



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

July 21, 2003

Ordinance 14715

Proposed No. 2003-0314.1

Sponsors Phillips

1 AN ORDINANCE waiving certain statutory and code
2 requirements relating to the King County correctional
3 facility integrated security project; and declaring an
4 emergency.

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7 BE IT ORDAINED BY THE COUNCIL OF KING COUNTY:

8 **SECTION 1. Findings:**

9 A. The electronic security system in the King County correctional facility
10 ("KCCF") provides security alarm monitoring of the building perimeter and interior
11 doors, remote door control of inmate movement and cell doors, and includes intercom
12 and other communications systems, utility control systems and elevator control systems.
13 The security system is a critical component of the jail system. When properly
14 functioning, the security system provides a safe and secure environment to KCCF staff,
15 inmates, and the public. If the system does not function properly, jail security could be
16 compromised. The present equipment in most cases dates from the original construction
17 of the KCCF nearly twenty years ago.

18 B. The metropolitan King County council placed a proviso on the 2003 annual
19 budget for the replacement of the KCCF electronic security system, known as the
20 integrated security project ("ISP"), pending the council approval of an operational master
21 plan ("OMP") for the KCCF.

22 C. The metropolitan King County council recognized in said proviso the potential
23 for the executive to propose amending or repealing portions of the requirements of the
24 proviso as to elements of the ISP as a result of evaluation of the OMP quarterly reports
25 and cost/benefit and risk analysis of the ISP.

26 D. The office of management and budget and the King County auditor's office
27 are jointly leading an OMP advisory group, which includes representatives from both the
28 executive and legislative branches of King County government.

29 E. The OMP Advisory Group has procured an OMP consultant, Christopher
30 Murray & Associates, with an electronic jail security system expert, On Line Electric, as
31 a subconsultant to provide an assessment of the KCCF electronic security system ("the
32 KCCF security consultants").

33 F. The KCCF security consultants have concluded in a report dated
34 May 23, 2003, a copy of which is attached to this ordinance, that:

35 1. The existing electronic security system has surpassed its
36 predicted useful lifespan;

37 2. Most critical control components are obsolete and replacement
38 parts and vendor support are not available;

39 3. It is a "virtual certainty" that major electronic security systems
40 at the KCCF will fail in the very near future; and

41 4. Replacement of the electronic security system should proceed
42 immediately.

43 G. The possibility of a failure in the KCCF electronic security system constitutes
44 an emergency that presents a real and immediate threat to the proper performance of
45 essential government functions, and will likely result in material loss or damage to
46 property and injury to persons unless expeditious action is taken on the ISP.

47 H. An emergency waiver of competitive bidding and formal solicitation
48 requirements of state and county law is necessary to assure the timely availability
49 of construction, design and other required services, materials and equipment
50 necessary to prevent delay in the performance of the ISP.

51 SECTION 2. The requirements for competitive bidding and formal solicitation of
52 construction, design and other required services, materials and equipment under chapters
53 36.32, 39.80 and 39.10 RCW and K.C.C. chapters 4.04, 4.16, 4.18, 12.16 and 12.18 are
54 hereby waived with reference to any contracts relating to the ISP. This waiver expires
55 upon completion of this project.

56 SECTION 3. For the reasons set forth in section 1 of this ordinance, the county
57 council finds as a fact and declares that an emergency exists due to the imminent danger
58 of the KCCF electronic security failing, and that this ordinance is necessary for the

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59 immediate preservation of the peace, health, safety and welfare of the public, King
60 County employees and KCCF inmates.
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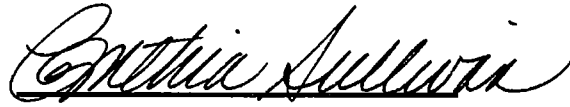
Ordinance 14715 was introduced on 7/7/2003 and passed by the Metropolitan King County Council on 7/21/2003, by the following vote:

Yes: 11 - Ms. Sullivan, Ms. Edmonds, Mr. von Reichbauer, Ms. Lambert, Mr. Phillips, Mr. Pelz, Mr. Constantine, Mr. Hammond, Mr. Gossett, Mr. Irons and Ms. Patterson

No: 0

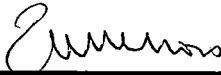
Excused: 2 - Mr. McKenna and Ms. Hague

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Cynthia Sullivan, Chair

ATTEST:



Anne Noris, Clerk of the Council

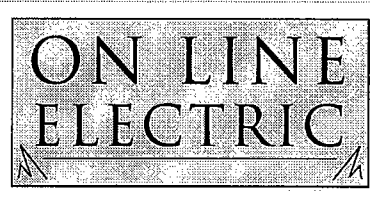
APPROVED this 30 day of July, 2003.



Ron Sims, County Executive

RECEIVED
2003 JUL 30 PM 4: 08
CLERK
KING COUNTY COUNCIL

Attachments A. Christopher Murray & Associates 5-23-03 Letter



388 Seventeenth St., Suite 230 * Oakland, CA 94612-3335 * 510 268-8373 * FAX: 510 839-4791 * info@onlineelectric.com

May 23, 2003

Christopher Murray & Associates
2016 18th Avenue East
Seattle, Washington 98112

RE: **King County ISP**
Preliminary Security Issues

Dear Christopher,

At your request, we have prepared this letter outlining our preliminary findings and recommendations regarding the security electronics issues associated with the ISP program. Further information, including review and comments on the Security Systems Upgrade design documents, field observation report, documentation of system failures, value-engineering recommendations, and discussion of existing obsolete equipment, will be developed and included in the ISP report to be submitted in August.

However, the urgency of the situation warrants this early communication.

Background

Christopher Murray & Associates was engaged by King County to review several items associated with the ISP Project including Jail Health Services and the proposed Security Systems Upgrade Project at the King County Correction Facility (KCCF) in Seattle. As a security systems consultant, On Line Electric was to focus on an evaluation of the existing security systems in the facility, as well as the proposed security systems upgrade. Recently, we met with County representatives and toured the KCCF, as well as the new Regional Justice Center.

Preliminary Findings and Recommendations

- 1) **Urgent Situation** – The electronic systems at the KCCF are generically referred to as “Security Systems.” These systems include security alarm monitoring of the building perimeter and interior doors, remote door control of inmate movement and cell doors, intercom and other communication systems, utility control systems, and elevator control systems. It would be

useful to consider these systems as “Security and Movement Control Systems”, since it is not possible to move into, through, up or down within the building without these systems. KCCF is a very high-movement facility with many bookings, short detention durations, and a high level of detainee transportation to court and other facilities. The Security Movement and Control Systems are essential to the ability of the KCCF to function.

The present security equipment in most cases dates from the original construction of the facility almost twenty years ago. This equipment has surpassed its predicted useful lifespan. Most critical control components are obsolete. Replacement parts and vendor support are not available. The facility is currently operating with poor intercom function and frequent, intermittent system outages.

It is a virtual certainty that major systems will fail in the very near future. At this point, it is a question of where and when the next failure will occur. *Loss of critical movement control*, such as the ability of Central Control to operate the building elevators, *would render the facility inoperable* without a tremendous increase in staff to manually operate all elevators and provide escort service for staff. Operation in this mode would greatly compromise the safety and security of both staff and inmates, since it would be necessary for jail staff to carry keys in the presence of inmates. Extra staff would be required to “protect the keys.” A second critical area of potential failure is the intercom system. This system is barely functional at the present time. Central Control has great difficulty communicating with staff moving through the building due to poor system operation and audibility. Should the intercom system fail completely, it would not be possible for Central Control to remotely control the doors and the elevators absent audio communication. According to DAJD staff, two-way radios do not operate reliably within the building, so developing an alternative method of communication would be difficult and costly. Failure of this system would also affect the ability of staff to communicate with each other during an emergency situation.

Recommendation #1: The existing electronic systems should be replaced in their entirety. This project should be implemented as quickly as possible.

Recommendation #2: Develop a contingency plan to address partial or complete failure of the jail security systems, should this occur before the replacement project is completed.

- 2) Replacement Security System Design – The County has prepared drawings and specifications for a replacement Security Electronics System. Our preliminary review of these documents indicates that the proposed system is appropriate for the KCCF, and should meet the facility’s security and operational requirements. The Murray team is conducting a detailed review of the current design and will present cost-savings proposals and recommendations to reduce construction risks such as damage to existing equipment or prolonged schedule slippage.

Recommendation #3: Once the project is approved to move forward, a design review and value-engineering session should be arranged involving the original system designers, KCCF representatives, construction management, and a third-party consultant. The intent is to incorporate acceptable value-engineering suggestions and to update project design documents and the construction phasing plan.

- 3) Linkage with Operational Master Plan (OMP) – Concern has been expressed regarding proceeding with the Security Upgrade Project while the County considers potential changes in the OMP. Uncertainties exist and are likely to remain regarding population projections and associated housing and program requirements. The proposed new security system is flexible and modular, with a strong systems infrastructure. With some minor design changes, it will support every conceivable mode of operation of the facility, allowing the County to implement future changes in staffing, jail operations, and jail population without major changes to the security electronics systems.

Recommendation #4: Proceed with the security systems replacement independently of the OMP and related staffing decision-making processes.

Recommendation #5: Implement minor design changes to increase operational flexibility. This might include using “soft”, computer-based controls in Floor Control Rooms, instead of the combination of computer and “hard” control panels currently shown on the design documents.

- 4) Linkage with Jail Health Services – The County is considering changes to the delivery of Jail Health Services. As noted above, the security systems can adjust to accommodate physical remodeling or operational changes associated with modifications to the delivery of Health Services. It is not necessary to finalize the Jail Health Services program before proceeding with the Security Upgrade Project.

Recommendation #6: Proceed with the security systems replacement independently of the Jail Health Services study.

- 5) Operational Costs Associated with the Security Upgrade Project – Cost estimates prepared approximately one year ago indicated significant labor costs associated with increased staffing during project construction. At the time that these estimates were prepared, the KCCF was operating at near-capacity of 1,700 detainees. Currently, the jail population has declined to around 1,200. This creates space within the facility that might be available for temporary transfer of detainees out of construction areas. In addition, alternate construction strategies are available to minimize the impact on jail housing areas by shortening construction durations in critical building areas.

Recommendation #7: Prepare a new plan to reduce staffing cost impacts and operational disruption associated with the Security Upgrade Project. This work is currently a part of the scope of the OMP study schedule for completion this summer.

Summary

Assuming that the County authorized the security replacement project to start immediately, award of a contract to begin the work is unlikely prior to early 2004 due to County processes. Completion of the installation would probably not occur until late 2005 at the earliest. *This means that the existing obsolete equipment must continue to function properly for more than two and a half years.* This is a risky situation. Further delay in beginning the process increases the risk of failure of the systems before or during construction. It is strongly recommended that the County act as soon as possible to expedite the replacement of these critical security and movement control systems.

We look forward to continuing our work on this project. Please let me know if you have any questions at this time.

Sincerely,

Sandy Zirulnik
President