,009	\$10,846	8.36%
<b><u>State</u></b>			
Filings	2,133,306	2,127,411	-0.28%
Dispositions	1,850,227	1,878,873	1.55%
Revenue (\$000)	\$118,141	\$125,858	6.53%

## SNOPAC Calls for Service (1994 - 1998)



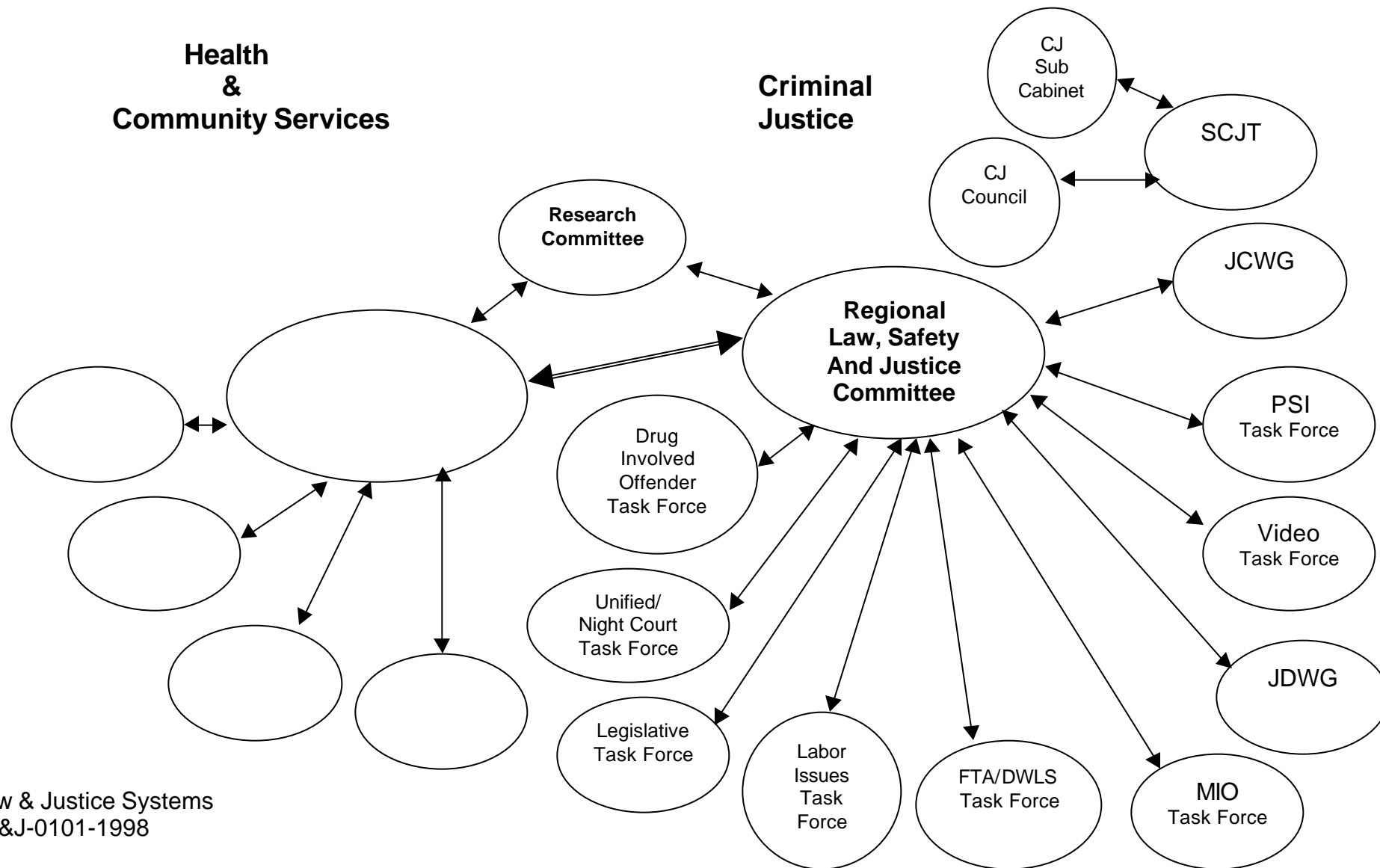
Source: SNOPAC Database

	1994	1995	1996	1997	1998
Priority 1	14,011	14,688	14,810	15,792	16,000
Priority 2	108,585	113,835	114,774	122,390	124,000
Priority 3	227,677	238,687	240,655	256,625	260,000
Calls to 911	350,273	367,210	370,239	394,807	400,000

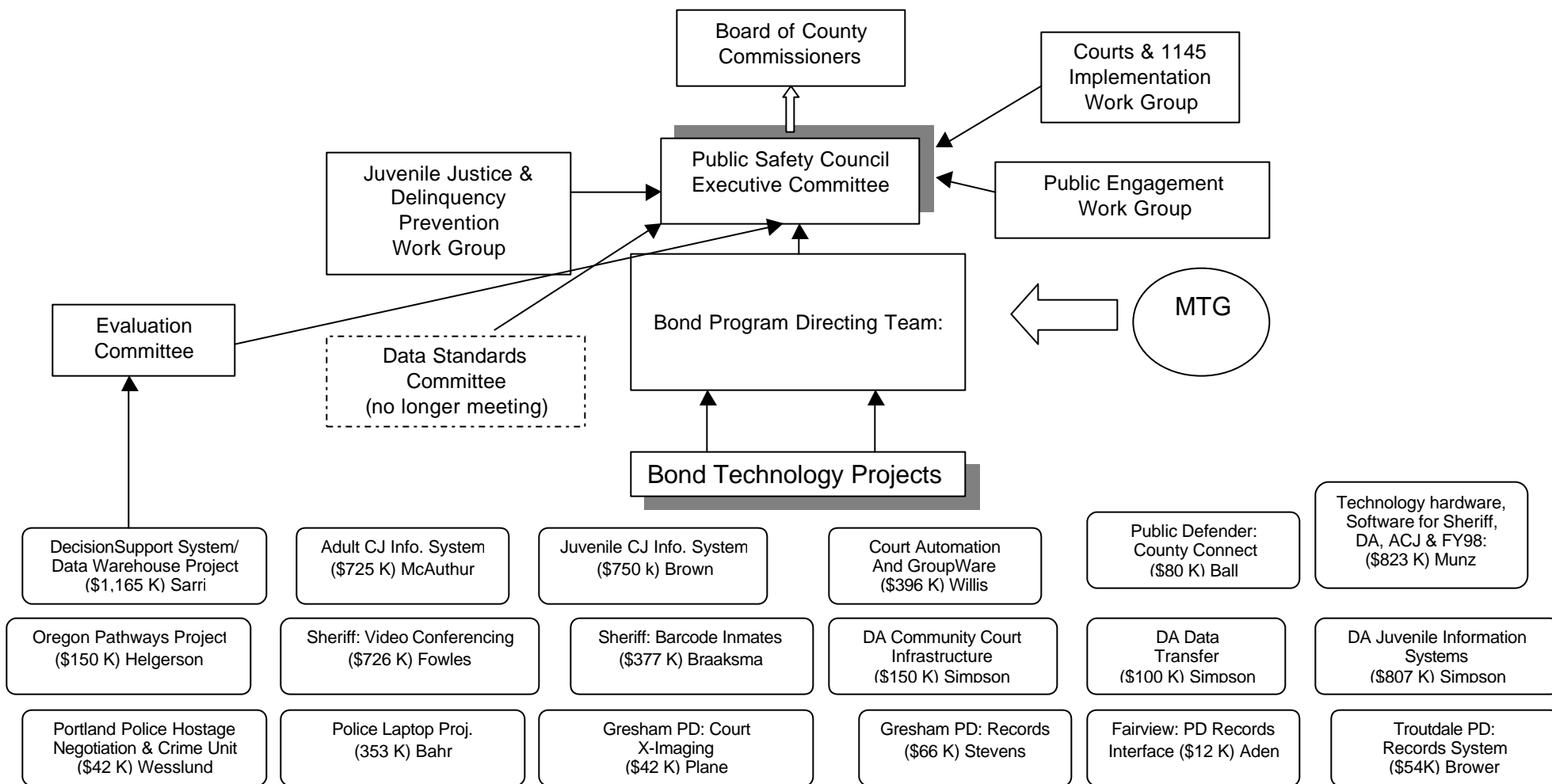
Number of Priority 3		1994	1995	1996	1997	1998
Non Emergency		28,022	29,377	29,619	31,585	32,000

Priority 1: Emergency Life Threatening  
 Priority 2: Urgent  
 Priority 3: Non Emergency  
 Non Emergency: Number of Priority 3 calls that might be handled by non 911 resources

**King County's Business Model for:  
A Regional, Rational and Research Driven Response to Jail Crowding**



## Multnomah County Public Safety Coordinating Council Bond Technology Program MTG Oversight Reporting Structure



## Sample of Management Report Corrections

Year	19X1			
	Bookings	Releases	ADP	ALOS
January	1,554	1,466	618	12.3
February	1,312	1,309	646	13.8
March	1,527	1,539	640	13.0
April	1,454	1,461	642	13.2
May	1,548	1,536	641	12.8
June	1,517	1,524	634	12.5
July	1,519	1,498	646	13.2
August	1,554	1,576	649	12.9
September	1,492	1,481	641	12.9
October	1,412	1,406	647	14.2
November	1,418	1,403	663	14.0
December	1,380	1,427	651	14.6
Total	17,688	17,625		
Monthly Ave.	1,474	1,469	643	13.3

Year	19X2			
	Bookings	Releases	ADP	ALOS
January	1,582	1,509	679	13.3
February	1,379	1,355	700	14.2
March	1,548	1,553	715	14.3
April	1,443	1,414	702	14.6
May	1,568	1,589	725	14.3
June	1,483	1,496	703	14.2
July	1,530	1,501	718	14.5
August	1,597	1,605	719	14.0
September	1,501	1,500	728	14.6
October	1,443	1,493	698	15.0
November	1,367	1,361	674	14.8
December	1,336	1,386	641	14.9
Total	17,774	17,762		
Monthly Ave.	1,481	1,480	700	14.4

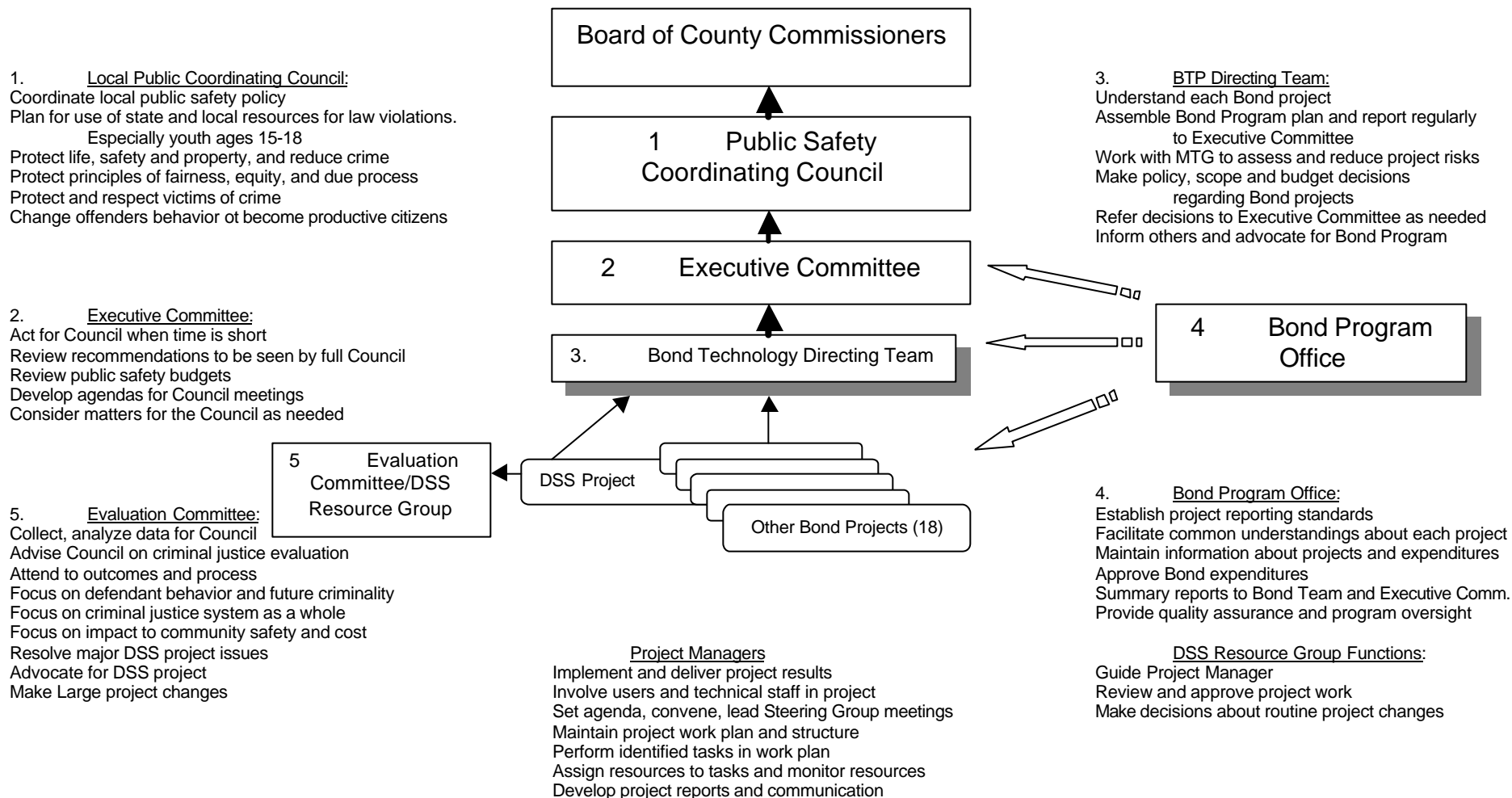
Year	19X3			
	Bookings	Releases	ADP	ALOS
January	1,499	1,460	654	13.5
February	1,460	1,411	681	13.5
March	1,505	1,502	714	14.7
April	1,397	1,412	691	14.8
May	1,490	1,464	705	14.7
June	1,399	1,410	705	15.1
July	1,487	1,481	722	15.0
August	1,503	1,502	719	14.8
September	1,360	1,352	722	15.9
October	1,493	1,485	716	14.9
November	1,334	1,351	727	16.4
December	1,199	1,269	685	17.7
Total	17,126	17,099		
Monthly Ave.	1,427	1,425	703	15.1

Year	19X4			
	Bookings	Releases	ADP	ALOS
January	1,395	1,308	694	15.4
February	1,278	1,248	728	15.9
March	1,414	1,421	733	16.1
April	1,454	1,466	731	15.1
May	1,442	1,444	732	15.7
June	1,442	1,435	740	15.4
July	1,447	1,437	733	15.7
August	1,424	1,425	727	15.8
September	1,422	1,365	756	15.9
October	1,500	1,500	797	16.5
November	1,436	1,424	810	16.9
December	1,484	1,532	780	16.3
Total	17,137	17,006		
Monthly Ave.	1,428	1,417	747	15.9

Year	19X5			
	Bookings	Releases	ADP	ALOS
January	1,535	1,439	798	16.7
February	1,436	1,399	805	16.8
March	1,582	1,574	775	16.7
April	1,625	1,666	825	16.5
May	1,515	1,602	830	17.2
June	1,634	1,510	850	17.3
July	1,511	1,610	799	17.0
August	1,588	1,590	805	16.9
September	1,499	1,475	776	17.8
October	1,725	1,585	809	17.5
November	1,557	1,635	810	18.0
December	1,654	1,752	825	17.0
Total	18,861	18,837		
Monthly Ave.	1,572	1,570	809	17.1

Year	Difference between 19X4 and 19X5			
	Bookings	Releases	ADP	ALOS
January	10.04%	10.02%	15.05%	8.44%
February	12.34%	12.07%	10.65%	5.66%
March	11.91%	10.74%	5.70%	3.73%
April	11.80%	13.63%	12.80%	9.27%
May	5.08%	10.93%	13.34%	9.55%
June	13.31%	5.23%	15.00%	12.34%
July	4.43%	12.04%	8.97%	8.16%
August	11.49%	11.56%	10.79%	6.96%
September	5.44%	8.08%	2.69%	11.95%
October	15.00%	5.69%	1.45%	6.06%
November	8.44%	14.81%	0.00%	6.51%
December	11.49%	14.38%	5.81%	4.29%
Total				
Monthly Ave.	10.06%	10.77%	8.34%	7.70%

## Multnomah County Public Safety Coordinating Council Decision Support System project of the Bond Technology Program Organizational Roles and Responsibilities



## Law & Justice Survey Organizational Planning Steps

<b>Step</b>	<b>Plan Component</b>
1.	Develop Management Approach/Process Secure commitment from Executive Council Discuss alternative approaches-Committees, (Decisions Support Teams, Task Force Teams) Consult with outside parties on approach
2.	Mobilize the Management Structure Develop a Vision Statement and Goals Establish roles and responsibilities of parties Establish communications with Law & Justice Council and other outside organizations Develop a plan to coordinate with consultant on regional justice center plans
3.	Document and communicate the new structure
4.	Develop recommendations for future Budget Initiatives Projects/Priorities (See attached list of recommended areas for group consideration)
5.	Initiate the Strategic Planning Process Prepare initial draft plan – service delivery
6.	Assign Decision Support/Research Groups Near Term – Budget and Operations Long Term – Service Delivery/Facilities

## I. INTRODUCTION

This section develops the background issues and circumstances that led to this project, defines project objectives and outlines the survey approach. Since this project was not, by design, a traditional performance audit, it is important for the reader to understand the special survey approach used to accomplish the stated objectives.

### A. BACKGROUND

#### ***Home Rule Charter***

Snohomish County was incorporated in 1861. It operates under the laws of the State of Washington that are applicable to a Home Rule Charter County. Snohomish County's current Charter was adopted by vote in 1979 and subsequently was amended through the 1986-charter review process. In 1996, the Charter Review Commission made proposed additional amendments that were adopted by the voters in November 1996.

#### ***Elected Officials***

Independently elected administrative officials include the County Executive, Prosecuting Attorney, Sheriff, Auditor, Clerk, Treasurer, and Assessor. As of April 1, 1999, there are fourteen Superior and eight District Court judges.

Snohomish County has a five-member council elected by district that constitutes the legislative body. Elected officials serve four-year terms. Council elections are staggered, and officials are limited to three terms, exceptions being the Prosecutor, Superior, and District court judges.

#### ***L&J and 1998 Adopted Budget***

Snohomish County's 1998 budget totaled more than \$445 million, this amount includes income from more than 100 funds. The General Fund portion of the total budget is \$117 million and is primarily used for L&J financial and central services. While the county has some flexibility over the General Fund, the larger remaining portion, \$328 million is specifically dedicated to programs and services such as road construction and maintenance, park facilities and airport operations.

Of the 1998 budgeted amount for General Funds, 61% or \$69.3 million is needed to administer the county's law and justice system. This ever-increasing portion will continue to grow due to increases in the county's population base.

Snohomish County, the State of Washington, and virtually all areas of our country experienced dramatic increases in the cost of L&J Services in the past 20 years. For example, per capita criminal

justice costs increased in Washington State by over 70% over this period, according to the Washington State Institute for Public Policy. Nationally, in the ten years between 1982 and 1992, total Criminal Justice costs increased by 162%, according to the Bureau of Justice Statistics.

***Service Costs  
Growing  
By any Measure***

Snohomish County's budget for L&J services, which includes non-criminal costs such as civil and other non-criminal matters, has grown from about \$8 million in 1977 to about \$75 million in 1998. County population, a major driver of service demand, also increased dramatically during this period. The state budget office estimates 12,000 new residents are moving into the county each year and by the year 2010, Snohomish County's population will exceed 693,000.

***Dramatic County  
Growth  
Increases  
Service  
Demands***

Within the county, recent annexations have not resulted in a reduction in service demands for Sheriff deputy services. Unlike the pattern in both King and Pierce County, the population of the unincorporated areas within Snohomish County has increased 6.3% from 1993 to 1997, and calls for service have increased 15% over this same period. See Exhibit 6.

Most national and local statistics on L&J costs show between 5 to 10% annual increases in recent years. Washington State costs (per capita) grew 30% between 1989 and 1995 and total Snohomish County costs grew 38% between 1994 and 1998. During this same period, the total number of full time, budgeted, positions in L&J agencies increased 16% from 843 to 977.

***General Fund  
Being Squeezed***

Another concern of county governments is that the majority of funding for L&J services comes from the General Fund. This fund also pays for other county services such as the auditor, assessor, treasurer, financial services, human resources, information services, and facility management. Therefore, since the L&J agency budgets growth rates are greater than the growth of general fund revenues, all of these other organizations have a relatively smaller piece of the "total revenue pie" to support their budgets. At the same time, the demands for these other services have also been increasing in recent years; generally a result of population and economic growth.

***Most Legislative  
Initiatives are  
Funded Locally***

Recent legislative trends have moved toward a tougher approach to crime. Programs such as three strikes you're out, hard time for armed crime, lifetime civil commitment of sex offenders, tougher drunken driving laws and laws like the Becca Bill aimed at juveniles are placing even greater demands on county resources. Since most of these additional demands are unfunded legislative

mandates most increased costs and service demands fall on local governments.

***Sheriff Deputy Needs***

The Snohomish County Sheriff over the past few years has called for major increases in their budget to support up to 50 new deputies to handle the demands in population and service calls. Staff from the county executive and county council offices developed a planning model in an attempt to establish some method for forecasting the financial impacts of this seemingly endless spiral of L&J costs. This model, referred to as the “Ripple Model” (i.e., the ripple effect through the entire system of adding more Sheriff deputies) utilized output from a computer model that focused on Sheriff service demand and officer response times. The results of the model showed total L&J costs could increase by an annual rate of nearly \$9 million if 50 deputies were added over the next few years. However, this model was not designed to determine total regional impact on future county L&J growth resulting from additional law enforcement personnel within the cities of the county. Therefore, by the time that these 50 new deputies are hired, total annual county costs will increase by much more than the projected \$9 million. An informal telephone survey was conducted during our review by contacting each of the 13 cities within the county that have their own police departments. Based on this survey, we expect during the next three years, these cities collectively will hire between 45 and 50 police officers and expand their detective forces by an additional 16.

***Impact on Total System Costs***

Another relative indicator of L&J costs is the ratio of costs per capita. Exhibit 7 shows budgeted figures for 1998 for six counties. Snohomish County shows the lowest cost for that year. Exhibit 8 shows how Snohomish County compares to five other large Washington Counties in L&J costs as a percentage of total general funds budgeted.

**B. OBJECTIVES**

The Performance Audit Committee provides guidance to the Performance Audit Division on project priorities. This committee discussed projects and project objectives for the first annual audit plan (fiscal year 1998) in May of 1998. At that time, the highest priority of the executive and the council was to develop a better understanding of the total L&J system and to seek ways to secure additional funding. The at-large members of the Audit Committee (selected to represent county residents) agreed the combination of factors such as budget size and growth rate, public service demand, and the complexity of organizational and systems issues involved clearly warranted top priority by the Performance Audit

Division.

***Need to Understand Total Systems Issues***

It was agreed that one major problem, to be addressed was the lack of understanding about the complexities of the nine major organizations whose budgets comprise the so-called L&J system. Any efforts to help to improve services and contain costs could be misguided without a better understanding of each organization and the operational and systems inter-relationship between these groups.

***Management Information Needed for Better Decisions***

Also contributing to the Committee's final decision on project objectives was input from the risk assessment report developed by the Division's Performance Audit Manager. During one-on-one interviews with each elected official or appointed division manager, it became evident that while systems and operating improvements had been made over the past few years, managers were still constrained due to the limitations of the existing management information systems on which they based many decisions.

***Formal Objectives***

The Committee agreed upon the following definitions of project objectives. These objectives are outlined in the formal annual audit plan.

- Identify opportunities for process improvements, information systems integration, applied technology transfers, and other measures to address improved resource utilization, inter-organizational coordination, and/or service cost containment.
- Identify barriers to achieving improvements including county policies, ordinances, state regulations, and funding constraints.
- Develop strategies and plans to address issues with specific actions for budgetary consideration, items for capital plans, and potential opportunities to support other initiatives for funding.

***Scope Limitation***

This study did not investigate any discretionary, decision-making systems. Study focus was limited to management systems and administrative support that provided the critical and factual information required for decision making.

**C. APPROACH**

***Systems Study – Not an Audit***

In considering optional approaches to address the issues and achieve the objectives stated above, it was clear traditional performance audit approaches would not work. Performance audits conducted according to government audit standards would be far too expensive, time consuming, and, more importantly, could

not address the Committee's stated goals.

***Phase I – Group Meetings***

Therefore, consistent with the charter amendment that established the Performance Audit Division, with county code, and with the adopted vision and goal statements of the office, it was agreed project objectives could best be achieved by employing a special survey approach.

The approach called for four major phases of effort. First, there would be a series of meetings with the managers of the nine organizations providing the L&J system. Major project phases, events, and a summary of goals for each phase are identified in Exhibit 9.

The first series of meetings was designed to discuss project objectives, approach and schedule. They also served as a process to gather basic information about each organization. This information included organizational mission/goals, organization tables, staffing levels, budgets, recent accomplishments, issues/constraints, and plans/initiatives to solve the major problems that face each group. A listing of county managers, supervisors and contractors who were interviewed during all project phases is included in Exhibit 10.

***Organization Profiles***

The second series of meetings focused on individual organizations. Managers were asked to tutor us on all aspects of their organization and operations. These sessions were used to develop individual organization profiles. These profile reports are presented as attachments to this report. Our discussions also covered issues and problems which were systemic and crossed organizational or authority boundaries. Ideas on areas of potential improvement were also reviewed at these meetings.

***Retreat Planning***

The third round of meetings addressed the goals of the planned retreat process. Chief among these goals was to assist in developing a group consensus on areas of future collaboration where mutual benefits could be achieved by increasing efforts to work together. Also, we shared with managers our initial research on potential opportunities to provide input on where they might look for ideas and systems help.

***Phase II Research***

Research efforts were conducted with the primary objective of identifying where other county, city, or regional agencies might have already addressed the same issues and problems with some success. The idea was to identify specific contacts for future reference as components of a strategic plan and be recommended within the report where alternatives to solutions were being

considered.

**Research  
Goals**

The plan was to focus research on systems, projects, programs, or organizational approaches that likely could be “doable” and were not just high-tech options to dream about. More attention was given to agencies that had systems or processes, which had already gone through the traditional “debugging” process and would be available with a minimum investment, if they met county needs. Since the problems others have faced are very similar to ours, why use our limited resources to “reinvent the wheel?”

Areas researched included best management practices/programs, organizational/management approaches, management information systems, applied technology, and statistical data, all which might suggest areas for future research.

**Local and  
State Contacts**

A number of local and state agencies were contacted to request information that could assist us in our efforts. The listing of names and agencies contacted is provided as Exhibit 11.

**Federal,  
National,  
And Private  
Contacts**

At the national level, information was requested from the Bureau of Justice Systems Clearinghouse, National Criminal Justice Records System, Federal Bureau of Investigation, National Center for Court Management, and Institute for Law & Justice. Information was also received from private groups such as the consultant report prepared by KPMG Peat Marwick of Pierce County’s Law & Justice agencies. A not-for-profit group called “The Sentencing Project” provided information on nation-wide programs for alternatives to incarceration. Finally, vendor product specialists such as Enforcement Technology also provided information on products and applications.

**Research  
Bibliography;  
Potential  
Opportunities  
Report**

A complete listing of agencies and persons contacted is provided as indicated above. Details of our research potential opportunities including conclusions about their value and future use are contained in Section II of this report. In addition, the Research Potential opportunities attachment to this report contains details regarding topics researched. This information should be of most value to newly commissioned committees or L&J managers who may want to contact these agencies to evaluate the systems, ideas, or issues, researched.

**Phase III  
Group Retreat**

The third phase of the project involved preparation and conduct of the group retreat. The purpose of the retreat was to gather managers of each organization/office that provides Law & Justice services within the county to “consider how to collaborate to use limited resources to meet growing demands.” Sam Magill, an

independent management consultant, facilitated the retreat process. This process was developed in conjunction with the Performance Audit staff. The retreat's agenda and a listing of ideas advanced is presented as a report attachment.

***Retreat  
Process***

To establish a strong foundation for any commitments to action, the history of law and justice in Snohomish County, emerging issues, and the summary of potential opportunities within the organizational profile reports were considered during the retreat. The idea was to educate, establish common issues, and identify areas where collaboration would clearly benefit "The System."

***Ideas for  
Action;  
Commitments***

Ideas to move forward were documented for further reflection, consideration, and perhaps action. Ideas for immediate action were committed to by each manager and documented. Ideas ranged from possible reorganization, centralization of functions, and redesign of functions or processes, to the promotion of legislative actions to better address system issues, and policies and laws which could overcome some improvement constraints. Ideas for immediate action included the establishment of a task force to address a more centralized approach to the management of transportation of persons throughout the system. Listings of these ideas are also contained in the Management Retreat Attachment.

***Group  
Consensus  
Issues***

In summary, group consensus appeared to be clear on a number of basic issues. The following conclusions are believed to fairly reflect the composite thinking advanced at this retreat.

**First**, management information is not captured and reported in such a manner as to make it meaningful to all or most managers within the system. Systems are essentially independent, and some systems are controlled and have ownership outside the county.

***System-wide  
Issues***

**Second**, information system management processes involve considerable duplication of effort, specifically data entry that consumes resources and may result in either inconsistent or incomplete data. Of the 26 information systems utilized in some manner by L&J groups, 12 receive input directly from one or more of the 9 agencies involved and 10 have what is called "look up" or "read only" access. Many of these are either state-controlled systems or county controlled systems that do not allow other county departments to modify their databases. See Exhibit 12.

***Systems don't  
Talk to each  
Other!***

**Third**, management and daily operating decisions are made within each organization with little knowledge of impacts on others in the system. Neither those who reside "upstream" or "downstream"

from the decision maker in the logical process of information flow are aware of these impacts unless another, independent system or process is utilized. Past efforts to integrate, information-systems have failed, not for lack of effort, but because technical constraints did not allow integration. Other issues, such as security of confidential information is important, but data that isn't confidential or secured is often impossible to access.

***Incentives to Share Resources***

**Fourth**, while not explicitly stated, there appears to have been little real incentive for managers of these independent agencies to spend their valuable resources to help others when swamped by their own problems.

***People and Facility Issues***

**Fifth**, all groups have staffing and facilities issues ranging from availability of qualified people to lack of space to house staff together for productive work effort and communication.

***The System is Not Managed As a SYSTEM!***

Viewing the issues from a traditional "problem definition" approach, it can be stated that when the L&J System does not work as well as expected, it is because it is not managed as A SYSTEM. It has no common vision, mission, and set of goals designed to address issues as a system. The goals of individual groups, while they may be quite appropriate for their mission, are not necessarily in sync with other L&J groups and, in some cases, may even be contradictory. While L&J has been considered a "SYSTEM," in fact, it is not. Each organization within the "SYSTEM" has separate and different information needs and goals. However, the lack of total system information goals results in information voids, duplications and data with inconsistent meaning from group to group.

***Effort is Often Reactionary; More Prevention Needed***

State and local laws, mandates, and goals stress punishment more than prevention. Consequently, the "system" becomes jammed up with people who are not really being punished, but rather are waiting their turn for processing. This is not intended as a criticism of current or past political philosophies, but rather reflects the facts of current "systems processes" which drive management approaches and, ultimately, costs and budgets.

***Our Conclusions: Information Needs To be Managed***

One of the answers for improved L&J system-wide process management is open and more timely access to information which results in systems that support a more informed decision making environment. Information needs to be managed just as people and facilities. Decentralization, separate systems, lack of common definition of data elements, and other factors contribute to poor information management.

**Phase IV  
Project Report**

The final phase of the project involved the development of this report and its supporting documents. These include the Organization Profiles, Research Potential opportunities attachment, and other referenced documents. The plan component of this document essentially converts considerations for future actions from each group and the auditors into a form of a suggested general implementation plan. This plan fairly reflects the goals of each organization as well as our interpretation of the needs to initiate a more “system-wide” approach to L&J management.

**Research  
Potential  
Opportunities:  
Their Value**

The Research Potential Opportunities Section was developed to accomplish three main goals. First, it attempts to provide information to address the issue of how the county operates relative to other counties. This was done as part of a learning process not as a “scorecard” exercise. Our experience shows statistical comparisons with other organizations, at best, identify aberrations that trigger more questions than answers. The second goal was to identify practices or systems that are working for others that are currently of interest to Snohomish County. The third goal was to identify organizations and people to contact if, in the future, the County needs to consider the feasibility of employing these systems or operations.

**Strategic Plan**

The strategic plan section is intended to provide a “blueprint” for future planning efforts. It is organized in a general format that addresses near term (budget initiatives), and long term or capital budget issues along with proposed ideas for action. It is important to note that because of the very limited scope of this effort, the recommended actions in this plan should be viewed as follows. First, consideration for future actions dealing with process management are based on ideas to initiate and sustain a different and more concentrated management effort towards systems management.

**Projects Not  
Cost Justified:  
They Merit  
Serious  
Consideration**

Second, consideration for future actions regarding specific projects or activities that address individual group issues, primarily support what has been presented by the nine Law & Justice agencies. These considerations are not necessarily supported or justified by formal cost/benefit analysis or by any other economic criteria. Rather, they represent projects or initiatives that belong in the portfolio of issues to be considered by those who will move the process forward. Some may have research backing.

**Near Term vs.  
Year 2000  
Budget vs. Long  
Term**

The criteria for classifying a project or activity as a candidate for near- term budget consideration are subjective. They are based on our judgment those that have merit will require additional funding to be recommended by the executive and approved by the council. A

L&J task force may or may not select this same list to support. The idea is to provide such a task force with ideas to consider.

The plan's long-term components are either major investment items and/ or capital improvements that would be included in the Capital Improvement Plan (CIP) budget request. These typically address facilities and information systems investments.

## **II. POTENTIAL OPPORTUNITIES**

This section of the study report presents a summary of the major potential opportunities organized in two sections. The first section addresses what we call the Organization Profiles, and the second section summarizes research potential opportunities.

### **A. ORGANIZATION PROFILES**

The organization profiles are presented in total as an attachment to this report package. There are nine profiles, which address the following organizations or offices.

- Sheriff
- Prosecutor
- Corrections (including Assigned Counsel)
- Superior Court
- Juvenile Services
- County Clerk
- District Court(s)
- Medical Examiner
- 911/Snopac (Communications Center)

#### ***Understanding Each Group***

As indicated earlier in this report, there were two primary objectives for developing this profile information. The first objective was to provide a base of understanding about each group. These profile reports should be valuable to readers not familiar with these groups and their functions.

#### ***Contents of Profiles***

Second, the reports address other issues such as recent accomplishments of each group in their on-going challenge to provide quality services with increased demands services, and budget constraints. Also contained in each report are the issues and challenges that face each group, as seen by them. The "constraints" section addresses the question of what is keeping us from doing a better job and at lower relative costs.

Each group also addresses their plans and initiatives to deal with their constraints while striving to improve operations and service delivery.

In the area of group accomplishments as well as all other areas in these profiles, details are provided in each of the Organization Profile reports. Summaries were also provided as a basis for organizing discussions during the L&J management retreat. These are in the format of slide presentations for ease of reading and as education tools. Below, we list these organizational accomplishments in summary fashion.

### **1. Sheriff:**

#### ***Strategies to Meet Service Demands***

The Sheriff's office has pressed to secure more deputies to meet the growing service demand. As indicated earlier in this report, population in the unincorporated areas increased 6.3% from 1993 to 1997 while total calls for service increased over 15%. In order to handle the demand, the Sheriff's Office prioritized response strategies based upon the types of calls coming in from the 911 system. They also had to drop the DARE program, decrease efforts on open case follow-up, and reassign some detectives to patrol duties as demands shift.

In order to dedicate effort toward prevention, the Sheriff's Office increased efforts to promote selected types of public assistance through community partnership and volunteer programs. Other strategies to deal with resource constraints included tight vacation policies, increased overtime, and revised booking procedures with some reduction in shift coverage. An effort to address crime prevention in the juvenile population took the form of a School Resource Officer Program.

#### ***Computer Model to Forecast Staffing***

A computer modeling software program purchased by the county was employed to compute full time equivalent (FTE) deputy needs based upon calls for service, response times, and other operating variables. The results showed a need for 35 more deputies in additions to the 15 recently hired to adequately meet projected increases for services based on assumed response time.

#### ***Issues and Challenges***

Besides meeting increased demands for call response services, there are demands to administer new legal mandates in areas such as sexual registration and family abuse. Communications are a constant challenge; however, the county approved a future investment in an 800 MHz radio system to provide more capacity and better quality of service. Aside from funding new officers, the availability of qualified people is an issue. It takes about \$110,000

***Plans and Initiatives***

to hire, train, and equip an officer during their first year on the job. As with others in the L&J system, information management is a continuing challenge and facility needs are not being addressed. While crime rates as measured by the State Crime Index are relatively low in Snohomish County, recently they have increased. The five-year trends for six Washington counties are shown in Exhibit 13 and more details on crime rates are shown in the Research Potential opportunities attachment.

The Sheriff's Office plans to actively pursue more contracts for services to support cities such as the recently approved contract with Stanwood. It is a goal to expand revenue and move more officers closer to their service areas to improve response times through reduced travel. This can be accomplished, in part, by utilizing contract city facilities to serve as bases not only to serve the contract cities, but also to serve near-by unincorporated service areas. Other operational areas targeted for study include improved scheduling of officers to support district courts, expanded vehicle maintenance options and purchasing of remanufactured vehicles.

**2. Corrections/Assigned Counsel:**

***Strategies to Meet Demands***

The County Corrections Department is facing both system capacity constraints and staffing requirements at levels where mandatory overtime is in force. In most other government functions, staffing reductions may mean a lower level of service and a possible increase in service backlogs. However, in a jail environment, staff must be on hand to provide security and human services 24 hours a day, seven days a week. Service levels are mandated and do not allow for any type of service backlogs. Currently, the Corrections' focus is on the need to develop plans for a new criminal justice center, which will also accommodate a new jail. Cycle time from planning to completion will require several years.

***Accomplishments***

To mediate capacity constraints, the Corrections Department has contracts with other counties to house a number of inmates outside the county. This number normally ranges between 60 and 80 individuals. The approximate cost to house these inmates outside of the county was in excess of \$1.2 million during 1998. In addition to the main jail facility, the county also maintains minimum housing units at the county fair grounds, jail annex and work release facilities.

The Corrections Department has put forth efforts to promote alternatives to incarceration. Control of decisions on implementing these alternatives, such as electronic home detention, resides in the courts, which must approve their use. Other areas of

## ***Challenges & Issues***

accomplishment have been video courts for pre-trial matters, an effort that led to cost reduction benefits for both the courts and the jail system. Corrections met increased mandated requirements such as increased services for drug dependencies, enlarged education, and counseling for inmates over the age of 18. In addition, Corrections improved inmate identification and booking procedures. These efforts led to increased and improved process efficiencies. Efforts to increase community outreach are being made, however, staffing limitations do not allow for maximum effort toward this goal.

## ***Strategies & Plans***

In addition to the previously mentioned demands and staffing needs of the new program, the challenge to plan, develop and construct the new criminal justice center will consume much of management and staff time during the next few years. The average length of stay of inmates is increasing due to more inmates being in the system waiting on the process rather than serving their sentence. These factors mean that in addition to an increase in bookings, costs to manage and service the inmates are also increasing. The average, monthly-amortized cost to build one jail bed and house one inmate is approximately \$2,100. See Exhibit 14. These aforementioned process delays, coupled with longer stays and an over-capacity condition, have shortened the time requirements for a new facility and/or alternatives to normal incarceration.

Plans to address these policy issues and facility constraints include an enlarged booking area and security enhancement to improve the booking process. Additionally, there are plans for an expansion relocation of the existing laundry and kitchen facilities. Computer and technology enhancements are also sought to improve information management, security, and process management. The capacity issue is being addressed in the near term with plans to expand contracts for prisoner housing, and to promote increased utilization of alternatives to incarceration.

### **Assigned Counsel**

The County's Assigned Counsel contracts with the Public Defenders Association (PDA) to provide public defender (PD) services. Individuals, who are classified as indigent and cannot afford to pay for an attorney, are provided legal assistance on criminal matters. In some cases, defendants may be required to sign agreements to pay a portion of the legal costs. The PD contract is administered through the office of Assigned Counsel that reports to the Director of Corrections. The PD is paid on a case-by- case basis depending upon the nature of each case as

**Challenges & Issues**

agreed upon by case definitions and assigned rates as specified in the contract.

**Accomplishments**

The basic challenges faced by the public defender, according to the Director of PDA, include having to provide quality service with contract personnel who, while qualified, do not receive the same pay scales as county employed prosecutor staff. Starting salaries between the two are more closely aligned than later when both become more experienced. The second challenge is caseload. According to the PD's Director, they carry a heavier caseload than the deputy prosecutors (DP). The third major challenge is the need to prepare their case, essentially after the DP has already investigated the referral to the point of deciding to charge the person with a crime, which causes additional scheduling pressures and often continuances.

**Strategies & Plans**

Statistics provided by the PD's Director shows that in spite of the above noted challenges, as a group, the public defenders have a good success rate as measured by acquittals. They also state their non-acquittal rates are as low or lower than their counterparts in other counties where PDs are also paid on a case-by-case contract basis.

Since the PDA has little control over the constraints and issues as outlined above, they use the following strategies on how they approach each case. If the case will require significantly greater time than normal, they may approach the Manager of the Assigned Counsel Division to request approval for additional compensation as specified in the contract. The AC manager can authorize additional payments that are justified. While there are no plans to convert the PD's to county employees, the PD Director believes that parity in pay scales would, at least, encourage the more senior members of the PD's office to pursue longer employment tenure.

**3. Prosecutor:**

**Challenges & Issues**

The County Prosecutor, besides serving the criminal justice side of the system, must also support the civil side and provides family support services.

Major challenges include increases in all divisions' pending items backlog and management's ability to appropriately apply limited resources for a workload that is altered by forces outside of the offices' control. Also, the lack of adequate technology support creates challenges for the Prosecutor's staff; some areas are sharing computers, while other computers do not have the

***Accomplishments***

capability of running the office system, word processing, and legal reference applications concurrently, which limits the advantages the applications can provide. Another office challenge is managing a staff of over 158 FTEs, who are housed in 5 different locations in 4 different buildings.

***Strategies & Plans***

The office has taken strides recently to improve their information pathway to support management decision making. They managed their workload to include new state program mandates with a minimum of computer system enhancements. However, new computer upgrades are needed for further productivity improvements. They also increased their capability to research current information to support legal proceedings.

A major office strategy to address resource management and process issues and challenges is to develop measurement data for an improved management information system. Another strategy is to promote facility improvements to provide adequate workspace and help overcome communication and productivity problems associated with managing people in multiple locations. They also plan to fully support the new drug court to be implemented by the Superior Court and seek ways to better support juvenile proceedings.

There are also plans to upgrade computer hardware and related applications, so all staff has access to technology that can provide enhanced productivity to their efforts.

**4. Superior Court:**

***Challenges & Issues***

The Superior Court will be receiving one new judicial position in 1999 to support a workload, which, by most statistical measures, is one of the largest in the state. In 1997, Snohomish County had nearly 9% of the total case filings in the state. See Exhibit 15. The court's caseload has grown by 25% since 1993 as compared to a statewide average of 15%.

The Court's major process management pressures come from legal mandates to provide timely legal process for criminal and other matters. Major challenges include increases in pending case backlog and in the number of case continuances due to in part from a lack of judges. Generally speaking, the longer that cases are delayed the greater the financial cost to all parties involved, and the "quality of justice" often suffers with time protraction. Also the increase in juvenile and civil matters creates other pressures to balance priorities and to maximize staff resources. Still other pressures come from managing a more diverse jury system, costs

**Accomplishments**

for interpreters and increasing pressures from the public to deal firmly with those involved in “major” crimes. The Court, as is the case for all other departments, is also struggling with courtroom and office space, facility availability and proximity issues. Snohomish County in 1997 per state provided data (OAC) had 52% of all continuances in the state system that was attributed to judge shortages. See Exhibit 16.

**Strategies & Plans**

The Washington State Judiciary has developed case processing time standards to better measure courts process management capabilities. Snohomish County courts also worked to receive the benefits of being the pilot county for the state’s new Courts Automated Proceedings System (CAPS). As the selected pilot County for CAPS, Snohomish will benefit by being the first court for system implementation and will be assured that the system is fully compatible with County process needs. This system will provide the tools to improve the management of all trials and hearings, and will include the Municipal Courts.

The court has also placed all Juvenile hearings in a single location, which is of great benefit to all parties. They have also received a planning grant to support their Drug Court planning process. The Drug Court program has proven to be very successful in other locations such as King County.

The court is developing better methods for scheduling and assigning cases for trial in addition to the CAPS project during which the courts will work closely with the State Office of the Administrator for the Courts (OAC) during the pilot stage. The consideration for future action section addresses the need to incorporate features of CAPS into a new recommended Law & Justice management information system for the County. The Court is active in the Justice Efficiency and Accountability Commission.

**5. Juvenile Services:**

**Accomplishments**

The Juvenile Services division of the Superior Court has faced the most dramatic increase in service demands of any single L&J agency over the past few years. This growth is due to increases in juvenile crimes, violations and to recent legislative mandates to increase services. Services are to be increased not only for law violators but also for other matters such as school truancy as identified in the Becca Bill. Impacts of recent legislative mandates will increase average daily population by over 38% by 1999. See Exhibit 17. Statewide, juvenile referrals increased 73% in the four years from 1993 to 1997.

Perhaps the greatest recent accomplishment of this organization as well as the County was the opening of the new Denney facility in September of 1998. The planning, funding, and construction coordination of the facility appears to be a model for other such projects.

Equal in accomplishment, has been the ability of the organization to manage the changes that have accompanied the implementation of new legislative mandates. These changes included a restructuring of the accounting procedures within the finance department, and development of new policies/procedures for administration and detention operations. Finally, staff received training to support the new management systems.

***Challenges & Issues***

Support for the dependency calendar along with a program on alternative detention such as day reporting are among other accomplishments.

***Strategies & Plans***

Current challenges include the management of a new and complex network of funding streams due to changes in traditional funding sources, and adjustments to detention management issues resulting from new legislative mandates. The coordination of effort among juvenile justice participants and others, and finally, the management of risks associated with an increasingly litigious workplace are also key challenges.

Among the strategies to address the above, include introduction of new applied technology for facility and information management, an improved strategic planning process, and plans for community education and proactive prevention programs which emphasize increased use of alternatives for incarceration.

**6. County Clerk:**

***Accomplishments***

The County Clerk's office provides all records and financial support for the Superior Court as well as certain case and data management functions. Strict time-sensitive demands for data management puts pressure on the organization. The office provides personnel to support court and civil proceedings, and manages court records for the County.

Among the most recent major office accomplishments has been a reorganization of two divisions. The creation of a new customer service division streamlined the process to improve handling of domestic violence matters in partnership with the Sheriff. Also, development of a strategic plan, handling court personnel support services with fewer hours, and development of brochures to

**Challenges & Issues**

improve communication with the public and others were notable accomplishments.

**Strategies & Plans**

Staff retention, training and cross training, are among the major challenges of the Clerk's office. Skills developed and mastered by staff are often compensated at higher levels outside the county. Court ordered cost collection is an ongoing challenge. The office also works closely with the State OAC, Superior Court, and District Courts, as part of CAPS implementation team. In the area of applied technology, the office will work on the GAIN records tracking system and the juvenile and corrections integration project. In the area of new programs, one challenge will be the implementation of program requirements resulting from new domestic violence legislation.

Among the strategies and initiatives to address the above challenges, the Clerk's Office plans to initiate a project to assess staffing related to workload, support a pooling of training funds with other County agencies, and implement imaging technology to improve cost effectiveness of records management functions. Statistics on record handling volume shows the large volume of document handling required of this area. See Exhibit 18. Finally, the Clerk also plans to explore the use of an interactive voice response system, and a program to provide certification for legal support professionals.

**7. District Courts:**

**Accomplishments**

The District Courts have become a single court through a process of consolidation of administrative functions. Previously, there were four separate district courts with a single presiding judge. Each court had their own separate operations, procedures, and systems. The goal of the new single court will be to achieve economies from increased centralization and standardization of practices, systems, and rules. A new court administrator has been hired to manage this consolidation and oversee the administration of the consolidated court. Snohomish County had a higher growth rate in filings, dispositions, and revenue recovery than the statewide average from 1996 to 1997. See Exhibit 19.

Recent accomplishments included managing an increasing workload with equal or fewer staff. On a ratio to caseload, statewide data shows Snohomish County District Courts having fewer staff than statewide averages. Revenue collections have increased due to the use of a licensed collection agency, and jury management has improved through a better management decision process. In preparation for court consolidation, an internal process

**Challenges & Issues**

review was completed addressing uniformity of forms and sharing of resources.

The major challenges of the new court will include the above referenced consolidation of management and administration, implementation of new court rules and procedures being developed, and mandated administration of new record management and retention practices. Other issues include an increasing demand for interpreters, increased workload resulting from population growth and greater demand for District Court processing. As with others, facility/space needs are not being met including those of staff, judges, and jurors. Also with others in the L&J system, meeting communication demands with a network of systems that do not “talk” to each other is a major challenge.

**Strategies & Plans**

The primary strategy this year will be to take actions required to effect the court consolidation and continue work toward the goals of uniformity and cost effectiveness. A major action planned in the near future is the information management challenge, which will include participation with the Superior Court, the Clerk and others in the implementation of CAPS. The court plans to further enhance cost recovery activities, add computers and pursue the expansion and/or improvement of facilities to meet needs.

**8. “911” Communications Center:**

The County 911 communications systems are processed by SNOPAC, a consolidated dispatch center supported by partners. SNOPAC managed over 400,000 calls in 1997, an average of one call every three minutes, and these numbers also include calls for non-emergencies. Exhibit 20 shows the breakdown of calls by priority (response) type. Note the large number of non-emergency calls that can divert focus and interfere with true emergencies. SNOPAC is also called upon to manage call data information and prepare selected reports for various “customers” of the system. SNOPAC’s management must keep abreast with technology and still deal with the daily stresses associated with the jobs their radio dispatchers perform. This group literally has the largest number of stakeholders of any organization in the entire county; virtually every county resident has a stake in the success of their service.

**Challenges & Issues**

Many of the challenges and issues of this organization are noted above. In the area of call management, a major challenge is how to handle the growing rate of “non-emergency” that are received. See Exhibit 20. Other issues include the availability of qualified people to train for open positions, the restrictive dispatch center facility, the relatively unsecured (from damage by natural disasters)

***Accomplishments***

location of the facility, the lengthy process of call routing, and the limited emergency back-up capability. Decentralized records keeping is a challenge; some records are maintained totally by SNOPAC and in some cases record management is split between SNOPAC and the “customer” organization. The issue of channel availability to handle call volume and dispatching is major, but is being addressed.

***Strategies & Plans***

Recently, the SNOPAC training program was streamlined to improve the effectiveness of the training while attempting to reduce the calendar time and staff hours required for training. Phase I of the digital telephone service plan has been implemented and plans are in place to secure the 800 megahertz system to expand capabilities and improve the quality of service for all users including those who must respond. The system has equipment replacement fund reserves to help to ensure funds will be available to purchase new/replacement equipment as needed.

Major strategies and plans to meet current challenges include implementation of Phase I of the 800 MHz system, addressing communication capacity and quality issues, negotiation for a new dispatch facility, negotiating a SNOPAC/SNOCOM backup agreement, and planning to meet the demand to provide a backup facility for Fire District #4. There is also a need to start addressing the issue of handling the increasing volume of non-emergency calls (“911 Trap”). The group plans to coordinate some of the minor information management issues with individual customer groups.

**9. Medical Examiner:**

***Challenges & Issues***

The Medical Examiner (ME) is perhaps the one group not normally associated as a partner in the L&J system. However, the ME’s job serves the system in many ways. As a physician and scientific investigator, the ME provides the Sheriff with valuable potential opportunities and facts often useful to criminal investigations. The courts in criminal cases often use this type of information as well as the Prosecutor. For the County, the ME, on occasion, also serves as an additional health official with regard to public health issues where the deceased and/or the death scene may show signs of disease that should be reported.

Major challenges to this organization include job stress associated with next-of-kin notification and the increase in violent deaths. There is more complexity when performing violent death investigations with multiple apparent causes, than natural deaths require. Also, there is an increased scarcity of qualified persons resulting in staffing shortages and increased overtime which adds

***Accomplishments***

to the above noted job stress. Multiple service calls result in unavoidable delays to get from site to site and cause frustration with Sheriff Deputies and City Police Officers who may have to experience non-productive time waiting for the ME to reach the scene. Also, programs for continuing staff education are, in the ME's opinion, not meeting their needs.

***Strategies & Plans***

The ME has managed to address a number of concerns officially documented by OSHA and the state Labor and Industry group regarding previous sub-standard working facilities in a satisfactory manner. The new facility should address those issues for some time to come. The new facility at Payne Field is a major ME and County accomplishment. Also, the office was primarily able to handle increased workload demands with good management and overtime. The ME is working more closely with the Sheriff's office to develop an improved team relationship regarding crime scene investigation. Finally, the office is participating in educational programs to assist professionals involved in the investigative process.

***Research Potential Opportunities***

The major strategies to address challenges include improved education of staff to include crime scene investigator certification. The office is also pursuing redevelopment of their database and imaging technology to improve their records management system, and they plan to utilize computer law programs also utilized by the Prosecutor to promote cross-communication. High budget priorities will be placed on staff education.

**B. RESEARCH POTENTIAL OPPORTUNITIES**

Our objective in conductive research was to identify outside sources of information and experience that could become the basis for learning about ways to approach the challenges of Snohomish County. Our research potential opportunities are detailed in the attachment to this report organized under the following topical headings.

1. Management/Organization
2. Management Information Systems
3. Formal Research Studies
4. Management Practices or Programs
5. Applied Technology, and
6. Statistical Data.

There are 22 detailed research potential opportunities presented in a format that identifies the topic, the source of the potential opportunities, names of contact persons for follow-up and a

considered action in support of future L&J strategic planning efforts.

## **Management & Organization**

In summary, we found considerable good information from sources ranging from interviews with county managers who have been addressing similar issues for some years, to formal study reports provided us also from managers in the L&J field. Our major potential opportunities are noted below.

1. Management/Organization – The counties we contacted utilized a formal team management approach to address planning, research, and development of strategies to improve, and for decision support. Various types of committee structures utilizing task force or work group approaches seem to have worked well for counties such as Multnomah County, Oregon, and King County, Washington. These groups work with regional L&J Council groups that are mandated by RCW, but also address issues internal to their counties.

We found these groups are committed to solutions and often meet on a regular, monthly basis. They are composed of representatives of all affected organizations and often include representatives from the business community, academic community, and state agencies.

These groups are focused around clear vision, goal, and objective statements and have clear decision rules and statements of roles and responsibilities to guide their involvement and decision making processes.

## **Management Information Systems**

We were impressed with their businesslike approach to issues such as total system and process management. They don't linger on political issues, but emphasize how they can make the process more efficient and less costly to the taxpayers and other stakeholders.

2. Management Information Systems – A major concern of L&J managers centers on two related management information issues. First, how do you better share common information through some form of integration of systems, and second, and related, how do you reduce the cost associated with the duplication of effort to develop and maintain information databases?

We found other agencies have been struggling with these same issues for years and some have spent large amounts of public funds including federal grant awards trying to solve these problems. We can learn much from our neighbors about

approaches that have not worked and about approaches that might.

Snohomish County L&J agencies/departments, from our analysis, work with over 20 information systems that are either owned by state agencies, or are owned and managed by these departments. Other counties have found because of the technical complexities of having different systems and platforms, with different owners and objectives, it is virtually impossible to attempt to integrate these systems. The consensus seems to be to consider options such as “data warehouses” which contain databases of commonly needed information locally controlled and accessible by all. A second option would be to develop hybrid systems where people utilize data from a number of systems (theirs and those owned by state agencies) to meet their needs without spending considerable dollars in a futile attempt to integrate. The benefits of utilizing these approaches include considerable cost avoidance and organizations likely end up with data they really need rather than data others need.

Another major finding is that a number of systems are in place in King County, Pierce County, and Multnomah County, and no doubt elsewhere, which may be shared at a cost much less than the cost of new system development. Many of these systems were developed from federal grant monies and the agencies expressed willingness to negotiate reasonable fees for sharing their system. Most systems developed by others do not meet all of Snohomish County’s needs, however, the costs to adapt such systems to our needs should still be much less than new system development.

**Formal  
Research  
Studies**

3. Formal Research Studies – There is a wealth of information available through recently conducted formal research studies that address the issues being faced by Snohomish County. These studies include those done by consultants, agencies, and associations sponsored by the federal government that specialize in these areas. They deal with alternative strategies to incarceration, resource scheduling, vehicle purchase and maintenance, jail construction, and many other topics. Also, studies are available through the Internet, which can be accessed for future consideration by county task force groups.

**Management  
Practices or  
Programs**

4. Management Practices or Programs – There are numerous reports available that address programs and management practices in the field. Most address alternative management strategies for dealing with system process challenges such as how to minimize jail stays to maximize capacity and how to deal with resource scheduling issues.

**Applied  
Technology**

**Statistical  
Analyses**

5. Applied Technology – There are a number of sources of information on applied technology ranging from document imaging to innovative technical approaches for inmate identification. For example, the National Center for State Courts maintains a large database of recent studies, which include data on feasibility issues such as systems costs and benefits. Vendors are also a major source of information on successful technical installations to meet current and future needs.

6. Statistical Data – Data is available from a number of local, state, and federal agencies and associations that routinely publish data recognized as reliable by most in the field. We included a sample of the types of information that can be retrieved to illustrate the wide range of data available. We are not trying to suggest from the data presented it reflects organizational performance, but rather data like it may be a tool to learn about trends and issues that are common to the industry.

Information provided in this attachment should be utilized by those who wish to advance management initiatives in each of these areas. We believe these types of data should be considered in the strategic planning process and be used to support decisions for action programs that address problem areas or opportunities to improve.

### **III. CONSIDERATION FOR FUTURE ACTIONS**

Our considerations are presented in a format that addresses each project objective identified in this report. To assist in cross-referencing our considerations for future actions, we gave each a unique number.

#### **A. OPPORTUNITIES FOR IMPROVEMENT**

**Project Objective #1** – Identify opportunities for process improvements, management systems integration, applied technology transfers, along with other measures to address improved resource utilization, inter-organizational coordination and service cost containment.

**Objective 1-A:** Process Improvements

**Objective 1-B:** Management Systems Integration

**Objective 1-C:** Applied Technology Transfers

**Objective 1-D:** Improved Resource Utilization

**Objective 1-E:** Improved Inter-organizational Coordination

**Objective 1-F:** Improved Service Cost Containment

**Management  
Approach**

**Consideration 1 – Snohomish County should develop an understanding of and commitment to a more coordinated and planned approach to the management of the Law & Justice System.**

***Keys to Success***

Consideration for future actions below address each of the six sub-objectives. They assume a number of future key management decisions will be made within a “Systems Management” environment or process. Since several of the major opportunities for improvements center upon a more system-wide or team, decision making process, implementation of this consideration for future action has our highest priority.

In our opinion, the keys to the success of this approach will be:

- 1) Commitment to a highly coordinated systems/team management approach. This approach should include all primary stakeholders and involve both policy and budget approval;
- 2) Commitment to an active and participative strategic planning process. Process needs to be integrated with countywide strategic planning requirements.

***Law & Justice Council***

***Management Information System***

King and Multnomah counties addressed a large number of law & justice management issues with highly coordinated team efforts. These teams include local L&J Council members, internal county committees and sub-committees, and individuals from the community with technical expertise or stakeholder interests. Exhibits 21 and 22 illustrate the relationships of such team approaches.

**Consideration 1-A: Design and implement a Law & Justice System Management Information System that addresses key process management issues that are both systems-wide and within each L&J organization.**

A primary goal of the system should address the following types of issues.

1. How do you measure workload, backlog, bottlenecks, and processing time throughout the system and within each organization? What indicators should be developed, measured, and monitored by this system? Will these various indicators, over time, become reliable data points to better understand system dynamics, relationships, and processes/ workflows between as well

as within each group?

***Basic Statistics***

2. How do you define process flow indicators to provide meaningful distinctions between variables such as processing time or resource requirements? For example, there should be separate process indicators/categories for criminal versus civil cases. These activities should distinguish data points between misdemeanors and felonies.

It is important to note, the envisioned system would initially produce basic statistics (numbers) similar to the Washington State Office of the Administrator for the Courts (OAC) in their annual “Caseloads of the Courts” publication. The difference would be these data points would reflect Snohomish County standards for definitions, categories of “workload” and group output.

***It Takes Time to Implement and Validate***

These data could be used in developing alternative strategies and improve process management. Better definition/measurement of jail inmate status, and court processing versus sentence serving, would allow managers to better address such needs as video court. (See Exhibit 23). Over time, the system could be used to measure resources such as workload, staffing, and budgets. However, this should only be done when the system can be statistically validated as reliable.

**It is our collective experience as auditors, that developing complex and comprehensive systems normally requires two to three years to design, implement and validate.** The greatest risk is the potential to abuse the system by improperly interpreting the data. Additional discussion on this issue is presented in the report section on the Strategic Plan.

***Data Warehousing***

Until individual management information needs for each organization are documented, near term goals should focus on sharing the management information that is now available. Our experience is with little added effort, data available in one group can be supplemented with data from another group, resulting in reports that can benefit all. However, until the basic availability of data elements are known and shared, progress will be limited.

**Consideration 1-B: Reconsider the merits of “integrating information systems”. Consider the use of “data warehousing” as an alternative.**

In past capital budgets and numerous group discussions, managers considered the issue of systems integration. Depending upon how “integration” is defined and which systems are being

considered, our research indicates true integration is not cost effective, and by some definitions is virtually impossible. This is due in part because many of the systems in question are owned and controlled by state agencies.

One issue integration addresses is the reduction or elimination of duplication of data input. The many stages of processing an individual or case file may experience during its “processing life” can greatly increase manpower requirements if data needs to be reentered. This issue is worth pursuing, but not necessarily through system integration. Other northwest agencies have addressed the same issue. One approach they identified is the development of databases with selected common data elements. These data elements can be managed with minimum duplication of data entry and shared by many. This approach is called “data warehousing”. Additional information on agencies that addressed this issue is provided in the attachment titled Research Potential opportunities.

***Long Range  
Strategic  
Planning  
Process***

**Consideration 1-C: Plan future applied technology projects within the context of a long range strategic planning process.**

Consider the merits of implementing a formal strategic planning process to address the needs of all L&J agencies (see report section IV). An internal L&J committee or task force should administer this process. A sub-committee of this advisory group could address technology issues. Representation in this process should include Department of Information Services as well as all L&J organizations. A detailed discussion of implementation alternatives is presented later in this report.

***Projects  
Identified by  
Individual  
Managers***

**Consideration 1-D: Provide support to departmental initiatives designed to improve resource utilization that have been advanced by the department or requested by L&J organization managers.**

Following is a list of selected projects identified by managers. While it was not within the scope of these projects to determine their feasibility, we support the need for them based on the rationale presented to us.

1. Sheriff: If economically feasible, purchase rebuilt patrol vehicles for selected patrol duty. Study feasibility of adding contract vehicle service vendors to provide additional resources for selected services, shifts, and locations.
2. Corrections: Upgrade laundry and kitchen facilities.

3. Prosecutor: Develop an enhanced management information system to measure and monitor caseload activities. The Prosecutor has a basic system, but wishes to enhance it to provide better information and develop links between other L&J organizations for mutual benefit. (Request to Performance Audit Committee).
4. Superior Court: Implement Drug Court Program and ideas from Case Management Project.
5. Juvenile Services: Working jointly with other offices, increase coordination of transportation services.
6. Clerk: Review the work processes of their Case Management Division to identify potential re-engineering improvements. The Clerk requested this project be performed by the Performance Audit Division in 1999.
7. District Court: Implement ideas to standardize court rules and procedures.
8. 911 Communications: Working with customers, develop standardized format for reporting call service activities.
9. Medical Examiner: Increase level of technical education.

The Performance Audit Committee as part of the 1999-work plan approved two projects noted above. Other projects noted may require assistance in either completing feasibility assessments or in some other aspect of project implementation

**Consideration 1-E: Consider the feasibility of implementing ideas supported by the analyses presented in the following report section.**

Each specific consideration for future action is followed by a summary of the preliminary analysis of each issue. Managers in the L&J departments advanced most of these ideas. However, the analysis was provided by the Performance Auditor's staff. The new L&J advisory committee, if implemented, should address those issues that would impact two or more L&J departments. For those ideas only impacting one department, the manager of that department should either advance the idea or determine it is not feasible.

***Deputy  
Scheduling***

1. **The Sheriff's office should work closely with the committee that is implementing the CAPS pilot information system. By providing better and more timely information to the Sheriff on the scheduling of court appearances by deputies, overtime resulting from this activity can be reduced.** We understand the CAPS system has the capability to provide improved resource scheduling of all parties involved in court matters.

***Fee to Cover  
Costs to  
Determine  
Eligibility***

The Sheriff's Office overtime budget is in excess of \$1.4 million annually and is growing at a faster rate than any other part of the department's budget. Overtime dollars are one and half time base dollars for each hour claimed. If 10 percent of the office's overtime budget results from court appearances (which result in excessive lost or non-productive time), scheduling improvements could result in annual savings approaching \$140,000.

2. **The group responsible for assigned counsel services should work in conjunction with the courts to consider changing their service fee approach to be similar to that currently being utilized by King County.**

Presently, Assigned Counsel is under the supervision of Corrections. Assigned Counsel is responsible for Indigent Defense Services, which are defined under RCW 10.101.

***Collection of \$4  
per Individual***

RCW 10.101.020 – "Determination of indigence – Provisional appointment – Promissory note". RCW 10.101.020(5) states, "All persons determined to be indigent and able to contribute shall be required to execute a promissory note at the time counsel is appointed." The RCW further states, "The person shall be informed whether payment shall be made in the form of a lump sum payment or periodic payments."

Snohomish County Assigned Counsel's budget for indigent defense totaled over \$2.5 million last year. The department interviewed over 11,000 individuals and provided assistance to all that were eligible. Total collections per RCW 10.101.020(5) during the same period totaled only \$45,000.

***Supervision of  
Assigned  
Counsel***

To adhere to the spirit of RCW 10.101, this fee would be waived if individual income/assets were below the federal poverty guidelines. If the fee structure is similar to the one in effect in King County and if forty percent of the individuals interviewed were required to pay \$20, total revenue received would be about \$90,000, or twice the current collection. King County has had great success with no known legal challenges

**Diversity and  
Interpreter  
Expense**

3. **Consideration should be given to changing the organizational placement of the Assigned Counsel function.** RCW 10.101.040 in part states, under Selection of Defense Attorneys, “City attorneys, county prosecutors, and law enforcement officers shall not select the attorneys who will provide indigent defense services.” At present, this service is under the management of the Corrections division, which is a law enforcement body. Aside from this issue, we believe communications and coordination could be improved since managing this function is a distraction to the main Corrections’ mission.

4. **The District Court should consider a job classification, which provides a premium for new court administrative personnel who speak a second language with the proficiency to serve as interpreters for those who require such services.** This would not replace the need for “certified” interpreters, but would provide improved communications capabilities during day-to-day operations and, on occasion, in a formal court-supporting role. This approach could apply for both superior and district courts.

Snohomish County is one of the fastest growing state counties. It is estimated for the foreseeable future, the county will be adding 12,000 new residents each year. To put that number in perspective, that is adding a new City of Everett every 7 years.

As more individuals move into the county to take advantage of its economy and quality of life, the county’s diversity is changing. Along with the many benefits of increased diversity, comes the challenge of serving citizens whose second language is English.

**Floater  
Position(s)**

One of the fastest growing budget items for the District Court is the cost for interpreters. This cost has grown from zero a few years ago to a cost approaching \$75,000 annually.

5. **Consideration should be given to adding a job classification to the district court to address the need for a “floater” type position that could move between court locations to provide routine administrative support services when workloads shift.** This should reduce the overall staffing cost and provide the court administrator with more flexibility in dealing with this issue.

The District Court is currently being consolidated to increase its efficiency and where possible, reduce or eliminate redundancy. Over the past several years, the District Court was the only L&J

organization that actually saw a staff reduction. This was the result of improved technologies along with efficient administration. However, the court has faced the situation where workloads and staffing were out of balance.

**Permission to  
Update Sheriff's  
Database**

This added position classification would allow more flexibility to move staff to respond to workload shifts between court locations. Savings would not come from an elimination of current staff, but having a more flexible staffing structure may reduce the need to hire additional staff in the future. Each new position, which could be avoided, would result in a net savings of \$30,000 annually.

**6. The district court should work with the Sheriff's office to determine how to improve the current process of updating databases when outstanding warrants are paid.** We understand the present time lag between payment and recording provides a potential for unwarranted arrests.

**24 Hours/7 Days**

The District Court is the first point of contact for most citizens when they receive a warrant for an outstanding ticket. Payments to the District Court to clear these outstanding warrants are not immediately entered into the state computer system and cleared. In fact, it is possible for an individual to pay their fine, get stopped on their way home and the warrant would still be listed as outstanding. The current process involves forwarding the information to the Sheriff's Office so that their administrative staff inputs the data into the database. This input process can take from several days to weeks based on their workload.

**7. The Corrections Department, working with the executive's office, should develop new strategies and policies regarding overtime management to address both the cost issues and the additional stress on staff resulting from mandatory overtime.**

The capacity of Snohomish County Correction facilities currently is at 659. This is made up of 477 at the main jail, 60 at the jail annex, 72 at special detention and 50 at the fairgrounds. Current daily population for the past several months has ranged from a high of 824 to a low of 655, with the average daily population standing around 700. This has required

an average population of around 65 inmates to be housed outside the county at an annual cost of over \$1.4 million.

The nature of jail operations requires, at present, a specific number or ratio of Correction Officers to inmates, 24 hours, seven days a week. This mandated staffing requirement resulted in increased

mandatory overtime for the past several years. Levels of overtime have been increasing at a rate faster than projected in the annual budget. Last year's overtime was in excess of \$824,000.

**Average Length  
of Stay**

Overtime is paid at one and half times the regular salary base. Last year's overtime budget was equal to 23 fulltime employees including their benefits. We recommend the cost implication of reducing overtime due to staff shortages be reevaluated. Consideration should be given to future growth requirements such as the new regional justice center under review. We estimate cost savings would be greater than \$250,000 annually based on current overtime trends. In addition to the cost savings, there are also the benefits associated with improved moral as a result of not having mandatory 16-hour days, and improved health and safety of the officers.

8. **All parties concerned, working through the committee concept, should address the issue of jail crowding and increased trends in length of stay.** Consideration should be given to improved ways to manage inmate processing through the system to include improved communications, improved transportation, and alternatives to incarceration. King County's approach and experience in this area over the past several years should be studied, as well as other research.

The average length of stay by inmates at Snohomish County Corrections Facilities has increased each year. The reasons for this are many and extremely complex, and range from legislative mandates to administrative inefficiencies. Whatever the reason, the average length of stay increased over 20 percent since 1992. During this same period, the average length of stay in King County increased by over 28 percent.

**\$1.4 Million  
Savings per  
Year Potential**

An example of an administrative measure that can help is to increase the use of e-mail or fax machines at all locations which issue court orders to speed up the timely release of inmates vs. waiting for historical information channels.

If the Corrections Department reduced the average length of stay to the 1992 levels, that alone would free up over 100 beds per day. This in turn would allow the county to house all current inmates in our own facilities, thus saving the cost to house them elsewhere. Based on an average population housed outside of 65, the County would save over \$1.4 million annually.

**Information  
Operator**

Over the next several years it will take to plan, design and build the new regional justice center, savings could be in excess of \$9.5

million dollars. That amount would equal 20 percent of the new jail construction costs.

**9. Consideration should be given to the establishment of procedures to offload non-emergency calls from the 911 system to reduce incidents of potential resource shortages, deal with true emergencies and reduce costs.**

Snohomish County through its service provider, SNO PAC, received over 400,000 calls last year. This does not take into consideration calls received by SNO COM, the City of Marysville, and the State Patrol. Calls to 911 increased from 1 per 4 in population to one call for each 1.5 in population, on average. As call volume increased, so has the percentage and number of non-emergency calls.

***Duplicate Data Entry***

While this may not reduce staffing levels, the cost of an information operator is less than the cost of 911-trained computer technician. Although this would save county the cost difference between the pay scales, more importantly, this should reduce the number of cases where true emergency calls may be delayed because of the increasing volume of non-emergency ones.

**10. All L&J organization's should work together to address the issue of duplicate data entry into systems that support the management of all aspects of the law & justice system.** This will require a concerted task force approach while considering research from neighboring counties that actively addressed this issue over the past several years. (Actively involves the Department of Information Services in this effort.)

Our review and discussions with other counties, points to conclusions that true integrated systems throughout L&J are impractical, and not necessary. However, the county needs to establish some system interfaces with all of the L&J system owners ranging from county organizations to state and federal agencies.

***ER&R Type Reserve Fund for Technology***

The county should consider hybrid systems and/or a database warehouse approach to data management. Multnomah County in Oregon and King County support these concepts. Cost benefits associated with such approaches would be a reduction in future position growth involved in managing the paper flow and data entry into the existing systems.

**11. The county should consider the establishment of a reserve fund to handle the future purchase of computers and other technology to support all L&J departments.** This would improve the planning and budgeting for these valuable resources,

and also provide for uninterrupted service to those who depend upon these increasingly critical resources.

Years ago, when the county needed a new patrol or other county vehicle, funds would be transferred from the current budget. In essence, the county was on a current cash basis when it came to purchasing these capital items.

As experience was gained and a fuller understanding of the costs and maintenance associated with county vehicles, the county developed reserve funds for purchase, replacement and repair. The county is now facing these same issues with computer technology. Starting with a few PC's several years ago, we entered a world where each individual is or will be connected to a network and have access to PC's or terminals. The costs linked to this world are large, and growing. Maintenance and replacement will continue to grow at rates which far outstrip the needs and capability built into the current budget process.

***Expanded  
Participation***

Due to the significant costs involved, we recommend reserve fund rates be developed. Over a period of three to five years, the county needs to be in the position of replacing and updating its technology as currently is done with vehicles.

***Consideration 1-F: Expand Participation in Efforts by L&J Agencies to work together on management issues of common concern.***

Over the past years, two or more L&J agencies have come together in new formal working relationships. Their purpose was to provide improved service and better utilize their own resources. Consideration #1 above addresses the overall need for a coordinated team management approach to system-wide issues. Until that consideration is implemented, each agency should continue to pursue potential teaming projects that were discussed at the L&J management retreat on December 2, 1998. A listing of retreat ideas is contained in Attachment D to this report. Examples of potential projects for consideration follow:

1. Regional transportation coordination (multiple agencies now involved)
2. Data sharing task force (rethink previous efforts)
3. Regional justice center (increased participation)
4. County-wide teen courts

**Service  
Measures**

5. Citizen advisory groups (expand)
6. Regional resource sharing (training, etc.)
7. Court scheduling (coordinate with CAPS system implementation team)

**Consideration 1-G: Develop cost of service measures which are meaningful to each organization.**

This could be done as part of an effort to develop an improved system-wide management information system (Consideration 1-A). Such measures should be incorporated into the overall system as one of many indicators. Examples of cost of service might be “Annual Cost to Process, House, and Support One Jail Inmate,” or the “Average Cost (prosecutor’s office) to Prosecute and Otherwise Support a Criminal Trial.” Measures developed must be sensitive to cost variables. Outputs should not be used as staffing budget drivers, but would help measure the overall costs of L&J services from year to year.

Additional consideration for future actions relative to implementation issues are presented in the next report section titled Strategic Planning Model.

**Project Objective #2** – Identify barriers to achieving improvements including county policies, ordinances, state regulations, and funding constraints.

**B. BARRIERS TO IMPROVEMENTS**

**Barriers**

**Objective 2-A:** Organizational Approach

**Objective 2-B:** County Policies

**Objective 2-C:** County Ordinances

**Objective 2-D:** State Regulations

**Objective 2-E:** Funding Constraints

**Consideration 2 - “Barriers” - Snohomish County should initiate a formal education program with goals of advancing public understanding of all aspects of law & justice administration.**

One of the significant barriers within L&J systems administration is the lack of understanding of issues, management complexities, political complexities, and challenges facing both managers and stakeholders. This barrier impacts needed support for near- and

**Progress in Reducing these Barriers**

long-term goals. While accomplishments have been made and will continue, without a better understanding of facts, issues, and organizational and management complexities involved, progress toward improvements will be slow.

Efforts in eliminating or reducing these barriers have already been accomplished. Among these includes the development of the “Ripple Model” which forecasts cost impacts on L&J administration associated with hiring additional Sheriff Deputies. Another example of better management tools occurred with the purchase and application of the Corona software computer model. This model objectively assesses Sheriff Office needs based upon specific policies such as response times and objective resource measurements.

**Organizational Approach**

A formal education program should be developed with guidance from a new L&J Policy Committee. The purpose of these educational programs is to help educate and develop plans for program design and implementation. All of the products of this project, from this report to the several attachments, can be used to advance this educational objective.

**Team Approach**

**Consideration 2-A: Establish a coordinated and intensive organizational approach to the management of law & justice system issues.**

In addition to the complex issues discussed above, the second greatest constraint in achieving needed improvements is the need for a strong team approach which is supported by all county offices. While this was not a stated project objective, it has become a major issue. Understanding this is key to understanding why a number of barriers exist.

**L&J Committee Address Issues**

This new team structure will need to accept major responsibilities in setting goals, discussing issues, and developing plans and recommendations for key policy and decision-makers, and the public.

**Consideration 2-B: A new Law & Justice Policy Committee should address county policies that constrain the achievement of wanted and needed changes.**

**Legislative Initiatives**

We did not identify specific ordinances during the project, which were purported to cause major constraints. Most issues raised in this area related to recent state legislative mandates, their impact on costs, and not with any specific local ordinances. Developing a complete inventory of policies, written and unwritten, that do impact

operations and management practices of L&J agencies would be a logical first step.

**Consideration 2-C: The Law & Justice Policy Committee should work with the County Executive to develop and make available clear statements on each year's county supported legislative initiatives.**

**Resource  
Management  
Committee**

Initiatives are planned to approach state legislators for modifying existing state law or developing new legislation. Initiatives are also designed to remove barriers against improvements which will benefit the public, or to improve legislation promoting benefits. Currently the initiative process tends to promote the interests of single groups such as the Sheriff, Prosecutor, Court, etc. We recommend the initiative effort be expended to bring benefits to the cause of improved "Law & Justice Systems Management" as well as to individual groups.

**Consideration 2-D: A Law & Justice Resource Management Committee should address the issues of resource constraints in all areas.**

**Prioritizing  
Resources**

Each office or organization looks out for it's own interests during budgeting time, however, there is a need to promote budget initiatives that benefits the customers of "the system." Each organization should always consider the taxpayers by way of improved service delivery and/or enhanced cost containment.

**Strategic Plan**

The lack of funding to support the total demands of all L&J agencies is virtually a universal issue for this county and others throughout the state and country. Improved resource utilization requires increased group planning and prioritizing of resource needs. Emphasis must be directed to joint resource utilization through organizational changes and or paradigm switches in management thinking. Without clear strategic plans in place to guide decision making on resource spending, little can be accomplished toward major changes in resource allocation. The improved education mentioned above is also needed to gain the support needed from the community to advance these funding ideas.

**C. STRATEGIC PLANNING**

**Learn from  
Others**

**Consideration 3: A strategic plan should be developed to address all key law & justice management issues. Create a committee structure within the Law & Justice Council to lead this planning effort.**

As discussed in other sections of this report, Snohomish County needs to learn from other municipalities who have experienced the same issues. These other government agencies already developed processes to plan for and manage complex inter-organizational and system-wide issues.

### **First Priority**

The following report section is intended to provide information, ideas and help to guide any new committee's effort and is not intended to direct or constrain thinking. Consideration should only be given to ideas, which are consistent with the team effort.

**Consideration 3-A: As a first priority, near-term planning efforts should identify budget initiatives for the fiscal year 2000 which represent system-wide L&J programs. The new committee must support these programs.**

Knowing there is inadequate time for all decisions to be made, as the first priority, we recommend a new management and planning structure in support of a new strategic planning process be put into place. We believe it is in the best interest of all to move toward the accomplishment of this consideration. Ideas generated from the L&J managers who attended the December 2, 1998 management retreat should be considered as the starting point for resource support in the year 2000 budget.

### **Capital Improvement Program**

Project plans and initiatives identified by each of the L&J agencies are candidates for consideration by the group for new initiative budget support. See other sections of this report for these plans as well as the attachment containing ideas from the management retreat.

**Consideration 3-B: Develop a Revised Capital Improvement Program for Law & Justice agencies to deal with system-wide issues.**

### **Strategic Planning**

These issues would primarily involve either facilities or management information systems development. The recent CIP planning document identifies a number of information systems projects which, we believe, should be revisited in conjunction with the Department of Information Services.

## **IV. STRATEGIC PLANNING MODEL**

The purpose of this section is to present ideas for consideration in conjunction with the consideration for future actions presented in section III. The basic consideration for future actions should be

addressed within the context of a strategic planning process which, we believe, could be modeled as follows.

## A. MANAGEMENT APPROACH

**Consideration 4-A: Through a collaborative effort, the County Executive, County Council, and managers of the nine Law & Justice organizations should decide on a management process for:**

### **System-wide Management Process**

- *Strategic planning* (long range planning for all L&J needs); would work closely with the L&J Council;
- *Coordination of issues* requiring joint decision-making;
- *Communication of L7J agency consideration for future actions* to the executive and/or council for actions in support of their needs; and
- *Working relationships* consistent with good management practices.

**Consideration 4-B: Models for similar system-wide management processes that have been established by other municipalities such as Multnomah County, Oregon and King County, Washington should be considered when developing alternative decision making models.**

Exhibit 23 shows the decision support system, organizational roles and responsibilities, for Multnomah County's Public Safety Coordinating Council as it addressed technology programs. Since many of Snohomish County's technology issues are similar, we believe much can be learned from this model. Exhibit 24 shows the oversight reporting structure for multiple technology projects, which were part of a bond program, through their Public Safety Council Executive Committee and to their Board of County Commissioners.

King County's Business Model for a Regional, Rational and Research Driven Response to Jail Crowding was shown earlier in this report as Exhibit 21. This model illustrates the management process approach to a major operational issue that has driven King County's L&J system improvements for several years. Note that a number of task force groups coordinate their efforts so staff with specialty skills can focus on operational issues and make consideration for future actions to managers in the process. It

should also be noted listings of persons involved in these decision support groups includes representatives and stakeholders from the community as well as technical experts from state agencies and colleges/ universities.

***Plan  
Components  
and Focus***

While these models may not represent exactly what Snohomish County needs to support our needs, we believe input from representatives of these model groups would be invaluable.

## **B. STRATEGIC PLAN**

### **Consideration 4-C: Develop a clear statement of vision for the new management process.**

Any management model selected must meet the future needs of the county in support of L&J management and must provide a clear vision statement and goals that are agreed upon. The strategic planning process, which we believe is fundamental to the long-term success of any decision making process, must first be consistent with other county strategic planning functions. The process must also interface with the Capital Improvement Program (CIP) planning process, and must address the mechanics of converting plans to specific projects, initiatives, and/or budget requests.

***Task/Issue  
Management***

Sub-plans should address areas such as long-term service delivery scenarios, and facility, staffing, and technology needs, including management information systems, to support each service delivery option being considered.

## **C. DECISION SUPPORT TEAMS**

### **Consideration 4-D: Establish small working groups to address specific tasks identified by the Law & Justice Committee.**

***Working Groups***

These groups would provide technical support, conduct research, generate ideas, or otherwise represent the various impact organizations and/or stakeholders regarding a particular issue or problem. The model agencies we investigated have found these teams work well when operating within the structure of Guiding Principals and Decision Criteria established to keep members focused. These principals and criteria must, of course, be consistent with the overall vision or goals of the authorizing committee. See Exhibit 24.

### **Consideration 4-E: Seek active participation and/or input from other experts in the community either for technical or stakeholder input.**

***Project  
Management***

Efforts must be made to address issues, which are common to the concerns of other members of the L&J Council, cities and others. This will ensure efforts are not duplicated and the county is not seeking solutions independent from others' concerns.

**D. PROJECT MANAGEMENT**

**Consideration 4-F: Employ strong project management principals to each project or task that is addressed within work groups, task force efforts, or sub-committees.**

Goals and objectives must be clear, work assignments must be documented and agreed upon, and authority and responsibility issues must be addressed.

A major reason for failures of groups or committees that represent elected officials, appointed managers and outside agencies is the failure to recognize and comply with sound project management principles.

***Commit  
Resources***

Strong organizational and personal commitments are needed not only to the vision and goals of the overall process, but also to the need for a strong well-managed process. There will always be honest disagreements among those who seek solutions to problems as seen from their perspective. However, processes must be in place to ensure uncompromising politics do not destroy the foundation of the basic process.

**Consideration 4-G: Formally commit resources toward the means of selecting a group or team management process.**

***Option of  
Temporary Staff***

Time must be budgeted for the managers and/or staff persons to support the committees and/or task force work groups. The accomplishments of the groups will depend in large part on individual or organizational commitment. Success is directly related to groups and individuals committing resources toward group goals.

**Consideration 4-H: Consideration should be given to the option of hiring temporary staff to provide technical support.**

***Implementation***

Support will be needed when a particular project or implementation effort requires expertise not resident within the county. These positions could be administered the same as project positions are now administered within the county budget. Also, it should be considered to fill a position whose sole goal is to seek grant

funding. The major L&J systems development in both Multnomah and King counties over the past several years have been supported through federal grant programs.

## **E. PLAN IMPLEMENTATION**

The basic steps to implement a revised group management planning process for the L&J system agencies in Snohomish County are listed on Exhibit 25. Each of the first steps will require considerable coordination and communication between a number of parties within the county structure. Therefore, it is not practical to develop schedules to complete such tasks. Such major efforts clearly do not lend themselves to exact planning and scheduling. We believe there are two important implementation steps to be targeted for completion early in 2000. The first would be to develop an agreed upon team management process. This will allow the group time to address the second major goal; that of developing recommended budget initiatives (system-wide) for fiscal year 2001. Budget initiatives would have to be completed before the third quarter of 2000 so the executive, the council and their analysts can give due consideration to these budget requests.

### ***Near Term***

#### **Near-term Action Plans**

The planning that should be performed by the various committees, task force groups, or research teams to be mobilized will be a function of the goals and directions that the overall policy group decides to take and resource availability. We suggest those ideas initiated by the management group at the management retreat may be ones to pursue early in the group planning process either as budget initiatives or as projects to be performed within each organization with current resources. A good source for project ideas would, of course, be the listing of management initiatives or other potential projects listed earlier in this report under the listing of consideration for future actions.

Keep in mind many of these initiatives are focused on individual departmental needs and will not require total group planning, coordination, or commitment. However, it is our experience much can be learned by discussing what appear to be “department only” issues in a group context.

It is easy to assume there would be little or no impact on other groups by changing a system or procedure within one’s own group. However, quite often slight modifications of scope can result in additional benefits to departments outside their own. It also promotes thinking with a broader perspective and for the good of

“the system.” Resource sharing on projects which will benefit many (but not always a particular department) will not work if all are not willing to compromise and commit their resources for the benefit of others.

## ***Long Term***

Other near-term actions may include Performance Audit Division projects approved by the performance audit committee for the balance of 1999’s work plan. The first project requested by the Clerk and now in progress, is an operations review of the Clerk’s Case Management Division to identify any possible opportunities for improvement.

### **Long-term Action Plans**

Longer-term planning, following the establishment of a strategic planning process, should address the development of a solid strategic plan. This plan should be modeled after traditional strategic planning processes and address vision, goals, and philosophy. It should also include what is referred to as a Strengths, Weaknesses, Opportunities, and Threats (SWOT) assessment. Having a well thought out SWOT assessment helps planners focus on key issues. The specific action strategies developed in the plan should address issues with the SWOT inventory of issues.

Of course, key long-term issues for planning should include the development of a revised Capital Improvement Plan to address key resource future needs such as facilities, computer systems, and other technology investments. Such a plan presumes a long-term service delivery plan and strategy will drive other components of the plan since knowing how services will be delivered over the next few years is basic to planning for resource support.

Professional strategic planning consultants would probably best be utilized to assist in this process. The strategic planning process and the plan will be key foundations to the success of future team management efforts.