



Appendix A

SECONDARY RESEARCH SUMMARY (DISCOVERY)

History

The idea of building an improved jail facility to address jail overcrowding had been around for nearly a decade before the voters approved a 2005 sales tax to fund a new jail. In 2011, the Jail Planning Task Force was established to work on the size and quality of new jail facilities in Whatcom County. One year after its establishment, it announced a goal of building a new and larger jail with 500 to 700 beds, in comparison to the current facility originally built for 148 beds that has been adjusted over time to its current capacity of 212 beds. In 2013, the County purchased a plot of land in Ferndale for \$6.1 million for the new jail facility. However, the County needed voter approval to fund this large-scale project. In 2015, the County proposed a 0.2% increase in sales tax, which voters ultimately rejected. After hearing feedback from residents, Whatcom County created the Incarceration Prevention and Reduction Task Force (IPRTF). The purpose of the IPRTF is to continually review Whatcom County's criminal justice and behavioral health programs and make specific recommendations to safely and effectively reduce incarceration of individuals struggling with mental illness and chemical dependency and minimize jail utilization by pretrial defendants who can safely be released. However, it is unclear how much awareness the community had about the creation of this task force to tackle issues that matter to them. Voters again struck down a second ballot proposal in 2017, the substance of which was essentially the same as the first measure but referred to the measure as a "Public Safety and Jail Facilities Sales & US tax." The County wanted to understand why they could not rally the public's support and conducted a listening tour in 2018 to get community feedback. Two years later, Whatcom County created the Law Enforcement Assisted Diversion (LEAD) program, a collaborative effort to offer people with behavioral health issues who have committed low-level law violations a path out of the criminal justice system and into intensive case management. A related program was also established, the Ground-Level Response and Coordinated Engagement (GRACE) program, which is a community-based effort to find solutions for individuals who are high utilizers of emergency and criminal justice systems. The aim of GRACE is to offer intensive, coordinated services to these "familiar faces" whose needs span beyond any single agency.

Incarceration Prevention and Reduction Task Force (IPRTF)

As stated above, the IPRTF makes specific recommendations to safely and effectively reduce incarceration of individuals struggling with mental illness and chemical dependency and minimize jail utilization. As of 2019, the IPRTF also serves as the Law and Justice Council for Whatcom County. Four subcommittees comprise the Task Force, and each committee serves a different purpose for the community:

- **The Behavioral Health Subcommittee** recommends new programs or improvements to minimize incarceration of people struggling with mental health and substance use disorders.
- **The Crisis Stabilization Facility Subcommittee** makes recommendations to the Task Force to construct a new and improved crisis triage facility to serve as an alternative to the hospital or arrest for mental health problems. The Crisis Stabilization Center opened in October 2020 and the subcommittee continues to meet to discuss elements of the facility and its services.

- **The Information Needs and Data Exchange (INDEX) Subcommittee** was created in 2018 to use data to inform policymakers in their decision-making process to minimize jail use and improve efficiency within the system.
- **The Legal & Justice Subcommittee** recommends specific, achievable programs and services that would prevent or reduce incarceration.

Since the release of the Vera Institute Report on Jail Reduction Strategies (outlined in the following section) in 2017, the Incarceration Prevention and Reduction Task Force has implemented many improvements to Whatcom County's incarceration system, including:

- GRACE Program
- LEAD Program
- Behavioral health-trained law enforcement programs
- Enhanced Drug Court and Mental Health Court
- Efforts to reduce warrants
- Superior Court Pretrial Services Unit
- Implementation of a Superior Court Pretrial Risk Assessment Tool
- New Crisis Stabilization Center
- Supportive recovery housing for Drug Court participants and others

Vera Institute Report on Jail Reduction Strategies

In 2017, the County hired the Vera Institute to conduct in-depth research on the demographics of Whatcom County residents and the incarcerated population, and eventually present strategies and recommendations for the County to implement to reduce the number of incarcerated people.

The Vera Institute made five recommendations, each with its own key findings, challenges, and strategies:

- Reduce unnecessary jail bookings.
- Curtail the number of new and outstanding warrants for lower-level charges
- Create a pretrial release process that is individualized and based on data-driven risk assessment.
- Develop a case-flow management plan to reduce time to disposition and shorten people's length-of-stay.
- Create oversight and accountability mechanisms to ensure successful and sustained jail population reduction.

County Council Criminal Justice and Public Safety Committee Listening Tour

After the second ballot measure failed in 2017, the County wanted to better understand why voters opposed the proposal and what facilities or programs they want implemented into the local incarceration system.

Demographics

The Listening Tour gathered basic statistics about participants:

- 115 unique individuals participated in a live listening tour session
 - 101 individuals participated in an in-person online questionnaire
 - 94.6% white
 - 72% were at least 50 years old
 - 49% women, 48% men, and 3% unidentifiable
- 693 people completed an online questionnaire and did not attend a session
 - 83.8% white
 - 56% were at least 50 years old
 - 66% women, 28% men, and 6% unidentifiable

Clearly, the lack of participant diversity demonstrates that the Listening Tour was not very representative of the County population and, more importantly, it was not representative of the incarcerated population. In 2018, the Whatcom County Jail population was 63% white and 37% people of color, while the Listening Tour had an audience of about 95% white participants. Therefore, there is a significant demographic difference between Listening Tour participants and incarcerated people.

Opinions on a new facility

Two opinions held true among most of the respondents: they want the facility to be a safe and humane place for inmates and workers, and they believe the current infrastructure issues with the jail must be addressed. As for the location, many people believed that it should be in Bellingham, closer to resources and services that are relevant to inmates as opposed to Ferndale; however, the County has already purchased the land in Ferndale. The size of the facility was also a major point of contention among respondents; most did not approve of a larger jail because they are worried it will lead to increased incarcerations in the County. Residents were split between having a jail of equal size with a different utilization of the space and a smaller one with less room for incarcerations. Support for funding the project also varied among participants, with a disagreement between whether sales tax or property tax should be drawn from. A strong opinion held by most of the group is that for-profit entities should not be contracted to manage the jail, but many also believed that funding a new facility would be a better use of funds instead of trying to repair the current one.

Aside from the major points above, respondents proposed other ideas on how to best use the space:

- The women's section of the jail should be moved to the underutilized juvenile section.
- There should be two separate jails: one for violent offenders and one for nonviolent offenders.
- Space should be made for rehabilitation purposes, such as classrooms, quiet spaces, and opportunities to work in the kitchen, garden, etc.
- The former St. Luke's building can be used to increase drug/alcohol and mental health treatment beds.

Who should be in jail?

Overall, respondents believe violent offenders who are likely to commit another crime should be incarcerated. Additionally, participants listed white collar criminals, rapists, and child molesters as people who should be in jail. As for who should not be in jail, most agreed that non-violent people suffering from addiction and mental health issues should be in rehabilitation facilities instead of jail. The homeless population, especially youth, should be in alternative facilities as well. Respondents also believe that it is unjust to jail people who are in pretrial, do not have the means to pay bail, or cannot afford their fines so are then placed into custody.

Problems with the system

As demonstrated by the two previous measures being struck down, Whatcom County residents have many qualms about how the current incarceration system is designed. To rally support behind a new facility, respondents want to see the County address the systemic issues at hand instead of simply increasing the size of the jail. As a nation, the United States has the highest incarceration rate of any country. Residents are not keen on contributing to this statistic and therefore oppose more space to incarcerate additional people. The Listening Tour participants also reiterated that the system targets low-income and BIPOC (Black, Indigenous, and People of Color) communities, perpetuating a cycle of poverty and racial discrimination. They believe that jail is traumatizing, not a beneficial alternative to homelessness, and impacts the entire family, not just the incarcerated person. Lastly, about two-thirds of people in jail are pretrial and could potentially be innocent. As a result, there is a need for more beds which leads to overcrowding of the facility.

Next steps

Respondents emphasized two main requests for the incarceration system: they want to see rehabilitation and treatment as opposed to punishment, and they want to implement programs that address the root causes of incarceration.

Moving forward, all participants mentioned the importance of using data to guide the County's decisions. Many of them echoed that the measure did not seem to be data-driven, so they do not trust that a new facility is needed. The Vera Institute study addresses ways in which the County can decrease incarceration levels, and residents would like to see the County act on those suggestions. Informing the public on *how* funds will be used is another important point - they do not want their taxes to increase as part of an arbitrary plan.

*Demographics of Whatcom County General Population (2020)*¹

- Population Estimate: 228,831
- Gender
 - Female: 50.4%
 - Male: 49.6%
- Age
 - Under 18 years old: 18.8%
 - Over 65 years old: 18.3%
- Race (2018)²
 - White (alone): 83.9%
 - Black or African American (alone): 1.0%
 - American Indian or Alaska Native (alone): 2.7%
 - Asian (alone): 4.1%
 - Native Hawaiian and Other Pacific Islander (alone): 0.3%
 - Two or more races: 3.3%
 - Hispanic or Latino: 9.4%
 - Hispanic was moved from race to ethnicity by Whatcom County in 2019. Therefore, the race demographics are from 2018 to account for the Hispanic incarcerated population.
 - White (alone), not Hispanic or Latino: 79.3%
- Education
 - High school graduate or higher (ages 25+): 92.7%
 - Bachelor's degree or higher (ages 25+): 35.3%
- Other
 - Veterans (2016-2020): 5.8%
 - Foreign born persons (2016-2020): 10.0%
 - Persons with a disability (under 65): 9.3%
 - Persons without health insurance (under 65): 9.1%
 - In civilian labor force (ages 16+): 62.3%
 - Persons in poverty: 11.7%

*Demographics of Whatcom County Jail (2020)*³

- Gender
 - Female: 14%
 - Male: 86%
- Race (2018)
 - White: 63%
 - Black or African American: 6%

¹ [2020] U.S. Census, [Whatcom] County, Washington. [U.S. Census Bureau QuickFacts: Whatcom County, Washington](#)

² Data USA, Whatcom County, Washington. [DataUSA.io](#)

³ 2020 Annual Report, Whatcom County Sheriff's Office. [WSCO 2020 Annual Report](#)

- Hispanic or Latino: 15%
 - Hispanic was moved from race to ethnicity by Whatcom County in 2019. Therefore, the race demographics are from 2018 to account for the Hispanic incarcerated population.
- Native American: 14%
- Asian/Other: 2%
- Jail Statistics (impacted due to the COVID-19 pandemic)
 - Average Daily Population (ADP)
 - 2018: 314 people
 - 2019: 304 people
 - 2020: 222 people
 - Percentage of Use
 - 2019: 102%
 - 2020: 74%

Appendix B

COST BREAKDOWN

TASK	DELIVERABLES	ESTIMATED COST
Direct Outreach	Contacting Community Based Organizations to invite them to partner on this effort for recruiting to sessions above and promotion of survey Informal Gatherings with Tribal Nations Informal Interviews with Tribal Nations Elders Listening Sessions with Immigrant Populations Informal Interviews with Immigrant Population Leaders Listening Sessions with previously incarcerated individuals and/or their families Partner Outreach	47,164.60
Survey	One digital survey in English and Spanish , including: <ul style="list-style-type: none"> ○ Draft survey questions (in English) for County review ○ Finalize survey questions with feedback and approval from County ○ Transcreate final questions into Spanish ○ Build Surveys (English and Spanish) in Qualtrics ○ Provide survey QR code 	8,520.60
Media and Digital	Local and multicultural media ad buys and social/digital media in English and Spanish , including: <ul style="list-style-type: none"> ○ Drafting one (1) press release in English for Whatcom County PIO to distribute ○ Placing ads in local and multicultural media ○ Running ads on social media or providing instruction to Whatcom County to run social ads from County accounts ○ Administrating digital media ad 	13,518.60
Creative	Messaging Informational Material in English and Spanish , including: <ul style="list-style-type: none"> ○ One (1) Project Fact Sheet ○ One (1) Survey Recruitment Flyer Project Landing Page in English and Spanish Media and social media graphics in English and Spanish CBO Digital Outreach Packet in English and Spanish	15,869.60
Reporting	Weekly Updates One (1) Survey Findings Summary One (1) Public Engagement Summary	21,622.60
	Sub-Total	\$106,696.00
REIMBURSABLE EXPENSES		
Compensation for Participation	Participants at all events and sessions will receive compensation for their time and travel at \$100 per person. If	16,000.00

	budget allows, there may be a drawing for \$100 gift cards for survey participation.	
Travel	Mileage, lodging and travel meals	1,548.00
Transcreation	All materials transcreated to Spanish	1,500.00
Media Spend	Local, multicultural, social, and digital	18,000.00
Material Printing	Project Fact Sheets and Survey Recruitment Flyers will be printed and provided to all in-person event participants	150.00
Event Expenses	Room Rentals, Food and Supplies	5,000.00
	Sub-Total	\$40,288.00
	TOTAL	\$146,984.00

Appendix C

LOCAL AND MULTICULTURAL MEDIA RECOMMENDATIONS



Bellingham Herald is a daily newspaper for the residents of Bellingham, WA. It covers the local news and events of the local community. In 2020, McClatchy transitioned to private ownership when it was acquired by Chatham Asset Management. The Chatham acquisition marked the beginning of a new era of opportunity for McClatchy, strengthening the Company's financial position and enabling it to build on its 150-plus year history of independent, community-focused journalism by investing in local newsrooms.

Email Marketing

- Multicultural List (Ethnicity: South Asian, Black, Central & Southwest Asian, Hispanic, Native American – speaks English)
- 90,426 Count

Digital Display Campaign

- GEO: Whatcom County
- Dates: 10/17 – 11/14
- Impressions: 119,000

\$2,998

Multicultural and General Population



Cascadia Daily News is a locally owned newspaper created in a brick-and-mortar newsroom in Bellingham, Washington by local reporters, columnists, editors, and visual journalists. From their newsroom in downtown Bellingham, they report breaking and enterprise news, opinion, arts and entertainment, sports and other subjects from the Northwest corner of Washington state, including Whatcom and Skagit counties and the San Juan Islands. They are owned, managed and staffed by NW Washington residents who believe the region deserves a news source as unique and engaging as the place where they live.

Digital/Print/Email Newsletter Ads

- Quarter Page Print Ad Oct 19, 26 and November 2, 9
- Digital E-Newsletter-Sundays x 4
- Digital Calendar Ad Oct 17-November 13
- Impressions: 81,600

\$3,350

General Population



Univision is a WA-based station and a subsidiary of SBG owned and operated by Sinclair Broadcast Group, Inc. Sinclair Broadcast Group, Inc. is one of the largest and most diversified television broadcasting companies in the country today. Sinclair owns and operates, programs or provides sales services to 163 television stations in 77 markets, after pending transactions. Sinclair's television group reaches approximately 38.7% of US television households and includes FOX, ABC, MyTV, CW, CBS, NBC, Univision, and Azteca affiliates.

County Focus: Whatcom

Broadcast TV Ads

- 63, 15-Second TV Spots
- Impressions: 134,382

\$2,500

Hispanic/Latinx



Bustos Media is proud to be one of the few independent Hispanic owned radio groups in the USA. Headquartered in Portland, Oregon they also have stations/websites owned and operated in the states of Washington, California, Arizona, Wisconsin and Texas who serve a diverse linguistic and ethnic population.

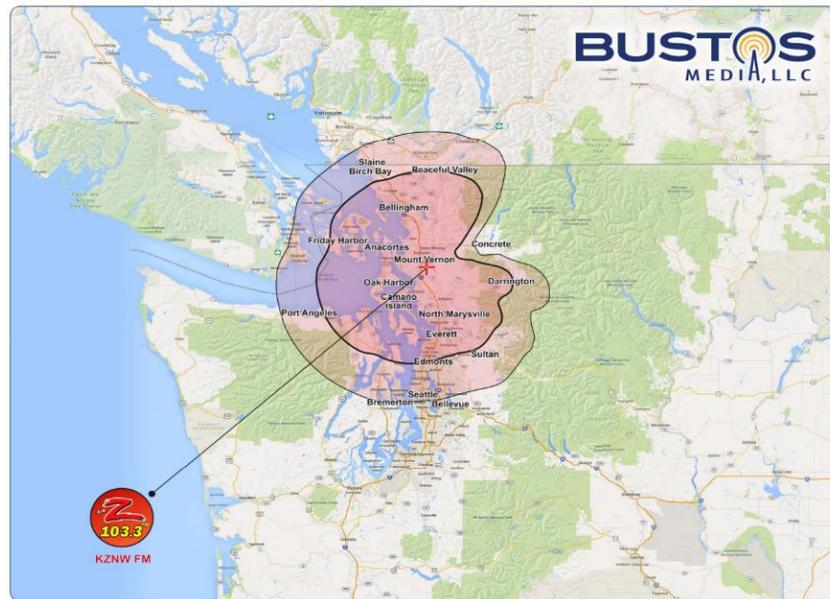
County Focus: Whatcom - KZNW La Zeta 103.3FM

Radio Ads

- **Radio Spots** (90 total + 1 Live mention per day)
- **Social Posts** (1 per week geotargeted to Whatcom County)

\$2,500

Hispanic/Latinx



WhatcomTalk.com provides an informed voice to the Whatcom County community. While readers get their state, national and world news elsewhere, we provide a destination site for all things local. A vibrant community needs an information source that reflects the community while adding a meaningful advertising platform for local businesses. WhatcomTalk.com is a professional, technically driven team, bringing knowledge and expertise to new media.

Digital Ad

- Impressions: 80,000

\$700

General Population

Whatcom News

Whatcom News was first envisioned and created to serve as a hub of information about Ferndale and its business community named DiscoverFerndale.com to create increased awareness and support of local business offerings. My Ferndale News saw readership nearly double year-over-year. Readers from other parts of Whatcom County began asking for news coverage for stories happening outside of Ferndale. In 2021, the website was renamed to *Whatcom News* and its focus expanded to better serve readers and advertisers across Whatcom County while continuing to provide readers free access to community news. Whatcom News is not affiliated with any local government, school district, first responder or law enforcement agency but has developed solid relationships with all to better communicate their messaging as well as request information needed to inform the community about critical issues and emergency situations.

Digital Ads

- Impressions: 49,000

\$375

General Population



The Front is the official, independent student newspaper of Western Washington University. News and opinion content is written, edited, and published by students. Staff reporters are enrolled in a course in the department of journalism, but any student enrolled at Western may offer stories, photos, or guest columns to the editors.

Digital Ads

- Impressions: 15,000

\$200

General Population

Outlet	Language	Ad Form	Run Time	Creative Specs	Estimated Reach	Rates
Bellingham Herald	English	Email/Digital	1 Month (10/17-11/14)	300x600, 300x250, 728x90, 320x50	90,426 119,000	\$2,998
Cascadia Daily News	English	Digital	1 Month (10/17-11/14)	Print 1/4 Page: 4.9" x 10" Email: 300 W x 250 H Digital Calendar: 300 W x 250 H	81,600	\$3,350
Bustos Media	Spanish	Radio/Social Media	1 Month (10/17-11/14)	15-second Spot, MP3 1200x630px, 1080x1080px	27,549	\$2,500
Univision	Spanish	Radio	1 Month (10/17-11/14)	30-second Spot, MP3	134,382	\$2,500
Whatcom Talk	English	Digital	1 Month (10/17-11/14)	468 W x 60 H	80,000	\$700
Whatcom News	English	Digital	1 Month (10/17-11/14)	730 W x 100 H 300 W x 250 H	49,000	\$375
The Front	English	Digital	1 Month (10/17-11/14)	Banner: 300 W x 250 H 720 W x 90 H	15,000	\$200
Total						\$12,623

Suggested Minimum Buy:

Bustos Media
Cascadia Daily News
Bellingham Herald

