

***FEASIBILITY STUDY FOR THE CLOSURE OF  
STATE INSTITUTIONAL FACILITIES***

**Part 2: Juvenile Rehabilitation Facilities**

November 1, 2009

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# EXECUTIVE SUMMARY

In the 2009 legislative session, the Washington State Legislature directed that a feasibility study of closing state institutional facilities be conducted. The proviso specifically required study of Maple Lane School and Green Hill School and a plan to eliminate 235 beds in Juvenile Rehabilitation Administration (JRA) facilities.

## **ISSUES AFFECTING THE FEASIBILITY OF CLOSING 235 JRA BEDS**

JRA currently has 243 vacant or underutilized beds in its institutions. This includes 112 beds in vacant buildings and 131 non-funded beds in partially occupied buildings with reduced staffing. Combining this surplus capacity with a projection of a smaller number of youth in JRA residential facilities suggests it should be easy to eliminate 235 JRA beds. Unfortunately, there are a number of complicating factors.

The first complicating factor is the location of surplus capacity. All of the vacant beds, and more than half the non-funded beds, are at two facilities: Maple Lane and Echo Glen. Closing Maple Lane eliminates more than one-third of the currently vacant and non-funded beds in the system. Furthermore, all non-funded beds at Echo Glen are in cottages for females and younger males which consequently cannot be used by older males. Since Maple Lane and Green Hill only house older males, youth displaced due to closure of either facility can't make use of Echo Glen's non-funded capacity. Including the limitation at Echo Glen, if Maple Lane were closed there would be only 123 vacant and potentially usable non-funded beds in the system. The situation is a little better if Green Hill were closed, but there would still only be 165 vacant and non-funded beds in the system – far fewer than elimination of 235 beds as required by the proviso.

A second complicating factor is the diverse nature of the youth in JRA institutions. We found compelling objective evidence from multiple sources – including sources outside JRA – that there are significant differences between youth at Maple Lane and Green Hill. This diversity means there are a variety of subpopulations within JRA which should not be housed together. This does not mean that diverse youth can't reside at the same institution; it simply means they should not be in the same living unit or, in some cases, the same classroom or other common area. In addition to separating youth by gender and not housing older and younger youth together, it is necessary to keep youth with significant mental health problems and youth in sex offender treatment in separate living units. Accommodating these different needs reduces flexibility in how bed capacity can be used.

A third complicating factor is that specialized high security buildings – JRA's Intensive Management Units (IMU) and Intake Units – are located at both Green Hill and Maple Lane. Currently there is sufficient IMU and Intake capacity for all older males in the system. If one of these institutions is closed, additional high security buildings would have to be constructed at the institution that remains open.

A fourth complicating factor is that the number of youth in JRA institutions currently exceeds funded capacity. In the discussion above, non-funded capacity is treated as surplus capacity. However, because the current population exceeds funded capacity, some non-funded beds are

already occupied. It is one thing to eliminate a vacant bed. Eliminating an already occupied bed means you have to find another bed elsewhere.

The last major complicating factor is the population projection itself. The analysis in this study is based on the long range population forecast for JRA updated in June 2009. To work, the closure plans outlined in this report require use of all vacant and usable non-funded beds plus the decline in residential population as projected in the June forecast. Unfortunately, these closure plans no longer work with the November 2009 caseload forecast.<sup>1</sup> In this latest forecast, the average JRA residential population is 27 higher for FY2010, and 84 higher for FY2011, than the June forecast. With caseloads increasing, rather than decreasing, closure of Green Hill or Maple Lane anytime in the foreseeable future is not possible. In fact, rather than closing an institution, the state may have to open one or more currently closed living units.

## CONCLUSIONS

1. *JRA's residential population is diverse, but there are ways to accommodate this diversity at a single institution.* JRA has long argued Maple Lane and Green Hill youth are significantly different and that they cannot be housed at a single institution. We agree with the first half of this statement, but not the second. There are challenges in combining populations at one institution but these challenges can be met by having separate living units, separate classrooms, and time separations in the use of common spaces.
2. *Closing either Maple Lane or Green Hill would result in fewer staff and create significant savings.* Closing Maple Lane School would result in an estimated net reduction of 111 FTEs and an annual savings in salaries and benefits of approximately \$7.1 million. Closing Green Hill School would result in 89 fewer FTEs and approximately \$5.4 million per year savings. From this we conclude that it is not possible to save \$12 million per year as assumed in budget language associated with the proviso to close 235 JRA beds.
3. *Closing either institution would require significant capital expenditure.* Closing either institution requires in excess of \$35 million in new capital expenditures. Some of this cost is offset by eliminating the need for future capital projects at the closed facility. When avoided future capital costs are taken into consideration it is somewhat less expensive to close Maple Lane than Green Hill.
4. *The need for capital construction means full closure and associated savings cannot occur for at least three years.* Even if aggressive fast track schedules are followed for the various capital projects needed due to closure of either facility, full closure could not occur before FY 2013.
5. *Closing Maple Lane School results in greater job loss than closing Green Hill School.* Maple Lane employees are relatively less senior than other JRA employees and may be less able to bump into filled positions elsewhere in the agency than employees from Green Hill. Local school districts would also lose teachers and other staff.
6. *Lewis and Thurston Counties would experience economic loss with closure of either facility. Closing Green Hill School could have a significant impact on the City of Chehalis and immediately surrounding area.* Economic gains would occur elsewhere due to more youth

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<sup>1</sup>The November caseload forecast was released after all of the analysis in this report was completed.

being housed at Echo Glen Children's Center (King County) and Naselle Youth Camp (Pacific County).

7. *Overall, the facts do not support closure of either facility.* It is our conclusion that the data do not support closing either Green Hill or Maple Lane. Without new construction there is insufficient capacity in the rest of the system to accommodate all youth and closure of either facility would be accompanied by a significant probability of doing serious harm to a quality program. The closure plans outlined in this report are not compatible with the November 2009 caseload forecast for the JRA residential population.

## **RECOMMENDATIONS**

Legislative language mandating this study requires that "the report shall provide a recommendation and a plan to eliminate ... 235 beds from juvenile rehabilitation facilities."

While we believe the facts do not support closing either facility and that such an action would be a bad idea, if a facility is to be closed, the logical choice is Maple Lane School. There are three reasons for selecting Maple Lane over Green Hill: 1) closing Maple Lane reaches the target of eliminating 235 beds (whereas closing Green Hill does not), 2) closing Maple Lane saves more FTEs and therefore achieves a greater savings in operating costs, and 3) net capital expenditures are somewhat less if Maple Lane is closed.

# BACKGROUND AND CONTEXT

## STUDY MANDATE AND REQUIREMENTS

In the 2009 legislative session, the Washington State Legislature directed the Office of Financial Management to contract with consultants to conduct “a study of the feasibility of closing state institutional facilities and a plan on eliminating beds in the state institutional facility inventory.” The proviso from Engrossed Substitute House Bill (ESHB) 1244 noted that:

*“In conducting this study, the consultants shall consider the following factors as appropriate:*

- i. The availability of alternate facilities including alternatives and opportunities for consolidations with other facilities, impacts on those alternate facilities, and any related capital costs;*
- ii. The cost of operating the facility, including the cost of providing services and the cost of maintaining or improving the physical plant of the facility;*
- iii. The geographic factors associated with the facility, including the impact of the facility on the local economy and the economic impact of its closure, and alternative uses for a facility recommended for closure;*
- iv. The costs associated with closing the facility, including the continuing costs following the closure of the facility;*
- v. Number and type of staff and the impact on the facility staff including other employment opportunities if the facility is closed;*
- vi. The savings that will accrue to the state from closure or consolidation of a facility and the impact any closure would have on funding the associated services; and*
- vii. For residential habilitation centers, the impact on clients in the facility being recommended for closure and their families, including [their] ability to get alternate services and impacts on being moved to another facility.”*

The legislature further directed that “the office of financial management and consultants shall consult with the department of social and health services, the department of corrections, stakeholder organizations and groups that represent the people served in these institutions, labor organizations that represent employees who work in these institutions and other persons or entities with expertise in the areas being studied.”

## THE CONSULTANT TEAM

The firm of Christopher Murray & Associates of Olympia, Washington was chosen through a competitive selection process as the lead consultant for the feasibility study. Subconsultants on the team include:

Davis Deshaies, LLC (analysis of residential habilitation centers),  
Berk & Associates (economic impact analysis), and  
Ambia, Inc (architectural and engineering requirements and costs).

## **STUDY REQUIREMENTS SPECIFIC TO JRA**

ESHB 1244 specifically identifies Green Hill School (GHS) and Maple Lane School (MLS) as the juvenile rehabilitation facilities to be studied. The bill further requires that the report provide a recommendation and a plan to eliminate 235 JRA beds. Budget language assumes that closure of these beds will save \$12 million in fiscal year 2011.

The work plan for the study of JRA facilities involves the following major activities:

1. Review of the facilities, mission, and population of JRA facilities
2. Analysis of the population forecast and projected future needs for JRA facilities
3. Identification of the capacity of JRA facilities to accommodate the needs of the projected future population
4. Identification of ways in which youth can be safely redistributed to remaining facilities after closure of either Green Hill or Maple Lane
5. Estimation of the impact on staff of facility closure and redistribution of youth, including effects of the Reduction in Force (RIF) process, job loss, and opportunities for reemployment
6. Estimation of the capital costs and savings associated with facility closure and redistribution of youth
7. Identification of programmatic impacts and other considerations related to facility closure
8. Identification of the impact of facility closure on the host community, including direct and indirect job loss and local purchases

To accomplish these tasks, the consultant reviewed data and information provided by JRA and others; toured facilities and talked with staff and youth; conferred with labor organizations and with representatives from the Washington Association of Counties, the Washington Association of Sheriffs and Police Chiefs, and the Washington Association of Prosecuting Attorneys. The consultant team's extensive experience and knowledge of juvenile justice in Washington and other states facilitated understanding of the issues and informed their analysis.

## **THE ROLE OF JRA**

JRA is responsible for the care and custody of youth committed to it by the juvenile courts of Washington, both in state institutions and, for some, on juvenile parole. JRA also houses youth adjudicated as adults until their 21<sup>st</sup> birthday or the expiration of their sentence, whichever occurs first. This latter group is commonly referred to as "youthful offenders."

No discussion of juvenile rehabilitation in Washington is complete without an acknowledgement that the State of Washington operates one of the finest juvenile justice systems in the country. From the local level, with the use of evidence-based programs and validated risk/needs assessment in every part of the state, to JRA with its widely acclaimed skill building system (the Integrated Treatment Model), Washington is a nationally recognized leader. JRA facilities are routinely visited by juvenile justice professionals from many parts of the country and even internationally – not for its buildings, but for what JRA does for youth.

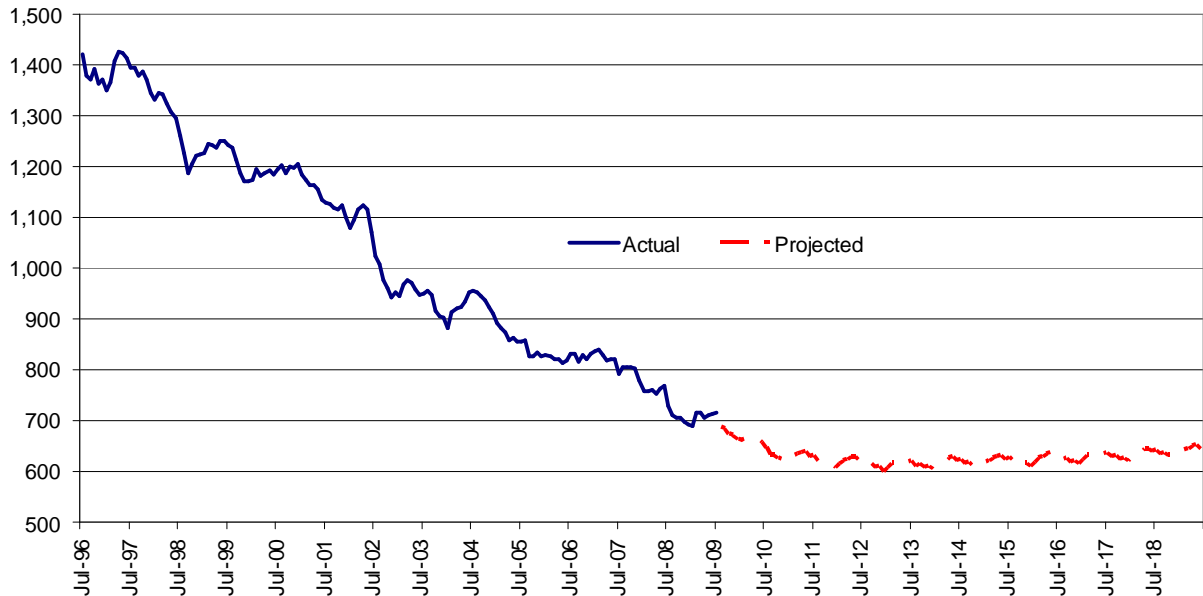
While JRA is a national leader, it is far from the most expensive state system. That dubious distinction undoubtedly falls to California where the cost per youth in state institutions is more than \$200,000 a year.

Given what exists in Washington, the first principle in considering how to consolidate and downsize JRA institutions should be to do no harm. This does not, of course, mean that improvements can't be made or taxpayer dollars used more efficiently.

**POPULATION HISTORY AND FORECAST**

The number of youth in JRA facilities has steadily decreased for many years. The long-range population projection prepared by the Caseload Forecast Council forecasts that this trend will continue for a few more years, flatten out, and then increase slightly.<sup>2</sup>

**Figure 1: JRA Actual and Projected Residential Population  
July 1996 – June 2019**



The average monthly population in JRA facilities in FY09 was 707. The lowest average monthly population forecast for the next decade is 615, a reduction of about 90 youth. The period of lowest demand is projected to occur during FY13 and FY14. After that, the population is expected to slowly increase and reach an average monthly population of about 640 ten years from now.

This is important because it is current excess institutional capacity, plus the projected decrease in population, that provides – and limits – the opportunity to consolidate JRA institutional operations.

<sup>2</sup>The long range forecast was last updated in June 2009.

## JRA'S DIVERSE POPULATION

JRA institutions house male and female youth between the ages of 12 and 21. Almost all females, and younger males, are housed at Echo Glen Children's Center in east King County. Together, females and younger males constitute about 20 percent of the JRA institutional population. A little less than 10 percent of JRA youth are in community residential facilities.

Almost all older males are housed at JRA's other major facilities: Maple Lane School, Green Hill School, and Naselle Youth Camp. JRA's basic training camp, Camp Outlook, houses about a dozen older males and four to five females.

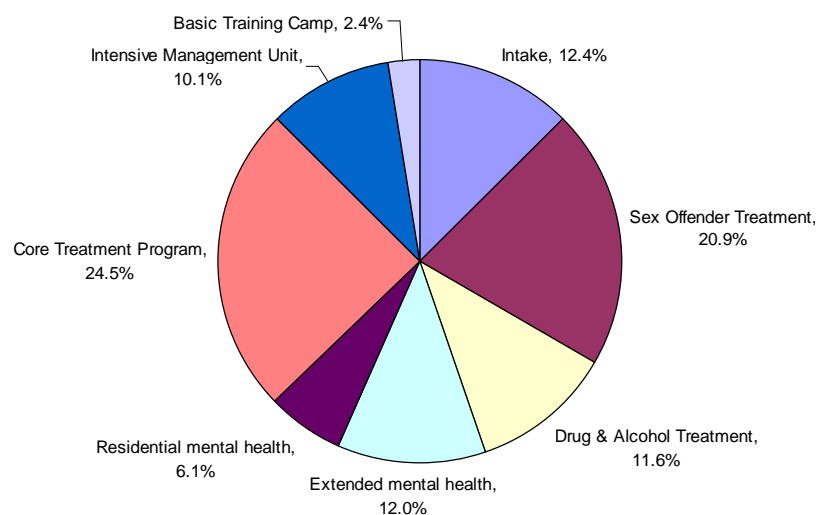
With a little less than 10 percent of the population in community residential facilities (CRFs), this implies that during the lowest years of the population projection, approximately 555 youth will be in institutions and 60 in CRFs. Following the same logic, by the end of 10 years, there will be approximately 578 youth in institutions and 62 in CRFs. Table 1 shows how this is projected to be distributed between older males and the female/younger male population.

**Table 1: Projected Population by Cohort and Facility Type**

Time Period	Older Males		Females/Younger Males		Total	
	Institutions	CRFs	Institutions	CRFs	Institutions	CRFs
Low 2 years	431	49	124	11	555	60
2019	449	51	129	11	578	62

Figure 2 shows there are a large number of treatment and other groups that make up the older male population, none of which is particularly large. Similar diversity is found in the female and youthful male population.

**Figure 2: Composition of the Older Male Population in JRA Facilities**



This diversity significantly reduces flexibility for relocating JRA youth. Youth in many programs, including sex offender treatment, residential and extended mental health, Intensive Management Unit (IMU), and most youth in intake require single cells/rooms. Those in the most intensive

mental health program (Residential Mental Health) cannot be safely housed with most other youth – although there is no bright line between Residential Mental Health and Extended Mental Health youth. Gang involved youth are an increasing problem in JRA but it has not yet become the very difficult issue it is for adult corrections in Washington or juvenile programs in some other states.

Another group of older males is the youthful offender population. As noted above, these are youth who have been convicted as adults but serve at least part of their sentence in a JRA facility. This group is a growing part of the JRA institutional population. In the current cohort of youthful offenders, more than three-quarters of them will finish their sentences prior to turning 21.

When JRA first assumed responsibility for youthful offenders the prevailing belief was that they would have to be separated from other JRA youth. Experience has proved this assumption wrong. As of July 1, 2009 there were 61 male youthful offenders – all housed at Green Hill School. There they participate in education and other programs and activities along with the rest of the population.

There are good reasons for retaining these youth in JRA facilities, particularly if they will complete their confinement sentence before age 21. Legal requirements for sight and sound separation between youthful and older offenders and the requirement to provide educational services are factors that make accommodating the younger portion of this population difficult and expensive in adult prisons. Furthermore, while the Department of Corrections offers programs to help offenders turn their lives around, there is no question that the chances for rehabilitating these youth are much greater if they remain with JRA and avoid adult prison.

## **THE CURRENT CAPACITY OF JRA FACILITIES**

The ability to close a JRA facility is dependent upon the capacity of the system to appropriately house the current and projected population. Capacity, in turn, depends on the standards used to measure it.

Given the principle of “do no harm” articulated above, capacity in this analysis is measured according to American Correctional Association (ACA) standards. While more youth can be accommodated in the same space if these standards are exceeded, at some point crowding leads to more violence and worse outcomes. Where does one draw the line? In this study, we rely on the consensus of juvenile justice experts as expressed in the ACA standards.

Even using ACA standards does not entirely simplify the calculation of system capacity. By ACA standards – and common sense – there are certain youth who should not be in multiple occupancy rooms (e.g. sex offenders and particularly vulnerable youth). Consequently, the capacity of a living unit is, in part, dependent upon the type of youth who are housed there.

With this caveat, the maximum capacity of JRA institutions is 837. This includes 594 funded beds, 112 beds in vacant buildings and 131 non-funded beds in partially occupied buildings with reduced staffing.<sup>3</sup> JRA also has 95 beds in six community residential facilities. This includes 69

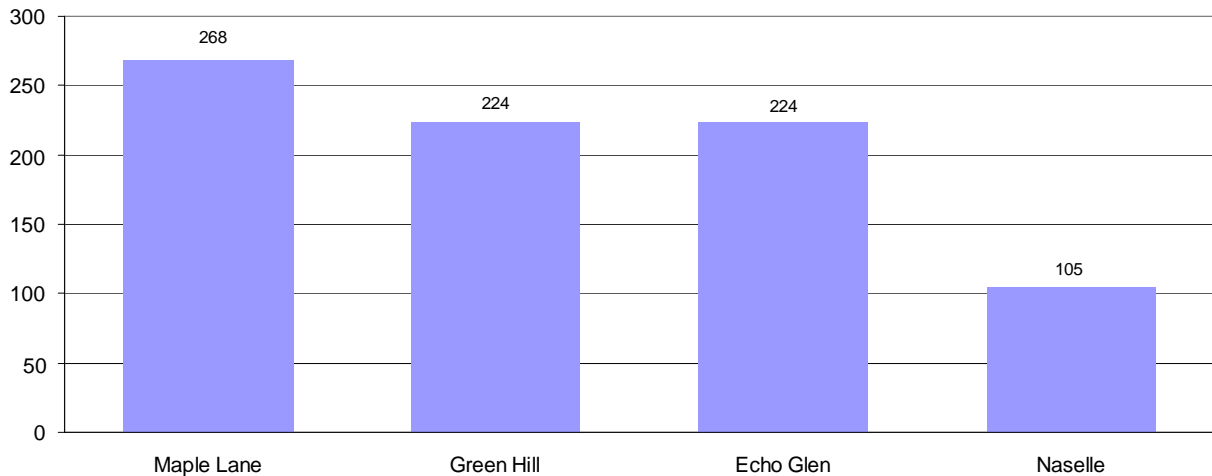
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<sup>3</sup> This total includes 16 beds at Camp Outlook, JRA’s basic training camp. The basic training camp does not lend itself to capacity measurement by ACA standards so its funded capacity is used instead. There are also 16 non-funded

funded beds, 16 beds in a vacant building, and 10 non-funded beds. Since the downsizing of community residential facilities following a rape and murder by a JRA youth in 1997, JRA has been unable to keep these facilities fully occupied.

Figure 3 shows the consultant team’s calculation of the ACA capacity of each of JRA’s major institution: Maple Lane School, Green Hill School, Echo Glen Children’s Center, and Naselle Youth Camp.<sup>4</sup>

**Figure 3: ACA Capacity of JRA Institutions**  
(Including vacant buildings and non-funded capacity)



The number of beds at Maple Lane and Green Hill presents a challenge for closing either institution. If Maple Lane is closed, the system has a maximum of 569 beds. If Green Hill is closed, there are 613 beds. As shown in Table 1, there is projected to be 555 youth in institutions in 2013/2014 and 578 by the end of ten years.

There are two other complicating factors. The first has to do with Echo Glen. Despite the fact there is projected to be only 124 to 129 females and younger males in the system over the next ten years, this cohort will require nine of the 13 living units at Echo Glen throughout this time period. (Some of which will have non-funded but unusable beds.) This is due to the diverse needs of this population – such as the need to keep young male sex offenders away from females. This leaves only four 16-bed living units at Echo Glen – 64 beds in total – that could be used by older males.

Taking Echo Glen needs into account, if Maple Lane is closed, there will be 393 beds for older males (224 at Green Hill + 105 at Naselle + 64 at Echo Glen). If Green Hill is closed, there will be 437 beds for older males (268 at Maple Lane + 105 at Naselle + 64 at Echo Glen).

The second complicating factor is the youthful offender population. This cohort must be confined in a secure environment. If Green Hill is closed, this leaves Maple Lane as the only secure JRA institution. The necessity of providing 60 to 70 secure beds at Maple Lane severely restricts what can be done with other parts of the facility.

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beds in a building at Naselle Youth Camp which are excluded because the building has been recommended for demolition in multiple studies.

<sup>4</sup>These calculations represent the maximum capacity of JRA facilities. Certain types of youth (e.g. significantly mentally ill youth and sex offenders) require single occupancy cells. If a living unit has some cells/rooms large enough for two occupants but is used for these types of youth, its capacity would be less.

The conclusion of this analysis is that closing either Maple Lane or Green Hill will require finding or building additional capacity elsewhere.

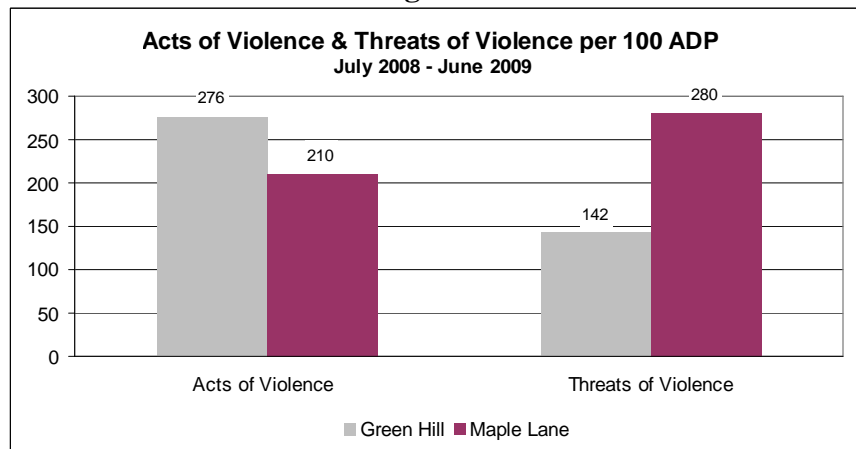
**CAN GREEN HILL AND MAPLE LANE YOUTH BE HOUSED AT THE SAME FACILITY?**

In addition to the challenge of finding space for displaced youth if one of these facilities is closed, there is the question of mixing the two populations. In the past JRA has maintained that the youth at the two facilities are sufficiently different that they cannot be safely mixed. There are actually two questions here: 1) are the youth really different, and 2) can they be safely housed at the same facility?

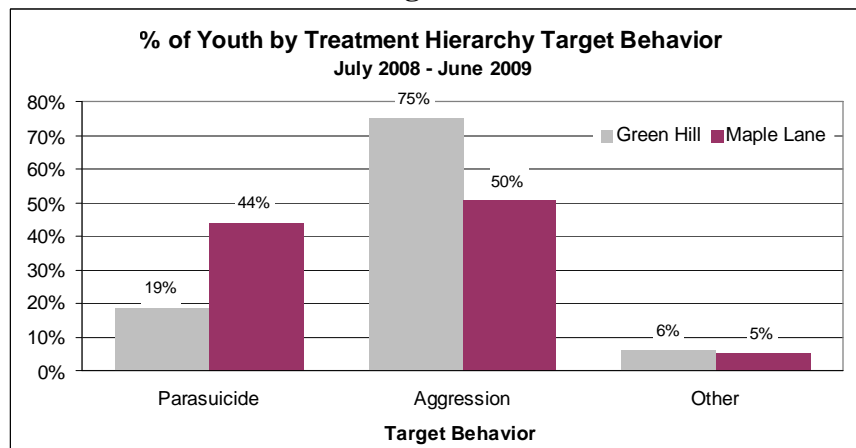
Information was obtained from three different sources which address the first question. This included data from JRA on incidents of aggression, mental health target population, suicide precaution events, Integrated Treatment Plan target behaviors, and the number of youth on psychotropic medication. We also looked at the results of diagnostic mental health screenings that are done primarily at the county level, and at data on special education students as reported by the Office of the Superintendent of Public Instruction (OSPI). All of these measures show significant differences between youth at Maple Lane and Green Hill.

Incidents of aggression in JRA’s data system include fights, assaults, group disturbances, sexual misconduct, and threats of violence. When total incident rates are compared, Maple Lane looks more violent than Green Hill. However, total incidents at Maple Lane look high because of *threats of violence*. Green Hill has more *acts of violence* than Maple Lane. (See Figure 4)

**Figure 4**



**Figure 5**



JRA uses a hierarchy to identify the most important negative behaviors to be targeted in a youth’s treatment plan. At the top of the list is self-injurious behavior (suicide ideation, suicide attempts, self-mutilation). Aggressive behavior is second. These are followed by escape ideation and other factors.

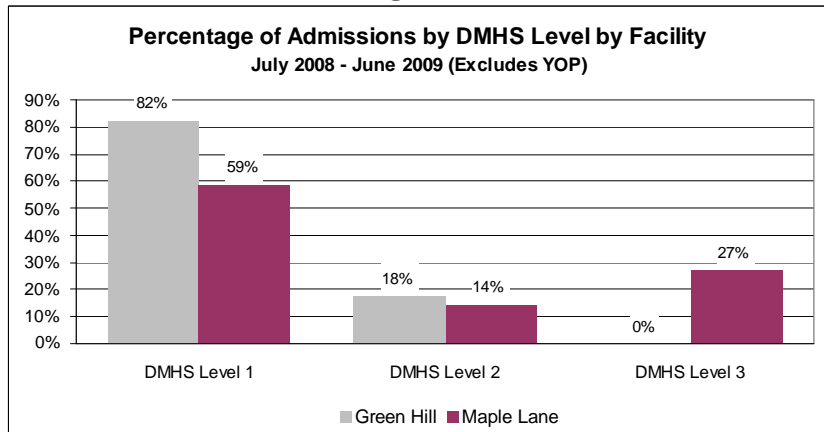
Consistent with the incident data in Figure 4, aggression is the number one target behavior at Green Hill. While aggression is also a significant target behavior at Maple Lane, Figure 5 shows that suicide and other self-injurious behavior are much higher at Maple Lane than at Green Hill.

Identification of mental health issues in the JRA population begins with the Diagnostic Mental Health Screen (DMHS). This screening tool is used to triage potential mental health needs. The higher the level, the higher the probability the youth needs mental health services. Except in smaller counties (where JRA staff do the screening) the DMHS is administered by juvenile court personnel prior to the youth's transfer to JRA. Even at this early stage, there is a clear difference between the mental health needs of the Maple Lane youth and those at Green Hill. (see Figure 6)

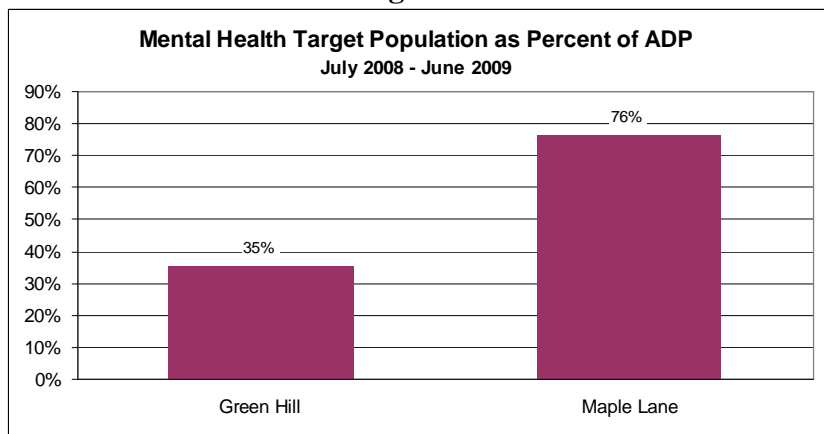
Consistent with the differences identified in the preliminary screening, a higher percentage of youth at Maple Lane meet the criteria used by JRA to identify its target mental health population. This is illustrated in Figure 7.

As shown in Figure 8, these differences are also seen in the percentage of youth on psychotropic medications. JRA reports that youth who start out at Maple Lane and respond well to medication will often be transferred to Green Hill. Conversely, if a Green Hill youth decompensates, he may be transferred to Maple Lane until he is stable again.

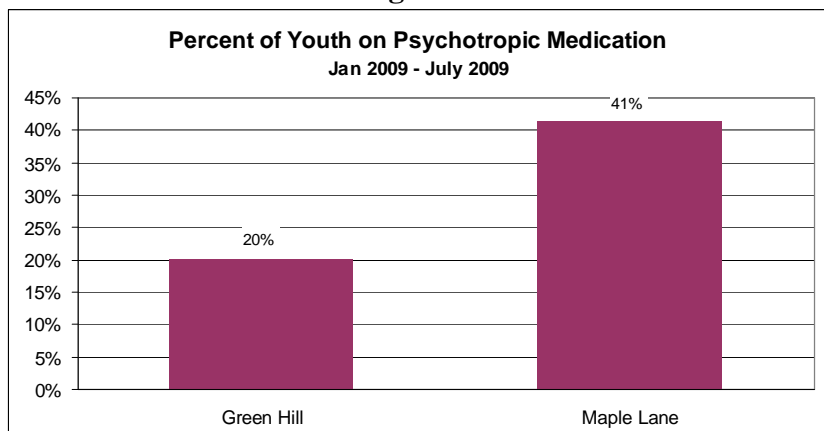
**Figure 6**



**Figure 7**

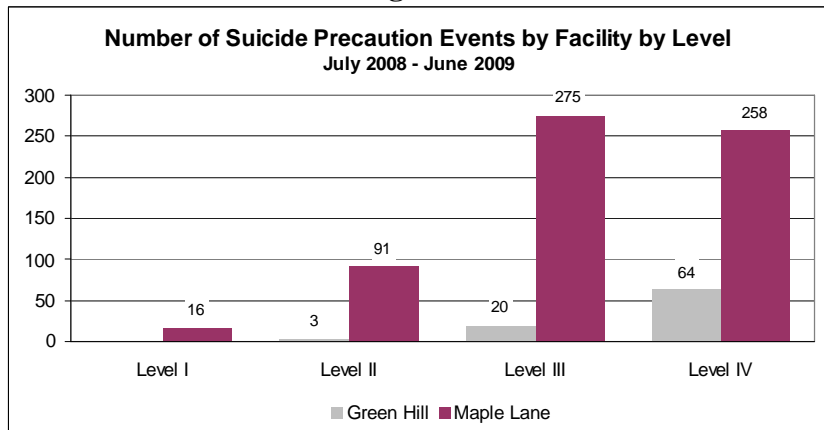


**Figure 8**



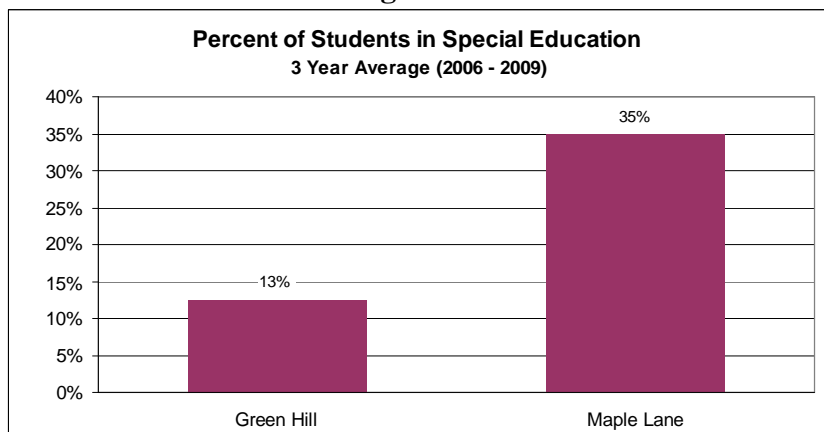
Suicide precaution events are those occasions when special procedures are invoked by JRA staff because a youth presents a heightened risk of self-harm. In the most dangerous situations, (Level I) there is constant one-on-one supervision for a period of time. As Figure 9 shows, the frequency of these events is much greater at Maple Lane. (It should be noted that one individual can be involved in multiple suicide precautions during a year. There are not hundreds of suicidal youth at Maple Lane.)

**Figure 9**



In addition to aggression and mental health, youth at the two facilities have other demonstrable differences relating to special needs. The data for the chart at the right comes from the Office of the Superintendent of Public Instruction. As these data show, there are nearly three times as many special education students at Maple Lane than Green Hill.

**Figure 10**



The conclusion of this analysis is there are clearly important differences between youth at the two facilities. The frequent characterization by JRA that youth at Green Hill are generally more sophisticated and aggressive, and youth at Maple Lane generally less mature and more vulnerable, is supported by evidence from JRA, county juvenile courts, and OSPI.

The second issue, can youth from the two facilities be housed at the same institution, is a different question. While it is clear that that the two groups should not come into close or regular contact, there are different ways to accomplish this. Separating them by miles – as is currently done – is obviously an effective solution. Another example is the method used by the Department of Corrections. DOC routinely houses different groups and individuals at the same institution who might otherwise harm or even kill one another. This is done through physical design, movement control, and time separation.

We are not advocating that JRA become more like DOC. In fact, JRA does some of this now. For example, the most seriously mentally ill youth at Maple Lane – those in the residential mental

health program – eat meals in their living unit rather than in the central dining hall. Passing times between classes in some of JRA schools are staggered so that youth in one classroom don't come into contact with youth in another.

In short, there are logistical challenges – not insurmountable impediments – in housing the two populations in close proximity. In some circumstances these challenges can require additional cost – including new capital construction. The bottom line is: are there other solutions that can safely address this issue at less cost than operating two separate facilities? This brings us to the central question of the feasibility study.

# CLOSURE OPTIONS

## OPTION 1 – CLOSE MAPLE LANE SCHOOL

### Relocation of Youth

Under this option, it is recommended that all of the Maple Lane youth in the residential mental health program, and most of the youth in extended mental health, go to Echo Glen. There they would occupy four 16-bed cottages at the south end of the campus that are currently (or will soon be) vacant. This relocation would require renovation of the cottages and construction of ancillary space as described below.<sup>5</sup> The remainder of the residential mental health population would be relocated to a new building constructed at Green Hill.

Maple Lane youth in sex offender and drug and alcohol treatment programs would be consolidated at Green Hill and Naselle. This option requires the use of all living units at Naselle (excluding Eagle Lodge which is recommended for demolition). Mariner Lodge, currently vacant, would have to be renovated for this purpose.

Intake and IMU youth would be relocated to Green Hill School where an additional IMU facility would have to be built.

JRA reports that Camp Outlook (the basic training camp) will likely cease operation at its current location after Fiscal Year 2011.<sup>6</sup> If this is the case, a replacement facility for the basic training camp would be constructed at Green Hill.

The option to close Maple Lane School assumes that funded capacity at the Community Residential Facilities will be increased by nine.

Because of the need to renovate other facilities and construct new buildings, Maple Lane School would remain in operation at least until 2013. A 2013 closure date is only possible if aggressive fast track scheduling is used for all required capital improvements. Less aggressive schedules or unforeseen complications could delay full closure until 2014 or later.

### Capital Costs

There are both capital costs and future capital savings associated with this option. The capital costs include the following. All estimates are for total project costs in 2009 dollars.

#### Echo Glen Children's Center Capital Improvements

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<sup>5</sup> It should be noted that relocation of older males with significant mental health issues to Echo Glen provides additional challenges in managing crisis episodes for these youth. Currently, acute care is provided at Maple Lane in a portion of the Maple Lane IMU. The only capacity available for this function at Echo Glen would be two secure rooms in the clinic where there are nurses and security officers 24 hours a day.

<sup>6</sup> Camp Outlook is operated by Pioneer Human Services under contract with JRA. It is reported that Pioneer Human Services is unwilling to continue the contract at the current location due to cost.

- Cottages 1 – 4 are located at the southern end of the EGCC site and can be isolated from the rest of the institution. Unlike most of the other cottages, these buildings have not been renovated. Renovation includes hardening of the walls, doors, and locks; construction of a secure “time out” room in each building; and other renovation required due to the age of the buildings. JRA’s estimated cost for renovating these four cottages is exceptionally high (in excess of \$580 per square foot). If they cannot be renovated for their replacement cost (\$1,722,800 per “maximum security” cottage according to DSHS’s fixed asset inventory), they should be demolished and replaced. We use the replacement cost (4 x \$1,722,800 = \$6,891,000) as the estimated cost of this work.
- Youth in the residential mental health program require “self-contained classrooms.” Self-contained classrooms are classrooms that can be operated independent of the regular school. They are generally in, or adjacent to, the living unit. Rather than youth going to the teacher, the teacher comes to the youth. Because all of the youth transferred from Maple Lane would be older males, it is recommended that stand-alone classroom space be provided for all four cottages. The estimated project cost for an 8,450 sq foot building with six classrooms is \$2,646,000.

These capital improvements are illustrated in the following figure.

**Figure 11: Proposed Capital Improvements at Echo Glen**

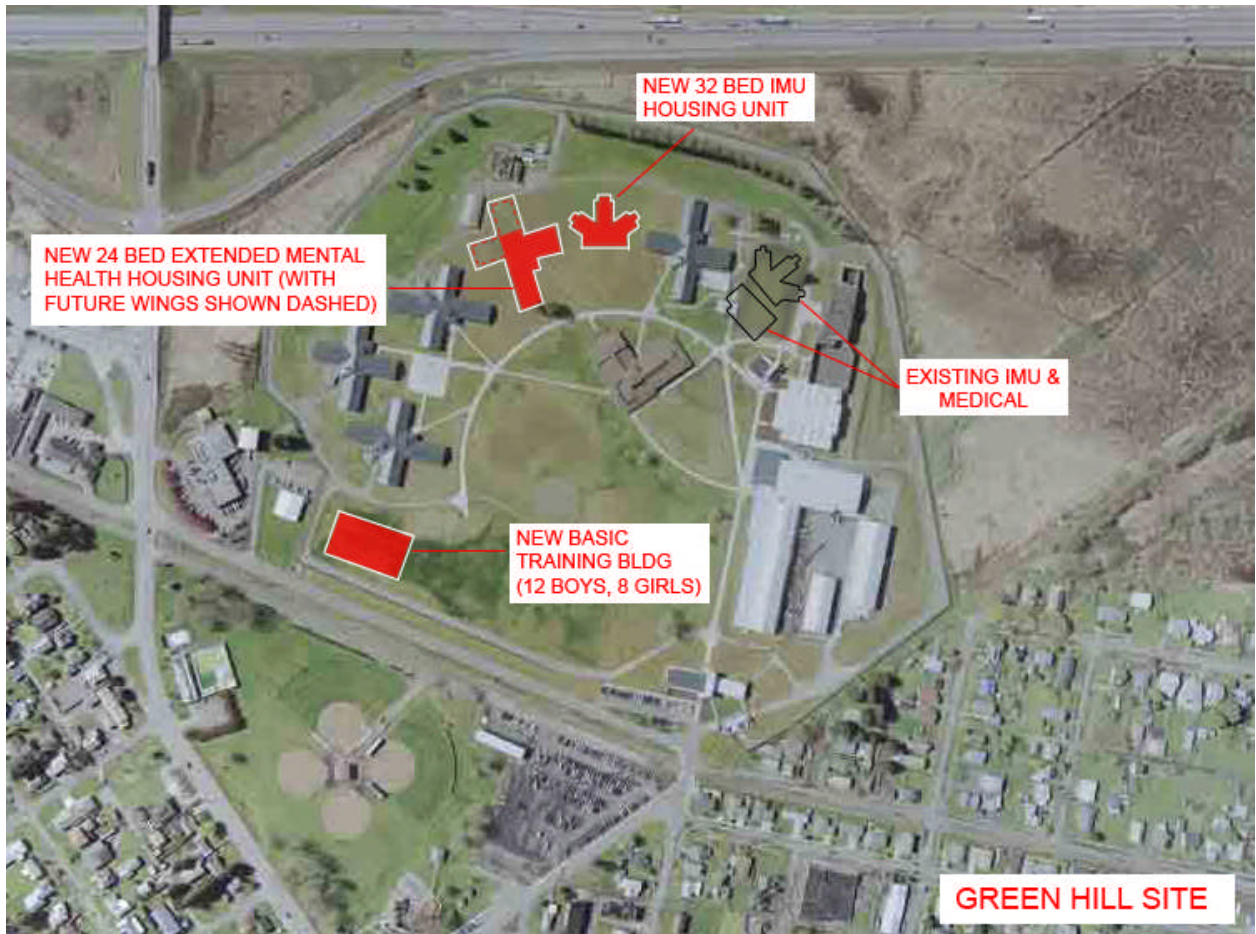


## Green Hill School Capital Improvements

- The infrastructure at Green Hill School was constructed for a population of 400. Two building sites exist on the campus with utilities already in place. A 32-bed IMU and 24-bed Extended Mental Health unit would be constructed on one of these sites. A 20-bed Basic Training Camp would be constructed elsewhere on the campus along with adjacent parade ground and outdoor challenge course. The Basic Training Camp is a dormitory facility with one dorm for males and a smaller one for females. The structure also includes office, classroom, program, and other support space. The estimated project cost for these three buildings is \$20,664,000.

These improvements are illustrated in the following figure:

**Figure 12: Proposed Capital Improvements at Green Hill**



## Naselle Youth Camp Capital Improvements

- Mariner Lodge is a currently vacant 6,268 square foot building constructed in the late 1970's. The estimated project cost for renovating this building is \$1,750,000.

## Capital Cost Avoidance

There is a fairly lengthy list of capital projects for Maple Lane School in DSHS's Ten Year Capital Plan. This includes four major projects plus a number of preservation and maintenance projects that could be postponed or eliminated if the facility were closed. However, because we are recommending a warm closure – i.e. preservation of the facility for possible future use – some preservation and maintenance projects would still be required at Maple Lane even if the facility is closed.

There are 83 major projects in DSHS's Ten Year Capital Plan. Except for a proposed acute care facility (priority 24), all of the major capital projects listed for Maple Lane have relatively low priority. These lower priority projects include renovation/expansion of the Health and Essential Services Building (priority 44), a new Entry, Security, and Visitation Building (priority 73), and Renovation of the Recreation Building (priority 76). There is only one major capital project identified for Green Hill School during this time period. That project, Renovation of the Recreation Building at Green Hill in FY17 is identified by DSHS as priority 78.

DSHS's Ten Year Capital Plan also includes funds to renovate the four Echo Glen cottages discussed above, albeit at a somewhat later date than proposed in this plan. In theory, renovating these buildings earlier should result in an avoided capital cost later. However, the long range forecast for JRA residential population used in this analysis does not support the need for these buildings anytime during the next ten years for the female and younger male population historically served at Echo Glen. In other words, unless part of Echo Glen is used for older males, there is no compelling need to renovate these buildings. Consequently, we assume no avoided future capital cost at Echo Glen if these cottages are renovated as a consequence of closing Maple Lane School.

Given the lower priority numbers for Maple Lane and Green Hill projects it is assumed for purposes of this analysis that none of the major projects at these two facilities will be funded during the next ten years with or without facility closures. Consequently, we assume no avoided capital costs associated with major projects resulting from closure of Maple Lane School.

Because the Basic Training Camp at Connell is scheduled to close in FY2011, replacement of this facility is necessary with or without facility closures. Consequently, the \$4.7 million DSHS has in its Ten Year Capital Plan for this purpose is an avoided future cost due to its accelerated replacement under this option at Green Hill School.

While there are few avoided capital costs from major projects, the same is not true for minor capital/preservation projects. While some of this is offset by the preservation projects needed for warm closure of Maple Lane School, all future minor projects at Maple Lane could be postponed or eliminated if Maple Lane were closed. The cost of cumulative cost of these minor projects is approximately \$5,246,000. These projects are listed in the appendix.

## Preservation Projects at Maple Lane and Green Hill

Projects necessary to prevent the rapid deterioration of buildings at Maple Lane that may be needed in the future are limited to roofing and other projects to prevent water damage. In addition, several minor projects, including elimination of code deficiencies in the kitchen and

replacement of ceiling tiles in the dining room, should go forward because the facility will continue to be occupied for at least three years. The total cost of these minor/preservation projects is approximately \$560,000.

All minor capital/preservation projects would continue at Green Hill School.

Summary of Capital Costs – Incurred and Avoided

Table 2A summarizes the capital costs for new construction, renovation, and facility preservation required by closure of Maple Lane School. Table 2B summarizes avoided capital costs if Maple Lane is closed. Additional detail on these capital costs may be found in the appendix.

**Table 2A: Capital Costs: Option 1 – Close Maple Lane School<sup>7</sup>**

DESCRIPTION	FISCAL YEAR				TOTAL
	2011	2012	2013	2014	
EGCC Renovate 4 Cottages	\$1,378,240	\$5,512,960	\$0	\$0	\$6,891,200
EGCC – Construct 6 classroom education building	\$529,200	\$2,116,800	\$0	\$0	\$2,646,000
NYC - Renovate Mariner Lodge	\$700,000	\$1,050,000	\$0	\$0	\$1,750,000
GHS-Construct 32 bed IMU	\$2,942,800	\$5,885,600	\$5,885,600	\$0	\$14,714,000
GHS – Construct 24 bed extended mental health unit	\$1,327,200	\$1,990,800	\$0	\$0	\$3,318,000
GHS – Construct 20 bed basic training facility (dorms)	\$1,052,800	\$1,579,200	\$0	\$0	\$2,632,000
Subtotal					\$31,951,200
<b>Preservation Projects</b>					
Green Hill School	\$1,413,500	\$1,534,500	\$342,000	\$0	\$3,290,000
Maple Lane School	\$560,000	\$0	\$0	\$0	\$560,000
Subtotal					\$3,850,000
<b>TOTAL</b>					<b>\$35,801,200</b>

**Table 2B: Capital Cost Avoidance: Option 1 – Close Maple Lane School**

DESCRIPTION	FISCAL YEAR				TOTAL
	2011	2012	2013	2014	
Replace Basic Training Camp	(\$940,000)	(\$1,880,000)	(\$1,880,000)	\$0	(\$4,700,000)
MLS Minor Projects	(\$2,975,900)	(\$1,810,000)	(\$280,000)	(\$180,000)	(\$5,246,000)
<b>TOTAL COST AVOIDANCE</b>					<b>(\$9,946,000)</b>

The net capital cost for this option is therefore \$25,855,200 (\$35,801,200 minus \$9,946,000)

<sup>7</sup> Readers familiar with the draft report on JRA facility closure will note significant differences between the capital costs shown here and those in the earlier draft. While some of these differences are due to refinements, there were errors made in the draft report that have been corrected here.

## Closure Costs

If a facility is closed and utilities disconnected for an extended period of time, two things will happen: (1) the buildings will deteriorate more rapidly and eventually become unusable, and (2) the authority having jurisdiction may invoke its abandoned building ordinance and require everything be brought up to current code requirements if the facility is reopened. The latter, particularly for an institution like Maple Lane that has a number of older buildings, would significantly delay reopening and substantially increase costs. Both of these negative consequences can be minimized or avoided if the facility is closed but preserved. This includes maintaining minimum heat, periodically operating mechanical, electrical and plumbing systems so they do not rapidly deteriorate, and continuing essential preservation projects (like reroofing) as needed. Then, if the facility is reopened sometime in the future for the same purpose, the question of occupancy permit should not arise. Because of this, we recommend a “warm closure” of Maple Lane School – at least until it is absolutely clear that the facility will never be needed by JRA again.

There are one time and on-going warm closure costs for Maple Lane School. One time costs include deactivation expense and costs associated with installing remote monitoring and operating systems so that on-site staffing costs can be reduced to a minimum. On-going costs include significantly reduced utility costs, yearly recertification of critical systems, and one maintenance staff. These costs are summarized in the following table.

**Table 3: One Time and On-going Costs of Warm Closure of Maple Lane School**

Description	One Time Costs	On-going Costs
<b>Site Access: Police, Fire, Etc.</b>		
Remote Keyless Entry - In or Out - Sally Port	\$5,000	
Sally Port Equipment		\$1,000
<b>Water Supply:</b>		
Drain, Deactivate & Store all Non-Essential Water Systems	\$4,000	
Water/Sewage Usage (12% of normal)		\$12,000
<b>Fuel Tanks: Evacuation &amp; de-activation</b>	\$3,000	
<b>Garbage Refuse</b>		\$1,800
<b>Wildlife &amp; Insect Control</b>		\$2,400
<b>Fire System:</b>		
Remote Monitoring	\$2,500	\$5,000
<i>Yearly Recertification:</i>		
Electronic System		\$8,000
Fire & Water Side		\$1,500
Fire Marshall Inspections		\$500
<b>Central Plant:</b>		
Projected Gas Use (48% of normal)		\$127,000
Projected Electrical (21% of normal)		\$44,000
Central Plant Remote Monitoring		\$10,000
Emergency Generator		\$5,000
<b>Phone system conversion</b>	\$5,000	
<b>Required Additional Electronic Cooling:</b>		
Auxiliary Cooling Units for Electronic Racks	\$6,000	
<b>Deactivation &amp; Storage of Chillers:</b>	\$3,000	
<b>Central Kitchen:</b>		

Description	One Time Costs	On-going Costs
Evacuate all Refrigerant Systems	\$3,000	
Secure and Isolate all Gas/Fire Systems	\$1,500	
Neutralize Hood Fire Suppression System	\$500	
Drain, Open & Lay-Up Dining Water System	\$1,500	
<b>Gymnasium/ Recreation:</b>		
Drain & Winterize Swimming Pool	\$5,000	
<b>Maintenance Staff</b> (1 FTE including benefits) <sup>8</sup>	\$69,360	\$69,360
<b>Total</b>	<b>\$109,361</b>	<b>\$287,561</b>

### Operating Cost Implications

Because some JRA facilities currently house more than their funded capacity, adjustments were made to current staffing levels so that assumed full staffing levels following relocation of youth due to closure of Maple Lane School are compared to full staffing in the present. The following table summarizes the estimated change in staffing levels at each institution by fiscal year as compared to the adjusted staffing level for August 10, 2009.

**Table 4: Net Change in FTEs & Salaries/Benefits: Option 1 – Close Maple Lane School**

JRA Institution	Aug 10, 2009		Change from Aug 10 Adjusted		
	Actual	Adjusted	2011	2012	2013
Maple Lane School	275.5	283.5	-8.3	-148.3	-283.5
Green Hill School	234.0	235.0	8.0	9.5	82.5
Echo Glen Children's Center	190.5	199.0	4.1	79.1	79.1
Naselle Youth Camp	114.0	118.0	-13.3 <sup>9</sup>	7.6	7.6
Community Residential Facilities	75.4	76.9	0	3.0	3.0
Net Change in FTEs – JRA	889.4	912.4	-9.5	-49.1	-111.3
Estimated Annual Savings in Salaries & Benefits			\$646,638	3,124,503	\$7,126,493
School Personnel	09/10 School Year		Change from 09/10 School Year		
Maple Lane	26		-1	-15	-26
Green Hill	21		2	2	8
Echo Glen			2	9	9
Naselle			0	3	3
Community Residential Facilities <sup>10</sup>			NA	NA	NA
Net Change - Schools			3	-1	-6

### Program Implications

Every JRA facility has a number of fine programs. Maple Lane has programs specifically designed for older youth experiencing serious mental and emotional problems. The staff is trained

<sup>8</sup> In the preliminary draft report there were 2 FTE listed for one-time and on-going costs of warm closure. Upon further review, including how the Department of Corrections proposed to handle warm closure at its facilities, it was concluded that one FTE would be sufficient. If additional help (or coverage during vacations, sick leave, etc) were needed, this could be provided by maintenance staff from Green Hill School.

<sup>9</sup> Staffing at Naselle goes down temporarily because one living unit is closed while it is being remodeled.

<sup>10</sup> Youth at Community Residential Facilities attend local public schools. In no case is the population increase at an individual CRF more than three youth. This will not affect staffing levels at local schools.

to observe and intervene in behavior that may be leading toward self-harm or mental decompensation. Closing Maple Lane would require additional training for the staff of receiving facilities. Maple Lane also has a large inpatient chemical dependency program that would have to be replicated elsewhere.

#### Potential Alternative Uses

The consultant team was unable to find any suitable alternative uses for Maple Lane School. All of the housing units at Maple Lane are too small for efficient jail or other adult corrections use.

## **OPTION 2 – CLOSE GREEN HILL SCHOOL**

### Relocation of youth

A significant complicating factor for closing Green Hill School is the need to have a secure facility for housing the youthful offender population. If Green Hill is closed, the only possible location for these youth is Maple Lane. This requirement, however, adds to the cost of this option and extends the time before full savings could be realized.

Like the Maple Lane option, if Green Hill is closed it is recommended that all Maple Lane youth in the residential mental health program, and most of the youth in extended mental health, go to Echo Glen. There they would occupy four 16-bed cottages at the south end of the campus. This relocation would require renovation of the cottages and construction of ancillary space as described for Option 1 and repeated below. The remainder of the residential mental health population would remain at Maple Lane.

Baker and Chelan at Maple Lane are identical maximum security units that share classroom space and other support services. Currently, Baker is used for intake and Chelan for IMU. Under this option, Baker would be converted to IMU and a new intake building constructed at Maple Lane. All Green Hill IMU youth would be relocated to Baker and Chelan. Maple Lane and Green Hill intake youth would be consolidated in the new intake building at Maple Lane.

Green Hill youth in sex offender and drug and alcohol treatment programs would be consolidated at Maple Lane and Naselle. Mariner Lodge at Naselle is currently vacant. It would have to be renovated for this purpose.

Youthful offenders at Green Hill would be relocated to Maple Lane. Cascade, a currently empty living unit at Maple Lane would be reopened. Youthful offenders would be distributed to this and other living units at Maple Lane.

The option to close Green Hill School assumes that funded capacity at the Community Residential Facilities will be increased by six.

As noted under the Close Maple Lane School option, Camp Outlook (the basic training camp) will likely cease operation at its current location after Fiscal Year 2011. If this is the case, it is recommended that Spruce (a currently vacant and uninhabitable building at Maple Lane) be renovated as a replacement for the Camp Outlook program.

If Green Hill is closed, Maple Lane would become larger and be the only facility for older males that is reasonably accessible to most of the state. Because of this, major capital projects at Maple Lane given lower priority before would, we believe, become very important. This includes construction of an entry/security and visiting facility and renovation and expansion of the health and essential services building.

## Capital Costs

There are both capital costs and future capital savings associated with this option. The capital costs include the following. All estimates are for total project costs in 2009 dollars.

### Echo Glen Children's Center Capital Improvements

- Cottages 1 – 4 are located at the southern end of the EGCC site and can be isolated from the rest of the institution. Unlike most of the other cottages, these buildings have not been renovated. Renovation includes hardening of the walls, doors, and locks; construction of a secure “time out” room in each building; and other renovation required due to the age of the buildings. JRA’s estimated cost for renovating these four cottages is exceptionally high (in excess of \$580 per square foot). If they cannot be renovated for their replacement cost (\$1,722,800 per “maximum security” cottage according to DSHS’s fixed asset inventory), they should be demolished and replaced. We use the replacement cost (4 x \$1,722,800 = \$6,891,000) as the estimated cost of this work.
- Youth in the residential mental health program require “self-contained classrooms.” Self-contained classrooms are classrooms that can be operated independent of the regular school. They are generally in, or adjacent to, the living unit. Rather than youth going to the teacher, the teacher comes to the youth. Because all of the youth transferred from Maple Lane would be older males, it is recommended that stand-alone classroom space be provided for all four cottages. The estimated project cost for an 8,450 sq foot building with six classrooms is \$2,646,000.

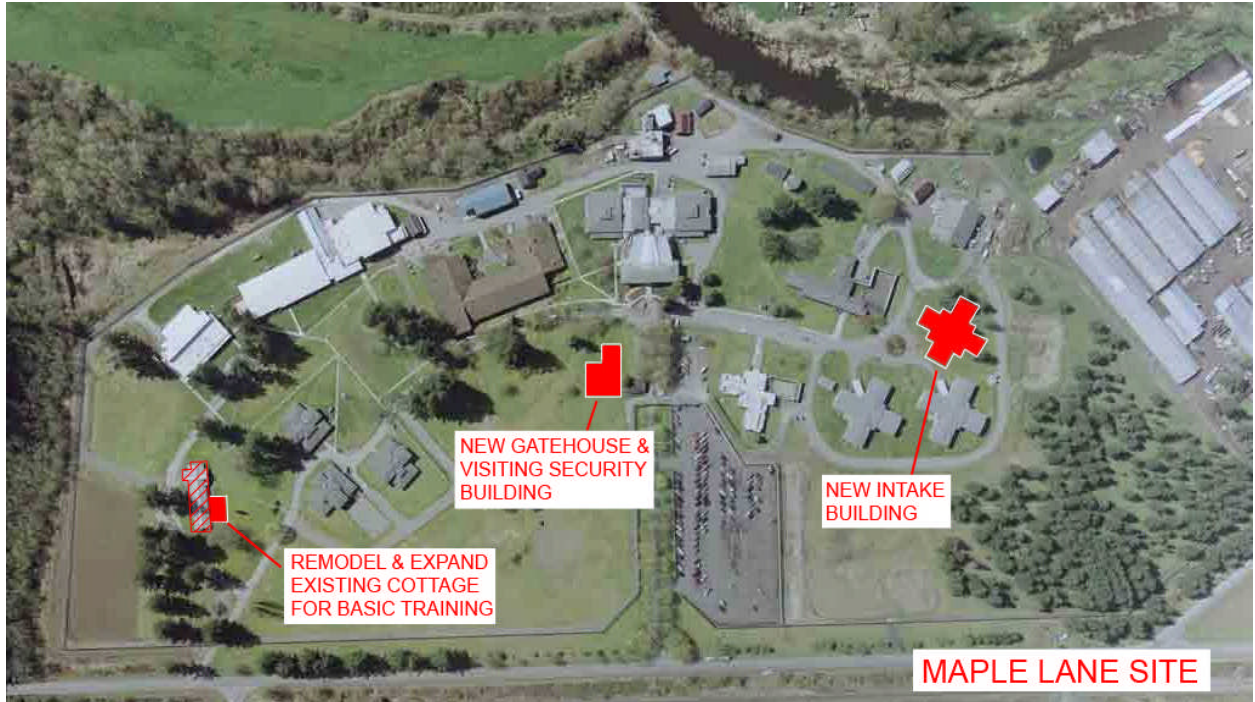
Figure 11 (in the section discussing closure of Maple Lane School) illustrates the proposed capital improvements at Echo Glen.

### Maple Lane School Capital Improvements

- If Baker and Chelan are both used as an IMU there will be a need for an intake facility to accommodate youth from both Maple Lane and Green Hill. Most rooms in the intake facility should be single occupancy and many of them should be wet cells (i.e. have a toilet and lavatory). A new building is needed for this purpose. The estimated cost of this 40-bed facility is \$4,662,000.
- Spruce, now vacant, should be gutted and remodeled as a replacement for Camp Outlook. This program requires two dormitories – one for males and a smaller one for females. A classroom, program room, and office space would be part of this remodel. Adjacent land would be turned into a parade ground and challenge course for the program. The estimated cost of this remodel is \$2,576,000.
- A new gatehouse/visiting center (similar to that which currently exists at Green Hill) should be constructed on an accelerated schedule. The estimated cost of this building is \$5,659,000.
- The health and essential services building should be remodeled and expanded. The estimated cost of this work is \$5,550,000.

Proposed capital improvements at Maple Lane are illustrated in Figure 13, below.

**Figure 13: Proposed Capital Improvements at Maple Lane**



#### Naselle Youth Camp Capital Improvements

- Mariner Lodge is a currently vacant 6,268 square foot building constructed in the late 1970's. The estimated project cost for renovating this building is \$1,750,000.

#### Capital Cost Avoidance

For the same reasons noted in the discussion for Option 1 – Close Maple Lane School, the only major capital cost avoided because of closure of Green Hill School would be planned replacement of the Basic Training Camp.

With the exception of one minor project that should be implemented because the facility will remain open for at least three years, all other future minor projects at Green Hill could be postponed or eliminated if Green Hill were closed. The cost of cumulative cost of these minor projects is approximately \$3,290,000. These projects are listed in the appendix.

All minor capital/preservation projects would continue at Maple Lane School.

#### Summary of Capital Costs – Incurred and Avoided

Table 5A summarizes the capital costs for new construction, renovation, and facility preservation required by closure of Green Hill School. Table 5B summarizes avoided capital costs if Green Hill is closed. Additional detail on these capital costs may be found in the appendix.

**Table 5A: Capital Costs: Option 2 – Close Green Hill School<sup>11</sup>**

DESCRIPTION	FISCAL YEAR				TOTAL
	2011	2012	2013	2014	
EGCC Renovate 4 Cottages	\$1,378,240	\$5,512,960	\$0	\$0	\$6,891,200
EGCC – Construct 6 classroom education building	\$529,200	\$2,116,800	\$0	\$0	\$2,646,000
NYC - Renovate Mariner Lodge	\$700,000	\$1,050,000	\$0	\$0	\$1,750,000
MLS - new Intake Unit	\$932,400	\$3,729,600	\$0	\$0	\$4,662,000
MLS - renovate Spruce for BTC	\$1,030,400	\$1,545,600	\$0	\$0	\$2,576,000
MLS - Health/Essential Services Building	\$1,110,000	\$2,220,000	\$2,220,000	\$0	\$5,550,000
MLS - Entry/Security/Visiting Building	\$1,131,800	\$2,263,600	\$2,263,600	\$0	\$5,659,000
Subtotal					\$29,734,200
<b>Preservation Projects</b>					
Green Hill School	\$170,000	\$0	\$0	\$0	\$170,000
Maple Lane School	\$2,975,900	\$1,810,000	\$280,000	\$180,000	\$5,245,900
Subtotal					\$5,415,900
<b>TOTAL</b>					<b>\$35,150,100</b>

**Table 5B: Capital Cost Avoidance: Option 2 – Close Green Hill School**

DESCRIPTION	FISCAL YEAR				TOTAL
	2011	2012	2013	2014	
Replace Basic Training Camp	(\$940,000)	(\$1,880,000)	(\$1,880,000)	\$0	(\$4,700,000)
MLS Minor Projects	(\$1,413,500)	(\$1,534,500)	(\$342,000)	\$0	(\$3,290,000)
<b>TOTAL COST AVOIDANCE</b>					<b>(\$7,990,000)</b>

The net capital cost for this option is therefore \$27,160,100 (\$35,150,100 minus \$7,990,000)

Closure Costs

For the same reasons as discussed for Maple Lane, we recommend a “warm closure” of Green Hill School if it is closed.

There are one time and on-going warm closure costs for Green Hill School. One time costs include deactivation expense and costs associated with installing remote monitoring and operating systems so that on-site staffing costs can be reduced to a minimum. On-going costs include significantly reduced utility costs, yearly recertification of critical systems, and one maintenance staff. These costs are summarized in the following table.

<sup>11</sup> Readers familiar with the draft report on JRA facility closure will note significant differences between the capital costs shown here and those in the earlier draft. While some of these differences are due to refinements, there were errors made in the draft report that have been corrected here.

**Table 6: One Time and On-going Costs of Warm Closure of Green Hill School**

Description	One Time Costs	On-going Costs
<b>Site Access: Police, Fire, Etc.</b>		
Remote Keyless Entry - In or Out - Sally Port	\$5,000	
Sally Port Equipment		\$1,000
<b>Water Supply:</b>		
Yearly Backflow Recertification		\$1,300
Drain, Deactivate & Store all Non-Essential Water Systems	\$4,000	
Water/Sewage Usage (11% of normal)		\$12,000
<b>Fuel Tanks: Evacuation &amp; de-activation</b>	\$3,000	
<b>Garbage Refuse</b>		\$1,800
<b>Wildlife &amp; Insect Control</b>		\$2,400
<b>Maintenance/Repairs (roofing issues)</b>		\$15,000
<b>Fire System:</b>		
Remote Monitoring	\$2,500	\$5,000
<i>Yearly Recertification:</i>		
Electronic System		\$8,000
Fire & Water Side		\$1,500
Fire Marshall Inspections		\$500
<b>Central Plant:</b>		
Projected Gas Use (51% of normal)		\$127,000
Projected Electrical (37% of normal)		\$69,000
Central Plant Remote Monitoring		\$10,000
Emergency Generator		\$5,000
<b>Required Additional Electronic Cooling:</b>		
Auxiliary Cooling Units for Electronic Racks	\$6,000	
<b>Deactivation &amp; Storage of Chillers:</b>		
	\$3,000	
<b>Central Kitchen:</b>		
Evacuate all Refrigerant Systems	\$3,000	
Secure and Isolate all Gas/Fire Systems	\$1,500	
Neutralize Hood Fire Suppression System	\$500	
Drain, Open & Lay-Up Dining Water System	\$1,500	
<b>Laundry:</b>		
Secure and Isolate all Gas to Dryers	\$500	
Drain, Open & Lay-Up Laundry Domestic Hot Water System	\$1,500	
Drain & De-Activate Chem Injection System	\$1,000	
<b>T Building - Recreation:</b>		
Upgrade air handling & exhaust to protect new gym floor	\$20,000	
Drain & Winterize Swimming Pool	\$5,000	
<b>Miscellaneous Required Inspections</b>		\$5,000
<b>Maintenance Staff</b> (1 FTE including benefits) <sup>12</sup>	\$69,360	\$69,360
<b>Total</b>	\$127,361	\$333,861

<sup>12</sup> In the preliminary draft report there were 2 FTE listed for one-time and on-going costs of warm closure. Upon further review, including how the Department of Corrections proposed to handle warm closure at its facilities, it was concluded that one FTE would be sufficient. If additional help (or coverage during vacations, sick leave, etc) were needed, this could be provided by maintenance staff from Maple Lane School.

## Operating Cost Implications

Because some JRA facilities currently house more than their funded capacity, adjustments were made to current staffing levels so that assumed full staffing levels following relocation of youth resulting from closure of Green Hill are compared to full staffing in the present. The following table summarizes the estimated change in staffing levels at each institution by fiscal year as compared to the adjusted staffing level for August 10, 2009.

**Table 7: Net Change in FTEs & Salaries/Benefits: Option 2 – Close Green Hill School**

JRA Institution	Aug 10, 2010		Change from Aug 10 Adjusted		
	Actual	Adjusted	2011	2012	2013
Green Hill School	234.0	235.0	-31.0	-128.0	-235.0
Maple Lane School	275.5	283.5	31.5	9.9 <sup>13</sup>	57.4
Echo Glen Children's Center	190.5	199.0	4.1	44.1	79.1
Naselle Youth Camp	114.0	118.0	-13.3 <sup>14</sup>	7.6	7.6
Community Residential Facilities	75.4	76.9	0	0	2.0
Net Change in FTEs - JRA	889.4	912.4	-8.7	-66.4	-88.9
Estimated annual savings in Salary & Benefits			\$604,591	\$4,056,429	\$5,395,745
School Personnel	09/10 School Year		Change from 09/10 School Year		
Green Hill	21		0	-12	-21
Maple Lane	26		0	6	11
Echo Glen			2	5	9
Naselle			0	3	3
Community Residential Facilities <sup>15</sup>			NA	NA	NA
Net Change - Schools			2	2	2

## Program implications

Every JRA facility has its complement of fine programs. Perhaps the most exceptional programs at Green Hill School are in vocational education. This includes computer technology, light machine fabrication, vehicle maintenance and restoration, landscaping, welding, and the Juvenile Vocational Industries Program (JVIP). Youth in the JVIP program are taught organizational learning skills while manufacturing screen printed fabric products that are sold. In talking with youth in the vocational programs they expressed pride in what they produce and hope that the work experience will help them upon re-entry into the community.

The quality of the vocational program is a function of the space and instructors. Programs like these take years to develop in correctional settings. Consequently, even with appropriate space, these programs could not be replaced once they were lost.

<sup>13</sup> Staffing at Maple Lane goes down in 2012 because mental health youth from four living units are moved to Echo Glen. Three of these units are then occupied by less staff intensive youth and one is permanently closed. Staffing goes up in 2013 as new units are brought on line at Maple Lane.

<sup>14</sup> Staffing at Naselle goes down temporarily because one living unit is closed while it is being renovated.

<sup>15</sup> Youth at Community Residential Facilities attend local public schools. In no case is the population increase at an individual CRF more than three youth. This will not affect staffing levels at local schools.

Staff at Green Hill are trained and experienced to recognize and intervene in gang related behavior. This enables the population to remain integrated. Closing Green Hill would likely require additional staff training at the remaining JRA facilities.

#### Potential Alternative Uses

The consultant team was unable to find any suitable alternative uses for Green Hill School. All of the housing units at Green Hill are too small for efficient jail or other adult corrections use.

## LIFE CYCLE COST ANALYSIS

This section is a summary of findings described in detail in Appendix 2 to this report.

### What is Life Cycle Cost Analysis?

Life cycle cost analysis takes into account the concept of the time value of money by discounting future costs and savings in a systematic way to determine what those costs and savings are worth today. Adding together costs and savings from this year to discounted costs and savings from years 2, 3, 4, and so forth results in what is called the “net present value.”

In the life cycle cost analysis presented here, the two options are not compared directly to one another but to the “hypothetical baseline” where neither facility is closed. The hypothetical baseline is what would occur in the absence of change. How each option differs from the baseline is a directly comparable measure of the relative financial performance of each scenario.

These two elements of the life cycle cost analysis – discounting future costs and savings and comparing each scenario to the hypothetical baseline – provides an apples-to-apples comparison of the two options.

### Net Present Value of Operating Cost Savings

From the perspective of operating cost reduction, Option 1 (Close Maple Lane School) offers the greatest prospect for savings over the ten years from 2011 through 2020 as shown in Table 5. In present value terms, Option 1 offers savings of \$31 million, versus savings \$21 million under Option 2 which closes Green Hill School.<sup>16</sup>

**Table 5:  
Present Value of 10-Year Operating Savings (in Millions) Relative to Hypothetical Baseline  
(Savings Presented in Year-of-Expenditure Dollars)**

	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	FY2019	FY2020	Net Present Value of Savings (2011)
OPTION 1: CLOSE MAPLE LANE	(\$0.67) M	\$1.44 M	\$4.37 M	\$4.62 M	\$4.78 M	\$4.95 M	\$5.12 M	\$5.24 M	\$5.37 M	\$5.50 M	\$31.2 M
OPTION 2: CLOSE GREEN HILL	(\$0.69) M	\$2.41 M	\$2.77 M	\$3.01 M	\$3.11 M	\$3.23 M	\$3.34 M	\$3.42 M	\$3.51 M	\$3.59 M	\$21.4 M

Source: BERK

Comparisons of capital cost savings are somewhat less straightforward to interpret. Both options are fairly similar in terms of capital impacts, with both options resulting in a negative net present value as shown in Table 6. The negative net present values reflect the fact that with closure of either facility, there would be initial capital costs to renovate existing buildings or build additional units for housing the displaced population. Either option would result in similar capital costs to the State over the 10-year time horizon.

<sup>16</sup> Net Present Values are calculated using a discount rate of 4.2%, a rate that reflects projected future costs of State bonded debt. In effect, this discount rate reflects the cost the State pays to move money forward through time.

**Table 6: Present Value of 10-Year Capital Savings (in Millions)  
Relative to Hypothetical Baseline  
(Savings Presented in Year-of-Expenditure Dollars)**

	<b>FY2011</b>	<b>FY2012</b>	<b>FY2013</b>	<b>FY2014</b>	<b>FY2015</b>	<b>FY2016</b>	<b>FY2017</b>	<b>FY2018</b>	<b>FY2019</b>	<b>FY2020</b>	<b>Net Present Value of Savings (2011)</b>
OPTION 1: CLOSE MAPLE LANE	(\$4.79) M	(\$15.33) M	(\$3.40) M	\$1.98 M	\$2.64 M	\$1.68 M	\$1.65 M	\$0.00 M	\$0.00 M	\$0.00 M	<b>(\$15.4) M</b>
OPTION 2: CLOSE GREEN HILL	(\$4.74) M	(\$15.91) M	(\$1.84) M	\$1.81 M	\$2.64 M	\$1.68 M	\$1.65 M	\$0.00 M	\$0.00 M	\$0.00 M	<b>(\$14.6) M</b>

Note: There are no reliable capital cost data for fiscal years 2018 through 2020. Given the similarity of capital expenditures between the two options for FY 2011 to FY2017, our analysis assumes that there would be no differences between the two options between FY 2018 and FY 2020.

Source: BERK

# THE EFFECT OF CLOSURES

## THE EFFECT OF CLOSURE ON EMPLOYEES

This section is a summary of findings described in detail in Appendix 2 to this report.

There are two important issues to understand as we examine the effect of each scenario on JRA employees: (1) how employees are categorized and (2) the process by which employees may continue employment with JRA or DSHS.

### Employee Job Classifications and Categories

The project team estimated the changes in FTEs by state job class for each closure option. While estimated changes for every job class are included in the appendix, three summary job class categories were created for more streamlined discussion here. Each of these categories includes multiple positions, classes, and series. The categories are:

- **Social Services.** Employees in these jobs provide social services functions at the JRA facility such as counseling, program management, and security.
- **Support Services.** Employees in this large category provide a spectrum of support services, including: administration and management, medical and dental care, housekeeping support (food preparation and laundry), and buildings and grounds maintenance.
- **Education.** The teachers, principals, vice principals, and support staff included in this category educate JRA residents, but are employees of local school districts and not JRA.

### Both Options Result in Layoffs of JRA Employees

With either closure option, employees and employment opportunities are affected in different ways. While employment increases at some locations, on balance, there are net job losses. The following changes occur:

- Full closure of an institution, resulting in the elimination of all job positions at that facility
- Creation of new FTEs at institutions as a result of relocating youth from a closed facility

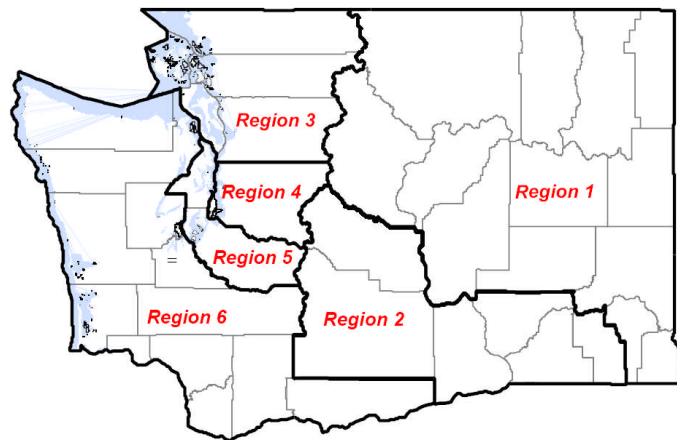
### The Formal Option Process

Closing a JRA institution will result in a reduction in positions and employee layoffs. By civil service rules and union agreements, these employees have different options available to them for continued employment within JRA and DSHS. This section presents an overview of the types of processes used for continued employment opportunities.

Under the State layoff process the State is under obligation to find and offer employment opportunities for permanent employees laid off in a facility closure or downsizing. This is called the **formal option process**. In this process, permanent employees being laid off are offered a comparable position for which they have the required job skills within a designated “layoff unit.”

A layoff unit is the geographic boundary used for determining available positions. There are three tiers of layoff units:

- *County*: Employees are first considered for positions for which they are eligible in their current county of employment.
- *Region*: If there are no eligible positions in the county, the process extends to a regional level. These regions are defined by the agency and are illustrated in Exhibit 14.
- *State*: If there are no eligible positions in the region, the process then extends statewide.



**Exhibit 14: DSHS Regions**

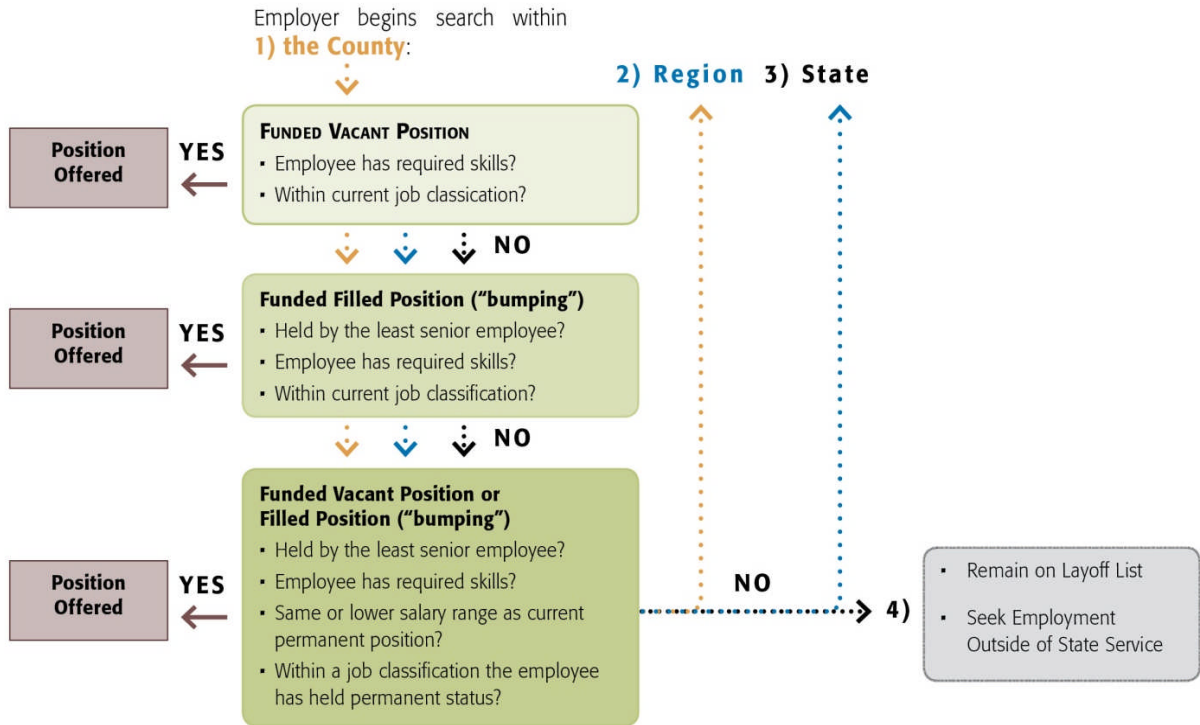
Within each successive layoff unit (first county, then regional, then statewide), employees are considered for the following types of positions in the following order:

- A funded vacant position in the same job class
- A funded position in the same job class that is currently filled by a more junior employee
- A funded vacant or filled position in a job class held by the employee in the past

This process is illustrated in Exhibit 15 and described in the Technical Appendix to this report.

## Exhibit 15: The Formal Option Process

**Layoff Unit:** Geographic boundary used for determining available positions



### Summary of Employee Impacts

The numbers of FTEs reduced and created under each closure option – as well as the net change in FTE count – are summarized below. As Table 8 illustrates, closing Maple Lane School results in a larger number of FTE reductions and a greater net reduction of staff than closing Green Hill School.

**Table 8: Summary of Changes in FTE Counts**

Option	JRA Employees		School District FTEs
	JRA Staff Affected at Closed Facility	Demand for Staffing Created Elsewhere	Net Change
<b>Option 1: Close Maple Lane School</b>	283.5 FTE (between FY09 and FY13)	172.1 FTE	-111.4 FTE
<b>Option 2: Close Green Hill School</b>	235.0 FTE (between FY09 and FY13)	146.1 FTE	-88.9 FTE

Tables 8A and 8B summarize employment options within and outside of DSHS for the two closure options. Key findings including the following:

- Permanent JRA employees facing layoffs as a result of Option 1 or Option 2 are eligible to participate in the transfer, formal option, and informal option processes, which may place affected employees in new DSHS positions.
- Closure of Maple Lane School would eliminate 283.5 FTEs by FY13. At nearby Green Hill School, demand for approximately 80 FTEs would be created, enabling some employees to shift locally. Approximately seven positions would also be created at Naselle, about 100 miles away. However, Maple Lane employees are relatively less senior than other JRA employees and therefore may be less able to bump into filled positions elsewhere in the agency.
- Closure of Green Hill School would eliminate 235 FTEs by FY13. At nearby Maple Lane School, demand for approximately 57 FTEs would be created, enabling some employees to shift locally. Approximately 7 positions would also be created at Naselle, about 100 miles distant. Green Hill employees are relatively more senior than other JRA employees and so may be more able to bump into filled positions elsewhere in the agency.
- Laid off employees from either school who are unable to find other employment options within JRA would benefit from relatively easy access to the regional job markets of Centralia/Chehalis or Olympia/Tumwater/Lacey. However, job skills that are specific to JRA institutional needs may not be readily transferable to other fields.

**Table 8A: Summary of Employment Options – Close Maple Lane School**

Option	JRA Staff Reduced at Closed Facility	Within JRA		Outside JRA
		Newly Created Positions	Formal Option Process	
<b>Option 1: Close Maple Lane School</b>	283.5 FTE (between FY09 and FY13)	<i>Green Hill School</i> 82.5 FTE <i>Naselle Youth Camp</i> 7.6 FTE	Maple Lane staff in Social Services job classes will be unlikely to be offered options within Thurston County; greater opportunities for employment within may exist for administrative and maintenance staff  More senior staff will be eligible for newly created positions at Green Hill School, and senior employees may bump more junior staff at this and other facilities  Statewide, opportunities will be limited by the reduction of approximately 110 FTEs under this Option. Bumping opportunities will be limited as well, as MLS employee are on average less senior than JRA staff in other institutions	Employment options within 35 miles include the economic centers of Chehalis/Centralia and Olympia/Tumwater/Lacey

**Table 8B: Summary of Employment Options – Close Green Hill School**

Option	JRA Staff Reduced at Closed Facility	Within JRA		Outside JRA
		Newly Created Positions	Formal Option Process	
<b>Option 2: Close Green Hill School</b>	235.0 FTE (between FY09 and FY13)	<p><i>Maple Lane School</i> 57.4 FTE</p> <p><i>Naselle Youth</i> 7.6 FTE</p>	<p>No options will exist at the county level as GHS constitutes nearly all DSHS jobs in Lewis County.</p> <p>Within Region 6, more senior staff will be eligible for newly created positions at Maple Lane School, and senior employees may bump more junior staff at this and other facilities</p> <p>Statewide, opportunities will be limited by the reduction of approximately 90 FTEs under this Option. Some bumping will occur, as GHS employee are on average less senior than JRA staff in other institutions</p>	Employment options within 35 miles include the economic centers of Chehalis/Centralia and Olympia/Tumwater/Lacey

## THE EFFECT OF CLOSURE ON THE HOST COMMUNITY

This section is a summary of findings described in detail in Appendix 2 to this report.

### Purpose

Closing either Maple Lane or Green Hill School would have economic and fiscal impacts on the local communities that are home to these facilities. The primary impacts would be a result of lost employment, lost purchases of goods and services within the community, and the loss of taxes paid to the host jurisdiction.

As a result of shifting the populations from closed facilities to other locations, “receiving communities” will experience some positive economic and fiscal impacts from increased employment, additional purchases of goods and services, and increased tax revenue to the host jurisdiction. Because the State is considering making these changes in an effort to improve efficiency and ultimately decrease spending, one would expect the increased expenditures (and impacts) in the receiving communities to not fully offset the losses in the communities where facilities are closed or downsized.

The purpose of this analysis, which is represented in more detail in the accompanying Technical Appendix, is to:

- Estimate the direct, indirect, and induced economic impacts on the local region from the changes in employment and purchases of goods and services for communities either losing or gaining economic activity associated with the studied facilities
- Estimate the fiscal impacts (change in tax revenue) to the local jurisdictions losing economic activity associated with the studied facilities

### Methodology and Limitations

An assessment of **economic impacts** concerns itself with effects on patterns of commerce. *What shift in economic activity (business activity, income, or wages) can be attributed to a given action or investment?* An economic impact is characterized by a net new change in economic activity, that is, economic activity that would otherwise not occur.

Our goal in this analysis is to estimate 1) the full impact on the regional economy of the change in economic activity if a facility were closed or downsized, and 2) the full impact of additional economic activity in receiving communities.

IMPLAN (short for IMpact Analysis for PLANning) software was used for this analysis. IMPLAN is an input/output model that uses county-level data to trace the ripple effects (direct, indirect, and induced effects) of an expenditure that occurs within the economy.

One of the limitations of this analysis is that it is performed as a snapshot in time. It compares the impacts of a facility’s current expenditures with the likely impacts under a contemplated closure. Although both options discussed in this report transition over a period of time, for the economic analysis we have chosen a future point in which the changes are anticipated to have been

completed and the facility's operations are relatively static. All dollars used in this portion of the analysis are 2009 dollars.

Another important issue to note is that these analyses describe the economic impacts to the local *region*, not the local *jurisdiction*, because the facility may draw employees, goods, and services from the larger area. *The impacts to the local jurisdiction may be much greater relative to its local economy than that shown for the larger region.* In some cases, employees and residents of a facility are assumed to move to other locations within the same study region, minimizing the economic impacts shown in our analysis. However, some movement will occur outside the local jurisdiction, which can have significant impacts to the local community. The ripple effects from the loss of employees and residents at the facilities can have a profound impact on cities of smaller size. The importance of this issue as it pertains to smaller communities that currently host facilities being considered for downsizing or closure should not be underestimated by the reader.

**Fiscal Impacts:** In addition to the impacts on the local and regional economy, closing either Maple Lane or Green Hill School would have a direct impact on the host jurisdiction's finances. The Technical Appendix of this report discusses each of the following potential revenue sources in more detail: utility and sales taxes, State shared revenues (including Motor Vehicle Fuel Tax, Liquor Board Profits and Excise Tax, and Criminal Justice Revues), Criminal Justice Sales Tax, and Public Safety Sales Tax.

#### Summary of Economic Impacts

Table 9 compares the economic impacts of the two closure options for each region studied. Because the study areas are the same for both options, it is possible to make direct comparisons between the impacts. The key points of comparison are:

- The annual economic impacts are similar between the two options. This applies to the communities experiencing losses as well as those experiencing gains.
- The main difference between the two options comes from one-time construction costs. Scenario 1, the closure of Maple Lane School has more positive one-time impacts than Scenario 2.

It should be noted that positive impacts to the community are a direct result of spending by the State, putting the economic and fiscal benefit to the community in opposition to cost savings for the State. This can be seen by contrasting the results of this study's economic and fiscal impact analyses with the lifecycle cost conclusions.

Under both closure options there is a net increase of youth at Echo Glen Children's Center (King County) and Naselle Youth Camp (Pacific County). One time and on-going positive economic effects would be experienced in both counties and, in the case of expansion at Naselle, Wahkiakum County. Under both closure options, Lewis and Thurston Counties would experience gains and losses, with losses outweighing gains due to an overall reduction of youth in JRA facilities in the two counties.

**Table 9: Summary and Comparison of Estimated Economic Impacts of Closure Options**  
(Includes both Direct and Induced Job Loss/Gain and other Economic Impacts)

Area Definition	Output Total Impact	Total Community Job Change	Total Labor Income Change
<b>Losses</b>			
<b>Scenario 1 - Close MLS</b>			
Lewis & Thurston Co.	\$ (21,196,550)	(263.3)	\$ (13,191,910)
<b>Scenario 2 - Close GHS</b>			
Lewis & Thurston Co.	\$ (21,297,904)	(262.9)	\$ (12,629,884)
<b>Gains - Annual</b>			
<b>Scenario 1 - Close MLS</b>			
King County	\$ 4,957,285	75.4	\$ 3,535,991
Pacific & Wahkiakum Co.	\$ 1,609,465	31.3	\$ 2,129,675
<b>Total</b>	<b>\$ 6,566,750</b>	<b>106.7</b>	<b>\$ 5,665,665</b>
<b>Scenario 2 - Close GHS</b>			
King County	\$ 5,286,688	81.0	\$ 3,264,470
Pacific & Wahkiakum Co.	\$ 1,691,710	32.7	\$ 2,387,031
<b>Total</b>	<b>\$ 6,978,397</b>	<b>113.7</b>	<b>\$ 5,651,501</b>
<b>Gains - One Time</b>			
<b>Scenario 1 - Close MLS</b>			
Lewis & Thurston Co.	\$ 21,598,075	175.6	\$ 8,496,272
King County	\$ 9,968,310	81.1	\$ 3,921,344
Pacific & Wahkiakum Co.	\$ 1,829,105	14.9	\$ 719,535
<b>Total</b>	<b>\$ 33,395,490</b>	<b>271.6</b>	<b>\$ 13,137,151</b>
<b>Scenario 2 - Close GHS</b>			
Lewis & Thurston Co.	\$ 7,565,179	61.5	\$ 2,975,998
King County	\$ 9,968,310	81.1	\$ 3,921,344
Pacific & Wahkiakum Co.	\$ 1,829,105	14.9	\$ 719,535
<b>Total</b>	<b>\$ 19,362,595</b>	<b>157.5</b>	<b>\$ 7,616,877</b>

Summary of Fiscal Impacts

Table 10 compares the estimated revenue loss to each jurisdiction's operating funds.

**Table 10: Summary and Comparison of Estimated Annual Fiscal Losses of Closure Options**

	Est. Revenue Reduction	% of General Fund
<b>Option 1</b>		
Thurston County	\$ 8,600	0.01%
<b>Option 2</b>		
City of Chehalis	\$ 40,900	0.50%

The City of Chehalis is estimated to have a greater loss in revenues from the closure of Green Hill School than Thurston County would experience from the closure of Maple Lane School. This discrepancy is due to the differing tax structures of cities and counties.

An important point of consideration when comparing the fiscal impacts is the size of each jurisdiction's budget. Thurston County has a General Fund that is roughly ten times that of the City of Chehalis – but the City of Chehalis is expected to see a revenue loss nearly five times greater than Thurston County. That being said, the estimated impact on the City's General Fund is still relatively small, at half of one percent of the General Fund.

In addition to the impacts quantified above, Green Hill School contracts with the City of Chehalis for fire protection services at a cost of \$44,000 annually. When an entity contracts for fire service it generally pays for its "fair share" of providing that service on an average cost basis. However, from an incremental cost perspective, it is unlikely that the fire service provider will experience reductions in the overall costs of providing services to the service area should the contract should go away. For small cities in particular, there can be a loss of economies of scale along with a loss in users of the service. Therefore, there may be a marginal increase to the City in the cost of providing service to the remaining users.

From a community impacts perspective, the closure of Maple Lane School appears to have more positive one-time economic impacts and fewer negative fiscal impacts than the closure of Green Hill School.

#### Impacts to the Rochester School District

The economic impacts modeled above incorporate the loss of approximately 26 jobs in the Rochester School District which administers the Maple Lane High School.

In a letter dated July 26, 2009 addressed to the Office of Financial Management, the Superintendent of Rochester School District states that, "Maple Lane High School is a vital part of the Rochester School District." He later states that a "symbiotic relationship" exists between MLHS and the rest of the Rochester School District" and cites the following examples:

- "MLHS staff and administration are active members of district committees, and both receive and provide crucial district-wide services"
- Professional development opportunities received by MLHS are shared with the rest of the District
- MLHS houses the District print shop, which saves outside printing costs

Superintendent Anderson further notes that with closure of the Maple Lane School, certificated teachers at MLHS would lose all rights to employment within the District.

#### Impacts to Chehalis School District

Closing Green Hill School would result in the loss of 21.3 FTE in the Chehalis School District.

A letter expressing the District's concerns was submitted by Dr. Greg Kirsch, Superintendent, to the Office of Financial Management on July 16, 2009. This letter raises a strong concern related to the potential timing of facility closure, stating that if closure were to be announced after May 15, the District would be contractually obligated to pay for staff and equipment for the Green Hill Academic School for remainder of the year which total approximately \$1.9 million a year according to the District's figures. Dr. Kirsch's letter concludes by asking for "consideration in the budget for funding the cost of continuing contracts through the end of the academic year in which the facility closes."

The Superintendent also states that, as the teachers working at GHS are on average more senior than the District's other teachers, closure of GHS would result in Green Hill Academic School staff bumping and displacing more junior staff in the District's elementary, middle, and secondary schools. Dr. Kirsch further states that this process would result in disruption and misalignment of teacher qualifications and classroom needs.

# CONCLUSIONS AND RECOMMENDATIONS

## CONCLUSIONS

### There is No Room for Error

In order to close either Green Hill or Maple Lane it is necessary to use virtually all available capacity at the remaining institutions and build new buildings to replace lost capacity. Even if this were done, this poses significant risk if the population projection is low. If the population stabilizes or goes up, JRA facilities would become crowded and it is likely that program outcomes would deteriorate. If crowding were to become severe, closed facilities would have to be reopened or additional new buildings constructed. And, in fact, the November 2009 caseload forecast estimates the average daily JRA residential population will be 27 higher in FY 2010, and 84 higher in FY 2011, than the forecast used for this analysis.

The November 2009 caseload forecast for the JRA residential population was released just prior to completion of this report. Instead of fewer youth, the November forecast projects a small increase in JRA residential population. If the institutional population increases, the state will be faced not with closing a JRA institution, but with opening closed living units to accommodate more youth.

There are only 224 beds at Green Hill School; there are 268 at Maple Lane. If Green Hill were closed, it would be necessary to close additional beds elsewhere. If a single facility is closed, only closure of Maple Lane reaches the requirement to eliminate 235 beds.

### Potential Changes in FTEs, Operating Costs and Capital Expenditures

Both options potentially save a substantial number of FTEs, but not nearly enough to save \$12,000,000 following full closure of one of the facilities – much less by FY 2011. However, there is a somewhat larger decrease in FTEs if Maple Lane is closed. And, while the capital cost difference between the two alternatives is much smaller than calculated in the draft report, from a capital standpoint it is still somewhat more advantageous to close Maple Lane. Overall, Table 11 shows that the financial advantage of closing Maple Lane School is greater than that associated with closing Green Hill.

**Table 11: Summary of Potential 2013 Savings in FTEs, Salaries & Benefits, and Change in Capital Expenditures**

	Close GHS	Close MLS
Net Savings in FTEs by 2013	-89	-111
Annual savings in salaries & benefits	\$5,396,000	\$7,126,000
Net Present Value (over 10 years)	\$31,200,000	\$21,400,000
Additional Capital Costs	\$35,150,000	\$35,801,000
Avoided Capital Costs	-\$7,990,000	-\$9,946,000
Net capital costs (additional + avoided)	\$27,160,000	\$25,855,000
Net Present Value (over 10 years)	-\$15,400,000	-\$14,600,000

## The Need for Construction Delays Closure

Even with aggressive timetables, the need to build new buildings under both options delays implementation of full closure and therefore savings. While it may once have been possible to obtain quicker cost savings associated with more modest changes – such as consolidations and closure of individual living units – that possibility no longer exists with the revised numbers from the November 2009 caseload forecast.

## Effect on Employees

Closing Maple Lane School results in a larger number of FTE reductions and a greater net reduction of staff than closing Green Hill School.

Maple Lane employees are relatively less senior than other JRA employees and so may be less able to bump into filled positions elsewhere in the agency than employees from Green Hill.

Terminated employees from either school who are unable to find other employment within JRA or DSHS would benefit from relatively easy access to the regional job markets of Centralia/Chehalis or Olympia/Tumwater/Lacey. However, job skills that are specific to JRA institutional needs may not be readily transferable to other fields.

Senior teachers and staff laid off in the Chehalis School District would likely “bump” more junior staff in the district’s other schools. In contrast, there are no seniority rights in the Rochester School District and, if Maple Lane closes, certificated teachers at Maple Lane High School would lose all rights to employment within the District.

## Effect on Host Communities

The annual economic impacts of closures are similar for both options. This is true for communities experiencing losses and communities experiencing gains. The main difference between the two options comes from one-time construction costs. Option 1, closing Maple Lane School has more positive one-time impacts than Option 2, closing Green Hill School. On balance, however, both Lewis and Thurston Counties would experience net job loss and other economic loss. Concentrated effects in the City of Chehalis could be significant. Net gains would occur in communities where JRA institutions experience population growth.

Closure of either facility would have an adverse impact on the local school district with a loss of 21 jobs in the Chehalis School District, if Green Hill closes, and loss of 26 jobs in the Rochester School District, if Maple Lane School closes.

## **RECOMMENDATIONS**

The proviso in ESHB 1244 states that “the report shall provide a recommendation and a plan to eliminate ... 235 beds from juvenile rehabilitation facilities.”

It is our conclusion that the data do not support closure of either Green Hill or Maple Lane. Without new construction there is insufficient capacity in the rest of the system to accommodate the youth who would be left and closure of either facility would be accompanied by a significant

probability of doing serious harm to a quality program and leave little or no room for error in the caseload forecast for JRA institutions.

However, because the proviso requires a recommendation and plan to eliminate 235 JRA beds, the logical choice is to close Maple Lane School in 2013 following further declines in the number of youth in JRA institutions and completion of needed capital improvements. Closing Maple Lane reaches the target of eliminating 235 beds, saves more FTEs and requires somewhat fewer capital dollars. While we want to make it clear that we think this is a bad idea, in conformance with the proviso, an implementation plan to close Maple Lane School is provided.

# IMPLEMENTATION PLAN

This implementation plan assumes that the number of youth in JRA residential facilities will continue to decrease as indicated in the long-range forecast updated in June 2009. This plan will not work if the population fails to go down by at least the amount projected at that time or if the recommended capital improvements identified in this report are not completed. If the population does continue to go down, and if a decision is made to close Maple Lane School, we recommend the following steps be followed.

1. Request and obtain funding for the capital initiatives described under the option to close Maple Lane School.
2. Fast track all capital projects, including completing consultant selection and contract negotiations to coincide with the availability of funds in July 2010.
3. In FY 2011, reduce population levels in Maple Lane living units by taking advantage of declining admissions and maximizing the use of available beds at Green Hill School. Reduce living unit staffing consistent with traditional staffing ratios as population levels decline.
4. In FY 2012, complete fast track renovation of cottages at Echo Glen and Mariner Lodge at Naselle. Move all residential mental health youth, and up to 32 extended mental health youth, from Maple Lane to Echo Glen. Close Laurel, Birch, and either Pacific or Rainier at Maple Lane. Convert Spruce at Green Hill to all sex offender treatment; move core treatment program youth out of Spruce to Naselle; move youth from the Olympic sex offender treatment program at Maple Lane to Green Hill. Close Olympic at Maple Lane. Temporarily relocate the Basic Training Camp from Connell to a vacant unit at Maple Lane.
5. In FY 2013, complete fast track construction of IMU, extended mental health, and basic training camp beds at Green Hill. Move all remaining youth from Maple Lane to Green Hill. Implement first year warm closure actions at Maple Lane. Close Maple Lane.

Additional materials on the implementation plan can be found in the appendix.