



**KING COUNTY**

1200 King County Courthouse  
516 Third Avenue  
Seattle, WA 98104

**Signature Report**

**February 24, 2015**

**Motion 14301**

**Proposed No. 2015-0030.1**

**Sponsors Lambert and Dunn**

1                   A MOTION accepting the Improving Programs and  
2                   Services for Incarcerated Veterans Report, as required by  
3                   Motion 14125.

4                   WHEREAS, in May 2014, the metropolitan King County council required the  
5 executive to develop and submit for council review and approval a report on improving  
6 programs and services for incarcerated veterans in the department of adult and juvenile  
7 detention jail facilities in compliance with Motion 14125, and

8                   WHEREAS, in May 2014, the department of community and human services  
9 offered to assist the department of adult and juvenile detention in convening an  
10 incarcerated veterans work group to identify program and service improvements for  
11 incarcerated veterans, and developing and submitting the report to council, and

12                   WHEREAS, the motion defined the following ten deliverables for improving  
13 services for incarcerated veterans:

14                   1. Recommendations and options for providing veteran-specific services and  
15 programs to incarcerated veterans, including dedicated veterans housing options in jail  
16 facilities or other forms of veteran-only programming;

17                   2. Recommendations and options for creating a veterans housing unit, or a  
18 predominantly veterans housing unit, at each county detention facility serving adults;

19           3. Recommendations and options for veterans to not lose existing veterans  
20 administration benefits;

21           4. Recommendations and options for facility arrangements to accommodate  
22 veterans' programs and services;

23           5. Recommendations and options for either new or restructured, or both, staffing  
24 models to provide veterans focused programming and on the utilization of department of  
25 adult and juvenile detention personnel who are veterans to provide supervision in  
26 incarcerated veteran housing;

27           6. Recommendations and options on methodologies for collecting veteran status  
28 of incarcerated veterans, whether collected at time of booking by correctional staff,  
29 through jail health services, or through other means;

30           7. Recommendations and options for ongoing training opportunities for jail and  
31 jail health staff on working with veteran-specific populations and understanding military  
32 culture and military trauma informed care;

33           8. Recommendations and options for addressing the identified gaps in services  
34 for veterans in King County jails;

35           9. Any other recommendations or options to improve and better coordinate  
36 services for incarcerated veterans; and

37           10. A work plan and implementation timeline detailing when the  
38 recommendations will be implemented, and

39           WHEREAS, the motion established an overarching goal of developing  
40 recommendations and options that lead to the following five objectives:

41           1. Reduction in recidivism by veterans;

42           2. Consistent and accurate data on the population of veterans in King County jail  
43 facilities;

44           3. Improvement in the coordination of services provided in King County jails for  
45 incarcerated veterans;

46           4. Advance successful veteran reentry into the community after incarceration;  
47 and

48           5. Coordination and collaboration across county departments and agencies  
49 around veterans' issues, and

50           WHEREAS, each of those recommendations and options was developed in  
51 collaboration with the multiagency-represented incarcerated veterans work group during  
52 the summer of 2014, and

53           WHEREAS, the department of community and human services in collaboration  
54 with the multiagency-represented work group conducted data gathering and analysis upon  
55 which the recommendations and options in the report are based, and

56           WHEREAS, the report on improving programs and services for incarcerated  
57 veterans in department of adult and juvenile detention jail facilities has been reviewed  
58 and approved by the incarcerated veterans work group and the department of adult and  
59 juvenile detention;

60           NOW, THEREFORE, BE IT MOVED by the Council of King County:

61           The Improving Programs and Services for Incarcerated Veterans Report, attached  
62 to this motion, is hereby accepted.  
63

Motion 14301 was introduced on 1/26/2015 and passed by the Metropolitan King  
County Council on 2/23/2015, by the following vote:

Yes: 8 - Mr. Phillips, Mr. von Reichbauer, Mr. Gossett, Ms. Lambert,  
Mr. Dunn, Mr. McDermott, Mr. Dembowski and Mr. Upthegrove  
No: 0  
Excused: 1 - Ms. Hague

KING COUNTY COUNCIL  
KING COUNTY, WASHINGTON



Larry Phillips, Chair

ATTEST:



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Anne Noris, Clerk of the Council

**Attachments:** A. Improving Programs and Services for Incarcerated Veterans Report



**King County**

**Improving Programs and Services for Incarcerated Veterans Report**

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**Department of Adult and Juvenile Detention in Collaboration with  
Department of Community and Human Services**

**December 2014**

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## EXECUTIVE SUMMARY

In response to the May 2014 Motion 14125 passed by the Metropolitan King County Council, requiring the King County Executive to submit for Council review and approval a report on incarcerated veterans in the Department of Adult and Juvenile Detention (DAJD), the Department of Community and Human Services' (DCHS) Mental Health Chemical Abuse and Dependency Service Division (MHCADSD) and DAJD worked in collaboration with criminal justice agencies and veterans service providers to prepare "a report on improving programs and services for incarcerated veterans in the department of adult and juvenile detention jail facilities."

Partners that participated in this effort include the following: King County Executive Office; King County Council; Department of Adult and Juvenile Detention; Department of Community and Human Services; Veterans Citizen Oversight Board; Veterans Advisory Board; Public Health - Seattle & King County; Prosecuting Attorney's Office; Department of Public Defense (DPD); King County Sheriff's Office; Washington State Department of Corrections; King County District Court Regional Veterans Court; City of Seattle Municipal Court Veterans Treatment Court; King County Superior Court Drug Diversion Court; the United States Veterans Affairs (VA), Veterans Health Administration, Veterans Justice Outreach Coordinator; Washington State Department of Veterans Affairs (WDVA); King County Veterans Program; Northwest Justice Project; and local behavioral health and social service providers, including Sound Mental Health, Pioneer Human Services, and Community Psychiatric Clinic.

The Incarcerated Veterans Motion group met during the summer of 2014; gathered and analyzed data reviewing the county's current methods for identifying veterans in detention, including jail health programs; inventoried all county services available to incarcerated veterans in the county's jail facilities and how services are provided to veterans within jail facilities; and gathered and identified best and promising practices in other jurisdictions as models for the provision of services to incarcerated veterans.

This report provides a summary of the group's findings and recommendations for improving identification and services for veterans incarcerated in King County jail facilities. The highlighted recommendations of the group include:

- A dedicated veteran housing unit be piloted in order to provide veteran-specific services and programs to incarcerated veterans (planning is already underway for this unit at the Maleng Regional Justice Center)
- All criminal justice partners receive training on the impact of incarceration on benefits available to veterans and potential alternatives to incarceration that allow veterans to maintain their VA benefits and services while ensuring community safety (training is already being delivered under this recommendation by the Northwest Justice Project and DCHS, MHCADSD Veterans Justice Initiative)
- Implementation of a new self-report veteran status question to improve identification of incarcerated veterans and a feasibility study on the application of an objective data-matching tool to identify incarcerated veterans via individual identifiers



- Implementation of a comprehensive training approach to include partnership with the Veterans and Human Services Levy-funded Veterans Training Support Center, to provide veteran-specific training in military culture and military trauma informed care to Jail Health Services (JHS) release planning staff, DAJD and partners
- Identification of the WDVA as the designated recipient of veteran status information from DAJD, JHS release planning staff, and DPD in order to simplify the referral process for reentry services and support. The WDVA has a contract with DCHS for this body of work with funding from the Veterans and Human Services Levy. The DPD will also be providing WDVA with information on out-of-custody veterans with the goal of providing targeted outreach and reentry services to a larger number of justice-involved veterans.

## **BACKGROUND**

In May 2014, the Metropolitan King County Council passed Motion 14125 requiring the King County Executive to submit, for Council review and approval, a report on improving programs and services for incarcerated veterans in the Department of Adult and Juvenile Detention (DAJD) jail facilities. Prior to that, in 2012, King County created the Veterans Justice Initiative within the Department of Community and Human Services' (DCHS) Mental Health, Chemical Abuse and Dependency Service Division. The Veterans Justice Initiative is designed to coordinate the criminal justice and veterans services system (local, federal, and state), and facilitate veteran-specific training for the justice system and service providers in King County. Bringing together the local justice system, including courts, jails, defense, prosecutor, and law enforcement with local, state, and federal providers of veterans' benefits and services is a new area for King County that requires a significant amount of coordination across these fragmented and complex systems.

Under the direction of the King County Executive, DCHS has partnered with DAJD to form an advisory group and work group to review current methods used to identify incarcerated veterans in King County jail facilities, current services available to incarcerated veterans in King County, and best practices in other jurisdictions. Based on a review of current practices in the county and best practices and approaches taken by other jurisdictions, the advisory group and work group developed recommendations on how to improve identification of veterans entering the county's jail facilities and services for incarcerated veterans in King County.

## **KING COUNTY DEPARTMENT OF ADULT AND JUVENILE DETENTION**

The Department of Adult and Juvenile Detention (DAJD) is responsible for the care and custody of adults confined in the King County Correctional Facility and Maleng Regional Justice Center, adults partially confined in Work Education and Release (WER) and Electronic Home Detention (EHD), and youth who are detained in the Juvenile Division. For the period of January through September 2014, DAJD supervised an average daily population of 2,094 adults (including those in secure detention and partial confinement), with an average length of stay of 21 days. On any given day, an average of 142 of the 2,094 adults participated in WER and an average of 47 participated in EHD.

## NEED FOR IMPROVED PROGRAMS AND SERVICES FOR VETERANS

According to the U.S. Department of Veterans Affairs (VA), there are currently over 21.6 million veterans of the U.S. military<sup>1</sup>. This equates to approximately 13 percent of all adults in the United States, including 24 percent of males and two percent of females.

Currently, the VA estimates that approximately 115,000 of these veterans reside in King County. This is not surprising given the location of the VA Puget Sound Health Care System (which is the primary referral site for VA's northwest region and a leader in research and patient care), the growing number of services available to King County veterans (i.e., over 180 veteran-specific programs), and the county's close proximity to the Puget Sound Naval Shipyard, Joint Base Lewis-McChord, and the U.S. Coast Guard District 13 in Seattle.

While most veterans return to their communities and resume a normal life, some do not. The experience of military service and combat in particular may lead to a range of stress-related responses, including but not limited to alcohol or substance misuse, violence toward self or others, anger outbursts, reckless behaviors, and social withdrawal. In some cases, the experience of military-related trauma may rise to the clinical threshold of posttraumatic stress disorder (PTSD), depression, or other acquired psychiatric conditions, including co-occurring mental health and substance use disorders. The VA describes PTSD as follows<sup>2</sup>:

*PTSD is a condition that can occur after someone goes through, sees, or learns about a traumatic event like: combat exposure, child sexual or physical abuse, terrorist attack, sexual/physical assault, serious accident, or natural disaster. Most people have some stress-related reactions after a traumatic event. If your reactions don't go away over time and they disrupt your life, you may have PTSD. PTSD has four types of symptoms:*

**1. Reliving the event (also called re-experiencing).** *Memories of the trauma can come back at any time. You may feel the same fear and horror you did when the event took place. You may have nightmares or feel like you're going through the traumatic event again. This is called a flashback. Sometimes there is a trigger — a sound or sight that causes you to relive the event.*

- *Seeing someone who reminds you of the trauma may bring back memories of the event.*
- *You may think about the trauma at work or school when you need to concentrate on something else.*

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<sup>1</sup> U.S. Department of Veterans Affairs (2014, June). *Veteran Population: National Center for Veterans Analysis and Statistics*. Retrieved from: [www.va.gov/vetdata/Veteran\\_Population.asp](http://www.va.gov/vetdata/Veteran_Population.asp).

<sup>2</sup> U.S. Department of Veterans Affairs National Center for PTSD (2013, August). *Understanding PTSD*. Retrieved from: [www.ptsd.va.gov/public/understanding\\_ptsd/booklet.pdf](http://www.ptsd.va.gov/public/understanding_ptsd/booklet.pdf).

2. ***Avoiding situations that remind you of the event.*** *You may try to avoid situations or people that trigger memories of the traumatic event. You may even avoid talking or thinking about the event.*
  - *You may avoid crowds, because they feel dangerous.*
  - *If you were in a car accident or if your military convoy was bombed, you may avoid driving.*
  - *Some people may keep very busy or avoid seeking help. This keeps them from having to think or talk about the event.*
  
3. ***Negative changes in beliefs and feelings.*** *The way you think about yourself and others changes because of the trauma. This symptom has many aspects, including the following:*
  - *You may not have positive or loving feelings toward other people and may stay away from relationships.*
  - *You may forget about parts of the traumatic event or not be able to talk about them.*
  - *You may think the world is completely dangerous, and no one can be trusted.*
  
4. ***Feeling keyed up (also called hyperarousal).*** *You may be jittery, or always on the alert and on the lookout for danger. You might suddenly become angry or irritable. This is known as hyperarousal.*
  - *You may want to have your back to a wall in a restaurant or waiting room.*
  - *A loud noise can startle you easily.*
  - *If someone bumps into you, you might fly into a rage.*

According to the VA, up to 30 percent of Vietnam veterans, 20 percent of Operations Iraqi Freedom and Enduring Freedom (OIF/OEF) veterans, and 10 percent of Gulf War (Desert Storm) veterans experience PTSD<sup>3</sup>. For many veterans affected, PTSD is directly related to combat. However, veterans who do not deploy or participate in war may also experience this condition. For example, PTSD may result from vehicular accidents, military training accidents, or military sexual trauma. In fact, one in five female service members and one in 100 male service members report having experienced military sexual trauma<sup>4</sup>.

Additionally, PTSD that manifests during service may be related to trauma that predates military service. It is not uncommon for young men and women to enroll in the U.S. military in order to leave environments marked by abuse, neglect, and lack of opportunity. For those service members with a history of trauma exposure that predates enlistment, PTSD associated with the historical trauma may be triggered by the stressful conditions of military training and service.

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<sup>3</sup> U.S. Department of Veterans Affairs (2014, October). Retrieved from National Center for PTSD: [www.ptsd.va.gov/public/PTSD-overview/basics/how-common-is-ptsd.asp](http://www.ptsd.va.gov/public/PTSD-overview/basics/how-common-is-ptsd.asp)

<sup>4</sup> Common Health ACTION (2014). *Challenges and Innovations in Veterans' Mental Health: An Environmental Scan*.

Veterans of our most recent military operations in Iraq and Afghanistan (almost half of whom are Guard or Reserves) have high rates of witnessing dead bodies, knowing someone who was wounded or killed, experiencing ambush or attack, and being the target of gun, rocket, or mortar fire. While not all develop PTSD, they are undoubtedly left with a challenging legacy. One in four OIF/OEF veterans meets criteria for a substance use disorder<sup>5</sup>. As many as three in ten suffer from symptoms of a mental health condition requiring treatment and 22 veterans a day commit suicide<sup>4</sup>.

Traumatic brain injury (TBI) is another significant health issue affecting service members. According to the Department of Defense (DOD), in prior conflicts, TBI was present in at least 14 to 20 percent of surviving combat casualties. Preliminary data suggests prevalence is much higher for service members participating in current military operations<sup>6</sup>. In fact, the DOD reports a total of 307,283 service members were diagnosed with TBI from 2000 to present; the vast majority of these TBIs (over 80 percent) occurred in a non-deployed setting as a result of vehicular accidents, training accidents, falls, and recreational activities. Noteworthy, most TBI cases are classified as mild (also known as a concussion), in which case the service member recovers and returns to duty within 7-10 days. The VA describes TBI as the following<sup>7</sup>:

*TBI happens when something hits the head hard or makes it move quickly. Injuries may be due to blasts in combat, or as a result of motor vehicle accidents, falls, falling or flying objects, or assaults. TBI is called "mild," and may also be referred to as a concussion, when there is a brief change in awareness or consciousness at the time the injury occurs. It is called "moderate" or "severe" when there is a longer period of unconsciousness or amnesia, which means memory loss. The initial injury does not necessarily predict what long-term symptoms an individual may have.*

- ***Physical changes may include:*** problems with vision, weakness and coordination, as well as headaches, dizziness, fatigue, pain, and sleep disturbances.
- ***Thinking changes may include:*** memory and learning problems, decreased concentration, problems with judgment, and slower thinking.
- ***Emotional issues may include:*** irritability, problems managing anger or frustration, depression, anxiety, adjustment difficulties, and problems with social functioning.

By virtue of their military service, veterans acquire discipline, resilience, and combat skills; reach their maximum physical and emotional potential; and develop a sense of tradition,

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<sup>5</sup> Homeless Veterans Reintegration Program. (2010). *Homeless Veterans and the Criminal Justice System: New Developments and Other Resources*.

<sup>6</sup> Defense and Veterans Brain Injury Center (2014, October). Retrieved from: [dvbic.dcoe.mil/](http://dvbic.dcoe.mil/)

<sup>7</sup> U.S. Department of Veterans Affairs VA Caregiver Support (2013, August). I'm Caring for a Veteran with TBI: What Do I Need to Know. Retrieved from: [www.caregiver.va.gov/pdfs/FamilyCaregiversGuideToTBI.pdf](http://www.caregiver.va.gov/pdfs/FamilyCaregiversGuideToTBI.pdf)

<sup>8</sup> Common Health ACTION (2014). *Challenges and Innovations in Veterans' Mental Health: An Environmental Scan*.

patriotism, and esprit de corps unmatched by participation in any other collective. As evidenced above, participation in the U.S. armed forces can also result in physical and emotional consequences as well as challenges at home (e.g., family problems, loss of employment, financial hardship, loss of housing). If left unidentified and unattended, these physical, emotional and social consequences can result in serious ramifications for the service member and his/her family and community, and significantly increase the service member's risk for involvement with the criminal justice system.

## **PREVALENCE OF INCARCERATION AMONG VETERANS**

The Bureau of Justice Statistics estimates that 10 percent of inmates in our nation's jails and prisons report having served in the U.S. military. This equates to over 200,000 veterans<sup>8</sup>. The Department of Adult and Juvenile Detention (DAJD) self-report data from October 2013 through September 2014 suggests veterans make up a much smaller portion of the inmate population in King County jail facilities. Specifically, when reviewing DAJD's average number of jail bookings and average daily population (ADP) for the period of October 2013 through September 2014, veterans make up only two to three percent of individuals in King County jail facilities. This equates to between 36 and 61 veterans in the inmate population at any given time, and is consistent with DAJD veteran status data collected during 2011. Attachment A provides DAJD data for number of bookings and ADP by military status collected for the period of October 2013 through September 2014.

Noteworthy, when veteran status of King County inmates was obtained using an objective data matching procedure developed by the U.S. Department of Veterans Affairs (i.e., the Veterans Reentry Search Services or VRSS) on two separate occasions during the summer of 2014, a slightly higher percentage of inmates — 4.5 percent or approximately 80 inmates — had previous military service. Representatives from the Washington State Department of Corrections (DOC), who have established DOC access to the VRSS system, facilitated use of the VRSS data matching system on these two occasions.

The low rate of veterans in our county jails relative to national statistics may be related to a combination of the methods used to identify detained veterans in King County (discussed in the "Current Methods for Identifying Veterans Detained in King County" section of this report) as well as King County's efforts to reduce incarceration of veterans and criminalization of behavioral health, social, and economic issues experienced by veterans. Since 2005, King County voters have twice supported the Veterans and Human Services Levy, allocating funds to housing and supportive services for King County veterans, military personnel, and their families. In 2010, the Northwest Justice Project in partnership with Fenwick & West and the Microsoft Corporation began sponsoring a program providing free civil legal aid for low-income justice-involved veterans. In 2011 and 2012, the Seattle Municipal Court, King County Superior Court Drug Diversion Court, and King County District Court Regional Mental Health Court, respectively created a therapeutic court (or calendar within a therapeutic court) for veterans who become involved in the criminal justice system as a result of mental health, substance use, or co-occurring mental health and substance use disorders, including traumatic brain injury. In 2013, the Executive created a Regional Veterans Initiative, designed to create stronger partnerships and

coordination of services for King County veterans; and the county Veterans Justice Initiative, designed to coordinate the local justice system with the veterans services system (federal, state, and local). The county's efforts are matched by the U.S. Department of Veterans Affairs' Veterans Justice Outreach program and the Washington State Department of Veterans Affairs' Veterans Reentry Case Management Program.

## **CORRELATES OF INCARCERATION AMONG VETERANS**

As previously noted, 10 percent of inmates in the United States have served in the U.S. military. According to a national study of inmates conducted by Columbia University's Center on Addiction and Substance Abuse, untreated substance use disorder and depression account for much of the risk of incarceration among veterans<sup>9</sup>. Additionally, data suggest that posttraumatic stress disorder (PTSD) significantly increases risk for incarceration, with 19 percent of incarcerated veterans (relative to seven percent of non-incarcerated veterans) having a diagnosis of PTSD. Service members with PTSD are more likely to be arrested for charges related to substance use relative to service members without PTSD and are also more likely to be discharged for misconduct<sup>10</sup>. Unfortunately, unfavorable characterizations of service may bar veterans from receiving VA benefits that would help them achieve stability, such as access to healthcare (primary and behavioral health), disability benefits, educational benefits (GI bill) and housing assistance.

According to the Columbia University's Center on Addiction and Substance Abuse study, 61 percent of incarcerated veterans have a substance use disorder and 75 percent are "substance-involved," meaning they have a history of treatment for or diagnosis of a substance use disorder; are incarcerated due to an alcohol or drug violation; were intoxicated at the time they committed their offense; committed the offense in order to obtain substances; or a combination of the above. This data suggests that involvement with the criminal justice system may be a sign that a veteran is in crisis. Unfortunately, criminal justice involvement will delay if not prevent the veteran from receiving appropriate treatment, challenge the veteran's transition to civilian life, and further isolate the veteran from his/her family and community. Research suggests early engagement and intervention of veterans could result in less involvement with the criminal justice system<sup>11</sup>.

A local study of veterans incarcerated in King County between 1998 and 1999 supports the more recent national data demonstrating a relationship between PTSD, substance use and incarceration<sup>12</sup>. Specifically, 87 percent of 128 incarcerated veterans in King County had traumatic experiences and 39 percent screened positive for PTSD. When compared with veterans who screened negative for PTSD, incarcerated veterans who screened positive reported a greater variety of traumas; more serious current legal problems; a higher lifetime use of alcohol, cocaine, and heroin; higher recent expenditures on drugs; more psychiatric symptoms; and worse general

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<sup>9</sup> The National Center on Addiction and Substance Abuse (2010). *Behind Bars II: Substance Abuse and America's Prison Population*.

<sup>10</sup> Wood, David (2012). Veterans: Coming Home. *Huffington Post*. Retrieved from: [http://www.huffingtonpost.com/2012/10/02/veterans-coming-home\\_n\\_1932366.html](http://www.huffingtonpost.com/2012/10/02/veterans-coming-home_n_1932366.html)

<sup>11</sup> Substance Abuse and Mental Health Services Administration National GAINS Center (2011). *Jail Diversion & Trauma Recovery: Priority to Veterans*.

<sup>12</sup> Saxon, A.J.; Davis, T.M. et al., (2001). Trauma, Symptoms of Posttraumatic Stress Disorder, and Associated Problems Among Incarcerated Veterans. *Psychiatric Services*, 52(7), 959-964.

health despite more previous psychiatric and medical treatment as well as treatment for substance abuse.

It is the responsibility of our community to identify veterans in need and provide comprehensive services to these men and women who bare the invisible wounds of their service. As increasing numbers of veterans have returned home and entered the criminal justice system, federal, state, and local programs have developed to address this alarming trend (discussed in the “Inventory of County Services Available to Incarcerated Veterans in King County Jail facilities” section of this report). These programs aim to reduce challenges associated with transition to civilian life and the underlying issues contributing to criminal justice involvement by providing veterans and their families’ access to healthcare, housing, benefits, and employment and educational opportunities.

## **MOTION RESPONSE**

Motion 14125 requires the King County Executive submit for Council review and approval a report on improving programs and services for incarcerated veterans in the Department of Adult and Juvenile Detention (DAJD) jail facilities.

*The overarching goal of the incarcerated veterans report should reflect recommendations and options that lead to:*

- 1. Reduction in recidivism by veterans*
- 2. Consistent and accurate data on the population of veterans in King County jail facilities*
- 3. Improvement in the coordination of services provided in King County jails for incarcerated veterans*
- 4. Advance successful veteran reentry into the community after incarceration*
- 5. Coordination and collaboration across county departments and agencies around veterans' issues.*

In response to the motion, the Executive created an advisory group with representatives from the following entities:

1. Executive's Office
2. Department of Adult and Juvenile Detention
3. Department of Community and Human Services, Regional Veterans Initiative Project, Community Services Division veterans program and the Mental Health, Chemical Dependency and Abuse Services Division
4. Prosecuting Attorney's Office
5. Department of Public Defense
6. Sheriff's Office
7. Veterans Advisory Board
8. Veterans Citizen Oversight Board
9. Washington State Department of Veterans Affairs
10. Washington State Department of Corrections
11. United States Veterans Affairs, Veterans Health Administration, Veterans Justice

- Outreach Coordinator
12. Council staff
  13. King County District Court Regional Veterans Court
  14. City of Seattle Municipal Court Veterans Treatment Court
  15. King County Superior Court Drug Diversion Court
  16. Public Health - Seattle & King County, Jail Health Services Division
  17. King County Veterans Program
  18. Northwest Justice Project.

Two groups were formed: an advisory group and a work group. The advisory group, which met three times between July and September 2014, was chaired by Executive's Office staff and consisted of representatives from the entities noted above. The work group, which met six times between July and September 2014, was co-chaired by DAJD and the Department of Community and Human Services (DCHS) and consisted of representatives from the advisory group, subject matter experts, and local behavioral health and social service providers, including Sound Mental Health, Pioneer Human Services, and Community Psychiatric Clinic. Staffing of the advisory and work groups was performed by DCHS.

The advisory and work groups gathered and analyzed data pertaining to the following areas to inform the development of recommendations and options provided in this report:

1. *Reviewing the county's current methods for identifying veterans in detention, including jail health programs, examining veteran status collection methods of other jurisdictions and identifying best or promising practices to collecting veteran status in jails in order to determine if there are other methods for capturing data on criminal justice system-involved veterans other than through jail records.*
2. *Inventorizing all county services available to incarcerated veterans in the county's jail facilities and how services are provided to veterans within jail facilities.*
3. *Gathering and identifying best and promising practices in other jurisdictions as models for the provision of services to incarcerated veterans.*

## **CURRENT METHODS FOR IDENTIFYING VETERANS DETAINED IN KING COUNTY**

Currently, several methods are used to identify veterans detained in King County. The Department of Adult and Juvenile Detention classification staff identifies incarcerated veterans during classification screening using a single question: "Are you a veteran?" Jail Health Services (JHS; a division of Public Health - Seattle & King County) release planning staff (responsible for providing re-entry services to inmates experiencing significant medical and behavioral health issues while incarcerated) may also identify veterans assigned to their caseload through the course of their work with clients, although the process for doing so is not currently standardized. Based on a review of best practice research and veteran status collection methods of facilities with dedicated veteran housing, classification staff and JHS release planning staff plan to implement in their respective intakes an improved veteran status question during the first quarter of 2015: "Have you ever served in the U.S. military including Active Duty, Reserve, or National Guard components of the U.S. Army, Navy, Air Force, Marines, or Coast Guard?" This new



practice will help us more accurately identify veterans in King County jails and facilitate linkage to appropriate veteran services. (Best practice research and veteran status collection methods of facilities with dedicated veteran housing are discussed in the “Examining Veteran Status Collection Methods” and “Identifying Best Practice and Promising Practices for collecting Veteran Status in Jails” sections of this report.)

Veterans detained in King County are also identified through King County Department of Public Defense (DPD). Public defense attorneys and/or mitigation specialists obtain veteran status data of detained clients during screening and intake. The current question used to identify veterans is not standardized, but a standard intake form is currently under development and includes the following two questions: “Have you ever served in and been discharged from the Active Duty, Reserve, or National Guard components of the U.S. Army, Navy, Air Force, Marines, or Coast Guard?” and the follow-up question “In which branch of service?” An affirmative answer to the veteran status question would require DPD to use the Veteran Defendant Checklist developed by Northwest Justice Project in partnership with DPD, Department of Community and Human Services, the U.S. Department of Veterans Affairs, Washington State Department of Veterans Affairs, and King County Veterans Program. The King County Veteran Defendant Checklist is included in Attachment B. The Veteran Defendant Checklist highlights collateral consequences of incarceration and the primary referral sources of veteran services for veteran clients.

Currently, DPD is only collecting veteran status data of detained veterans (i.e., in-custody clients). However, through the course of the advisory and work groups, DPD has agreed to collect veteran status data during intake and screening of both in-custody and out-of-custody clients and provide this data to a designated program serving justice-involved veterans provided the client signs a release of information granting permission for data sharing and linkage. (An out-of-custody client is an individual who is not detained in a jail facility but must appear in court on a future date to address charges of which he/she is accused; conviction could result in jail time.) DPD expects to implement the Veteran Defendant Checklist and standardized veteran questions noted above with all clients as early as the first quarter of 2015. Depending on the status of their new data system, DPD plans on including veteran status as part of their basic demographic aggregate data set in 2015.

Incarcerated veterans in King County are also identified through the “kite” system. A “kite” is a paper form that inmates can use to request services within the jail (e.g., classification, programming, medical and psychiatric services, release planning). Program coordinators of each jail facility identify veterans through requests for veteran services via the kite system.

Collecting military status data at the jail and public defense level provides a better overall picture of the number of veterans in our King County justice system because this data encompasses those individuals booked into a County jail facility, those not booked, and those in custody for too brief a period to be screened for veteran status.

## **EXAMINING VETERAN STATUS COLLECTION METHODS OF OTHER JURISDICTIONS**

Information on veteran status collection methods of other jurisdictions was obtained through key informant interviews with representatives from the Washington State Department of Corrections (DOC), which established dedicated veteran housing units in 2013, and representatives from six jails across the country that have established dedicated veteran housing units:

- Erie County Holding Center in Buffalo, New York
- Maricopa County Towers Jail in Phoenix, Arizona
- Muscogee County Jail in Columbus, Georgia
- San Diego County Vista Detention Facility in Vista, California
- San Francisco County Jail #5 in San Bruno, California
- Pasco County Land O' Lakes Detention Facility in Land O' Lakes, Florida.

Review of veteran status collection methods implemented by these jurisdictions suggests a variety of self-report questions are being utilized by jail staff at either booking or classification, including the following:

- “Are you a veteran?”
- “Are you a military veteran?” (An affirmative answer prompts the follow-up question, “What branch of service?”)
- “Do you have any military history?”
- “Do you have current military service? Do you have past military service?” (An affirmative answer prompts the following questions: “What branch of service? What rank at discharge? What military occupational specialty? How many years of service? What discharge status?”)
- “Have you ever served in the military?”
- “What branch in the military did you serve?”

Several of the jails reviewed also reported using an objective method of identifying veteran status called the Veteran Reentry Search Service (VRSS), which was created by the U.S. Department of Veterans Affairs (VA). The VRSS is a data matching program that allows quick and accurate identification of veterans among inmate populations through the use of inmate social security numbers. The jails that reported using VRSS reported using this program in addition to inmate self-report to serve as a veteran status verification tool.

Similar to several of the jails with dedicated veteran housing units, DOC uses a combination of self-report and objective data collection to identify incarcerated veterans. At prison intake, DOC staff asks inmates: “Have you ever served in the U.S. military?” The DOC also obtains veteran status information through data matching using VRSS, and the Public Assistance Reporting Information System, which is a periodic data matching program between the U.S. Department of Veterans Affairs and state agencies ensuring fair and equitable treatment in the delivery of benefits (including VA benefits). The DOC reports the average number of veteran inmates in our state prison system increased from three percent to five percent following implementation of the data matching program, and increased from three percent to eight or nine percent following implementation of the VRSS data matching program.

## **IDENTIFYING BEST PRACTICE AND PROMISING PRACTICES FOR COLLECTING VETERAN STATUS IN JAILS**

Our review of best or promising practices for collecting veteran status data in jails suggests that asking the question, “Are you a veteran?” may be ineffective because individuals who served in the military may misunderstand the term “veteran” as 1) pertaining only to individuals who were deployed or served in combat, 2) male service members, or 3) retired or disabled service members. Additionally, individuals who served in the National Guard or Reserves and individuals who served in the Coast Guard may not identify as “veterans,” but would endorse having served in the military. Modifying the question to eliminate the use of the term veteran and to include all components (Active Duty, Reserve, and National Guard) and branches (Air Force, Army, Navy, Marines, Coast Guard) of service will increase data accuracy and identification efforts.

Furthermore, best practice research suggests using a combination of self-report and objective data gathering methods (i.e., methods that do not rely on self-report, like the Veteran Reentry Search Service) is most effective for identifying veterans in detention. A combined approach is optimal as incarcerated veterans may be reluctant to self-identify because they feel ashamed of their criminal justice involvement or they are afraid that identifying as a veteran will result in loss of VA benefits.

## **INVENTORY OF COUNTY SERVICES AVAILABLE TO INCARCERATED VETERANS IN KING COUNTY JAIL FACILITIES**

Currently, there are seven programs exclusively focused on providing advocacy, support, services and/or linkages to incarcerated veterans in King County’s jail facilities and veterans at risk of incarceration: the King County District Court Regional Veterans Court (RVC), the Seattle Municipal Court Veterans Treatment Court (VTC), the King County Superior Court Drug Diversion Court Veterans Calendar, the U.S. Department of Veterans Affairs (VA) Veterans Justice Outreach (VJO) Program, the Washington State Department of Veterans Affairs (WDVA) Veterans Reentry Case Management (VRCM) Program, the Northwest Justice Project Veterans Project, and the King County Veterans Justice Initiative. Henceforth, these programs will collectively be referred to as veterans justice partners.

King County is home to two veterans treatment courts: the Seattle Municipal Court VTC established in 2011, and the King County District Court RVC established in 2012. Veterans treatment courts developed as a strategy to creatively and effectively address increasing numbers of veterans entering the criminal justice system with serious mental health and substance use disorders. Veterans treatment courts are therapeutic courts in the tradition of drug and mental health courts that emphasize treatment rather than incarceration, and strive to restore the participant’s sense of pride, camaraderie, and community by tapping in to the unique aspects of military and veteran culture. Veterans participating in VTC and RVC are provided structured support and connected to treatment and benefits provided by the U.S. Department of Veterans Affairs, the Washington State Department of Veterans Affairs, King County Veterans Program, and other local veteran-specific programming. VTC and RVC participants attend regular review hearings, which occur more frequently during the initial phase of participation in the court, and

receive intensive probation. In 2011, the King County Superior Court Drug Diversion Court also established a Veterans Calendar to provide veterans with the opportunity to receive substance use treatment in lieu of incarceration for eligible felony offenses and have their charges dismissed following successful completion of the program.

The U.S. Department of Veteran Affairs VJO program was developed in 2010 to provide outreach to veterans involved with the criminal justice system. The goal of this program is to provide timely access to VA services in order to avoid unnecessary criminalization of mental health and substance use issues, and extended incarceration of veterans. Each VA medical center has at least one VJO specialist who provides direct outreach to justice-involved veterans and serves as a liaison between the VA and the local justice system. While federal law prevents the VJO specialist from providing treatment to incarcerated veterans, the VJO specialist assists with VA healthcare enrollment, assessment of behavioral health and social service re-entry needs, and linkage to appropriate VA treatment and housing. Additionally, the VJO specialist provides training on veteran-specific issues and VA services to the community, criminal justice system, law enforcement, and first responders, and functions as a member of the local veterans treatment courts. Two VJO specialists are assigned to the VA Puget Sound Healthcare System and working in King County.

The WDVA VRCM program began in 1995 and is funded by the Veterans and Human Services Levy and Veterans Relief Fund. The goal of the program is to assist incarcerated veterans (or veterans at risk of incarceration) overcome factors contributing to involvement in the criminal justice system and promote long-term health and stability upon release. Program staff identifies veterans incarcerated in our county and municipal jail facilities, and conduct needs assessments to determine appropriate linkages to behavioral health and social services required upon release that will stabilize the veteran in the community and reduce recidivism. The VRCM staff partner with the local VJOs, veterans treatment courts, jail health staff, and local providers of veterans' services to coordinate care for justice-involved veterans. Three VRCM staff serves incarcerated veterans and veterans at risk of incarceration in King County.

The Northwest Justice Project in collaboration with Fenwick & West LLP and the Microsoft Corporation have supported a civil legal aid program for justice-involved veterans since 2010 through an Equal Justice Works Fellowship. The Equal Justice Works Veterans Project fellow provides civil legal aid at no cost to low-income, justice-involved veterans in the state, with focus on veterans who are defendants in veterans treatment courts, incarcerated veterans, and veterans in community supervision. Services include, but are not limited to, providing assistance in administrative child support proceedings, administrative representation before the VA (on apportionment, overpayments, and notice of incarceration), advice on discharge upgrades, and guidance on other civil legal challenges.

In 2012, King County launched the Veterans Justice Initiative at the county level to complement the federal VJO Initiative. The county level Veterans Justice Initiative is coordinated through the Department of Community and Human Services' Mental Health, Chemical Abuse and Dependency Services Division. The goal of the initiative is to coordinate the local justice system with the veterans services system (federal, state, and local) in order to connect justice-involved veterans to behavioral health and social services, and reduce future criminal justice involvement.

In addition, the Veterans Justice Initiative Coordinator facilitates veteran-specific training for the criminal justice system, and manages the reentry services program provided to justice-involved veterans as well as court clinician services for the veterans treatment courts in King County. These programs were designed to ensure justice-involved veterans have access to the benefits and services they need to successfully return to their communities, reach their full potential, and prevent future involvement in the criminal justice system.

While not programs exclusively designed for incarcerated veterans, incarcerated veterans have access to Department of Adult and Juvenile Detention (DAJD) inmate programming, and incarcerated veterans with significant behavioral health and/or medical needs have access to Jail Health Services. The DAJD inmate programming that veterans may access while incarcerated include education classes; substance use programming; life skills and transitional support programs; parental support programs; victim support programs; mentoring programs; health education and stress management programming; and religious programming. Attachment C provides a detailed list of the programming provided to inmates of King County's jail facilities. Attachment D describes one veteran's success story through the coordinated efforts of our veterans justice partners.

### **METHOD FOR PROVIDING SERVICES TO VETERANS WITHIN KING COUNTY JAIL FACILITIES**

Services are provided to veterans within the jail facilities through streamlined jail access facilitated by Department of Adult and Juvenile Detention (DAJD). The DAJD provides the aforementioned federal, state, and local veterans justice partners special and priority access to veterans located in the King County jail facilities. The DAJD jail clearance process for our veterans justice partners is streamlined through a memorandum of understanding between DAJD and Department of Community and Human Services' (DCHS) Mental Health, Chemical Abuse and Dependency Services Division, which allows identified DCHS staff to sponsor jail access requests of these specialty service providers. Veteran justice partners may obtain jail clearance ranging from window visits to unfettered access inside the jail, depending on the type of service being provided. This special level of access enhances our partners' ability to provide targeted outreach, support, advocacy, and reentry planning to veterans within our King County jail facilities.

### **BEST AND PROMISING PRACTICES IN OTHER JURISDICTIONS FOR SERVING INCARCERATED VETERANS**

While in the past several years, numerous prisons, including the Washington State Department of Corrections, have created dedicated housing units and associated programming for incarcerated veterans; only a handful of jails across the country have followed suit due to length of stay and capacity limitations associated with jails versus prisons, among other issues. County jails with dedicated housing and associated programming for incarcerated veterans (identified through our search) include the following:

- Erie County Holding Center in Buffalo, New York
- Kennebec County Correctional Facility in Augusta, Maine
- Los Angeles County jail in Los Angeles, California

- Maricopa County Towers Jail in Phoenix, Arizona
- Muscogee County Jail in Columbus, Georgia
- Pasco County Land O' Lakes Detention Facility in Land O' Lakes, Florida
- San Diego County Vista Detention Facility in Vista, California
- San Francisco County Jail #5 in San Bruno, California.

Information on best and promising practices for serving incarcerated veterans described in this section was obtained through review of county and sheriff websites, press releases, news articles and key informant interviews with six out of the eight aforementioned jail facilities (Kennebec County and Los Angeles County excluded). The practices identified informed the advisory and work group recommendations provided in this report.

Perhaps the most obvious practice enhancing provision of services to incarcerated veterans and shared by the jail facilities above is offering dedicated housing to veteran inmates. The operational definition of dedicated veteran housing varies according to the jail's rate of incarcerated veterans, facility structure (i.e., number of beds per unit), and average length of stay.

Smaller jails with fewer numbers of incarcerated veterans implemented dedicated veteran housing within an existing therapeutic community serving not only veterans but inmates participating in other special programming. For example, Pasco County Jail (jail capacity of 1,600 inmates, three percent of whom are veterans on average) implemented a 64-bed therapeutic community with 32 beds dedicated to veterans and 32 beds dedicated to participants of a faith-based program. San Francisco County Jail (jail capacity of 2,000 inmates, 5-10 percent of whom are veterans on average) implemented a 48-bed therapeutic community where veterans are prioritized but often share housing with the general population to ensure the unit is fully occupied. Muscogee County Jail (jail capacity of 1,060 inmates, an unknown number of whom are veterans) implemented a 16-bed veteran housing unit within a 48-bed therapeutic community for not only veterans, but individuals participating in parenting and GED programming. Erie County Jail (jail capacity of 1,750 inmates, just under four percent of whom are veterans on average) implemented a veteran housing unit consisting of up to 33 beds. Jails with greater capacity and/or larger inmate veteran populations, such as Maricopa County (capacity of 10,924 and approximately 150 veteran inmates at any given time) and San Diego County (capacity of 6,050) have dedicated housing units designed for veterans only.

Programming associated with dedicated veteran housing varies across the jails reviewed. Some of the jails have minimal programming in place consisting of providing incarcerated veterans 1) the opportunity through shared housing to support and interact with each other, and 2) access to jail programming offered to all inmates. Other jurisdictions provide classes exclusively for the veterans residing in the dedicated housing unit, targeting recreational needs and addressing topics pertaining to veteran-specific issues, trauma, substance use, violence and domestic violence.

Regardless of the level of programming offered, all of the jails examined provide opportunities for engagement with some combination of the U.S. Department of Veterans Affairs, State Department of Veterans Affairs, veterans service organizations, veteran centers, and other community providers of behavioral health and social services to ensure veterans have stable

housing, benefits, healthcare access, treatment services, and educational or vocational opportunities in place upon return to the community. Furthermore, all of the jurisdictions reviewed reported involving community partners and jail staff with prior military history in the development of the housing unit and associated programming. While not always practical in its implementation, all jurisdictions also reported attempting to recruit at least one veteran to participate in the supervision of the veterans located in the dedicated veteran housing unit or in overseeing the unit and associated programming.

According to key informants interviewed, eligibility for participation in dedicated veteran housing is primarily based on security level at classification. All of the programs interviewed exclude high security classification inmates from participating in dedicated veteran housing. San Diego County requires minimum security classification for participation in dedicated veteran housing but occasionally makes exceptions for veterans classified as medium security. Maricopa County, Muscogee County, San Francisco County, and Erie County allow veterans classified as minimum or medium security to participate in dedicated veteran housing, and Pasco County allows participation of veterans with misdemeanor or non-violent felonies.

Only one of the jails interviewed (i.e., Erie County Jail, which bars dishonorably discharged veterans from participation in the dedicated veteran housing unit) uses discharge status to determine eligibility for participation in dedicated veteran housing. The other jail facilities interviewed (San Diego County, Maricopa County, Muscogee County, San Francisco County, and Pasco County) allow veterans with any characterization of service at discharge to participate in dedicated housing, with the understanding that veterans with unfavorable discharges may be most in need of linkages to advocacy, and behavioral health and social services.

While these jail-based dedicated veteran housing units have not been in operation long enough to collect much data on the impact of such programs on recidivism rates, key informants from two of the facilities shared promising preliminary data. Specifically, Muscogee County reported that effective August 2014, less than 25 percent of veterans participating in the facility's dedicated veteran housing unit had returned to jail since the housing unit opened in April 2012. A majority of those who had returned were detained as a result of a technical violation as opposed to a new charge. San Diego County reported that effective August 2014, only six percent (i.e., four out of 63) of veterans participating in the facility's dedicated veteran housing unit had returned to jail since the housing unit opened in November 2013. All of those who had returned were detained as a result of a technical violation as opposed to a new charge.

## **SERVICES AVAILABLE TO INCARCERATED VETERANS IN WASHINGTON STATE PRISONS**

In 2013, the Washington State Department of Corrections (DOC) implemented dedicated housing for veterans incarcerated in the state prison system. The DOC representatives involved in creating the state prison's veteran housing units attended the advisory and work groups and participated in development of the recommendations in this report.

Currently, DOC has dedicated housing units for veterans (which make up nine percent of the inmate population) at Stafford Creek Correctional Center and Coyote Ridge Correctional Center,

with plans for additional veteran housing at the Washington State Penitentiary and Larch Corrections Center. The Stafford Creek Correctional Center and Coyote Ridge Correctional Center housing units are designed to provide veterans with the opportunity to connect with and receive support from fellow veterans, and gain access to Federal resources, benefits, and healthcare necessary for a successful transition to the community. Similar to the programming in jails with dedicated veteran housing units, programming in DOC's veteran housing units is provided through partnerships with the State Department of Veterans Affairs, U.S. Department of Veterans Affairs, Vet Center, and volunteers from other community organizations (e.g., Northwest Justice Project).

There are two veteran housing units in DOC's Coyote Ridge Correctional Center; one is a minimum security housing unit and the other is a medium security housing unit. The veteran housing unit in Stafford Creek Correctional Center is a minimum security housing unit. For veterans to be eligible for participation in the veteran housing units, they must be six-month major infraction free, have a favorable characterization of service (i.e., no dishonorable discharges), agree to participate in any mandatory programming, and abide by unit rules.

Similar to the jail-based dedicated veteran housing units described, the DOC veteran housing units have not been in operation long enough to determine their impact on recidivism rates. However, DOC reports the dedicated veteran housing units have had a significant positive impact on inmate behavior. Specifically, DOC corrections staff report veterans in the dedicated veteran housing units have the fewest behavior problems of all inmates in the system and the fewest interpersonal issues with other inmates. DOC corrections staff also report veterans in the dedicated veteran housing units are self-motivated to keep their living space clean and orderly, resulting in the dedicated veteran housing units being the cleanest housing units in the Washington state prison system.

## **RECOMMENDATIONS**

From July through September 2014, the Department of Adult and Juvenile Detention (DAJD) in partnership with Department of Community and Human Services' (DCHS) Mental Health, Chemical Abuse and Dependency Services Division (MHCADSD) convened a motion advisory group and work group with stakeholders and subject matter experts representing the King County Executive's Office, King County Council, Veterans Citizen Oversight Board, Veterans Advisory Board, DCHS Community Services Division, Public Health - Seattle & King County, Prosecuting Attorney's Office, Department of Public Defense (DPD), Sheriff's Office, Washington State Department of Corrections (DOC), King County District Court Regional Veterans Court (RVC), City of Seattle Municipal Court Veterans Treatment Court (VTC), King County Superior Court Drug Diversion Court, U.S. Department of Veterans Affairs (VA), Washington State Department of Veteran Affairs (WDVA), King County Veterans Program, Northwest Justice Project, and local behavioral health and social service providers, including Sound Mental Health, Pioneer Human Services, and Community Psychiatric Clinic. A list of the advisory group and work group members is provided in Attachment E. The advisory group and work group reviewed current practices for identifying and serving incarcerated veterans in King County, best practices, and strategies implemented in other jurisdictions, and developed the



following recommendations in order to improve services for incarcerated veterans in King County.

### **1. Recommendations and options for providing veteran-specific services and programs to incarcerated veterans, including dedicated veterans housing options in jail facilities or other forms of veteran-only programming.**

The advisory and work groups recommend that all veterans incarcerated in King County jail facilities, including veterans who are court-ordered to partial confinement in Work Education and Release (WER) and Electronic Home Detention (EHD), have access to federal, state, and local programs designed to serve justice-involved veterans. These programs are the following: King County District Court RVC, Seattle Municipal Court VTC, King County Superior Court Drug Diversion Court (Veterans Calendar), U.S. Department of Veterans Affairs Veterans Justice Outreach (VJO) Program, WDVA Veterans Reentry Case Management (VRCM) program, and Northwest Justice Project Veterans Project. There are also over 180 additional behavioral health and social service programs for veterans in King County as identified in the Regional Veterans Initiative. The veterans justice partners described above have access to and may refer detained veterans to any number of these services to 1) advance successful veteran reentry into the community after incarceration and 2) reduce recidivism by veterans.

The advisory and work groups also recommend a dedicated veteran housing unit be piloted with a goal to: 1) improve coordination of the services provided in King County jails for incarcerated veterans, 2) increase incarcerated veterans' access to veterans justice partners and associated veterans programming, and 3) allow for improved coordination and collaboration among our veterans justice partners and across county department and agencies around veterans' issues. The dedicated veteran housing unit and recommendations for a pilot are described further in Recommendation 2.

Furthermore, the advisory and work groups recommend signage advertising veteran resources be strategically placed throughout the jail facilities (including the booking and intake areas) to ensure all veterans, regardless of length of stay or participation in the dedicated veteran housing unit, receive information on available resources and access to veterans justice programs. In partnership with DAJD, the WDVA has implemented this recommendation in the general housing units of the jail facilities. Implementation in the booking and intake areas is planned to occur during the first quarter of 2015 in partnership with WDVA and the Regional Veterans Initiative.

Noteworthy, providing signage for strategic placement throughout the jail should not result in extra cost to the county given informational material on veterans services is already produced by our veterans justice partners (namely, the WDVA) and the Regional Veterans Initiative. If additional materials are requested beyond what the veterans justice partners and Regional Veterans Initiative already produce for distribution and advertisement of services, additional resources may be needed for implementation.

### **2. Recommendations and options for creating a veterans housing unit, or a predominantly veterans housing unit, at each county detention facility serving adults.**

The advisory and work groups recommend a dedicated veteran housing unit be piloted within an existing therapeutic-community housing unit at the Maleng Regional Justice Center (MRJC) in the City of Kent. The pilot housing program will dedicate eight to ten beds to incarcerated male veterans in the L-unit and an additional one to three beds to incarcerated female veterans in the P-unit. The L and P units are both 64-bed units that house individuals participating in the Transitional Recovery Program (TRP), which is a 60-day evidence-based treatment program for substance use and co-occurring substance use and mental health disorders. Pioneer Human Services provides the TRP program to eligible inmates housed in the L-unit and P-unit through a contract with DCHS. It is recommended that veterans detained in the pilot housing for a period of 60 days or longer with a substance use or co-occurring mental health and substance use disorder, be considered for admission to the 60-day TRP program and be able to request a referral to the program through Jail Health Services (JHS) release planning staff. In addition to access to the TRP program, veterans in the dedicated housing unit will have regular access to federal, state, and local veterans justice partners for reentry support and linkage to behavioral health and social services.

The advisory and work groups recommend all incarcerated veterans who volunteer to participate in the dedicated housing unit and meet pilot housing eligibility criteria be placed in the dedicated veteran housing unit, regardless of booking location (i.e., King County Correctional Facility, KCCF in Seattle or MRJC in Kent). Veterans meeting pilot housing eligibility who are booked into the KCCF should be transferred to the MRJC in order to participate in the dedicated veteran housing unit if they volunteer for inclusion in the pilot program. Attachment F includes a work plan for the dedicated veteran housing unit pilot, to include details regarding eligibility criteria.

Noteworthy, it is the intent of the advisory and work groups for the pilot veteran housing unit to be implemented at no extra cost to the county given the unit will be piloted in an existing therapeutic community with participants having access to existing special programming for individuals with substance use and co-occurring mental health and substance use disorders (i.e., TRP). Additionally, veterans services and linkage to veterans services in the community will be provided to pilot housing program participants through existing veterans justice programs accessing the King County jail facilities (i.e., U.S. Department of Veterans Affairs VJO program, WDVA VRCM program, Northwest Justice Project Veterans Project, and the therapeutic veterans courts).

### **3. Recommendations and options for veterans to not lose existing veterans administration benefits.**

The workgroup recommends that all criminal justice partners receive training on 1) the impact of incarceration on benefits available to veterans and 2) potential alternatives to incarceration (e.g., WER and EHD) that allow veterans to maintain their VA benefits and services while ensuring community safety. Staff familiar with these considerations will better be able to leverage extensive federal, state and local resources that are designed to promote employment, housing and health for justice-involved veterans. Attachment G provides information from the U.S. Department of Veterans Affairs about VA benefits and key criminal justice considerations that

criminal justice partners should be aware of. Attachment H provides information from the U.S. Department of Veterans Affairs about the impact of fugitive felon status on VA benefits.

Simultaneous to the motion, a Veteran Defendant Checklist was created by Northwest Justice Project in partnership with DPD, DCHS, U.S. Department of Veterans Affairs, WDVA, and King County Veterans Program. This checklist includes information on collateral consequences of incarceration on VA benefits and will be used by DPD during intakes with justice-involved veterans. On two separate occasions, in November 2014, training was provided to DPD to introduce the checklist into practice and highlight the 1) collateral consequences of incarceration for veterans and 2) behavioral health and social services available to veterans that address underlying factors contributing to justice involvement thereby reducing recidivism. The training was provided by Northwest Justice Project, DPD, DCHS, U.S. Department of Veterans Affairs, WDVA and the King County Veterans Program at no extra cost to the county, and is an endeavor that represents coordination and collaboration across county, state, and federal departments and agencies around veterans' issues and advocacy. The Veteran Defendant Checklist is provided in Attachment B.

#### **4. Recommendations and options for facility arrangements to accommodate veterans programs and services.**

The advisory and work groups recommend DAJD provide veterans justice partners access to incarcerated veterans in order to initiate supportive services and advance successful veteran reentry into the community after incarceration. The DAJD has a process in place that current veterans justice partners use to obtain special and priority access to inmates. DCHS, MHCADSD serves as a liaison between DAJD and veterans justice partners; this arrangement helps streamline the jail application process ensuring veterans justice partners have access to the jail in order to see incarcerated veterans. It is recommended that DAJD continue to partner with DCHS staff to ensure our veterans justice partners have rapid and priority access to justice-involved veterans.

Additionally, the advisory and work groups recommend piloting a dedicated veteran housing unit as another facility arrangement accommodating veterans justice partners. This facility arrangement would enhance efficiency of service provision and coordination among service providers. The dedicated veteran housing unit pilot is described in Recommendation 2 and Attachment F.

#### **5. Recommendations and options for either new or restructured, or both, staffing models to provide veterans focused programming and on the utilization of department of adult and juvenile detention personnel who are veterans to provide supervision in incarcerated veteran housing.**

The advisory and work groups recommend veterans justice partners provide veteran-focused programming to incarcerated veterans. Incarcerated veterans will be identified through classification screening and DPD. Information obtained through these methods will be provided to the WDVA VRCM program in order to perform targeted outreach, needs assessment, and linkage to appropriate local, state, and federal veterans services. The WDVA will coordinate

closely with JHS release planning staff and the VA hospital VJOs to ensure continuity of care for incarcerated veterans with significant medical and behavioral health issues. The WDVA will also coordinate closely with the specialty veterans courts and veterans participating in these programs (or interested in participating in these programs) in order to promote successful rehabilitation in the community. Additionally, WDVA will coordinate with Northwest Justice Project when working with low income justice-involved veterans requiring civil legal aid, and with the King County Veterans Program and other veterans programs described in the Regional Veterans Initiative in order to ensure veterans released from jail have healthcare, income, stable housing, and employment or educational opportunities which reduce risk for recidivism. As noted previously, this veteran-focused programming is not intended to result in additional costs for the county given the services are currently available through our existing veterans justice programs accessing the county jail facilities (U.S. Department of Veterans Affairs VJO program, WDVA VRCM program, Northwest Justice Project Veterans Project, and therapeutic veterans courts).

Noteworthy, while not specifically related to the current motion, DPD has agreed to provide WDVA with the names of out-of-custody veterans as well as in-custody veterans. This information sharing is contingent on the client signing a release of information for the purposes of receiving outreach from a veterans justice partner.

The advisory and work groups recommend DAJD work in partnership with the union to seek out volunteers who served in the military to provide supervision of the dedicated veteran housing unit pilot. In partnership with the Veteran Training Support Center (VTSC, funded by the Veterans and Human Services Levy and WDVA), DAJD will provide training on military culture and veteran-specific issues to staff assigned to supervision of the dedicated veteran housing unit, regardless of correctional officer veteran status. (More information on VTSC, which provides free training in King County to individuals and institutions working with veterans, is provided in Recommendation 7.) Noteworthy, DAJD chaired the motion work groups and was involved in the entire Incarcerated Veteran Motion process; DAJD representatives who participated in the process had prior military service and are currently employed in supervisory levels within the King County jail facilities.

#### **6. Recommendations and options on methodologies for collecting veteran status of incarcerated veterans, whether collected at time of booking by correctional staff, through jail health services or through other means.**

The advisory and work groups recommend the following question be used by classification staff in order to identify incarcerated veterans booked into the King County jail facilities: “Have you ever served in the U.S. military including Active Duty, Reserve, or National Guard components of the U.S. Army, Navy, Air Force, Marines, or Coast Guard?” It is recommended that JHS release planning staff also ask this question when completing intake assessments with their assigned caseloads. This practice by release planning would only occur for inmate-patients currently seen by release planning staff and not as part of a standard health screen by JHS. The advisory and work groups recommend this practice be implemented by classification staff and JHS release planning staff during the first quarter of 2015 for the purposes of identifying and connecting veterans with our veterans justice partners.

The advisory and work groups recommend DPD also use this language to collect veteran status data of incarcerated veterans for the purposes of accurately identifying veteran clients, legal advocacy, and connecting veteran clients to the main providers of veteran behavioral health and social services. The DPD will incorporate the veteran status question in their screening and intake of all clients and will be implementing the Veteran Defendant Checklist for all veteran clients (in-custody and out-of-custody) as early as the first quarter of 2015.

The advisory and work groups recommend DAJD in partnership with the U.S. Department of Veterans Affairs and DCHS consider feasibility of implementing use of the Veterans Reentry Search Services (VRSS) system as part of the identification and data collection process to promote consistent and accurate data on the population of veterans in King County jail facilities. The DAJD is currently launching a re-hosting project on its mainframe database system; the projected completion date for this project is scheduled during the third quarter of 2015. The advisory and work groups recommend feasibility of VRSS implementation is considered after completion of the re-hosting project since the results and findings of this project will inform feasibility considerations. Noteworthy, the advisory and work groups appreciate the possibility that implementation of the VRSS data matching system into DAJD classification protocol may require additional funding for IT support given the apparent incompatibility of the DAJD mainframe database system with the U.S. Department of Veterans Affairs VRSS data matching system. Incompatibility issues were discovered by DAJD and the Washington State DOC during use of the VRSS data matching system with DAJD inmate data on two separate occasions during the summer of 2014.

#### **7. Recommendations and options for ongoing training opportunities for jail and jail health staff on working with veteran-specific populations and understanding military culture and military trauma informed care.**

The Veterans Training Support Center (VTSC), funded by the King County Veterans and Human Services Levy and the WDVA Behavioral Health Program, offers free training in King County to individuals and institutions providing direct service to veterans and their family members. Trainings are designed to educate direct service providers and institution staff about issues specific to veterans and to encourage individuals working with veterans to establish practices that will support and empower veterans during their reintegration into their families and communities. The VTSC has the capacity to tailor trainings to the needs of the institution, including providing onsite and offsite seminars.

The advisory and work groups recommend DAJD partner with the VTSC to provide JHS release planning staff and staff supervising the dedicated veteran housing unit training opportunities on working with veteran-specific populations and understanding military culture and trauma informed care. The intention is for this training to be implemented at no extra cost to the county given it will be provided in partnership with the VTSC. However, additional resources would be needed if implementation of this recommendation requires overtime pay or staff coverage to facilitate training participation.

The advisory and work groups also recommend that feasibility of including veteran-specific training in the curriculum offered during Corrections Officers Academy be considered.

Corrections Officers Academy is offered through the Washington State Criminal Justice Training Commission (WSCJTC) and is a 4-week training program that provides participants with the basic knowledge and skills needed for safe and effective interactions with and service for incarcerated individuals. Initial outreach has already been made by DCHS to the commission responsible for Corrections Officers Academy and DAJD will be sending a follow-up letter to the WSCJTC.

The advisory and work groups also recommend DAJD consider feasibility of including veteran-specific training as a part of the new jail orientation curriculum provided to all new staff employed in the jail.

Separate from this motion, in 2015 the WSCJTC will be implementing Crisis Intervention Team (CIT) training for correction officer staff in partnership with the Mental Illness and Drug Dependency (MIDD) CIT strategy in King County. The CIT is a local initiative designed to improve the way first responders and law enforcement respond to people experiencing mental health crises in the community, and includes content specific to military culture and fostering effective interactions with veterans in crisis.

Initial outreach to VTSC has already been conducted by DCHS, MHCADSD and DAJD, and partnership discussions are currently underway.

#### **8. Recommendations and options for addressing the identified gaps in services for veterans in King County jails.**

The advisory and work groups recommend DAJD pilot a dedicated veteran housing unit to facilitate incarcerated veterans access to veterans justice partners, and linkage to a comprehensive array of community-based behavioral health and social services for successful reentry. It is also recommended that a single veterans justice program be designated recipient of veteran status information from DAJD, JHS release planning staff, and DPD in order to simplify the referral process for reentry services and support. The advisory group and work groups recommended the WDVA VRCM program for this purpose. The WDVA VRCM program staff will perform initial outreach and needs assessment, as well as linkage to appropriate local, state, and federal veterans services. Designating a single veterans justice program to fulfill this initial outreach and triage role will promote a coordinated system of care for justice-involved veterans.

The WDVA will coordinate closely with JHS release planning staff and the VA hospital VJOs to ensure veterans with significant medical and behavioral health issues are receiving appropriate care during their incarceration and to ensure continuity of care upon release from jail. The WDVA will also coordinate closely with the specialty veterans courts and justice-involved veterans participating in these programs (or interested in participating in these programs) in order to promote successful rehabilitation in the community. Additionally, WDVA will coordinate with Northwest Justice Project when working with low income justice-involved veterans requiring civil legal aid and with the King County Veterans Program and other veterans programs described in the Regional Veterans Initiative in order to ensure veterans released from jail have healthcare, income, stable housing, and employment or educational opportunities which reduce risk for recidivism.

Noteworthy, while the motion focused on improving programs and services for incarcerated veterans, DPD has agreed to provide the WDVA VRCM program with the names of out-of-custody veterans as well as in-custody veterans once per week effective the first quarter of 2015 dependent on the status of their new data system. This information sharing is contingent on the client signing a release of information for the purposes of receiving outreach from a veterans justice partner. Receiving information on in-custody and out-of-custody veterans will allow our veterans justice partners to provide targeted outreach and reentry services to a larger number of justice-involved veterans (those not booked or released within 72 hours) who would otherwise be untouched by our in-house efforts.

**9. Any other recommendations or options to improve and better coordinate services for incarcerated veterans.**

The advisory and work groups recommend development of a strategic plan for handling referrals to improve and better coordinate services for incarcerated veterans. While the motion pertains to veterans in secure detention, the advisory and work groups recommend the strategic plan include procedures for providing access to services for justice-involved veterans that are out-of-custody or participating in alternative sentences — WER and EHD. The strategic plan is included in Attachment I and reflects coordination and collaboration across county departments and agencies, improved coordination of services provided inside and outside King County jails for incarcerated veterans, and fosters successful veteran reentry into the community after justice involvement.

**10. A work plan and implementation timeline detailing when the recommendations will be implemented.**

The advisory and work group developed a work plan and implementation timeline detailing when the recommendations shall be implemented. Implementation of several of the recommendations has already begun, including: ensuring incarcerated veterans have access to all services provided by veterans justice partners and linkage to veterans services outlined in the Regional Veterans Initiative; providing criminal justice partners with training on the impact of incarceration on veterans; providing priority access and streamlined jail clearance for veterans justice partners through DAJD/DCHS partnership; and initiation of discussions with the Washington State Criminal Justice Training Commission on feasibility of inclusion of veteran-specific information in Corrections Officer Academy Training. See Attachment J for work plan and implementation timeline detailing when recommendations will be implemented.

## ATTACHMENT A

Table 1 shows the King County DAJD data for number of bookings by military status collected for the period of October 2013 through September 2014.

**Table 1: Number of Bookings**

Booking month	Veteran Status			Total	Veteran Status		
	Yes	No	Other		Yes	No	Other*
Oct-13	40	1,898	1,018	2,956	1.35%	64.21%	34.44%
Nov-13	44	1,700	941	2,685	1.64%	63.31%	35.05%
Dec-13	54	1,738	965	2,757	1.96%	63.04%	35.00%
Jan-14	49	1,884	994	2,927	1.67%	64.37%	33.96%
Feb-14	42	1,639	945	2,626	1.60%	62.41%	35.99%
Mar-14	39	1,876	1,061	2,976	1.31%	63.04%	35.65%
Apr-14	53	1,845	1,027	2,925	1.81%	63.08%	35.11%
May-14	40	1,987	1,118	3,145	1.27%	63.18%	35.55%
Jun-14	39	1,962	1,079	3,080	1.27%	63.70%	35.03%
Jul-14	61	1,993	1,098	3,152	1.94%	63.23%	34.84%
Aug-14	41	1,718	1,208	2,967	1.38%	57.90%	40.71%
Sep-14	54	1,697	1,036	2,787	1.94%	60.89%	37.17%
<b>Total</b>	556	21,937	12,490	34,983	1.59%	62.71%	35.70%

\*"Other" column represents those individuals who were booked into a King County jail, but for whom DAJD was not able to collect military status; this represents about 36 percent of all individuals booked. This data was received from DAJD analytical in October 2014.

Table 2 shows the King County DAJD data for Average Daily Population (ADP) by military status collected for the period of October 2013 through September 2014.

**Table 2: Average Daily Population**

	Veteran Status			Total	Veteran Status		
	Yes	No	Other		Yes	No	Other*
Oct-13	36.50	1,677.90	37.80	1,752.20	2.08%	95.76%	2.16%
Nov-13	45.70	1,720.60	38.90	1,805.10	2.53%	95.32%	2.16%
Dec-13	55.50	1,760.10	35.40	1,850.90	3.00%	95.09%	1.91%
Jan-14	50.30	1,785.30	36.30	1,871.90	2.69%	95.37%	1.94%
Feb-14	50.20	1,778.00	39.50	1,867.70	2.69%	95.20%	2.11%
Mar-14	49.50	1,792.90	40.30	1,882.70	2.63%	95.23%	2.14%
Apr-14	48.20	1,842.00	38.40	1,928.60	2.50%	95.51%	1.99%
May-14	47.20	1,824.40	41.10	1,912.70	2.47%	95.38%	2.15%
Jun-14	47.00	1,831.60	42.50	1,921.10	2.45%	95.34%	2.21%
Jul-14	57.90	1,856.90	43.20	1,958.00	2.96%	94.84%	2.21%
Aug-14	56.70	1,800.20	49.30	1,906.20	2.97%	94.44%	2.59%
Sep-14	57.00	1,769.70	42.10	1,868.80	3.05%	94.70%	2.25%

\*"Other" column represents those individuals who were booked into a King County jail, but for whom DAJD was not able to collect military status; this represents a small proportion all individuals booked. This data was received from DAJD analytical in October 2014.



ATTACHMENT B  
King County Veteran Defendant Checklist

**King County Veteran Defendant Checklist**

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**How do you know if your client is a veteran<sup>13</sup>?**

- Ask: "Have you ever served in & been discharged from the **Active Duty, Reserve, or National Guard** component of the U.S. Army, Navy, Air Force, Marines, or Coast Guard?"<sup>14</sup>
- 

**Is a Veterans Treatment Court (VTC) right for your client?**

- VTCs coordinate treatment, health care, community, and court for eligible veterans who choose to participate. Each VTC has its own eligibility criteria & requirements. Referral information & eligibility criteria at the footnoted URLs **King County Regional Veterans Court<sup>15</sup>**      **Seattle Municipal Veterans Treatment Court<sup>16</sup>**
- 

**What should you think about when you represent a veteran?**

**Use veterans benefits as mitigation or alternatives to confinement**

The federal VA, state VA, and King County provide eligible veterans with free or low-cost:

- Mental health/chemical dependency evaluations & treatment (in and outpatient)
- Healthcare
- Subsidized Housing with case management
- Emergency financial & rent assistance
- Employment assistance

**Maintain veterans benefits-based income**

- Preserve VA benefits eligibility by avoiding incarceration >60 days after a conviction<sup>17</sup>:

>60 days post-conviction incarceration for a felony<sup>18</sup> *reduces* VA Disability Compensation

>60 days post-conviction incarceration for a misdemeanor or felony *eliminates* VA Pension

Work Release, Day Reporting, and EHM *are not* "incarceration" for VA purposes<sup>19</sup>

**Avoid creating new debt & benefits overpayments**

- Notify VA Seattle Regional Office *in writing* if convicted & expecting >60 days incarceration

*Send to VA Seattle Regional Office, 915 2<sup>nd</sup> Ave, Seattle, WA 9817—include vet's name, SSN, date, and signature—keep a copy*

- Notify Social Security of any incarceration >29 days<sup>20</sup>
- Quash felony warrants: they terminate eligibility for VA<sup>21</sup> & Social Security benefits
- Apportion veterans benefits to eligible dependents if incarceration will otherwise reduce veteran's benefits eligibility

**Refer for Civil Legal Aid**

- Modify Child Support payments to make them income-appropriate for incarcerated veterans<sup>22</sup>
- Upgrade Military Discharge information to enable VA benefits access
- Advise on effects of incarceration upon benefits entitlement
- Advise on future possibility/process of vacating criminal convictions
- Assist in creating VA apportionments and preventing/disputing VA overpayments

**Restore income upon appeal**

- Convictions later overturned on appeal will entitle a veteran to receive retroactive payment of compensation benefits (but not NSC-Pension) that were earlier reduced due to incarceration<sup>23</sup>

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<sup>13</sup> Generally, veteran status requires **Qualifying Service + Non-Disqualifying Discharge**. Qualifying Service must be in one of the three components (**Active Duty, National Guard, Reserves**) of the five Armed Forces (**Army, Navy, Air Force, Marines, Coast Guard**). Different statutes specify which discharges are disqualifying. RCW 41.04.005 & RCW 41.04.007 define "veteran" for most purposes under state law. 38 USC §101 supplies the basic federal definition. Current servicemembers are not generally "veterans" for statutory & benefits purposes.

<sup>14</sup> Verify military service information with the DD Form 214. Request a DD214 at <http://www.archives.gov/veterans/military-service-records/>.

<sup>15</sup> <http://www.kingcounty.gov/courts/DistrictCourt/MentalHealthCourt/Regional%20Veterans%20Court.aspx>

<sup>16</sup> <http://www.seattle.gov/courts/vtc/vtctstaff.htm>

<sup>17</sup> Reductions of Disability Compensation: 38 USC §5313(a)(1); Elimination of NSC Pension: 38 USC §1505

<sup>18</sup> "Felony" for this purpose may include misdemeanors under WA law if they would commonly be classified as felonies in other jurisdictions.

<sup>19</sup> 38 USC §5313(a)(2)






<sup>20</sup> Social Security Publication No. 05-10133

<sup>21</sup> 38 USC §5313B for VBA impacts; VHA Handbook 1000.02 for VHA impacts; Neither adjudication of guilt nor knowledge of warrant is necessary to trigger these prohibitions.

<sup>22</sup> Veterans with WA-enforced administrative child support orders should petition DCS to modify their child support orders; veterans with court-ordered child support must petition a superior court with jurisdiction; **veterans with King County Superior Court Child Support Orders may contact the King County Prosecuting Attorney, Family Support Division to seek modification: Jeannie Payne (206) 296-8918.**

<sup>23</sup> 38 CFR § 3.665(m)

## Top 5 Referrals for Veterans Collateral Consequences

<p><b>Goals: VA Healthcare</b></p> <ul style="list-style-type: none"> <li>• Enroll in VA Healthcare</li> <li>• Learn about VA Mental Health &amp; Chemical Dependency Treatment</li> <li>• Use VA Treatment in Release Planning</li> <li>• In/Outpatient Healthcare</li> <li>• Access to VA Housing Programs</li> </ul>		<p><b>Federal VA Healthcare (VHA)</b> Veterans Justice Outreach Coordinators</p> <ul style="list-style-type: none"> <li>• <b>Kevin Devine, LICSW</b> <a href="mailto:kevin.devine@va.gov">kevin.devine@va.gov</a> (206) 277-4369</li> <li>• <b>Diana Belletti, LICSW</b> <a href="mailto:diana.belletti@va.gov">diana.belletti@va.gov</a> (206) 277-1137</li> </ul> <p>VA Puget Sound Health Care System - Seattle Division 1660 S. Columbian Way, Seattle WA 98108 <a href="http://www.va.gov/HOMELESS/VJO.asp">http://www.va.gov/HOMELESS/VJO.asp</a></p>
<p><b>Goals: VA Income &amp; Benefits</b></p> <ul style="list-style-type: none"> <li>• Apply for VA Pension or Disability Compensation</li> <li>• Notify VA of &gt;60 days incarceration</li> <li>• Request benefits apportionment</li> <li>• Check claims status</li> </ul>		<p><b>Federal VA Benefits (VBA)</b> <b>Jackson Federal Building, 915 Second Ave, Seattle WA</b> Walk in: M-F 8:00-4:00</p> <p>1-800-827-1000, M-F 7:00a-7:00p eBenefits website: <a href="http://www.ebenefits.va.gov">www.ebenefits.va.gov</a> IRIS inquiry system: <a href="#">Contact Us!</a></p>
<p><b>Goals: Non-VA Emergency/Disability Income</b></p> <ul style="list-style-type: none"> <li>• Apply for emergency financial assistance</li> <li>• Apply for Social Security benefits</li> <li>• Apply for VA or non-VA Healthcare benefits</li> </ul>		<p><b>WA Dept. of Veterans Affairs (WDVA)</b> Program Manager</p> <ul style="list-style-type: none"> <li>• <b>Dennis Brown</b> <a href="mailto:dennisb@dva.wa.gov">dennisb@dva.wa.gov</a> (206) 437-3331</li> </ul> <p>418 2<sup>nd</sup> Ave Extension South, Seattle WA 98104 <b>WDVA Call Center: 1-877-904-VETS (8387)</b></p>
<p><b>Goals: Employment and Financial Assistance</b></p> <ul style="list-style-type: none"> <li>• Receive employment assistance</li> <li>• Receive education &amp; training assistance</li> <li>• Apply for emergency financial assistance</li> </ul> <p>KCVP can only assist veterans with Honorable or General Under Honorable Discharges</p>		<p><b>King County Veterans Program</b></p> <ul style="list-style-type: none"> <li>• <b>Seattle Office</b> (206) 477-8282 Walk in: M,W,Th 8:30-11:30 &amp; Tues 1:00-3:00 2124 4<sup>th</sup> Ave, 4<sup>th</sup> Floor, Seattle WA 98121 <a href="mailto:Michelle.Mastrorocco@kingcounty.gov">Michelle.Mastrorocco@kingcounty.gov</a>, (206) 477-8336</li> <li>• <b>Renton Office</b> (206) 477-7022 Walk in: Mon-Thu 8:30-11:30 500 S.W. 7th St., Ste. 100, Renton WA 98057 <a href="mailto:Bryan.Fry@kingcounty.gov">Bryan.Fry@kingcounty.gov</a>, (206) 477-6996</li> </ul>
<p><b>Goals: Collateral Civil Legal Matters</b></p> <ul style="list-style-type: none"> <li>• Modify Child Support</li> <li>• Upgrade Discharge Information</li> <li>• Dispute/Prevent VA Overpayment</li> <li>• Vacate Criminal Records</li> <li>• Provide VA w/ Incarceration Notice</li> </ul> <p>NJP can only assist low-income veterans</p>		<p><b>Northwest Justice Project, Veterans Project</b> Advice and possible representation for low-income vets</p> <ul style="list-style-type: none"> <li>• <b>Leo Flor</b> Equal Justice Works Fellow <a href="mailto:leof@nwjustice.org">leof@nwjustice.org</a> (206) 464-1519 x 861 (855) NJP-VETS</li> </ul> <p>401 Second Ave S., Suite 407, Seattle, WA 98104</p>

Veteran: \_\_\_\_\_ Veteran's Discharge (if known): \_\_\_\_\_  
 Defense Attorney: \_\_\_\_\_ Defense Attorney's phone/email: \_\_\_\_\_



Civil Legal Aid for Criminal Justice-Involved Veterans

An Equal Justice Works Fellowship sponsored by Fenwick & West LLP and the Microsoft Corporation

## ATTACHMENT C

### Maleng Regional Justice Center and King County Correctional Facility Programming

#### **MRJC Inmate Programs**

##### **Education Classes**

Juvenile Education Program  
Reading and Writing Improvement Class

##### **Substance Use Programs:**

Alcoholics Anonymous  
Transitional Recovery Program

##### **Transitional Support & Veterans Support Programs:**

Basic Life Skills Program  
Jail Release Planning Group  
WDVA Veterans Incarcerated Program  
U.S. VA Veterans Justice Outreach Program  
Northwest Justice Project, Veterans Project

##### **Religious Services & Bible Studies: Christian Faith,**

##### **Multi-Faith, Secular Groups:**

Boulevard Park Church  
Building Faith Ministries  
Catholic Detention Ministry  
Christian Faith Center  
Christian Liberty Ministries  
Church of Jesus Christ LDS  
Church On The Rock  
Family Life Community Church  
Full Gospel Businessmen Fellowship  
House of Mercy  
Jehovah's Witnesses (English and Spanish)  
Kent Covenant  
Mt. Creek Christian Fellowship  
Our Savior's Baptist Church  
Preach the Word Ministries  
Prisoners for Christ  
Seed of Abraham Pentecostal Church  
True Freedom Pentecostal Church  
Union Gospel Mission  
Valley View Christian

#### **KCCF Inmate Programs**

##### **Education Classes**

Adult Basic Education/General Education Development (GED) & Computerized Testing  
Creative Writing Skills and Education Class  
Creative Writing Skills – Meditation, Reflection, Prayer  
English as a Second Language Education Classes & Limited English Proficient Student Classes  
Juvenile GED and High School Diploma Class  
Transitions Life Skills Education Class and Critical Thinking/Problem Solving Skills Class

##### **Health Education, Mentoring, Stress Management & Well Being Programs**

Hepatitis-C Information & Education  
Mom's Plus Program (Pre-Natal Care; Pregnancy & Well Being; New Born Babies & Infants)  
Shanti Emotional & Empathic Support Services  
Women's Mentoring & Empowering Program  
Yoga Behind Bars

##### **Substance Use Programs**

Alcoholics Anonymous (English and Spanish)  
Narcotics Anonymous Groups

##### **Parental Support, Transitional Support, Victim Support & Veterans Support, Programs**

Domestic Violence Victim & Survivor Advocacy and Education  
KC-Superior Court 'Parents for Parents' Dependency Program (Mom's & Dad's)  
Mary's Place Recovery Program for Women in Transition  
Off -Streets and Out of Sex Industry  
Jail Release Panning Group  
WDVA Veterans Incarcerated Program  
U.S. VA Veterans Justice Outreach Program  
Northwest Justice Project, Veterans Project

##### **Religious Services & Bible Studies: Christian Faith,**

##### **Multi-Faith, Secular Groups**

AGLOW Services for Women  
Antioch Bible Church  
Barabbas Ministries  
Buddhist Meditation & Reflection  
Catholic Services  
Christian Services (Denominational, Inter-Denominational Non-Denominational)  
Christian Science Services  
Episcopalian Services  
Gideon's Services  
Goodwill Church Services  
Healing Stones - Faith Based Services for Women  
Jehovah's Witness Services  
Muslim Services, Jummah Prayer, Observing Ramadan  
People's Institutional Baptist Church  
Prisoners for Christ Group Services  
Seed of Abraham Pentecostal Church  
Shoreline Community Church  
Union Gospel Services

## ATTACHMENT D A Veteran's Success Story

Mr. X is a veteran of the U.S. Army. He served in Iraq and Afghanistan during his Honorable service. Mr. X was referred to veterans court after being charged with a DUI. He reported the DUI resulted from his drinking alcohol to cope with symptoms of posttraumatic stress disorder (PTSD). Mr. X was assessed by the veterans court clinician and determined eligible for participation in the veterans court program. The veterans court clinician worked closely with the U.S. Department of Veterans Affairs (VA) Veterans Justice Outreach Coordinator to facilitate Mr. X's enrollment in VA healthcare and initiation of co-occurring mental health and substance use treatment at the VA hospital. The veterans court clinician also worked closely with the Washington State Department of Veterans Affairs Veterans Reentry Case Management program to ensure Mr. X had transportation secured to attend his VA behavioral health appointments and court appointments, and maintain compliance with his conditions of release from jail. Mr. X reports continuing to periodically experience temptations to drink but indicates counseling, which he attends regularly, has provided him with effective strategies for dealing with these temptations and for dealing with distressing thoughts and feelings associated with his military service. He reports appreciating being treated with respect by the veterans court and by those who facilitated his recovery process and helped him navigate the criminal justice and veterans services systems: "Although we need to be held accountable for our actions, I've always felt that everybody within the court system has allowed me to maintain my dignity." Mr. X celebrates more than one year of sobriety and plans to go back to school in the future to train in a field that will allow him to once again serve others.

ATTACHMENT E  
Motion Advisory Group and Work Group Members

**INCARCERATED VETERAN MOTION ADVISORY GROUP**

Agency/Entity	Advisory Group Member(s)
Executive's Office	Gail Stone (Advisory Group Chair)
Department of Adult and Juvenile Detention (DAJD)	Steve Larsen, Chris Womack, Nancy Garcia
Jail Health Services	Michael Stanfill
Department of Community and Human Services (DCHS) Regional Veterans Initiative	Dana Sawyers, Dawn Barrett
DCHS Community Services Division & King County Veterans Program	Nancy Loverin
DCHS Mental Health, Chemical Abuse, and Dependency Services Division Criminal Justice & Veterans Justice Initiatives	Dave Murphy, Chelsea Baylen, Andrea LaFazia-Geraghty
Prosecuting Attorney's Office	Mark Larson, Erin Ehlert
Department of Public Defense	David Chapman, David Hocraffer
Sheriff's Office	Chris Barringer
Veterans Advisory Board	Douglas Hoople, Fred Pepper
Veterans Citizen Oversight Board	Mary Kay Lewis
Washington State Department of Veterans Affairs	Mary Forbes, Dennis Brown
Washington State Department of Corrections	Jim Harms, Teri Herold-Prayer
U.S. Department of Veterans Affairs Veterans Health Administration Veterans Justice Outreach Initiative	Kevin Devine, Diana Belletti
King County Council	Kelli Carroll
King County District Court Regional Veterans Court	Judge Johanna Bender
City of Seattle Municipal Court Veterans Treatment Court	Judge Karen Donohue
Northwest Justice Project	Leo Flor, Adam Chromy
King County Superior Court Drug Diversion Court	Mary Taylor
DAJD-Seattle Division (Facility Commander)	Commander Gordon Karlsson, Major Corinna Hyatt
DAJD-Kent Division (Facility Commander)	Commander Edwin Bautista, Major Todd Clark

## INCARCERATED VETERAN MOTION WORK GROUP

Agency/Entity	Work Group Member(s)
Department of Adult and Juvenile Detention (DAJD)	Steve Larsen, Chris Womack (chair), Nancy Garcia, Karen Pohio, MaryAnn Morbley, Mike West, Deanna Strom, Darren Stewart
Jail Health Services	Meagen Condon
Department of Community and Human Services (DCHS) Regional Veterans Initiative	Dawn Barrett
DCHS King County Veterans Program	Bryan Fry
DCHS Mental Health, Chemical Abuse and Dependency Services Division Criminal Justice & Veterans Justice Initiatives	Dave Murphy, Chelsea Baylen
Department of Public Defense	Ericka Turley
Veterans Advisory Board	Douglas Hoople, Fred Pepper
Veterans Citizen Oversight Board	Mary Kay Lewis
Washington State Department of Veterans Affairs	Mary Forbes, Dennis Brown, Dixon McReynolds, Valinda Hayes-Martinez, Colin Marks, Kimberly Doering, Vincent Wood
Washington State Department of Corrections	Teri Herold-Prayer
Community Psychiatric Clinic	Pamela Tomczak
Sound Mental Health	Katrina Egner, Ethan Seracka
Pioneer Human Services	Cheryl Strange
U.S. Department of Veterans Affairs Veterans Health Administration Veterans Justice Outreach Initiative	Kevin Devine, Diana Belletti
U.S. Department of Veterans Affairs Veterans Benefits Administration Homeless Veterans Outreach Coordinator	Timothy Denley
Northwest Justice Project	Leo Flor
DAJD-Kent Division (Facility Commander)	Major Todd Clark
Veterans Training Support Center	Peter Schmidt

## ATTACHMENT F

### Dedicated Veteran Housing Pilot Details

The Department of Adult and Juvenile Detention (DAJD) Dedicated Veterans Housing Pilot Program is a proposal for housing a group of 8-10 Minimum Security Male veterans and one to three Minimum Security Female veterans. These veterans will be housed at the Maleng Regional Justice Center in the L-unit (for males) and the P-unit (for females).

Veterans who volunteer to be housed in the pilot veteran housing unit must qualify for housing within the L or P unit. To qualify, the veteran must meet the following criteria:

- Minimum security status
- Demonstrate on-going appropriate behavior
- Have no Keep Separate (KSF) issues with other inmates housed in the unit
- Have an “Honorable” or “General Under Honorable” characterization of service.

Characterization of service is included as eligibility criteria for participation in the pilot program to avoid possible unintended consequences of co-locating veterans with unfavorable and favorable discharges (i.e., “Bad Conduct” or “Dishonorable” characterizations of service) on security and the therapeutic milieu of the dedicated veteran housing unit. This practice is consistent with that of Erie County Holding Center in Buffalo, New York and the Washington State Department of Corrections. Inclusion of veterans with unfavorable discharges may be revisited through the course of the pilot program.

Veterans will be identified for participation in the pilot program through data gathered at classification by DAJD staff. Veterans justice partners (who provide programming and services within King County jail facilities to incarcerated veterans) will also have opportunities to identify veterans for participation in the program through their work with incarcerated veterans assigned to their caseload who may not have been identified at classification.

Veteran inmates housed in the pilot program will have access to reentry services, linkage and information as provided by our veterans justice partners, all of whom have special and priority access to the King County jail facilities (i.e., U.S. Department of Veterans Affairs, Washington State Department of Veteran Affairs, Northwest Justice Project, and veterans treatment courts). Additionally, veterans with a substance use disorder or co-occurring mental health and substance use disorder, who will be housed in the pilot program for more than 60 days, will have access to the Transitional Recovery Program as space is available.

It is anticipated that staff working the L-unit and P-unit will receive training regarding veterans issues and programming, and that DAJD staff as a whole will be provided general information on veterans’ resources, in an effort to ensure a department-wide awareness regarding the pilot program and veterans justice programs.

## ATTACHMENT G

### FAQ—Incarceration on Veterans Benefit Administration Disability Benefits

#### **How Incarceration Affects Eligibility for VA Benefits**

The VA can pay certain benefits to Veterans who are incarcerated in a Federal, State, or local penal institution; however, the amount depends on the type of benefit and reason for incarceration.

#### **Disability Compensation**

VA disability compensation payments are reduced if a Veteran is convicted of a felony and imprisoned for more than 60 days post felony conviction. Veterans rated 20 percent or more are limited to the 10 percent disability rate. For a Veteran whose disability rating is 10 percent, the payment is reduced by one-half. Once a Veteran is released from prison, compensation payments may be reinstated based upon the severity of the service connected disability(s) at that time. Payments are not reduced for recipients participating in work release programs, electronic home detention, residing in halfway houses (also known as "residential re-entry centers"), or under community control. The amount of any increased compensation awarded to an incarcerated Veteran that results from other than a statutory rate increase may be subject to reduction due to incarceration. Failure to notify VA of a Veteran's incarceration could result in the loss of all financial benefits until the overpayment is recovered.

#### **Pension**

Veterans in receipt of VA pension will have payments terminated effective the 61st day after imprisonment in a Federal, State, or local penal institution post-conviction of a felony or misdemeanor. Payments may be resumed upon release from prison if the Veteran meets VA eligibility requirements. Failure to notify VA of a Veteran's incarceration could result in the loss of all financial benefits until the overpayment is recovered.

#### **Apportionment to Spouse or Children**

All or part of the compensation not paid to an incarcerated Veteran may be apportioned to the Veteran's spouse, child or children, and dependent parents on the basis of individual need. In determining individual need, consideration shall be given to such factors as the claimant's income and living expenses, the amount of compensation available to be apportioned, the needs and living expenses of other claimants as well as any special needs, if any, of all claimants.

#### **Additional Information:**

- The VA will inform a Veteran whose benefits are subject to reduction of the right of the Veteran's dependents to an apportionment while the Veteran is incarcerated, and the conditions under which payments to the Veteran may be resumed upon release from incarceration.
- The VA will also notify the dependents of their right to an apportionment if the VA is aware of their existence and can obtain their addresses.
- No apportionment may be made to or on behalf of any person who is incarcerated in a Federal, State, or local penal institution for conviction of a felony.
- An apportionment of an incarcerated Veteran's VA benefits is not granted automatically to the Veteran's dependents. The dependent(s) must file a claim for an apportionment.

#### **Education Benefits**

Beneficiaries incarcerated for other than a felony can receive full monthly benefits, if otherwise entitled. Convicted felons residing in halfway houses (also known as "residential re-entry centers"), or participating in work-release programs also can receive full monthly benefits.

Claimants incarcerated for a felony conviction can be paid only the costs of tuition, fees, and necessary books, equipment, and supplies. The VA cannot make payments for tuition, fees, books, equipment, or supplies if another Federal State or local program pays these costs in full.

If another government program pays only a part of the cost of tuition, fees, books, equipment, or supplies, VA can authorize the incarcerated claimant payment for the remaining part of the costs.



ATTACHMENT H  
FAQ—Fugitive Felon Status on Veterans Administration Benefits

**Fugitive Felon Program (FFP)**

The VA is prohibited from providing or continuing to provide health care and services, including medications and any care provided in the community, at VA expense to Veterans and beneficiaries identified as fugitive felons.

**A Fugitive Felon is defined as a person who is:**

1. Fleeing to avoid custody or confinement after conviction for an offense which is a felony under the laws of the place from which the person is fleeing, or for an attempt to commit such an offense; and/or
2. Fleeing to avoid prosecution for an offense which is a felony; and/or
3. Violating a condition of probation or parole imposed for committing a felony under Federal or State law.

**Termination of VA Health Care Benefits**

The VA will mail a letter to the Veteran or beneficiary identified as a fugitive felon to inform them of their status and termination of all VA health care benefits. The VA staff will take appropriate steps to transition the fugitive felon's health care from VA programs to alternative care outside the VA health care system. The VA cannot pay for any of this alternative care. In addition, The VA will bill the Veteran and/or beneficiaries for all VA provided care received while in this fugitive felon status.

**Resolving Fugitive Felon Status**

Persons identified as a fugitive felon must contact the Originating Agency that issued a felony warrant, **not the VA Police**, if it is believed:

1. An error was made, such as mistaken identity.
2. The warrant should be cancelled.
3. The warrant has been satisfied by your arrest or surrender.
4. There are other reasons, which would resolve the warrant.

Evidence that the warrant has been satisfied should be provided to your local VA.

For additional information concerning the Fugitive Felon Program, please contact the Fugitive Felon Coordinator or Enrollment Coordinator at your local VA medical care facility or contact VA at 1-877-222-VETS (8387).

\*Noteworthy, VA disability compensation benefits (i.e., Service Connected Disability Compensation and Non-Service Connected Pension) are **NOT** payable on behalf of a veteran for any period during which he or she is a fugitive felon.

ATTACHMENT I  
Protocols for Managing Referrals for Incarcerated Veterans Services

**Incarcerated Vets at KCCF and MRJC**

1. Washington State Department of Veterans Affairs (WDVA) Veterans Reentry Case Management (VRCM) program staff will continue to receive kites and a list of veterans (via self-report during Classifications screening) from the Department of Adult and Juvenile Detention (DAJD) once per week for veterans incarcerated at King County Correctional Facility (KCCF) and Maleng Regional Justice Center (MRJC);
2. At least weekly, Department of Public Defense (DPD) will send a list of referrals directly to WDVA VRCM staff for all clients who are identified as a veteran and have signed a Release of Information (ROI) form;
3. The WDVA VRCM will refer incarcerated veterans to Jail Health Service (JHS) release planners at KCCF or MRJC who are screened by WDVA staff as having significant mental health and/or substance use issues requiring treatment in jail;
4. If the veterans case is appropriate and accepted by JHS release planning, then the release planner will partner with WDVA VRCM and the U.S. Department of Veterans Affairs Veterans Justice Outreach (VJO) program to case manage and ensure appropriate linkages to veterans services upon release from custody; and
5. For those that end up working with release planning staff, JHS release planners will assist with appropriate linkages to non-VA inpatient chemical dependency treatment upon release if inpatient chemical dependency treatment at the VA is not appropriate or available.

**Vets in Partial Confinement: WER and EHD**

1. The DPD will send Work Education and Release (WER) and Electronic Home Detention (EHD) referrals to the WDVA VRCM staff when an eligible client is identified as a veteran and has signed a ROI form; and
2. Criminal justice liaison staff assigned to WER and EHD will assist with appropriate linkages to inpatient treatment or other services not provided through programs for veterans.

**Out of Custody Vets:**

The DPD will send out-of-custody referrals to the WDVA staff when an eligible client is identified as a veteran and signed a ROI form.

## ATTACHMENT J Work and Implementation Plan

### IMPLEMENTATION OF WORK ITEM TO BEGIN DURING:

WORK ITEM	4th Quarter 2014	1st Quarter 2015	2nd Quarter 2015	3rd Quarter 2015	4th Quarter 2015
R1: Incarcerated veterans have access to all services provided by veterans justice partners and linkage to veterans services outlined in the Regional Veterans Initiative	x				
R1: DAJD to implement dedicated veteran housing unit pilot		x			
R1: DAJD in partnership with WDVA and the Regional Veterans Initiative to implement signage advertising veteran resources in booking and intake sections		x			
R2: DAJD to implement dedicated veteran housing unit pilot with TRP for those interested and not already eligible through KC Superior Court Drug Diversion Court or KC District Court Regional Mental Health Court/Regional Veterans Court		x			
R3: Criminal justice partners to receive training on impact of incarceration on veterans	x				
R4: DAJD in partnership with DCHS, MHCADSD to implement priority access and streamlined jail clearance process for veterans justice partners	x				
R4: DAJD to implement dedicated veteran housing unit pilot		x			
R5: Classification staff will notify WDVA VRCM program of incarcerated veterans 1x/week	x				
R5: DPD will notify WDVA VRCM program of in-custody and out-of-custody justice-involved veterans 1x/week		x			
R5: DAJD will work with union to determine feasibility of assigning deputies with history of military service to supervise dedicated veteran housing unit on a voluntary basis		x			
R5: DAJD will partner with VTSC to provide veteran-specific training to correctional staff assigned to the dedicated veteran housing unit		x			
R6: DAJD JHS release planning staff will implement improved veteran status question		x			
R6: DAJD classification staff will implement improved veteran status question		x			
R6: DPD will incorporate the improved veteran status question in screening and intake of all clients and implement the Veteran Defendant Checklist for all veteran clients		x			
R6: DAJD in partnership with U.S. Department of Veterans Affairs and DCHS will consider feasibility of VRSS usage					x
R7: DAJD will partner with VTSC to provide veteran-specific training to JHS release planning staff and correctional officer staff supervising the dedicated veteran housing unit pilot		x			
R7: DCHS and DAJD to work with WSCJTC to consider feasibility of inclusion of veteran-specific info in Corrections Officer Academy Training	x				
R7: DAJD to consider feasibility of inclusion of veteran-specific training as part of new employee orientation for jail staff			x		
R7: WSCJTC to implement CIT training for correctional officer staff		x			
R8: WDVA VRCM to receive veteran status data from DAJD, JHS release planning staff, and DPD, and to perform initial outreach and triage role for other veterans justice partners		x			
R9: DAJD, JHS release planning staff and WDVA VRCM to implement strategic plan for managing referrals for incarcerated veteran services		x			

ATTACHMENT K  
List of Acronyms

ADP	Average Daily Population
CIT	Crisis Intervention Team
DAJD	Department of Adult and Juvenile Detention
DCHS	Department of Community and Human Services
DOC	Department of Corrections
DOD	Department of Defense
DPD	Department of Public Defense
EHD	Electronic Home Detention
JHS	Jail Health Services
KCCF	King County Correctional Facility
MHCADSD	Mental Health, Chemical Abuse and Dependency Services Division
MIDD	Mental Illness and Drug Dependency
MRJC	Maleng Regional Justice Center
OIF/OEF	Operation Iraqi Freedom/Operation Enduring Freedom
PTSD	Posttraumatic Stress Disorder
RVC	Regional Veterans Court
TBI	Traumatic Brain Injury
TRP	Transitional Recovery Program
VA	The U.S. Department of Veteran Affairs
VRCM	Veterans Reentry Case Management
VJO	Veterans Justice Outreach
VRSS	Veterans Reentry Search Services
VTC	Veterans Treatment Court
VTSC	Veterans Training Support Center
WDVA	Washington State Department of Veterans Affairs
WER	Work Education and Release
WSCJTC	Washington State Criminal Justice Training Commission