



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

May 9, 2011

Motion 13473

Proposed No. 2011-0133.1

Sponsors Dunn and Ferguson

1 A MOTION accepting the Offender Reentry Plan,
2 transmitted March 15, 2011, in compliance with Motion
3 13279.

4 WHEREAS, Motion 13279 requested the departments of community and human
5 services and adult and juvenile detention along with public health, superior court, district
6 court, the prosecuting attorney, the sheriff's office and the public defender to develop and
7 submit for council acceptance, a strategic plan for offender reentry from jail facilities and
8 community corrections programs in King County, and

9 WHEREAS, the strategic plan for offender reentry will guide county policies and
10 services for individuals transitioning from jail to community living with the goal of
11 reducing recidivism and improving public safety. The plan includes a mission statement
12 for ex-offender reentry, a set of policy goals and an implementation schedule, and

13 WHEREAS, the process includes stakeholder outreach to municipalities in King
14 County that operate jail facilities, with an invitation to those municipalities to participate
15 in the reentry strategic planning process and participate on the reentry task force to
16 oversee the implementation of the strategic plan, and

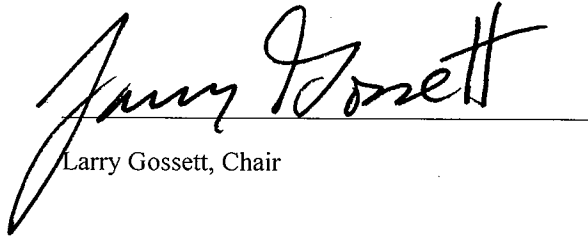
17 WHEREAS, the offender reentry report was reviewed and approved by the
18 criminal justice council on January 26, 2011;

19 NOW, THEREFORE, BE IT MOVED by the Council of King County: -
20 The Offender Reentry Plan, Attachment A to this motion, is hereby accepted.
21

Motion 13473 was introduced on 3/28/2011 and passed by the Metropolitan King County Council on 5/9/2011, by the following vote:

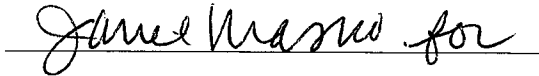
Yes: 9 - Mr. Phillips, Mr. von Reichbauer, Mr. Gossett, Ms. Hague,
Ms. Patterson, Ms. Lambert, Mr. Ferguson, Mr. Dunn and Mr.
McDermott
No: 0
Excused: 0

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



Larry Gossett, Chair

ATTEST:



Anne Noris, Clerk of the Council

Attachments: A. Offender Reentry Plan



King County

Offender Reentry Plan

Department of Community and Human Services
Mental Health, Chemical Abuse and Dependency Services Division

March 2011

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Executive Summary

Problem

Each day, over one hundred individuals return to our community from jails throughout King County. Many of these individuals face the same problems leaving jail as they did entering, including poverty, unemployment, unstable housing or homelessness, mental illness and/or chemical dependency. Such difficulties may contribute to involvement in the criminal justice system, while, if addressed, the likelihood that a released individual will re-offend may be reduced. Unfortunately, as governments at all levels reduce funding for services in the face of budget crises, the number of individuals in our community and in our criminal justice system facing these difficulties may increase.

According to the U.S. Department of Justice, national data on local jail inmates portrays a distressed and vulnerable population cycling in and out of the corrections system. The most recent report from the U.S. Department of Justice (2011) shows that over two-thirds of jail inmates are repeat offenders (a rate that has been consistent for decades), having been admitted and released from jail at least once before. This high rate of recidivism suggests that new or improved services are needed to successfully reintegrate offenders into mainstream community living. Reduced recidivism through successful community reentry improves public safety.

Solution

To address this problem, King County, in collaboration with system partners, is developing a plan for offender reentry. The plan creates a framework to guide comprehensive and coordinated policies and services for individuals transitioning from jail to community, including individuals released directly to the community and individuals who participate in community corrections programs, with the general outcome goals of reducing recidivism, improving public safety, and assisting individuals with successfully integrating into their communities. The County will also convene a reentry task force to oversee the implementation of the strategic plan. Guided by the common vision outlined in the plan, regional stakeholders will seek opportunities and funding to implement new programs and services.

Modeled after the federal offender reentry initiative, the approach in this reentry plan provides King County and its regional partners with an opportunity to reduce recidivism, save taxpayer dollars and make our community safer. The King County Offender Reentry Plan outlines evidence-based and best practice reentry strategies that are designed to improve public safety and enhance the community.

Proposed Goals

The King County Offender Reentry Plan is intended to serve as a resource and starting point for stakeholders involved in offender reentry. The plan provides an overview of the local jail population and discusses common areas of need, proposing initial goals, objectives and strategies for addressing these needs. The proposed goals are:

- Improve the housing status of individuals leaving jail.

- Improve rates of self-sufficient employment for individuals leaving jail.
 - Provide access to effective mental health, chemical dependency, and primary care treatment services for inmates before and after their release from jail
 - Sustain offenders’ access to government assistance programs.
- Improve case management systems.
- Increase reentering offenders’ connections to family and community.
 - Improve offender access to basic resources and services in the community after release.

Population Needs

In 2010, King County’s jails had approximately 43,000 bookings and housed on average each day about 2,100 individuals. By the end of 2011, jails operated by cities in the county will house an estimated 600 individuals each day (DAJD, 2010). Before entering jail, many of these individuals faced serious difficulties that contributed to their involvement in the criminal justice system. Some of the issues leading to criminal behavior and recidivism include: mental illness, chemical dependency, low income, unemployment, limited education, and homelessness (Urban Institute, 2008). As discussed in Table 1, these obstacles are indeed a problem for jail inmates.

Table 1: Common factors linked to criminal activity and recidivism faced by jail inmates

<p>Mental Illness</p>	<p>Nationally, 64% of jail inmates have a diagnosable mental illness and 16% have a serious mental illness (Bureau of Justice Statistics, 2006; Morrissey et al., 2007). Inmates in King County Correctional Facility (KCCF) who spend over 72 hours in jail average a twelve day length of stay compared to individuals with mental illness, who spend an average 158 days in jail (King County Dept. of Community and Human Services, 2007). The 2011 charge per inmate in King County jails is \$120 per day. This cost can triple if special psychiatric housing is required. Moreover, national averages show that within 18 months of release 64% of former inmates with mental illness are re-arrested compared to only 30% of those without (Bazelon, 2009).</p> <p>Histories of trauma follow many jail inmates. Fifty-five percent of female inmates have suffered lifetime physical or sexual abuse, as have 13% of male inmates. Sixty-two percent of female inmates experienced intimate partner violence, and 35% of all inmates have been injured in an assault (US Department of Justice, 2004). It is well known that histories of abuse and violence increase the likelihood of behavioral health problems. See Appendix A for more information on trauma-informed care.</p>
<p>Substance Use Disorders</p>	<p>The National Bureau of Justice Statistics (2006) estimates that 76% of jail inmates abuse alcohol or drugs and 34% were using at the time of offense. Substance use disorders among mentally ill individuals increase the likelihood of arrest by 500% (King County Dept. of Community and Human Services, 2007). Chemically dependent individuals are more likely to be homeless and to have histories of abuse and mental illness, which compounds the probability of criminal behavior and re-offending (Urban Institute, 2008). Fortunately, chemical dependency treatment has been shown to reduce recidivism (Krebs, Strom, Koetse & Lattimore, 2009).</p>

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<p>Employment & Education</p>	<p>Employment and higher wages are both negatively associated with rates of recidivism (Economic Policy Institute, 2000). Employment provides income for basic needs, structures daily life, reduces the temptation to use drugs or engage in criminal activity, and diminishes the pressure to earn money through illegal means (Freudenberg, 2006). Nationally, only 66% of male and 25% of female inmates had formal income in the month prior to arrest. Of those, less than 13% earned more than \$2,000 per month (US Department of Justice, 2004). When released, jail inmates face many obstacles to obtaining legitimate and stable employment, including low levels of education, limited work history, limited vocational skills, and prohibitions against hiring workers with criminal histories (Holzer, Raphael, & Stoll, 2004).</p> <p>Poor education is a major obstacle to employment. Sixty percent of jail inmates in the U.S. lack a high school diploma or its equivalent, yet jails are only required to provide basic education to those less than 18 years of age (Freudenberg, 2006). Nationally, 60% of jail inmates held less than a high school diploma and only 3% held a college degree (U.S. Department of Justice, 2004).</p>
<p>Homelessness</p>	<p>An estimated 8,800 King County residents are homeless each night. Mental illness, chemical dependency, or both are common problems among these individuals. In 1998, a study by King County estimated that homeless individuals enrolled in mental health services were 400% more likely to be incarcerated than housed individuals receiving the same services (King County Dept. of Community and Human Services, 2007). This estimate does not include the many individuals not receiving services. Nationally, it is estimated that 14% of jail inmates were homeless at the time of arrest (U.S. Department of Justice, 2004). In addition, many offenders find it challenging to comply with treatment when they do not have stable housing.</p>
<p>Equity and Social Justice</p>	<p>According to the national Dellums Report (2006), young men of color are disproportionately represented in the criminal justice system. The report found that young men of color face many more social and institutional obstacles in American society than any other demographic group. King County Council unanimously passed Ordinance 2010-0509, "establishing definitions and directing implementation steps related to the fair and just principle of the adopted 2010-2014 countywide strategic plan." This ordinance provides guidance on moving our work on equity and social justice from an initiative to integrating it into the fabric of our daily work at King County. Specifically, the ordinance challenges us to: Raise and sustain the visibility of the countywide strategic plan's fair and just principle.</p>
<p>Disconnect from Resources</p>	<p>Many jail inmates are resource poor and living near or below the poverty line. Accordingly, many of them receive or are eligible for assistance from government programs, including social security, supplemental security income, workers compensation and veteran benefits. However, these benefits are terminated for inmates depending upon their length of incarceration. This drop in financial aid support puts individuals at increased risk for homelessness and financial desperation, in addition to a strain on relationships and alienation from families and community support systems. Loss of treatment and loss of access to medication increases an offender's likelihood of mental health or chemical dependency relapse (Urban Institute, 2008). Re-activating benefits and restoring eligibility can take several months.</p>

After release from jail, these problems still exist and can be complicated by disrupting employment or services. Aside from high school equivalency education, inmates in jail have limited access to educational opportunities. A criminal arrest or a period of incarceration may

cost an inmate his/her job. Even if an inmate is allowed to keep his/her job after incarceration, his/her inability to work during that period results in a loss of income. For unemployed individuals, incarceration and criminal history further limit employment options. The resulting loss of income decreases the housing stability of a person with low income. Lastly, the stress and trauma of the jail setting may worsen symptoms of mental illness and substance-abusing behavior (Center for Mental Health Services, 2007; Neller, Denney, Pietz & Thomlinson, 2006).

By assisting released inmates in overcoming these obstacles, a coordinated and organized reentry service system will help individuals achieve stability and end a cycle of criminal re-offending. Reduced recidivism means an increase in public safety, decrease in jail overcrowding, and lowered taxpayer burden.

Offender Reentry

‘Reentry’ refers to the process of transition from jail to the community for individuals leaving incarceration. Successful reintegration into the community from jail requires that the released individual obtains stable housing and employment; receives services for and works toward mental health and/or chemical dependency recovery; and chooses not to engage in criminal behavior. Reentry programs typically direct resources at one or more of these specific areas of need (Council of State Governments, 2005).

Addressing the needs of vulnerable populations has been a priority in King County over many years. The result is that King County has a strong foundation upon which a comprehensive and well-coordinated reentry system can be built. (See the appendices for an array of existing programs.) For example, the Adult Justice Operational Master Plan (Phase I AJOMP) was approved by the King County Council in July 2002 in order to reduce the use of the King County Jail by restricting utilization to higher risk populations: 1) offenders who are a public safety or flight risk, and 2) offenders who have failed other intermediate sanctions. Outcomes of this phase of the AJOMP included the creation of the Department of Adult and Juvenile Detention’s Community Corrections Division (CCD) and the Community and Human Services Division’s Criminal Justice Initiative. Established in 2002, CCD operates a range of programs, including Work Education Release, Electronic Home Detention, Community Center for Alternative Programs (CCAP), Community Work Program, and Helping Hands Program. See Appendix D for more information on CCD.

In 2003 King County implemented a range of programs and services to help people in the criminal justice system with unmet mental health or substance abuse needs connect to treatment services, stable housing, and other supports as alternatives to incarceration. The Criminal Justice Initiatives (CJI) Project was created and County funding dedicated through the closure of two county operated substance abuse residential treatment programs. Cost savings from these closures was appropriated to the Department of Community and Human Services/Mental Health, Chemical Abuse and Dependency Services Division (MHCADSD) to manage the CJI beginning in 2003 with the following goals:

- Reduce offender-client involvement in the criminal justice system while preserving public safety; and

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- Curtail the need to build a third King County Jail venue for adult detainees.

The CJI offers effective alternatives and reentry programs for indigent and low income adult individuals with severe mental health and/or substance use disorders who may also be homeless. Additionally, CJI programs provide housing access and support, assistance with obtaining publicly funded benefits, and integrated treatment for offender-clients with co-occurring mental health and substance use disorders.

The programs target individuals with severe mental illness who are “high-utilizers” of the KCCF and municipal jails in King County, meaning individuals with high rates of recidivism that is exacerbated by mental illness and/or COD. In its fourth year, 2008, the CJI served 638 individuals. The programs proved successful in reducing participants’ incidence of jail bookings. Additionally, nearly half of the participants had positive clinical treatment dispositions. Moreover, evaluations have found that modest reductions in recidivism offset the cost of jail-based reentry programs. See Appendix B for an overview of CJI programs. Also included in the appendices are overviews of current reentry activities underway and summaries of the local jails in King County.

In 2010, King County approved the King County Strategic Plan which contains several objectives and strategies supported by this reentry plan. Under the goal to, “promote opportunities for all communities and individuals to realize their full potential.”, there is an objective to, “ensure a network of integrated and effective health and human services is available to people in need.” The first strategy within this objective is to, “facilitate access to programs that reduce or prevent involvement in the criminal justice, crisis mental health, and emergency medical systems.” In addition, under the goal to support safe communities, there are objectives and strategies that promote a continuum of effective diversion and alternative programs. The Offender Reentry Plan will assist in the achievement of these strategies and objectives.

Reentry Plan

The purpose of the Offender Reentry Plan is to outline a framework for a coordinated and effective reentry system; identify gaps in services and develop improvements to address these gaps; coordinate services into a seamless continuum of care; inform future policy decisions; and position the county to receive Second Chance Act and other grant funding.

In 2008, President Bush signed into law the Second Chance Act (P.L. 110-199) which provides \$50- \$100 million annually to local and state governments for the implementation of reentry programs for released prison and jail inmates. The goal of the act is to provide offenders with needed services in order to reduce recidivism and improve public safety.

Offender Reentry Task Force

The Offender Reentry Plan includes the implementation of a Reentry Task Force. The task force would consist of a diverse group of agencies throughout the region, including representatives from:

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- Law enforcement – King County Sheriff’s office and local police departments
- Courts – Superior Court, District Court, and municipal courts
- Probation – District Court and municipal courts
- Mental health, chemical dependency and social service providers
- Prosecuting Attorney’s Office
- Public defense agencies
- Community corrections – King County and city jails
- Jails –Department of Adult and Juvenile Detention (jail) and city jails
- Washington State Department of Corrections
- Jail Health Services
- Department of Judicial Administration
- Department of Community and Human Services
- Executive and Council – King County Executive Office, King County Council, and corresponding city representatives
- Community stakeholders

King County will designate a reentry coordinator to identify gaps in service and provide coordinated services to offenders who have a high risk of recidivism and have re-integration needs, such as housing, employment, health care, and mental health and/or substance abuse treatment, that can be difficult to address.

Population of Focus

The King County Offender Reentry Plan will initially focus on the locally sentenced offender population and those individuals held in jail on pre-trial orders longer than 14 days and released to the community. This population is prioritized due to the higher risk nature of these offenders. Focusing the plan on those individuals more likely to re-offend will increase the likelihood of having a measurable effect on reducing recidivism and documenting success. Another focus of this plan will be services and supports for particularly vulnerable populations, including women, veterans and homeless individuals.

Offender Reentry Plan Mission

A reentry plan should be a holistic and systematic approach that seeks to reduce the likelihood of additional criminal behavior. Beginning at sentencing and extending beyond release, the reentry plan will assess, identify and link offenders with services specific to their needs. This will be accomplished through associations with community partners, families, criminal justice system partners, and victims.

Reentry means going home to stay.

Policy Goals and Objectives

The following proposed goals and objectives address important areas of need: housing, employment, mental health, chemical dependency, access to government assistance, and broad community-based organization involvement and support. Goals are divided into suggested objectives, strategies and activities.

1. Improve the housing status of individuals leaving jail.
 - a. Reduce the number of inmates leaving jail who become homeless or reliant upon public shelters.
 - b. Increase stability for marginally housed individuals leaving jail.
 - c. Increase the number of inmates who retain existing housing during short-term incarcerations.
2. Improve rates of self-sufficient employment for individuals leaving jail.
 - a. Increase availability of evidence-based education, job training, and vocational programs by expanding the current vocational trainings program.
 - b. Increase the abilities of reentering individuals to compete in the labor market by expanding the King County Jobs Initiative.
 - c. Extend high school equivalency programs to all inmates and connect inmates to service providers in the community who can offer continued educational opportunities and/or connections to employment.
3. Provide access to effective mental health, chemical dependency, and primary care treatment services for inmates before and after their release from jail.
 - a. Increase use of evidence-based mental health, chemical dependency, and primary care screening, assessment and treatment services in the criminal justice system.
 - b. Ensure access to effective community based mental health, chemical dependency, and primary care treatment.
4. Sustain offenders' access to government assistance programs.
 - a. Increase timeliness of enrollment in government assistance programs
 - b. Prevent or reduce disruption in benefits for inmates as they reenter the community

5. Improve case management systems to record baseline data on the reentering population; store information on offender risks and needs; identify returns to jail/re-arrests; and grant access to government and community service providers to promote continuity of care and case management during incarceration, transition, and post-release.
 - a. Support the creation of a shared data management information system
 - b. Support the creation of mechanisms to share data across all jails, local law enforcement in King County, and other county criminal justice agencies
6. Increase reentering offenders' connections to family and community.
 - a. Promote access to mentoring services from secular community organizations and faith-based groups
 - b. Create linkages to child support assistance programs, family counseling and family reunification services
 - c. Provide access to parenting classes, anger management, and other life skills classes
 - d. Involve family and/or community members in the release planning process
7. Improve offender access to basic resources and services in the community after release.
 - a. Provide exiting individuals with a written release plan
 - b. Promote access to education opportunities for offenders leaving jail
 - c. Provide access to transportation to mental health and substance/alcohol abuse treatment (through actual transportation or transportation vouchers/bus passes)
 - d. Provide access to clothes for job interviews
 - e. Provide access to food vouchers, etc

Implementation Schedule

The execution of all of the proposed goals within the Offender Reentry Plan will create a comprehensive and coordinated reentry system in King County. The degree and speed with which this region can achieve this system will depend on funding availability. With the support of the Offender Reentry Taskforce, King County will actively seek Second Chance Act funding to implement components of the plan. It is important to note that many components of the plan are expansions and/or enhancements, as this region has an existing infrastructure on which to build this reentry initiative.

Conclusion

Objectives

Strategies

Proposed Activities

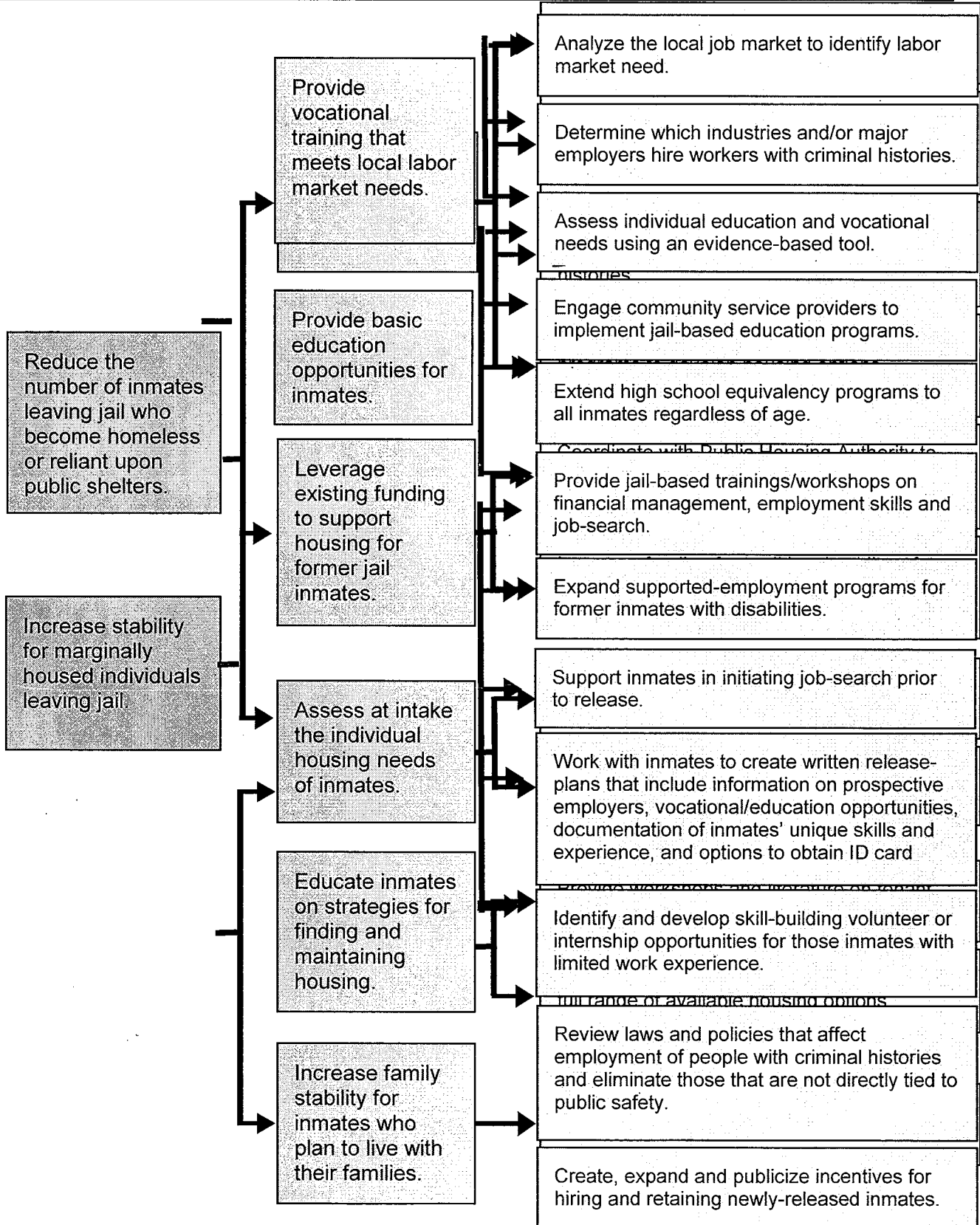
The King County Offender Reentry Plan was created by a large group of stakeholders under the leadership of the King County Council and King County Executive through King County Motion 13279. A MOTION requesting the departments of community and human services and adult and juvenile detention along with public health, superior court, district court, prosecuting attorney, sheriff's office, public defender and input from local jails and community stakeholders to develop and submit for council acceptance, a strategic plan for offender reentry from jail facilities and community corrections programs in King County.

Goal 1: Improve the housing status of individuals leaving jail.

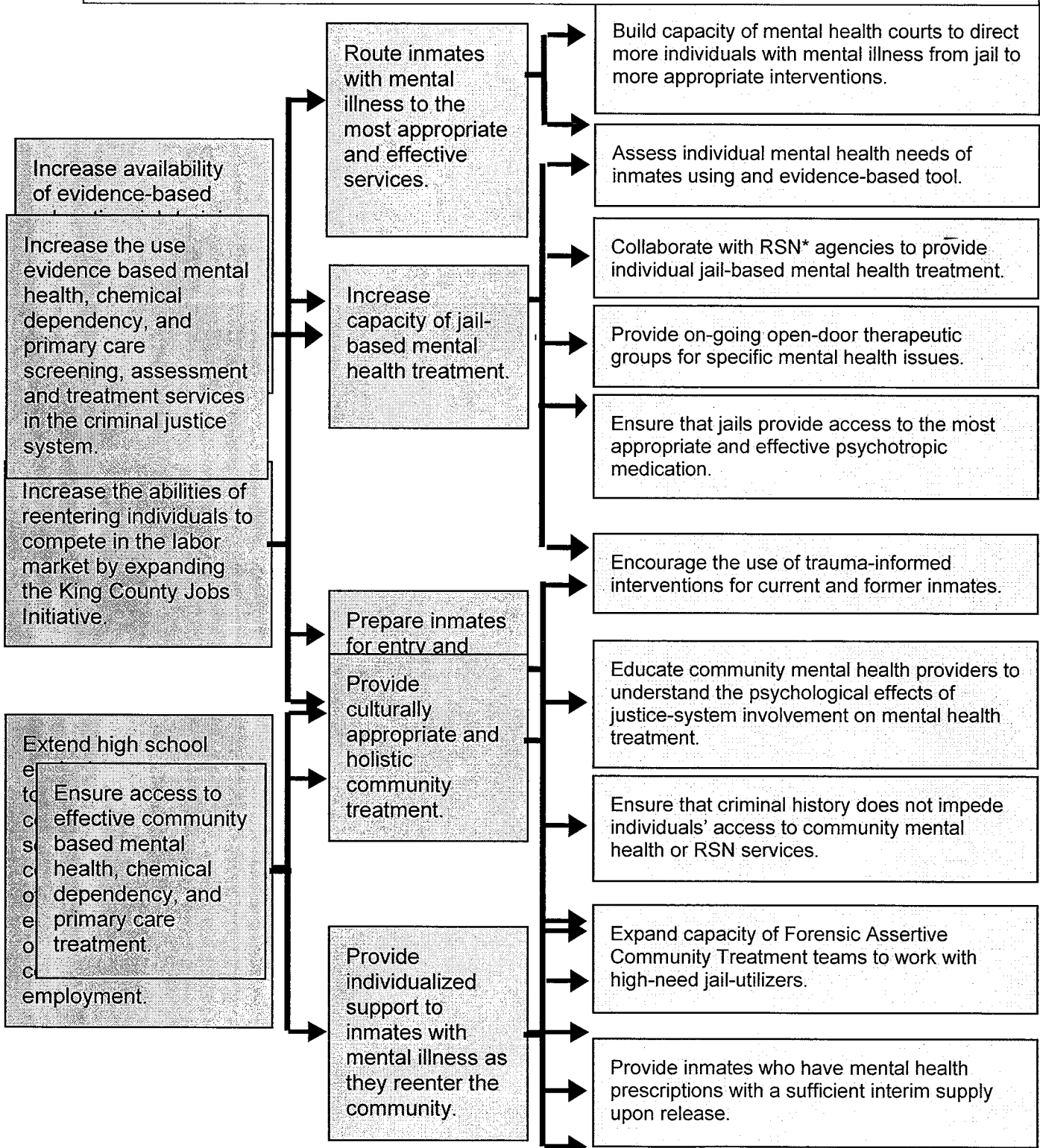
Increase the number of inmates who retain existing housing during short-term incarcerations.



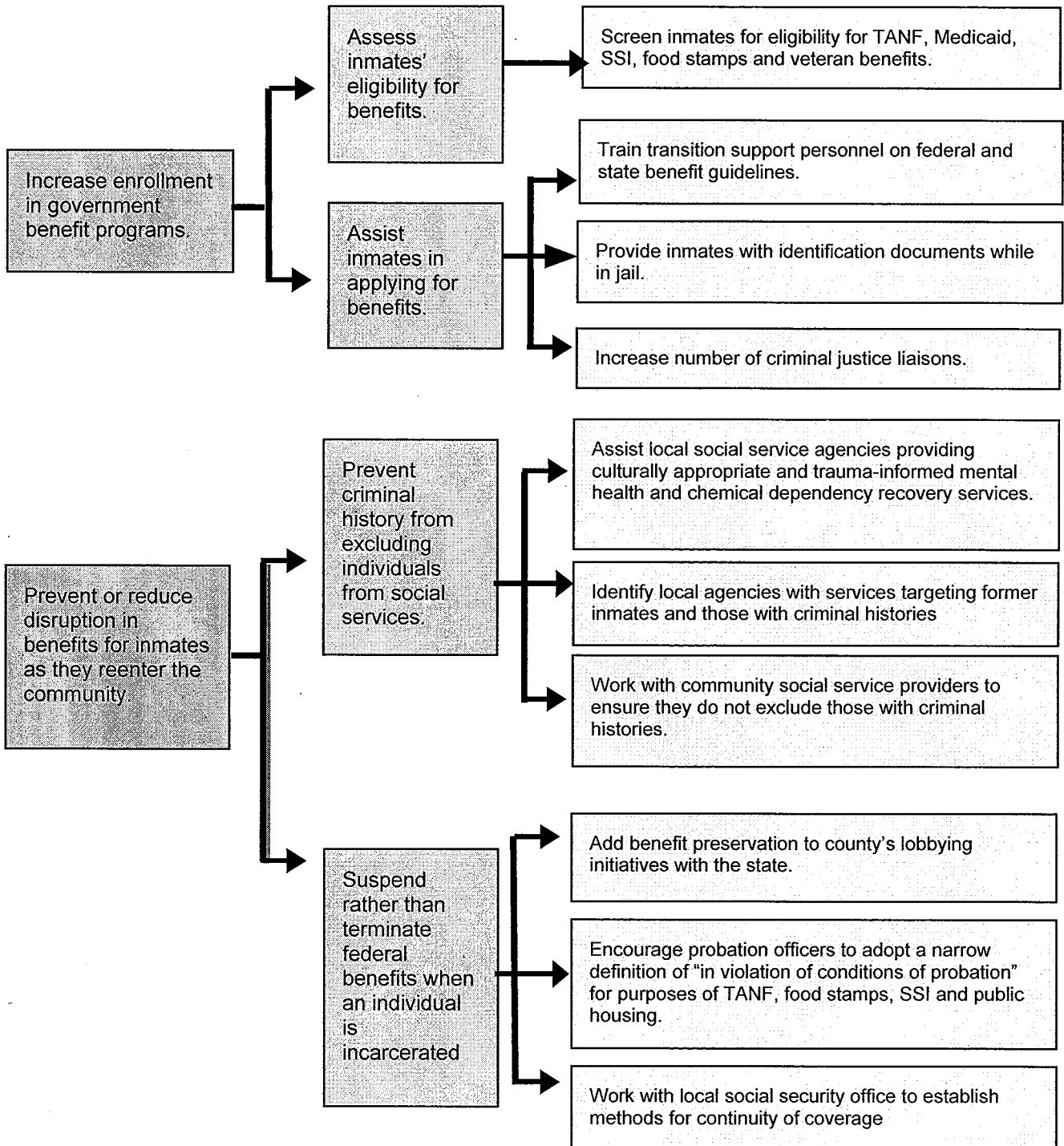
Goal 2: Improve rates of self-sufficient employment for individuals leaving jail.



Goal 3: Provide access to effective mental health, chemical dependency, and primary care services for inmates before and after their release from jail.



Goal 4: Sustain offenders' use of government assistance programs.



Appendix A: King County Jail Population

As seen in Table 3, the large majority of inmates in KCCF are male, comprising 87 percent of the jail population. At 36 percent of the inmate population and only 6 percent of the general population in King County, African-American individuals are vastly over-represented in KCCF. Similarly, Native American individuals are present in jail at three times their rate in the general public. This data suggests that improving systems to reduce recidivism is not just a financial issue, but an issue of equity as well.

Table 3: Percentage Average Daily Population by race and gender in KCCF and general county population, 2008

	Male	Female	Total	General Population in King County
White / Caucasian	48%	7%	55%	75%
Black / African American	32%	4%	36%	6%
Asian-American	5%	1%	6%	13%
Native American	2%	1%	3%	1%
Total	87%	13%		

(King County Department of Adult and Juvenile Detention) (US Census Bureau, 2008)
 *Data on percentage of Latina/o inmates not available from KC Department of Adult and Juvenile Detention

The majority of the KCCF population is incarcerated for non-violent offenses. Sixty-five percent of the population is being held for non-compliance, drugs, property crime or 'other' offense (King County, 2008). Table 4 lists the offenses for which KCCF inmates are being held.

Table 4:
 Average Daily Population by Offense Category, 2008

	Number	Percentage
Non-Compliance	463	18.0%
Drugs	460	17.9%
Other	388	15.1%
Property	356	13.8%
Assault	304	11.8%
Sex Crimes	125	4.9%
DUI	126	4.9%
Robbery	110	4.3%
Domestic Violence	91	3.5%
Homicide	82	3.2%
Traffic (non-alcohol)	46	1.8%
Criminal Trespass	17	0.7%
Prostitution	9	0.3%

(King County Department of Adult and Juvenile Detention)

Appendix B: King County Criminal Justice Initiatives

King County Criminal Justice Initiatives (CJI)

The CJI is Three Areas

Discharge Planning/Liaison Services

- Criminal Justice Liaisons
- Mental Health Court Liaisons
- DSHS Out-Stationed Staff
- Chemical Dependency Inpatient Assessors
- Release Planning via Jail Health Services
- Boundary Spanning

Bridge Programs

Reentry Case Management Services

Provider: Sound Mental Health
90-Day case management program to ensure connection to any community based service needed. Program capacity is approx. 120.

Housing Voucher Program

Provider: Sound Mental Health
9-Months transitional housing for therapeutic court, CCAP, and Work Release participants who are homeless. Program capacity is 85.

Substance Abuse Treatment at CCAP

Provider: Sound Mental Health
Intensive outpatient substance abuse treatment services for up to 48 CCAP participants; the agency also provides cognitive-behavioral programs, including Moral Reconciliation Therapy, for all CCAP participants.

Contacts

Dave Murphy, Project Coordinator
(206) 263-8954
dave.murphy@kingcounty.gov
Jessie Benet, Program Manager
(206) 263-8956
jessica.benet@kingcounty.gov



King County

Mental Health, Chemical Abuse and Dependency Services Division,
Department of Community and Human Services

Specialized Offender Based Treatment Programs	
Service Intensity ↑ Highest High	(all include a "Bridge" function) FACT (Forensic Assertive Community Treatment), time unlimited svcs. Provider Agency: Sound Mental Health "Psychiatric Hospital in your Living Room" Assertive Community Treatment (ACT) is an evidence-based practice Severe and persistently mentally ill high utilizers of a jail in King County Includes Permanent Supportive Housing Team based approach, shared caseloads, low 1:8 staff to client ratio Wrap around services, 7 days per week and crisis support Assertive engagement and outreach, 75% services in community Team of dedicated staff: mental health professionals, substance abuse specialist, vocational specialist, peer support, Nurse, psychiatric prescriber <i>case managers, administrative support</i> Capacity: 50
	FISH (Forensic Intensive Supportive Housing), time-unlimited svcs. Provider Agency: Sound Mental Health Forensic Intensive Case Management with the evidence-based practice of IDDT Severely mentally ill, not legally competent population & Veterans Includes Permanent Supportive Housing Team-based approach, 7 days per week, 1:15 staff to client ratio Team of dedicated staff: mental health professionals, substance abuse specialist, vocational specialist, peer support, psychiatric prescriber <i>case managers, Boundary Spanner</i> Capacity: 60
	IDDT (Integrated Dual Disorders Treatment), 12 month benefit Provider Agency: Community Psychiatric Clinic / The Impact Program Forensic Intensive Case Management with the evidence-based practice of IDDT Clinic-based program, higher functioning population with COD in spec. court/jail Includes 12-months transitional housing Mental health, chemical abuse/dependency treatment focus while incorporating vocational/educational and Cognitive-behavioral intervention: Moral Recognition Therapy Team of dedicated staff: mental health professional, substance abuse specialist, case managers, psychiatric prescriber, Boundary Spanner Capacity: 85
	COD (Co-Occurring Disorders) Treatment Program, 12 month benefit Provider Agency: Sound Mental Health / Project Start Forensic Intensive Case Management Higher functioning population with COD from RJC/Municipal Jails Includes 12-months transitional housing Mental health and chemical abuse/dependency treatment focus Team of dedicated staff: case managers and psychiatric prescribers Capacity: 50

Appendix C: Seattle-King County Public Health Jail Health Services

**King County Correctional Facility/ Maleng Regional Justice Center
Public Health Seattle-King County Jail Health Services
Re-entry and Release Planning Service**

Jail Health Release Planning addresses the issues that keep a patient returning to jail and/ or emergency facilities by connecting patients with priority conditions to necessary community services. Release Planning focuses on patients that are high system utilizers who often have the highest rates of recidivism.

Priority Conditions

Adolescence	HIV positive
Chemical Dependency	Frail or Elderly
Emergent/Chronic Medical Concerns	Mental Illness (chronic/acute)
Pregnancy	Developmental Disabilities

Once a release date is established, the Release Planner and patient collaborate on a plan for re-entry back into the community. This can include setting up benefits, medical appointments, nursing care, crisis respite, coordinating mental health and chemical dependency treatment and linkage to community re-entry case managers.

Release Planning utilizes a client centered approach that focuses on harm reduction while using motivational techniques. Case loads permitting, Release Planners engage with inmates over multiple jail stays. This acknowledges the long road to recovery and need for re-assessment and modification of a treatment plan as a patient makes progress towards their commitment to change and need for services.

A key component of re-entry is ensuring that patients have linkages to provider(s) in the community. Whenever possible, a direct hand-off to a community provider is coordinated so the patient has a direct linkage to services upon release. If time does not allow for extensive service coordination, patients are given community resource information to address their needs. This includes resource information for employment, emergency services and shelters, housing, medical clinics, mental health agencies, benefits, chemical dependency treatment information, and domestic violence perpetrator and survivor resources.

While in custody, the Release Planner completes a full psycho-social assessment to assist in identifying areas that are in need of intervention. This assessment assists in identifying the level of symptom severity, co-occurring disorders, commitment to treatment, decision-making processes, social skill deficits, functioning levels, interpersonal difficulties, cognitions, and behavior associated with criminal behavior.

Many of our patients are involved with multiple systems, and successful re-entry back into the community requires a high level of coordination among these agencies. Re-entry also requires making appropriate community referrals that meet patient needs, levels of functioning, legal requirements, and motivation for treatment. Jail Health Release Planning provides re-entry services through accurate needs assessment, coordination of care, and linkage to community services.

Appendix D: King County Community Corrections

*The Department of Adult and Juvenile Detention
Community Corrections Division*

Background

- Spring of 2002 - the King County Executive, Chair of the King County Council, Presiding Judge of the Superior Court, Presiding Judge of the District Court and Prosecuting Attorney call for the implementation of a Community Corrections operation
- Working group headed by Chief Deputy of the Prosecuting Attorney's Office, submitted a plan to the Criminal Justice Council
 - Plan called for Community Corrections to continue Work and Education Release (WER) and Electronic Home Detention (EHD), consolidate offender work crews into the Community Work Program (CWP), and establish a Day Reporting Center
- Criminal Justice (CJ) Council approved plan and submitted it to King County Council for approval
 - The working group was reconstituted as the CJ Implementation Group to oversee the implementation of the plan; CJ Implementation groups meets every other week
- December 16, 2002 - County Council passed an Ordinance creating the Community Corrections Division

Community Corrections Programs and Services:

- Work-Education Release (WER)
- Electronic Home Detention (EHD)
- Intake Services Unit (ISU)
- Community Work Program (CWP)
- Community Center for Alternative Programs (CCAP)
- Re-licensing Programs & Services
- Helping Hands Program (HHP)
- Re-entry Programs & Services
- The Learning Center (TLC)

Community Corrections Partners include, but are not limited to:

- KC Superior Court
- KC District Court
- KC Prosecutor's Office
- The Public Defender's Office & Defense Agencies
- County Council staff representing the Law, Justice and Human Services Committee
- KC Department of Judicial Administration
- KC Department of Community and Human Services
- United Way of King County

Mission

The Community Corrections Division (a division of the Department of Adult & Juvenile Detention) provides the court system as well as the offender with pretrial and sentenced alternatives to secure confinement aimed at reducing the jail population, decreasing the offender's failure to appear rate, increasing the offender's accountability, and reducing the offender's rate of re-offense.

Electronic Home Detention (EHD)

Electronic monitoring system restricts pre-trial and sentenced offenders to their home, except to go to work, school, treatment, employment searches, medical appointments, and Court hearings.

- Participants wear electronic bracelet
- Participants pay intake and equipment fees (sliding scale)

Work and Education Release (WER)

An alcohol & drug free residential program where pre-trial and sentenced offenders go to work, school, conduct employment searches or treatment during the day/evening and return to a secure building at night.

- Participants can participate in limited programming such as AA/NA, religious groups and Life Skills-to-Work at CCAP
- Participants pay an intake fee and room and board (sliding scale)

Community Center for Alternative Programs (CCAP)

Day reporting center provides various treatment & educational programs and services.

- Participants are monitored for drug and alcohol use
- Participants are required to attend weekly itinerary of classes and treatment
- Services are provided without cost to the participants

Community Work Program (CWP)

A supervised manual labor program where sentenced individuals and re-licensing candidates are assigned to work crews throughout the county.

- Revenue supported program
- CWP contracts with municipalities and other government agencies to provide landscaping services

Re-entry & Education Programs and Services

- Re-entry Case Management Services (RCMS) provides individuals exiting the institution or an alternative program with linkages to health, housing, and social programs and services in the community. RCMS is operated by Sound Mental Health in collaboration with the division and King County DCHS/ Mental Health, Chemical Abuse and Dependency Services Division.
- The Learning Center (TLC) is a collaboration between the division and South Seattle Community College, a higher education institution for the provision of adult education, general education development (GED) preparation, math and science instruction, literacy, life skills, and computer instruction.
- King County Criminal Justice Workforce Development Initiative is a collaboration between King County Department of Adult & Juvenile Division (DAJD) and Department of Community & Human Services (DCHS) to develop an integrated system of vocational training and employment services for the criminal justice population. Key partner agencies include King County Jobs Initiative (KCJI) and WorkSource of Seattle-King County.

Appendix E: Trauma-informed Care

An important consideration when thinking about holistic recovery for criminal offenders is the fact that most inmates have experienced traumatic events in their lives that may have created long-term behavioral-health implications. The Diagnostic and Statistical manual (DSM-IV) defines a traumatic event as one in which a person experiences, witnesses, or is confronted with actual or threatened death or serious injury, or threat to the physical integrity of oneself or others. This includes intense fear, helplessness and horror (APA, 2000). Table 2 shows the percentage of jail inmates with lifetime and recent experiences of trauma. Over 90 percent of inmates had experiences of trauma, abuse or both in their lifetimes and over 60 percent had traumatic experiences in the twelve months prior to incarceration. These experiences do not affect each individual in the same way. However, a study of mental health symptoms in jail inmates found that 34 percent of inmates have clinically significant traumatic stress symptoms (Drapaski, et al., 2009).

Table 2: Jail Inmates' Experience of Trauma

	% experiencing lifetime	% experiencing in last 12 months*
Witness of Violence	65%	32%
Sexual Abuse	55%	32%
Physical Abuse	90%	65%
Any Trauma	94%	65%
Any Abuse	93%	61%

*for those experiencing trauma in lifetime (Steadman, 2010)

Another investigation published in the *Journal of Interpersonal Violence* found a similar percentage of its sample of inmates reporting a history of trauma, 96 percent. Additionally, 67 percent of this sample reported committing a violent act in the past year. Researchers found that individuals with a trauma history were twice as likely as those without to have been violent in the previous year (Neller, et al., 2006). Addressing the impact of trauma in the lives of offenders will move them closer to recovery and improve public safety.

Over the past decade, leaders in mental health have become increasingly aware of the high prevalence and long-term impact of trauma, especially repeated traumas. Researchers have found that 51-98 percent of all individuals with severe mental illness and/or substance abuse disorders have a history of trauma. Moreover, it has been found that the impacts of trauma are cumulative over time and if left unaddressed lead to health problems including heart disease, cancer and liver disease, as well as social problems such as homelessness, prostitution, joblessness and criminal behavior (Center for Mental Health Services, 2007).

During the same period of time, emerging best practices and evidence-based interventions have been developed to assist individuals in overcoming personal issues related to past trauma (National Association of State Mental Health Program Directors, 2004). These interventions and clinical perspectives hold great promise in helping meet the recovery goals of jail inmates with mental health or chemical dependency needs.

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As this evidence suggests, trauma is a major factor exacerbating the difficulties and needs in the lives of jail inmates. Trauma impacts all areas of need identified by this population and therefore must be central to a plan for improving reintegration outcomes. A trauma-informed service system would be “one in which all components of the service system have been reconsidered and evaluated in the light of a basic understanding of the role that violence plays in the lives of people seeking mental health and addiction services” (National Association of State Mental Health Program Directors, 2004, p15).

Appendix F: Community Services Division Offender Reentry Programs

Veterans Incarcerated Program

The Veterans Incarcerated Program (VIP) reduces veteran's use of King County and suburban jails by seeking veterans out in jail and advocating on behalf of incarcerated veterans. The project provides support services to overcome circumstances that may lead to misdemeanor activities, such as unemployment, homelessness, and/or substance abuse. VIP staff can advocate for reduced sentencing and early release. The King County Veteran's Program (KCVP) contracts with the Washington State Veterans Administration (WDVA) for these services providing intake, assessments, advocacy and case management to veterans in jail. Three outcomes are measured for this project: 1) the number of veterans achieving early jail release; 2) the jail days saved due to veteran's early release; and 3) the number of released veterans that do not recidivate. Veteran's Levy funding allowed access to VIP services to 332 veterans in municipal jails since 2007. Over 18,000 jail days were saved through the work of this program and over 87 percent of clients achieving early release did not recidivate within one year.

Work Training Program

Youth Programs

Work Training youth programs prioritize young adults ages 16-24 for education and employment services who are involved with the juvenile or adult criminal justice systems. We have a staff position located at YouthSource at WorkSource Renton that is the single point of contact for both juvenile and adult referrals. This position is jointly funded by Superior Court Community Youth Programs and CCAP. Depending on their needs, interests and age, they are served by either one of our youth or adult programs. We receive state and federal grants to provide services and those vary depending on the funders requirements. Our major youth focus is young adults who have dropped out of high school and who need a GED and further education and training to begin a career. We encourage post-secondary training and credentials in fields that will increase their earning power to a self-sufficiency level.

Adult Programs

The King County Jobs Initiative exclusively serves customers involved in the criminal justice system. Account executives provide services as part of the WorkSource one-stop employment system at both WorkSource Renton and Downtown. Customers receive assistance with job readiness and job search as well as training opportunities in fields like Brownfields certification which increases earning towards self-sufficiency.

WorkSource Renton is managed by King County Work Training and has an Offender Services Team that assists offenders re-entering the community from both the King County and state facilities. Department of Corrections has a reporting office in the WorkSource Renton building at 500 SW 7th Street in Renton. Customers have access to a variety of education and employment services through the 12 partner organizations at WorkSource Renton.

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Career Connections at WorkSource Renton serves offenders who are homeless as they re-enter the community and need assistance in order to obtain housing and employment at a self-sufficient level that will enable them to support their children. Assistance with employment and further education and training is provided as well as connection to a variety of community resources.

Appendix G: Offender Reentry Resources

Urban Institute: Jail Reentry Roundtable Initiative
<http://www.urban.org/projects/reentry-roundtable/roundtable9.cfm>

The National Reentry Resource Center
<http://www.nationalreentryresourcecenter.org/>

Reentry Policy Council
<http://reentry.microportals.net/>

National GAINS Center
<http://www.gainscenter.samhsa.gov/html/>

US Department of Justice
<http://www.reentry.gov/sar/welcome.html>

Washington State
<http://www.doc.wa.gov/goals/reentry.asp>
<http://www.doc.wa.gov/docs/StrategicPlan2009-2015.pdf>

Oregon State
<http://oregonreentry.wikidot.com/>

West Virginia
<http://www.wvdoc.com/wvdoc/OffenderReEntry/tabid/118/Default.aspx>

Oklahoma State
<http://www.ok.gov/re-entry/>

Marion County, OR
<http://oregonreentry.wikidot.com/marion:marion>

Alameda County, CA
<http://www.alamedareentryservices.org/>

San Francisco Department of Public Health
<http://sfreentry.com/>

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