



KING COUNTY

1200 King County Courthouse
516 Third Avenue
Seattle, WA 98104

Signature Report

December 6, 2016

Motion 14766

Proposed No. 2016-0444.1

Sponsors Dunn

1 A MOTION accepting a report on the incarcerated veterans
2 pilot program in accordance with Motion 14632.

3 WHEREAS, the King County council passed Motion 14632 requesting that the
4 executive develop and submit for council review and approval, a report on the status and
5 options for sustainable continuation of the department of adult and juvenile detention
6 incarcerated veterans pilot project by August 31, 2016, and

7 WHEREAS, the council has reviewed the report submitted by the executive;

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

9 The report on the incarcerated veterans pilot program, which is Attachment A to
10 this motion, is hereby accepted in accordance with Motion 14632.
11

Motion 14766 was introduced on 9/6/2016 and passed by the Metropolitan King
County Council on 12/5/2016, by the following vote:

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

KING COUNTY COUNCIL
KING COUNTY, WASHINGTON



J. Joseph McDermott, Chair

ATTEST:



Melani Pedroza, Acting Clerk of the Council

Attachments: A. DAJD - Norm Maleng Regional Justice Center Incarcerated Veterans Pilot Program
Report in Response to Council Motion 14632



King County

Attachment A

**DAJD - Norm Maleng Regional Justice Center Incarcerated Veterans Pilot
Program Report in Response to Council Motion 14632**

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

August 2016

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) Behavioral Health and Recovery Division (BHRD). 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 with other 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, DAJD partnered with DCHS in 2014 to form an advisory 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 developed recommendations on how to improve identification of veterans entering the county's jail facilities and services for incarcerated veterans in King County. The *Improving Programs and Services for Incarcerated Veterans Report* was submitted to Metropolitan King County Council in December 2014, and in January 2015, the council passed Motion 14301, accepting the report required under Motion 14125.

In June of 2015, DAJD identified two minimum security units within the Norm Maleng Regional Justice Center (MRJC) in Kent, Washington as the male and female dedicated veteran housing units for piloting purposes. The first group of male veterans were transferred to the unit and began programming. After six months of operation, (June 2015- January 2016) preliminary program statistics were calculated. We have seen some early successes as veterans reenter their communities, and many successfully connect with stabilizing services (i.e., education/employment services, behavioral/physical health treatment, and housing) and continue to avoid recidivating.

Since the implementation of the veteran pilot program, DAJD and DCHS have continued efforts to improve identification of veterans, enhance programming, and increase community partnerships to support reentry efforts and reduce recidivism amongst veterans who have participated in the program. Additional planning is underway for collaborations with the therapeutic courts in King County that serve veterans.

PROGRAM PARTICIPANT DATA

When reviewing DAJD's average number of jail bookings and average daily population (ADP) for the period of June 2015 through June 2016, three percent of individuals in King County jail facilities report having served in the U.S. military. This equates to approximately 55 self-identified veterans in the inmate population at any given time. The following tables depict

DAJD data for number of bookings and ADP by military status collected for the period of June 2015 through June 2016.

Table 1 shows the King County DAJD data for number of bookings by military status collected for the period of June 2015 through June 2016.

| | Veteran Status | | | Total | Veteran Status | | | Total |
|---------|----------------|----------|----------|----------|----------------|----------|----------|----------|
| | Yes | No | Other | | Yes | No | Other | |
| Month | Bookings | Bookings | Bookings | Bookings | Bookings | Bookings | Bookings | Bookings |
| Jun-15 | 41 | 1,859 | 988 | 2,888 | 1.4% | 64.4% | 34.2% | 100.0% |
| Jul-15 | 52 | 1,903 | 1,080 | 3,035 | 1.7% | 62.7% | 35.6% | 100.0% |
| Aug-15 | 53 | 1,891 | 1,135 | 3,079 | 1.7% | 61.4% | 36.9% | 100.0% |
| Sept-15 | 58 | 1,815 | 1,020 | 2,893 | 2.0% | 62.7% | 35.3% | 100.0% |
| Oct-15 | 51 | 1,842 | 1,087 | 2,980 | 1.7% | 61.8% | 36.5% | 100.0% |
| Nov-15 | 45 | 1,604 | 963 | 2,612 | 1.7% | 61.4% | 36.9% | 100.0% |
| Dec-15 | 44 | 1,710 | 1,041 | 2,795 | 1.6% | 61.2% | 37.2% | 100.0% |
| Jan-16 | 51 | 1,974 | 1,050 | 3,075 | 1.7% | 64.2% | 34.1% | 100.0% |
| Feb-16 | 50 | 1,900 | 1,000 | 2,950 | 1.7% | 64.4% | 33.9% | 100.0% |
| Mar-16 | 58 | 1,894 | 1,128 | 3,080 | 1.9% | 61.5% | 36.6% | 100.0% |
| Apr-16 | 55 | 1,864 | 1,006 | 2,925 | 1.9% | 63.7% | 34.4% | 100.0% |
| May-16 | 52 | 1,960 | 1,125 | 3,137 | 1.7% | 62.5% | 35.9% | 100.0% |
| Jun-16 | 40 | 1,853 | 1,201 | 3,094 | 1.3% | 59.9% | 38.8% | 100.0% |

*“Other” column in both tables 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 July 2016.

Table 2 shows the King County DAJD data for Average Daily Population (ADP) by military status collected for the period of June 2015 through June 2016.

| | Veteran Status | | | Total | Veteran Status | | |
|---------|----------------|---------|-------|---------|----------------|-------|--------|
| | Yes | No | Other | | Yes | No | Other* |
| Jun-15 | 46.4 | 1,841.0 | 42.9 | 1,930.3 | 2.4% | 95.4% | 2.2% |
| Jul-15 | 44.8 | 1,838.3 | 41.5 | 1,924.5 | 2.3% | 95.5% | 2.2% |
| Aug-15 | 47.7 | 1,847.9 | 47.4 | 1,943.0 | 2.5% | 95.1% | 2.4% |
| Sept-15 | 55.2 | 1,868.1 | 41.7 | 1,965.0 | 2.8% | 95.1% | 2.1% |
| Oct-15 | 59.6 | 1,842.9 | 43.1 | 1,945.6 | 3.1% | 94.7% | 2.2% |
| Nov-15 | 62.4 | 1,810.5 | 41.3 | 1,914.2 | 3.3% | 94.6% | 2.2% |
| Dec-15 | 51.2 | 1,685.0 | 43.8 | 1,780.0 | 2.9% | 94.7% | 2.5% |
| Jan-16 | 56.3 | 1,713.2 | 43.2 | 1,812.7 | 3.1% | 94.5% | 2.4% |
| Feb-16 | 54.9 | 1,741.8 | 46.3 | 1,843.0 | 3.0% | 94.5% | 2.5% |
| Mar-16 | 51.9 | 1,755.8 | 48.0 | 1,855.7 | 2.8% | 94.6% | 2.6% |
| Apr-16 | 60.1 | 1,706.1 | 49.9 | 1,816.0 | 3.3% | 93.9% | 2.7% |
| May-16 | 66.1 | 1,735.5 | 48.0 | 1,849.5 | 3.6% | 93.8% | 2.6% |
| Jun-16 | 65.7 | 1,803.2 | 53.3 | 1,922.3 | 3.4% | 93.8% | 2.8% |
| Average | 55.6 | 1,783.8 | 45.4 | 1,884.8 | 2.9% | 94.6% | 2.4% |

1. Demographic Information

The following race demographic breakdown compares self-identified veterans housed within DAJD facilities and veteran program participants for the period of June 2015 through June 2016:

| Race Categories | Self- Identified Veterans within DAJD facilities | Verified Veteran Program Participants |
|-----------------|--|---------------------------------------|
| White | 71% | 65% |
| Black | 21% | 28% |
| Hispanic | 5.5% | 5% |
| Asian | 0% | 1% |
| Native American | 2.5% | 1% |

2. Recidivism

The Executive’s Recidivism Reduction and Reentry Manager, various local, state and federal criminal justice partners as well as community members and advocates have been working to develop and ultimately adopt a unified county recidivism definition. Settling on a unified definition will mean the county can finally develop a baseline and begin measuring program successes. The adopted definition is as follows:

“Any offense committed by a person within 36 months in the community (after release from confinement) or the completion of a therapeutic court program that result in a Washington State court legal action. A court legal action includes a conviction, deferred sentence, deferred prosecution, deferred disposition, or a diversion agreement as defined by Washington State statute for misdemeanors, gross misdemeanors and felonies.”

Since the definition was only recently adopted and measures a three-year period, the program doesn’t have solid recidivism rates yet. Partners will begin by developing baseline measure and methods to gather recidivism rates for future reporting. It will take collaboration from partners throughout the system as well as outside organizations since participants come and go in a variety of ways.

3. Referrals

Referral and service linkage data for the period of June 2015 through June 2016 revealed sixty-eight participants of the dedicated veterans housing unit were referred for mental health, substance use and/or physical health services based on a needs assessment completed by the Washington Department of Veterans Affairs (WDVA) Veterans Reentry Case Management (VRCM) program.

For those sixty-eight participants referred for behavioral health and/or physical health services, WDVA documented the following linkage data:

| | |
|----------------------------------|----|
| Yes-Confirmed engagement/linkage | 53 |
| No-Not engaged | 5 |
| Unknown | 10 |

Forty-eight participants of the dedicated veterans housing unit were referred for education, employment or training resources based on a needs assessment completed by the WDVA program. For those 48 participants referred for education, employment or training resources, WDVA documented the following linkage data:

| | |
|----------------------------------|----|
| Yes-Confirmed engagement/linkage | 27 |
| No-Not engaged | 17 |
| Unknown | 4 |

Fifty-six participants of the dedicated veterans housing unit were referred for housing resources based on a needs assessment completed by the WDVA program. For those 56 participants referred for housing resources, WDVA documented the following linkage data:

| | |
|--|----|
| Yes-Confirmed released to housing | 26 |
| No-Client not yet placed or housing resource reserved for client but client failed to follow through | 11 |
| Not yet released from jail facility | 14 |
| Unknown | 5 |

Female veterans experiencing incarceration are provided reentry services on an individual basis due to the small number of verified female veterans experiencing incarceration at any given time, brief average length of stay, and considerations of classification levels and participant choice.

4. Program Participant Volume

During the period of June 2015 through June 2016, the dedicated veterans housing unit pilot program has identified 82 verified veterans for participation in the program. Of these 82 verified veterans eligible for program participation, 78 were transferred and housed at the MRJC's pilot program. Those individuals who were not transferred and/or served through the DAJD pilot program were either released prior to transfer or changed their mind about program participation prior to transfer. As a reminder, the dedicated veteran housing unit pilot program is a voluntary program.

Prior to implementation of the medium custody unit for veteran participants in April 2016, 10 of the 78 veterans participated in the group programming but were not housed in the dedicated veteran housing unit, which was originally implemented in a minimum security unit, due to their assigned security level (medium security). Since the opening of the medium custody unit, DAJD

has been able to expand dedicated housing capacity to minimum and medium security verified veteran inmates.

A VETERAN'S SUCCESS STORY

Successes of the program are due in large part through the coordinated efforts of our dedicated veterans justice partners but it also takes work on the part of veterans in the program. One of the best ways to understand the impacts of this pilot is to understand their stories and ultimately the journey they begin while incarcerated. Below is just one veteran's success story.

A U.S. Navy veteran was booked into the King County Correctional Facility (KCCF) in Seattle. on charges of assault and possession of a controlled substance. Upon entry to the system, he was identified by DAJD classifications staff as a possible veteran via the enhanced veteran status self-report question. He was subsequently referred to the Washington Department of Veterans Affairs (WDVA) for verification of veteran status and assessment of reentry needs to include possible consideration for the DAJD dedicated veteran housing unit. After an initial assessment, the WDVA was able to verify veteran status and found the veteran to be eligible for and interested in participating in programming offered through the dedicated veterans housing unit at the Maleng Regional Justice Center (MRJC) in Kent, WA.

The WDVA worked with DAJD classification staff to facilitate the veteran's transfer from the KCCF to the MRJC dedicated veteran housing unit. This transfer allowed the veteran to participate in veteran-specific programming; reconnect with positive aspects of his military service; receive support from a community of veterans; and receive weekly case management and reentry support from WDVA staff.

WDVA worked closely with the vet during his incarceration to identify his reentry needs, including housing, clothing, food, transportation, substance use treatment and employment. WDVA coordinated with various veterans service providers in the community (including the William Booth Center, U.S. Department of Veterans Affairs Veterans Justice Outreach (VJO) specialists, King County Veterans Program) to set up linkages to housing resources, behavioral health treatment, employment services, and other reentry needs (transportation assistance, food vouchers, clothing, etc.).

Through a collaboration with the court of jurisdiction, the WDVA was able to advocate for an early release from incarceration, which was granted due to housing supports and treatment being available to the vet upon release. In addition to receiving bridge housing upon release and an appointment for behavioral health treatment at the VA hospital, the WDVA provided the veteran with a backpack for his belongings, ORCA bus card for transportation to his required daily appointments, and a clothing voucher to allow him to get new clothes.

After maintaining sobriety and demonstrating stability, the veteran was able to reconcile with his family. His dedication to his sobriety has allowed him to obtain a family housing unit and focus on employment goals. To date, he has been sober one year and has not incurred any law violations or new charges.

UPDATE ON PROGRAMS AND SERVICES FOR INCARCERATED VETERANS

1. Veterans Pilot Programming

As indicated above, DAJD designated two minimum security housing units (one male and one female) for veteran program participants. Veterans whose status was verified through the WDVA were placed in the dedicated veteran housing unit where veteran specific programming would be provided. Initial programs offered within the unit included, “The Hero’s Journey,” a writing course which uses storytelling as a vehicle to evaluate one’s life trajectory and role in decision-making and empowers individuals to change the course of their personal story; “Stress Reduction and Relaxation,” a program which provides education and practice of stress relief techniques; “Building Relationships,” a class provided by New Connections, focused on personal and professional relationship dynamics and the impact of deployment and/or incarceration on relationships; and “Civil Legal Education,” a class provided by the Northwest Justice Project, focused on addressing veteran civil legal needs (e.g., discharge status upgrades, child-custody issues, disability claim issues). Reentry support was also provided by the WDVA to all program participants. All programming to date has been provided by community volunteers and community organizations. DAJD staff who are veterans themselves have also been very supportive of the pilot and identified veteran inmates.

Throughout the first six months of the pilot, program recruitment efforts resulted in the inclusion of four additional programs for veteran participants:

- Yoga Behind Bars (yoga training provided by instructors with subject matter expertise in the practice of yoga with individuals who have trauma histories)
- Military Values Class (course curriculum focuses on reconnecting with military core values and how one might incorporate those values in their civilian life to be successful and achieve life goals)
- Empowering Change (cognitive-behavioral programming provided by Sound Mental Health, focused on identifying and changing maladaptive thoughts and behaviors)
- After Action Report (a debriefing opportunity, provided by the Seattle Vet Center, that includes a PTSD educational component)

Programmers, both volunteer and organizational staff alike, have expressed concerns about their ability to continue the level of programming and data support necessary for the success of the dedicated veteran housing unit pilot and associated programming. Although committed to the mission of providing support to veterans experiencing incarceration, providing programming on a weekly basis, as well as administrative support for program monitoring and evaluation, is difficult to sustain without financial support.

Recruitment efforts for additional programming is also challenging without the requisite resources to provide reimbursement for service delivery and administrative support. And, in order to holistically address the needs of the incarcerated veteran population, veteran participants would benefit from additional programming:

- Seeking Safety Group (an evidence-based treatment for simple, complex and chronic Post-traumatic Stress Disorder and/or substance abuse with adults)
- Substance Abuse Recovery Education (education on recovery options and assistance in treatment planning)
- Moral Reconciliation Therapy (cognitive behavioral treatment designed to improve decision making)

In addition to veteran specific programming, incarcerated veterans continue to have access to DAJD inmate programming available to the general inmate population. Incarcerated veterans with significant behavioral health and/or medical needs also have access to Jail Health Services (JHS). The DAJD inmate programming that veterans may access while incarcerated include education classes, substance abuse 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 A provides a detailed list of the programming provided to inmates of King County's jail facilities.

2. Dedicated Veterans Housing Units

Dedicated veterans housing began in June 2015 with a male and female unit at the MRJC that were already designated as heavily programmed. Verified veterans interested in program participation are transferred to the housing unit on a voluntary basis, regardless of their booking location (i.e., KCCF in Seattle or MRJC). The veteran housing program pilot dedicated 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 minimum security units that house individuals participating in the Transitional Recovery Program (TRP), which is a 60-day jail-based intensive outpatient program for treatment of individuals with substance use disorder and/or co-occurring substance use and mental health disorder.

An evaluation of the self-reported veteran population housed across all DAJD facilities revealed the average daily population of veterans experiencing incarceration was not sufficient to designate a full unisex unit of 64 beds to male veterans, nor was it sufficient to designate a full unisex unit of 64 beds to female veterans. However, co-locating a dedicated veteran housing unit within an existing unisex programming unit at DAJD was operationally feasible, resulting in a portion of beds being assigned to veterans participating in the veterans pilot program. The dedicated housing units for male and female veterans both have the ability to expand bed capacity for veterans if deemed necessary by program and population statistics. In fact, effective April 2016, the pilot program was expanded by the implementation work group to allow for the assignment of dedicated veteran housing unit beds in a medium custody unit at the MRJC. DAJD has made operational accommodations to allow for these veterans to attend programming with veterans participating in the original dedicated veteran housing unit (which is a minimum security unit). Furthermore, in partnership with the Washington Department of Veterans Affairs (WDVA), signage advertising veteran resources were 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 programs.

3. Maintaining Veterans Administration Benefits

One of the products completed early in the project is a Veteran Defendant Checklist. The checklist was created by Northwest Justice Project (NJP) in partnership with Department of Public Defense (DPD), DCHS, U.S. Department of Veterans Affairs (VA), WDVA, and King County Veterans Program. This checklist includes information on collateral consequences of incarceration on VA benefits; potential alternatives to incarceration (e.g., Work Education and Release [WER] and Electronic Home Detention [EHD]) that allow veterans to maintain their VA benefits and services while ensuring community safety; and referral information for local veteran-specific services which promote stability. Staff familiar with these considerations are better able to leverage extensive federal, state and local resources that are designed to promote employment, housing and health for justice-involved veterans.

On two separate occasions, in November 2014, training was provided to DPD to introduce the checklist into practice and highlight 1) the collateral consequences of incarceration for veterans, and 2) behavioral health and social services available to veterans that address underlying factors contributing to justice involvement. Both work to reduce recidivism. The training was provided by Northwest Justice Project, DPD, DCHS, VA, WDVA and the King County Veterans Program at no extra cost to the county. It is an endeavor that represents coordination and collaboration across county, state, and federal government as well as non-profit advocacy groups, all focused on improving incarcerated veterans' outcomes. In April 2015, additional training was provided to city prosecutors and defense attorneys in collaboration with King County District Court Regional Mental Health Court/Regional Veterans Court. The Veteran Defendant Checklist is provided in Attachment B, and is used by DPD during intakes with justice-involved veterans.

4. Staffing Veterans Program and Housing Unit

To date, the program has been staffed by existing DAJD and DCHS staff as part of their normal workloads, along with community organizations and volunteers. A key factor in the early success of the pilot has been the dedication and continued commitment of the team of county employees, many of whom are veterans, who work with the veteran inmates. DAJD staff in the following sections helped implement and continue to support the veterans program at the MRJC.

- Classification Staff - assist in the transfer of veteran inmates to the designated housing unit located at the MRJC, maintain housing availability for veterans interested in the program, and provide an overview of program participation expectations. (Many are veterans.)
- Military Veteran Corrections Officers - military veteran officers who are interested in engaging in the program's function are considered for participation, and assigned to the veterans unit for the supervision and daily support of their fellow veterans. All officers, regardless of military background, are provided additional training to assist in identifying challenges specific to veterans.
- Facility Captains and Facility Major - higher ranking division officers, many of whom are veterans of the U.S. military themselves, assist in decision making, planning, and adaptations of new practices to facilitate housing, and programming at the MRJC for veterans.

- Volunteer Coordinator - provides direct support to programmers and community partners providing services for veteran program participants. Additionally, provides monitoring of veteran programs and connects with the individual program participants on feedback regarding the veteran program as a whole.
- Programs Manager - collects all data regarding the program, develops program publications as well as reports regarding the program's status and performance.

DCHS has also shared the following staff and contractor to assist in the implementation and continued production of the veterans program.

- Veterans Coordinator - recruits volunteers from the community to deliver services to program participants with a focus on reentry support; identifies local, state and federal veterans partners with a shared mission of providing services to veterans experiencing incarceration; advocates for modifications to policy or legal barriers preventing efficient delivery of services; and assists with data collection specific to reentry efforts.
- WDVA Veterans Reentry Case Management (VRCM) Program Case Workers- identify and recruit potential veteran program participants, verify status to ensure target population is not compromised, and provide regular feedback to DAJD and DCHS on program operations for continuous quality improvement.

5. Determining Veteran Status of Inmates

One of the early challenges of the pilot was determining which inmates might be eligible to participate. As it turned out, recommendations from the team and experience gained through the pilot led to several methods being used to identify veterans detained in King County jails. DAJD classification staff identifies incarcerated veterans during initial classification screening. The question used during screening before the pilot wasn't sufficient to identify many potential participants. Classification now uses an enhanced single question designed by the advisory group based on best practice research: "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?" 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) also identify veterans assigned to their caseload using the enhanced veteran status question noted above.

In addition, the WDVA has provided case workers who meet with any individual who self-identifies as a veteran to classification staff or who send a "kite" for veterans services. (A "kite" is a form of mail used within the king county adult correctional facilities for inmates to communicate with various staff members regarding needs.) The WDVA conducts a standardized intake that produces waivers that grant the WDVA permission to verify veteran status. This is done through a formal request for the veteran's Department of Defense Form 214 (DD-214) or through the Defense Personnel Records Information System (DPRIS). This system provides the secure electronic retrieval of document images from the Military Services' Official Military Personnel File (OMPF) system, and narrative data from the Joint Services Records Research Center (JSRRC), in response to requests initiated by authorized and approved government

agency users, authorized subordinate agencies, and veterans. The verification process takes time. With an inmate's average length of stay of 22 days within DAJD facilities, a quick verification process can accelerate the integration of the veteran into the housing unit as well as services and programming for a greater impact to the participant. As DAJD and DCHS continue to seek program and service improvements, the goal for veteran status verification is 24 hours.

Efforts to improve the verification time frame of incarcerated veterans prompted DAJD and DCHS to review the feasibility of use of the Veteran Reentry Search Service (VRSS) system, an automated system that helps locate veterans who have been incarcerated nationwide within 24 hours. This service was created in response to a request by the Secretary of Veteran Affairs in 2013 in an effort to reach veterans engaging in activity resulting in criminal behavior. The database requires a specific set of identifiers that help accurately identify and verify veteran status. DAJD and DCHS sought to use the system to identify veterans for participation in the dedicated veteran housing unit pilot program but due to a state law that restricts what kind and who can receive information about inmates, DAJD found it was legally unable to use the system for its intended purpose. In November 2015, DAJD in partnership with DCHS proposed an amendment to RCW 70.48.100 that was introduced as Senate Bill 6430. The bill was aimed at allowing information to be shared with organizations like the VA in order to continue benefits and read as follows:

(2) Except as provided in subsection (3) of this section, the records of a person confined in jail shall be held in confidence and shall be made available only to criminal justice agencies as defined in RCW 43.43.705, or;

...
(f) To federal, state, or local agencies to determine eligibility for services such as medical, mental health, chemical dependency treatment, or veterans' services, and to allow for the provision of treatment to inmates during their stay or after release. Records disclosed for eligibility determination or treatment services must be held in confidence by the receiving agency, and the receiving agency must comply with all relevant state and federal statutes regarding the privacy of the disclosed records.¹

The modifications were adopted by the legislature and made effective on June 9, 2016. A review of the feasibility of implementing the VRSS system at the time of booking, classification, personal recognizance interviews or programming is currently being evaluated by the implementation work group.

6. Staff Training for Veteran-Specific Populations and Understanding Military Culture and Military Trauma Informed Care

DAJD partnered with the WDVA and DCHS to provide staff supervising the dedicated veteran housing unit with training opportunities specific to working with veteran-specific populations and understanding military culture and trauma-informed care. Efforts to train jail health staff on identification of veterans and veteran-specific resources continue as well. This training has been implemented at no extra cost to the county and provided in partnership with DCHS and the

¹ The entire legislation can be found at <http://apps.leg.wa.gov/rcw/default.aspx?cite=70.48.100>.

WDVA. However, additional resources may be needed if training requires overtime pay or staff coverage to facilitate training participation.

Veteran-specific training is also included in the curriculum offered during Corrections Officers Academy through the Washington State Criminal Justice Training Commission (WSCJTC). Furthermore, DAJD and DCHS have partnered with the U.S. Department of Veterans Affairs (VA) and WSCJTC to design and implement both an eight-hour and 40-hour Crisis Intervention Team (CIT) training specifically for correction officer staff, during which veteran-specific issues are discussed. 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. The eight-hour CIT for corrections officers course was piloted with the first group of correction officer participants on July 20, 2016, and will be modified based on participant and auditor feedback. The 40-hour course continues to be under development.

Due to the continued modifications applied to the veterans program during its development, DAJD has postponed the introduction of the veteran program training into the new jail orientation curriculum provided to all new staff employed in the jail. As the program reaches sustainable procedures and programming, training will commence.

7. Options for Addressing the Identified Gaps in Services for Veterans in King County Jails

As part of the pilot and in order to simplify the referral process for reentry services and support, DAJD designated the WDVA Veterans Reentry Case Management (VRCM) program to be the initial contact for services. The WDVA VRCM program staff perform initial outreach and needs assessment, as well as linkage to appropriate local, state, and federal veteran services. Designating a single veterans program to fulfill this initial outreach and triage role promoted a coordinated and efficient system of care for justice-involved veterans.

The WDVA coordinates closely with JHS release planning staff and the VA hospital Veterans Justice Outreach (VJO) specialists 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 also coordinates closely with Department of Public Defense and the specialty veterans courts in order to promote successful rehabilitation in the community. Additionally, WDVA coordinates 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. Finally, DAJD's Programs Manager reviews programs annually and is focused on program outcomes and sustainability. This will continue going forward with current programming and any added programs.

8. Coordination of Services for Incarcerated Veterans

DAJD in partnership with DCHS and WDVA have developed and implemented a strategic plan for handling referrals to improve and better coordinate services for incarcerated veterans. The strategic plan includes procedures for providing access to services for justice-involved veterans that are out-of-custody or participating in alternative sentences — Work Education and Release (WER) and Electronic Home Detention (EHD). The strategic plan 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. The strategic plan is as follows:

Incarcerated Vets at King County Correctional Facility and Maleng Regional Justice Center

- WDVA Veterans Reentry Case Management (VRCM) program staff will receive kites and a list of veterans (via self-report during Classifications screening) from the DAJD once per week for veterans incarcerated at King County Correctional Facility (KCCF) and Maleng Regional Justice Center (MRJC);
- Department of Public Defense (DPD) will send referrals directly to WDVA VRCM staff for all clients who are identified as a veteran;
- 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; and
- 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 veteran's services upon release from custody.

Out of Custody Vets or Vets in Partial Confinement (WER and EHD)

- The DPD will send out-of-custody referrals or 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
- 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.

9. Work Plan and Implementation Timeline Update

The advisory and work group originally developed a work plan and implementation timeline detailing when the recommendations shall be implemented. Implementation of most of the recommendations has been completed including:

- Implementation of procedures to ensure incarcerated veterans have access to all services provided by veterans justice partners and linkage to veterans services outlined in the Regional Veterans Initiative;
- Implementation of a dedicated veteran housing unit pilot program to serve verified veterans experiencing incarceration at the King County jail;

- Implementation of signage advertising veteran resources in the jail booking and intake sections;
- Implementation of a dedicated veteran housing unit pilot co-located with the Transitional Recovery Program (TRP) for those interested and not already eligible for specialty programming through KC Superior Court Drug Diversion Court or KC District Court Regional Mental Health Court/Regional Veterans Court;
- Provision of training on the impact of incarceration on veterans to criminal justice partners;
- Provision of priority access and streamlined jail clearance for veterans justice partners through DAJD/ DCHS partnership;
- Notification of incarcerated veterans provided by the DAJD classification staff to WDVA Veterans Reentry Case Management (VRCM) program 1x/week;
- Department of Public Defense (DPD) notify WDVA VRCM program of justice involved veterans;
- Initiation of discussions with the Washington State Criminal Justice Training Commission on feasibility of inclusion of veteran-specific information in Corrections Officer Academy Training;
- Military veteran officers who are interested in engaging in the dedicated veteran housing unit program's function are considered and assigned to the veterans unit for the supervision and daily support of their fellow veterans;
- Implementation of the improved veteran status question by Jail Health Services (JHS) release planning staff and DAJD classification staff;
- Implementation of the improved veteran status question by the DPD in screening and intake of all clients and implementation of the Veteran Defendant Checklist for all veteran clients;
- Consideration of feasibility of Veterans Reentry Search Service (VRSS) system by DAJD in partnership with U.S. Department of Veterans Affairs (VA) and DCHS (with ongoing evaluation occurring, in particular, in light of recent statutory change);
- Provision of veteran-specific training by DAJD in collaboration with DCHS to correctional officer staff supervising the dedicated veteran housing unit;
- Inclusion of veteran-specific information in Corrections Officer Academy Training;
- Implementation of Crisis Intervention Team (CIT) training for corrections officer staff;
- Notification of veteran status data provided by DAJD, JHS release planning staff and DPD to WDVA VRCM staff to facilitate initial outreach and triage to other veterans justice partners; and
- Implementation of a strategic plan for managing referrals for incarcerated veteran services by DAJD, JHS release planning staff and WDVA VRCM.

PROGRAM RECOMMENDATIONS AND NEXT STEPS

While the pilot project has seen some early successes, staff understand the importance of continuous improvement and appropriate resourcing for program sustainability. One challenge has been with the incarcerated female population. Female veterans experiencing incarceration in the King County jail are uncommon and have an average length of stay of less than a week. Since September 2015 only 14 women self-identified as veterans, only one of which was eligible

for programming based on verification, length of stay, or medical/psychiatric needs. Due to the small number of female verified veterans experiencing incarceration in our King County jail facilities and their short average length of stay, transfer to a dedicated housing unit and delivery of classroom programming has not been feasible. We believe the new question being asked at classification, better marketing of the program, and word of mouth may help drive more female inmates to the program.

There will continue to be some population of both female and male inmates that just won't report their status and will therefore not be available to participate. In the meantime, one idea the team is exploring is to provide programming for the female veteran population in the form of a workbook. Lessons from current programming, along with worksheets are actively being compiled for distribution to female veterans who enter DAJD. Additionally, individualized one-on-one programming will be made available for programming that lends itself to individualized care and reentry services will continue to be provided through the WDVA and community partners. This and other programmatic ideas continue to be refined as the project matures.

The early months of the pilot provided an opportunity for an examination of the characteristics and needs of the targeted population. Looking at the primary objective, to assist veterans housed at DAJD with reentry needs in order to prevent recidivism, the veteran's program original design targeted minimum custody veterans. This population was chosen due to the high probability of release into the community and ability for DAJD to introduce a housing unit into DAJD facilities with workable impact on operations.

Although minimum custody male veterans were frequently released to the community, a high number of confirmed veterans in custody were of medium custody level. This information prompted the addition of a medium custody housing unit at the MRJC to increase the program capacity in response to the need. The medium custody unit has maintained the program participation at double the intended pilot capacity. With an average of 20 veterans engaged in the program at any given time, the goal of engaging with veterans has seen positive results. Another improvement to the program since its inception are the efforts to integrate the VRSS system which will likely help provide more accurate data in future reports for both male and female veterans.

Current programming has been provided for over a year on a volunteer basis by several organizations and talented, dedicated community members. Due to the weekly demand on their personal time, programmers have expressed reservations about the amount of volunteer time that is sustainable. Funding may be needed to sustain programming effectively and consistently. In addition, programming goals related to evidence-based programming in areas of mental health and substance abuse often require additional resources for program delivery.

Temporary housing for veterans being released from custody is another challenge. Affordable housing is limited.. Dedicated veteran housing beds at local housing organizations for veterans being released from custody can increase the probability of a successful transition from incarceration to the community. Coordination of the available beds can be incorporated into the reentry efforts currently offered to DAJD housed veterans.

Training of staff and programmers involved in the veterans housing program has helped our staff and volunteers better serve DAJD housed veterans. Refresher training, as well as new staff and volunteer training, will need to be coordinated to ensure up to date information is available to those responsible for serving the target population. Additional funding would help support the need for position backfill of officers and additional time asked of volunteer programmers. Some funding for backfill may be alleviated if video trainings were to be available.

Current program support is shared by various staff in DAJD, DCHS, and WDVA. The identification, screening, verification and placement of veteran participants is detailed work that requires focus. The monitoring of program participation, coordination of services and programming and the support upon reentry requires significant involvement which has been absorbed by various staff. If resources were available, dedicating a position to the veteran's program could centralize all services and enable program efficiencies.

Council Motion 14632 asked the Executive to submit an appropriations ordinance as part of its report and response. DAJD has sufficient current appropriation from the Inmate Welfare Fund for this program, so no further appropriation request is necessary. Staff have also proposed additional funding for the TRP unit as part of the MIDD submission process.

While much of the program has been handled by county staff, external partners and volunteers, dedicated resources may be needed to sustain and grow the program. Potential funding options considered to support sustainability included grants, the next iteration of the MIDD sales tax revenue and/or Veterans and Human Services Levy funding.

During the 2017 program year, DAJD, in partnership with DCHS, will work to find sustainable funding to cover expenses, as well as exploring funding for a Veterans Housing Unit Program Coordinator to spearhead the identification, placements, programming, and data collection specific to the DAJD veterans program; and a Community Career Liaison to assist in job placements of veteran program participants upon release. Financial support would be provided in the short term for in-custody programming and would be distributed amongst various community providers in a variety of organizations who provide services addressing the identified needs for the population.

King County has been a national leader in this area. All three branches of the King County Government, our community partners, and our incarcerated veterans have worked hard to see some early successes. The team is committed to continuing to find creative ways to help our incarcerated veterans successfully reenter their communities.

ATTACHMENT A

Maleng Regional Justice Center and King County Correctional Facility Programming

MRJC Inmate Programs

Education Classes

Adult Basic Education/General Education Development (GED) & Computerized Testing
GED & HS Diploma Education Program (Juvenile, under 21)
Reading and Writing Improvement Class

Job Training

Goodwill Job Training Course

Substance Use Programs:

Alcoholics Anonymous
Narcotics Anonymous
Transitional Recovery Program

Parental Support & Transitional Support Programs

Basic Life Skills Program
KC-Superior Court 'Parents for Parents' Dependency Program (Mom's & Dad's)
Release Planning Group

Veterans Support Programs

After Action Report- Seattle Vet's Center
Hero's Journey, Veterans Pilot
New Connections
Northwest Justice Project, Veterans Project
Sound Mental Health- Positive Changes
Stress Relieve and Relaxation Class
U.S. VA Veterans Justice Outreach Program
WDVA Veterans Incarcerated Program
Yoga Behind Bars, Veterans Pilot

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
English as a Second Language Education Classes Juvenile
GED and High School Diploma Class
Literacy Source Tutoring Services

Job Training

Goodwill Job Training Course

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 Programs

KC-Superior Court 'Parents for Parents' Dependency Program (Mom's & Dad's)
Release Planning Group

Veterans Support, Programs

Northwest Justice Project, Veterans Project
U.S. VA Veterans Justice Outreach Program
WDVA Veterans Incarcerated Program

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 B
King County Veteran Defendant Checklist

King County Veteran Defendant Checklist

How do you know if your client is a veteran²?

- 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?"³
-

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**⁴ **Seattle Municipal Veterans Treatment Court**⁵
-

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:

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

Maintain veterans benefits-based income

- o Preserve VA benefits eligibility by avoiding incarceration >60 days after a conviction⁶:

>60 days post-conviction incarceration for a felony⁷ **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 purposes⁸

Avoid creating new debt & benefits overpayments

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

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

- o Notify Social Security of any incarceration >29 days⁹
- o Quash felony warrants: they terminate eligibility for VA¹⁰ & Social Security benefits
- o Apportion veterans benefits to eligible dependents if incarceration will otherwise reduce veteran's benefits eligibility

Refer for Civil Legal Aid

- o Modify Child Support payments to make them income-appropriate for incarcerated veterans¹¹
- o Upgrade Military Discharge information to enable VA benefits access
- o Advise on effects of incarceration upon benefits entitlement
- o Advise on future possibility/process of vacating criminal convictions
- o Assist in creating VA apportionments and preventing/disputing VA overpayments

Restore income upon appeal

- o 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 incarceration¹²

² 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.

³ Verify military service information with the DD Form 214. Request a DD214 at <http://www.archives.gov/veterans/military-service-records/>.

⁴ <http://www.kingcounty.gov/courts/DistrictCourt/MentalHealthCourt/Regional%20Veterans%20Court.aspx>

⁵ <http://www.seattle.gov/courts/vtc/vtcstaff.htm>

⁶ Reductions of Disability Compensation: 38 USC §5313(a)(1); Elimination of NSC Pension: 38 USC §1505

⁷ "Felony" for this purpose may include misdemeanors under WA law if they would commonly be classified as felonies in other jurisdictions.

⁸ 38 USC §5313(a)(2)






⁹ Social Security Publication No. 05-10133

¹⁰ 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.

¹¹ 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.**

¹² 38 CFR § 3.665(m)

Top 5 Referrals for Veterans Collateral Consequences

| | | |
|---|---|--|
| <p>Goals: VA Healthcare</p> <ul style="list-style-type: none"> • Enroll in VA Healthcare • Learn about VA Mental Health & Chemical Dependency Treatment • Use VA Treatment in Release Planning • In/Outpatient Healthcare • Access to VA Housing Programs |  | <p>Federal VA Healthcare (VHA) Veterans Justice Outreach Coordinators</p> <ul style="list-style-type: none"> • Kevin Devine, LICSW kevin.devine@va.gov (206) 277-4369 • Diana Belletti, LICSW diana.belletti@va.gov (206) 277-1137 <p>VA Puget Sound Health Care System - Seattle Division 1660 S. Columbian Way, Seattle WA 98108 http://www.va.gov/HOMELESS/VJO.asp</p> |
| <p>Goals: VA Income & Benefits</p> <ul style="list-style-type: none"> • Apply for VA Pension or Disability Compensation • Notify VA of >60 days incarceration • Request benefits apportionment • Check claims status |  | <p>Federal VA Benefits (VBA) Jackson Federal Building, 915 Second Ave, Seattle WA Walk in: M-F 8:00-4:00</p> <p>1-800-827-1000, M-F 7:00a-7:00p eBenefits website: www.ebenefits.va.gov IRIS inquiry system: Contact Us!</p> |
| <p>Goals: Non-VA Emergency/Disability Income</p> <ul style="list-style-type: none"> • Apply for emergency financial assistance • Apply for Social Security benefits • Apply for VA or non-VA Healthcare benefits |  | <p>WA Dept. of Veterans Affairs (WDVA) Program Supervisor</p> <ul style="list-style-type: none"> • Valinda Hayes-Martinez valindah@dva.wa.gov (206) 305-4513 <p>2106 Second Ave, 1st Floor, Seattle WA 98121 WDVA Call Center: 1-877-904-VETS (8387)</p> |
| <p>Goals: Employment and Financial Assistance</p> <ul style="list-style-type: none"> • Receive employment assistance • Receive education & training assistance • Apply for emergency financial assistance <p>KCVP can only assist veterans with Honorable or General Under Honorable Discharges</p> |  | <p>King County Veterans Program</p> <ul style="list-style-type: none"> • Seattle Office (206) 477-8282 Walk in: M,W,Th 8:30-11:30 & Tues 1:00-3:00 2106 Second Ave, 1st Floor, Seattle WA 98121 Michelle.Mastrorocco@kingcounty.gov, (206) 477-8336 • Renton Office (206) 477-7022 Walk in: Mon-Thu 8:30-11:30 500 S.W. 7th St., Ste. 100, Renton WA 98057 Bryan.Fry@kingcounty.gov, (206) 477-6996 |
| <p>Goals: Collateral Civil Legal Matters</p> <ul style="list-style-type: none"> • Modify Child Support • Upgrade Discharge Information • Dispute/Prevent VA Overpayment • Vacate Criminal Records • Provide VA w/ Incarceration Notice <p>NJP can only assist low-income veterans</p> |  | <p>Northwest Justice Project, Veterans Project Advice and possible representation for low-income vets</p> <ul style="list-style-type: none"> • Adam Chromy - Staff Attorney Providers and attorneys should use email for questions or consults. achromy@nwjustice.org Veterans should call (855) NJP-VETS to apply for services. |

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



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