



King County

King County Criminal Justice Initiative

Outcomes Update for Programs Connecting Participants to Services

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

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Executive Summary

The Metropolitan King County Council adopted the Adult Justice Operational Master Plan (the Plan) in 2002 that paved the way for the Criminal Justice Initiative (CJI). The Plan recommended that some of the expected savings from closure of the North Rehabilitation Facility and Cedar Hills Addiction Treatment Facility be used for alternatives to 24-hour secure detention in King County correctional facilities in order to reduce the jail population and recidivism. An emphasis was placed on services for inmates who are high users of the jail and/or have substance use disorders and/or mental illnesses. The following CJI programs have been developed to connect jail inmates to services post-release:

- Criminal justice (CJ) liaisons
- Re-entry case management services
- Medical/chemical dependency release planning services via Jail Health Services (JHS).

This report updates, with additional cohorts of participants, the April 2011 report that detailed jail outcomes and information regarding linkage to mental health and substance use services.

Key findings included the following:

- Significant reductions in jail bookings for all connector programs
- Recidivism ranging from 43 to 74 percent during the first year following involvement with the connector programs, with greater recidivism rates for those who had more prior bookings
- Significant reductions in jail days for the JHS release planner program, and the second year of the re-entry case management program, but not for participants of the CJ liaison program
- Little change in charge severity (% of bookings related to felonies), driven in part by a slower rate of decline in non-compliance bookings (which are felonies), than bookings for other charges
- Less than 20 percent of participants receiving mental health services and less than 15 percent receiving substance abuse services subsequent to connector program involvement (though a higher rate of substance abuse services for those seen by the Community Center for Alternative Programs liaison).

Recommendations

- Identify barriers to linking individuals with treatment post release, when appropriate, and engage relevant parties in developing solutions to increase successful linkages
- Continue forensic trainings and networking forums to keep connector program staff and community-based treatment, benefits and housing provider staff mutually informed
- Capture data to determine more accurately participant housing, treatment and publicly-funded benefit needs as well as referrals and linkages.

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I. Introduction

Background

The Metropolitan King County Council adopted the Adult Justice Operational Master Plan (the Plan) in November 2002 that paved the way for the Criminal Justice Initiative (CJI). The Plan recommended that some of the expected savings from closure of the North Rehabilitation Facility and Cedar Hills Addiction Treatment Facility be used for alternatives to 24-hour secure detention in King County correctional facilities in order to reduce the jail population and recidivism. An emphasis was placed on services for inmates who are high users of the jail and/or have substance use disorders and/or mental illnesses.

As part of the CJI, a variety of programs have been developed that connect jail inmates to needed services post-release. The programs are:

- Criminal justice (CJ) liaisons
- Re-entry case management services
- Medical/chemical dependency release planning services via Jail Health Services (JHS).

Purpose of This Report

This report updates, with additional cohorts of participants, the April 2011 report that detailed jail outcomes and information regarding linkage to mental health and substance use services. As this report describes two-year outcomes, we analyze cohorts of participants only through 2009. The report focuses on outcomes, and as such, analyzes unduplicated people by program and program year.

II. Criminal Justice Initiatives Connector Program Detail

Criminal Justice Liaisons

A. Program Description

Beginning in September 2003, CJ liaisons were stationed at the King County Correctional Facility (KCCF) and the Maleng Regional Justice Center (RJC). They were responsible for assessing and linking inmates with non-opiate chemical dependency and/or mental health issues to benefit application workers, to post-release chemical dependency and/or mental health treatment, and to housing. In 2005, an additional liaison was hired to provide linkage to on-site and post-discharge services for individuals with chemical dependency who were court-ordered to Community Center for Alternative Programs (CCAP) for at least 30 days. In 2006, the role of the Maleng RJC liaison expanded to include municipal jails in southeast King County (SEKC). In 2009, a liaison was hired to provide linkage services to individuals participating in the Work and Education Release (WER) program.

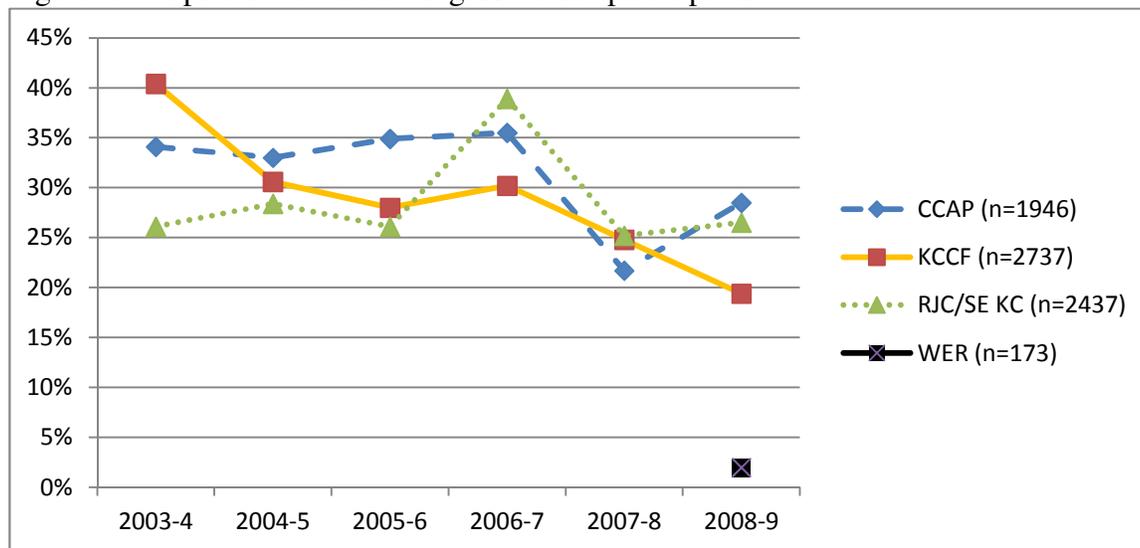
B. Results

1. Characteristics of Persons Served

The table below shows that a higher proportion of females and a similar proportion of ethnic minority individuals are served within the connector programs compared with the jail population as a whole. The average age of CJ liaison participants was 37.0 (SD=10.6). Age varied little between liaison participants and over time.

The proportion of female CJ liaison participants is shown below. With the exception of the WER liaison, Liaisons serve about 1/3 women, though the proportion is trending slightly downward over time. Nearly all WER liaison participants were men.

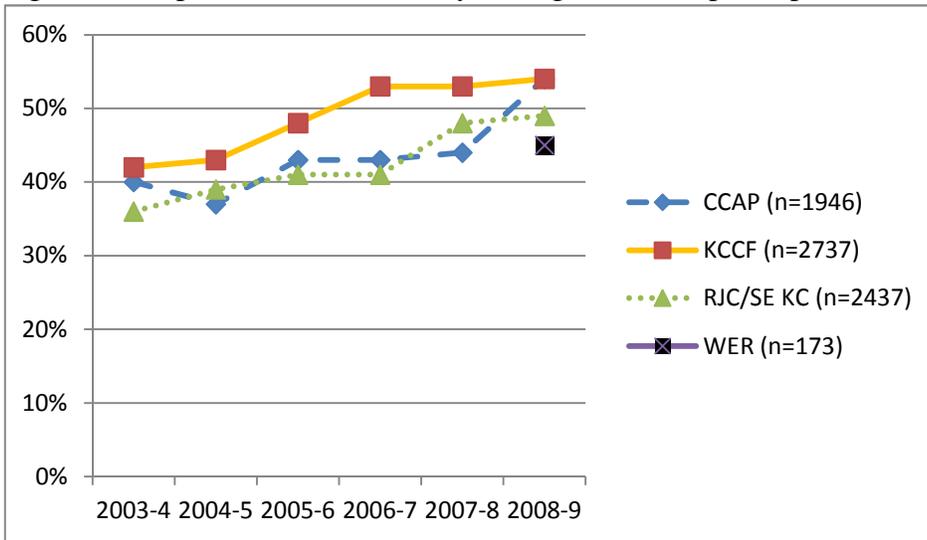
Figure 1. Proportion female among CJ liaison participants



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The proportion of ethnic minority CJ liaison participants is shown below and in Appendix A, Table 2. Over the years of the program, the proportion of ethnic minority participants over all programs has risen from about 40 percent to about 50 percent. Ethnic minority participants are predominantly Black/African-American with less than five percent being Asian or Native American.

Figure 2. Proportion ethnic minority among CJ liaison participants



2. Jail Outcomes

This report examines one- and two-year jail outcomes for the first six years of individuals served by the KCCF, Maleng RJC/SE KC and CCAP CJ liaisons and the first year of individuals served by the WER liaison.

Change in Jail Bookings and Days

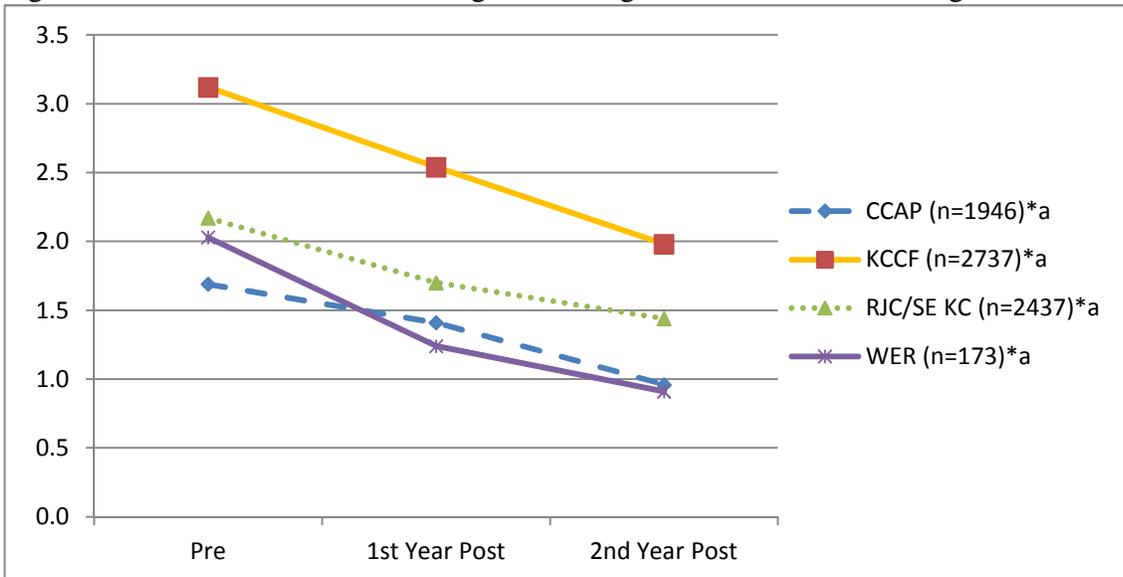
Jail utilization during the year prior to and the two years following program entry is shown below. The figure depicts the timeframes for analyses. “Index bookings” are bookings with release dates within 45 days of program start or opt-in. Such bookings that launched participants into CJI programs are omitted from analyses so as not to unfairly bias results in favor of reductions in jail utilization.

365 days "pre"	"Index booking" (release <45 days before program start - removed from analyses)	Program start	365 days "post"	"2 years" (366-729 days after program start)
People without index booking 365 days "pre"				

Outcomes for all years of each type of liaison service are aggregated as patterns between years within a liaison program are similar. The figure below shows significantly reduced jail bookings from the “pre” period to the first year “post” service and continuing significant reductions from the “pre” period to the second year “post”.

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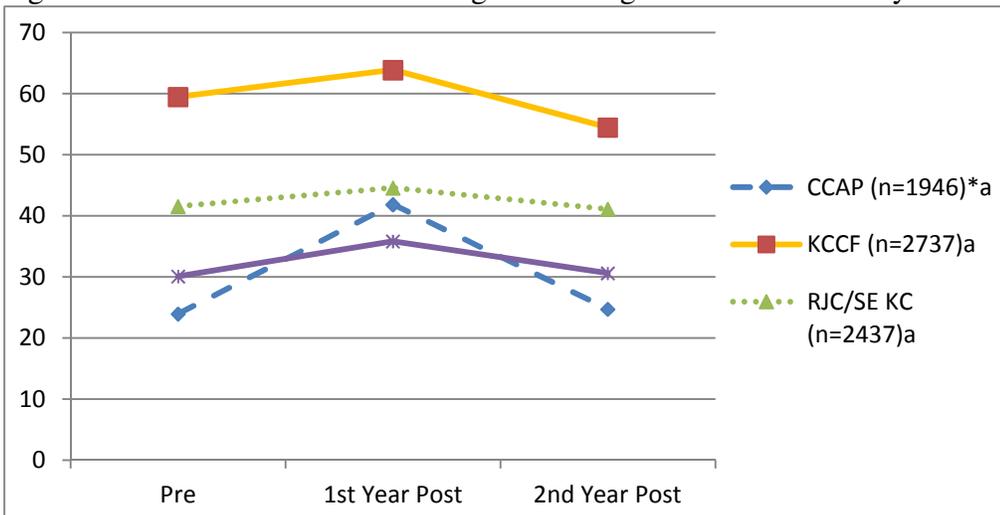
Figure 3. CJ Liaisons Clients – Change in Average Per Person Jail Bookings



*=statistically significant at $p < .05$ based on Wilcoxon Signed ranks test (non-parametric) comparing pre to 1st year post
a=statistically significant at $p < .05$ based on Wilcoxon Signed ranks test (non-parametric) comparing pre to 2nd year post

The figure below shows that jail days were not reduced and actually increased significantly for some programs from the “pre” period to the first year “post” service. However, by the second year following service, jail days largely returned to “pre” service levels

Figure 4. CJ Liaisons Clients – Change in Average Per Person Jail Days



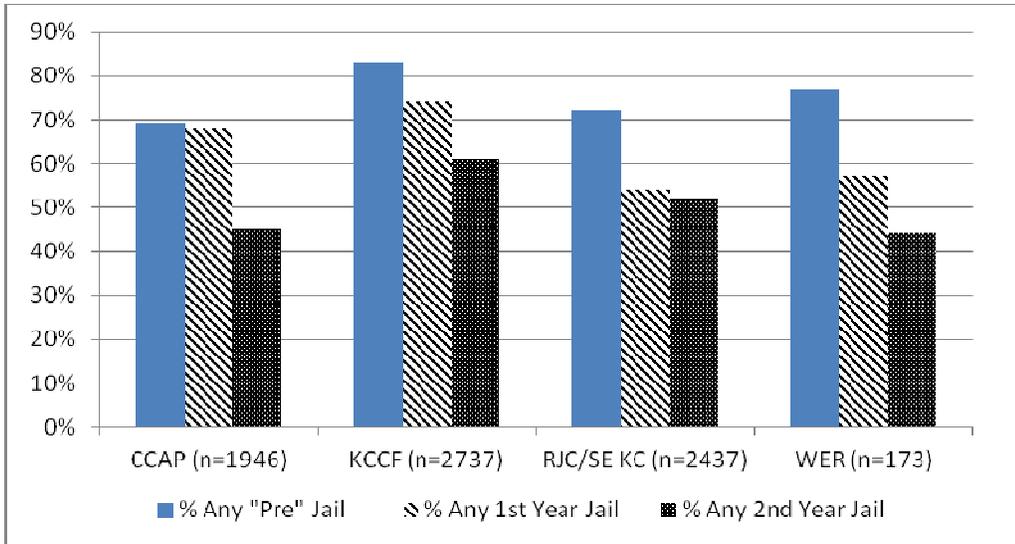
*=statistically significant at $p < .05$ based on Wilcoxon Signed ranks test (non-parametric) comparing pre to 1st year post
a=statistically significant at $p < .05$ based on Wilcoxon Signed ranks test (non-parametric) comparing pre to 2nd year post

The figure below shows recidivism (having at least one jail booking during the first and second years following program contact) along with the proportion of individuals who had any “pre” period jail bookings. Recidivism is close to or below 50 percent for all but the KCCF liaison by the second year

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following program contact. The liaison program at CCAP shows the least change within the first year, but marked change by the second year. There is some variation in recidivism rates over the years of each program, however, the pattern tracks closely with the proportion of individual having any “pre” period booking prior to their index booking that precipitated contact with the connector program. That is, a higher rate of people with ‘pre’ period bookings corresponds to higher recidivism.

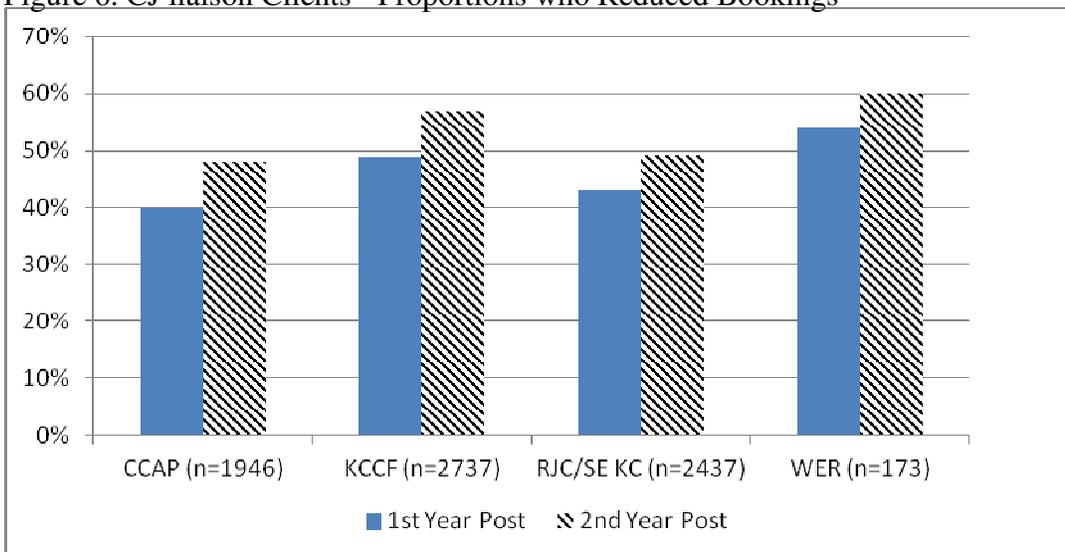
Figure 5. CJ Liaisons Clients – Proportions with “Pre” and “Post” Bookings (Recidivism)



Participants Reducing Bookings

The figure below shows the proportion of individuals who reduced jail bookings within the first and second years following contact with the connector programs. The proportion of people who reduce bookings grows between the first and second year following program contact. The largest proportion of people who reduced bookings were from the WER and KCCF liaison programs.

Figure 6. CJ liaison Clients - Proportions who Reduced Bookings

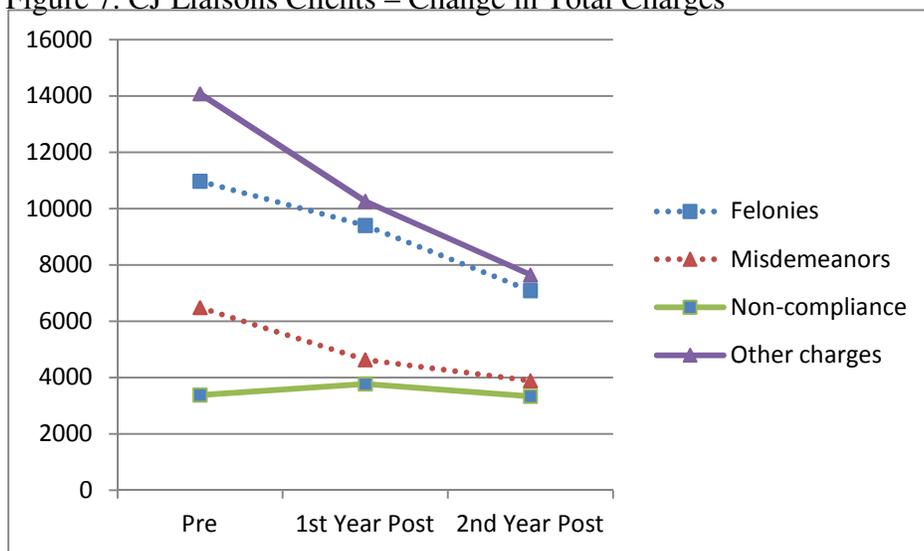


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Charge Severity

The figure below shows changes in charge severity as the most serious offense (MSO) crime categories. Liaison programs were combined as their patterns were quite similar. The graph shows that total non-compliance charges (which are felonies) tend to remain steady following service while other charges dropped markedly. As such, the proportion of felonies changed little from the “pre” period (63%) to the first year “post” (67%) to the second year “post” (65%).

Figure 7. CJ Liaisons Clients – Change in Total Charges



C. Summary

The analysis examined jail outcomes for six years of individuals served by the KCCF, RJC/SE KC, and CCAP liaison, and the first year of the WER liaison. Those served by liaisons significantly reduced jail bookings from the “pre” period to the first year “post”, and further reductions were seen during the second year following service. Recidivism ranged from 54-68 percent during the first year following program contact; however, it dropped close to or below 50 percent for all but the KCCF liaison during the second year following program contact.

Jail days for individuals served by CJ liaisons were not reduced and actually increased significantly for some programs from the “pre” period to the first year “post” service. However, by the second year following service, jail days had largely returned to “pre” service levels. This is a typical finding for criminal justice programs as those who come before the court repeatedly, including those who come before the court for non-compliance, are likely to receive longer sentences for their crimes.

Non-compliance charges remained steady while other charges declined. Bookings for non-compliance are all felonies and result in longer stays than bookings for other charges and, thus, are associated with the lack of change in jail days and charge severity.

Re-entry Case Management Services Program

A. Program Description

Program Overview

Re-entry case management services began in April, 2007 and are targeted at Community Corrections Division (CCD) participants and jail inmates with mental illness and/or substance abuse disorders who are transitioning from a CCD program or jail and who could not otherwise access re-entry linkage to treatment and support services in the community. Priority access is given to referrals made by CCAP staff, CJ liaisons, or JHS release planners. The program is operated by Sound Mental Health. Re-entry services are provided for up to 90 days per person, including rental assistance for those participants who are at risk of homelessness.

B. Results

1. Characteristics of Persons Served

Characteristics of individuals served during the first two years of the re-entry case management program are presented in the table below. The program served about the same proportion of women and ethnic minority participants as the CJ liaisons when the same time frames are compared (i.e., Year 1 re-entry is Year 5 CJ liaisons).

Table 1. Re-entry Case Management – Demographics

	Year 1 N=134	Year 2 N=227
Gender- % female	29%	25%
Age - Average (SD)	36.8 (10.7)	36.5 (11.1)
Ethnicity - % ethnic minority	55%	53%

2. Jail Outcomes

Change in Jail Bookings and Days

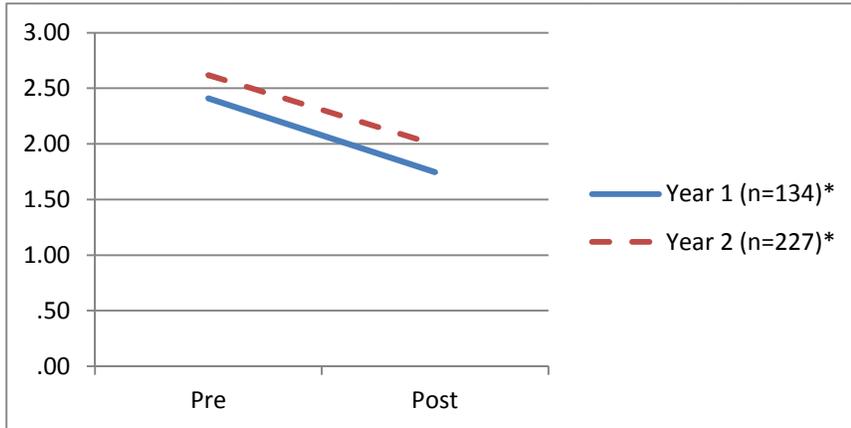
Jail utilization during the years prior to and following program entry is shown below for the first two years of the program. We are not yet able to examine the second year “post” service for both cohorts. The figure below depicts the timeframes for analyses. “Index bookings” are bookings with release dates within 45 days of program start or opt-in. Such bookings that launched participants into CJI programs are omitted from analyses so as not to unfairly bias results in favor of reductions in jail utilization.

365 days “pre”	"Index booking" (release <45 days before program start - removed from analyses)	Program start	365 days “post”
People without index booking 365 days “pre”			

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The figure below shows change in jail bookings for the first two years of the program. Both years significantly reduced jail bookings from the year “pre” period to the year “post” program contact. Forty-four percent of the Year 1 cohort reduced bookings, rising to 53 percent for the Year 2 cohort.

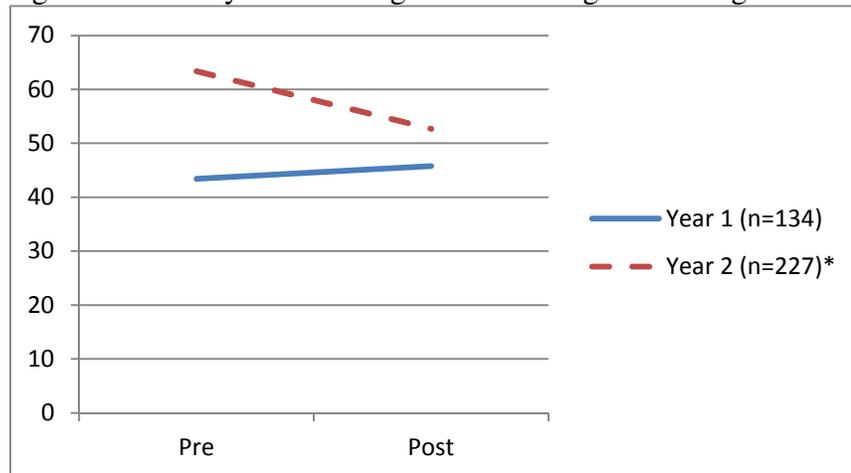
Figure 8. Re-entry Case Management – Change in Average Per Person Jail Bookings



*statistically significant based on Wilcoxon signed ranks test (non-parametric)

The figure below shows change in jail days for the first two years of the program. The Year 1 cohort did not show a change in jail days but the Year 2 cohort significantly reduced jail days.

Figure 9. Re-entry Case Management – Change in Average Per Person Jail Days

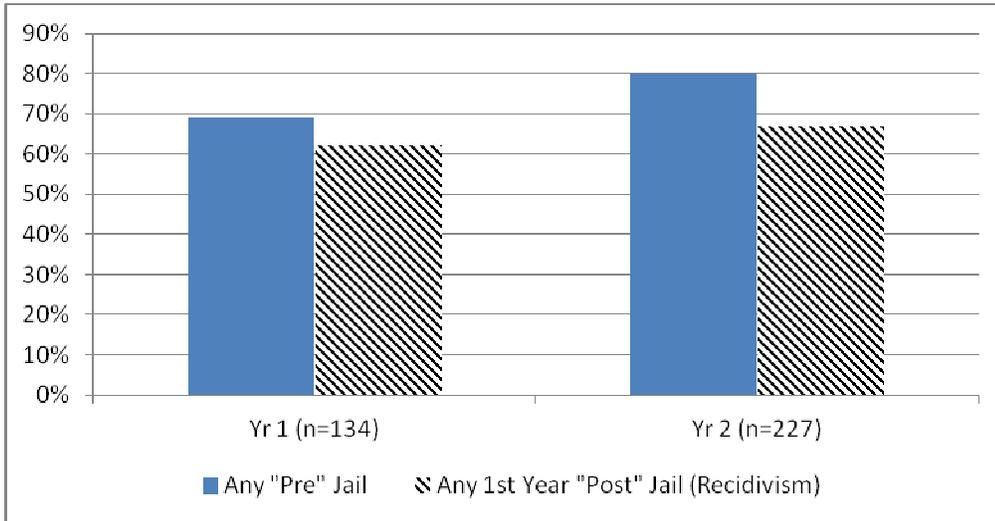


*statistically significant based on Wilcoxon signed ranks test (non-parametric)

The figure below shows that recidivism during the first year ‘post’ contact with the re-entry case management program ranges between 62-67 percent for both cohorts. As with other programs, a higher proportion of people with ‘pre’ program bookings, prior to their index booking, corresponds to a higher recidivism rate.

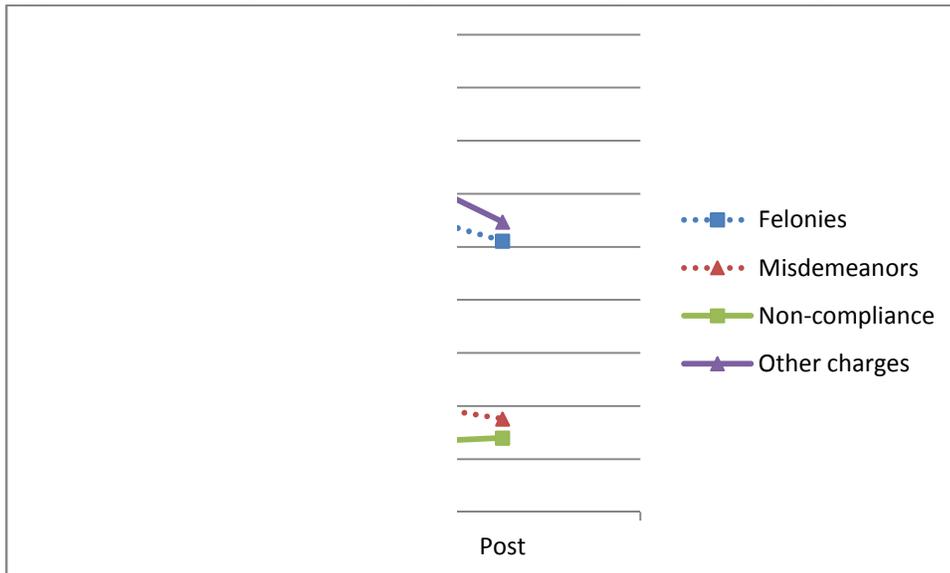
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Figure 10. Re-entry Case Management – Proportions with “Pre” and “Post” Bookings (Recidivism)



The figure below shows changes in charge severity as the MSO crime categories collapsed over both years (cohorts) of the program as the patterns were similar. The graph shows that total non-compliance charges increased following service while other charges decreased. The proportion of bookings related to felonies remained relatively constant from the “pre” period (72%) to “post” period (74%) driven in part due to increases in non-compliance charges, which are felonies.

Figure 11. Re-entry Case Management – Change in Total Charges



C. Summary

In May 2007, re-entry case management services began to link jail inmates with mental illness and/or substance abuse disorders who are transitioning from a CCD program or jail with treatment, housing and support services in the community. During its first year, the re-entry case managers served 134 individuals, rising to 227 during the second year.

Both years of the re-entry case management program significantly reduced jail bookings from the “pre” program year to the year following program contact. About half of participants reduced bookings, though more than 60 percent continued to have a least one jail booking during the year following service (recidivism). Jail days were significantly reduced for the second year cohort, though not for the first year cohort. Charge severity was not reduced, driven by an increase in non-compliance bookings while bookings for other charges declined.

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Medical/Chemical Dependency Release Planning Services via Jail Health Services

A. Program Description

Program Overview

The King County JHS release planner program began in January, 2008. It provides in-custody case management and placement services to complex, high-need inmate-patients within the KCCF and Maleng RJC who have co-occurring substance abuse disorders and medical concerns. Release planners work to link participants to skilled nursing and hospice care facilities, and chemical dependency services.

B. Results

1. Characteristics of Persons Served

The table below shows the high volume of people touched by the release planning program. The program served a slightly higher proportion of women and lower proportion of ethnic minority participants compared with the CJ liaisons when the same time frames are compared (i.e., Year 1 release planners is Year 5 CJ liaisons).

Table 2. JHS Release Planners– Demographics

	Year 1 N=607	Year 2 N=1078
Gender- % female	32%	30%
Age - Average (SD)	38.4 (12.1)	39.4 (10.9)
Ethnicity - % ethnic minority	45%	46%

2. Jail Outcomes

Change in Jail Bookings and Days

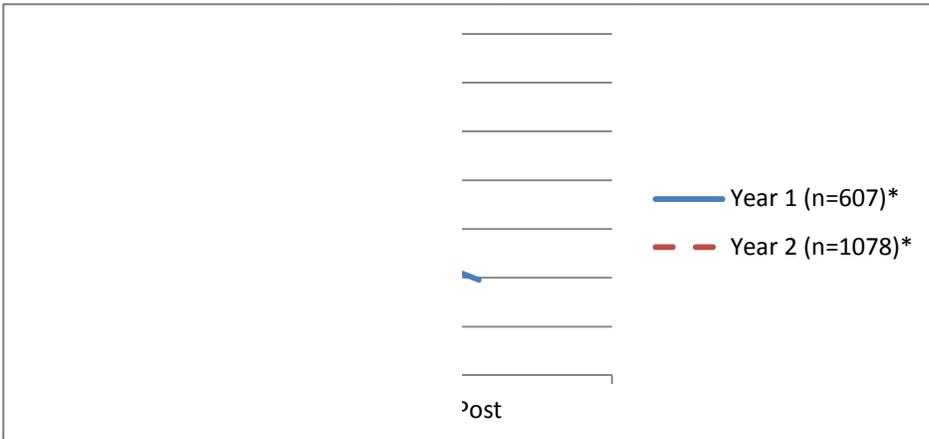
Jail utilization during the years prior to and following program entry is shown below for the first two years of the program. We are not yet able to examine the second year “post” service for both cohorts. The figure below depicts the timeframes for analyses. "Index bookings" are bookings with release dates within 45 days of program start or opt-in. Such bookings that launched participants into CJI programs are omitted from analyses so as not to unfairly bias results in favor of reductions in jail utilization.

365 days “pre”	"Index booking" (release <45 days before program start - removed from analyses)	Program start	365 days “post”
People without index booking 365 days “pre”			

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The figure below shows that both the first- and second-year cohorts of individuals served by JHS release planners significantly reduced jail bookings from the year “pre” period to the year “post” service. Reductions in bookings were experienced by 54 percent and 52 percent of Year 1 and Year 2 participants, respectively.

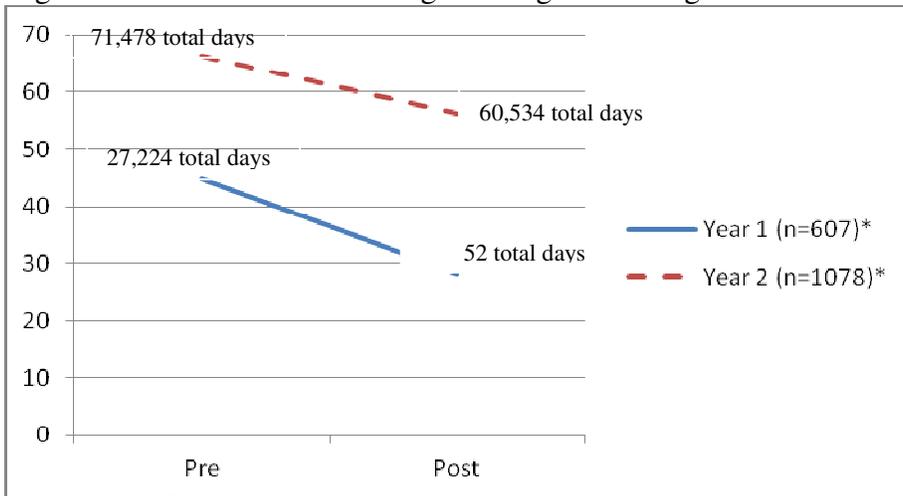
Figure 12. JHS Release Planning – Change in Average Per Person Jail Bookings



*statistically significant based on Wilcoxon Signed ranks test (non-parametric)

The figure below shows that, in contrast to many other CJJ programs, those served by JHS release planners significantly reduced jail days within their first year following service. First year participants saved 10,072 jail days and second year participants saved 10,946 jail days.

Figure 13. JHS Release Planning – Change in Average Per Person Jail Days

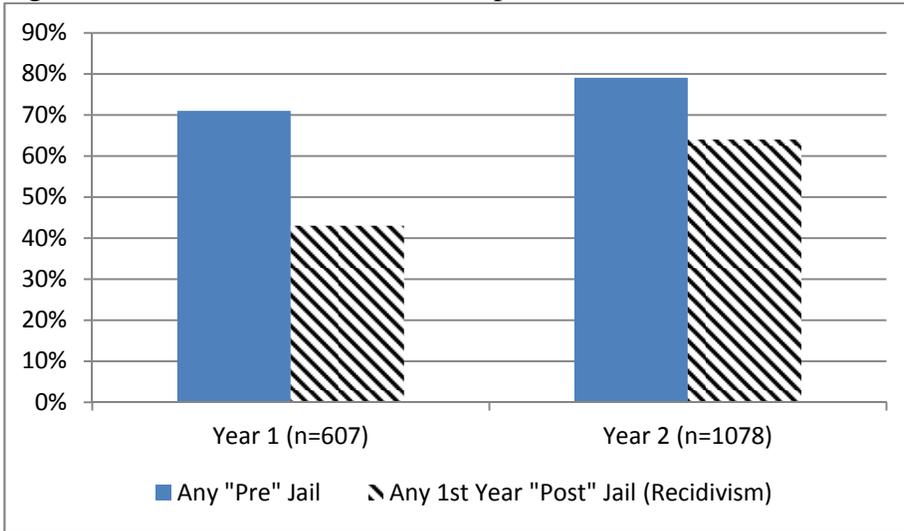


*statistically significant based on Wilcoxon Signed ranks test (non-parametric)

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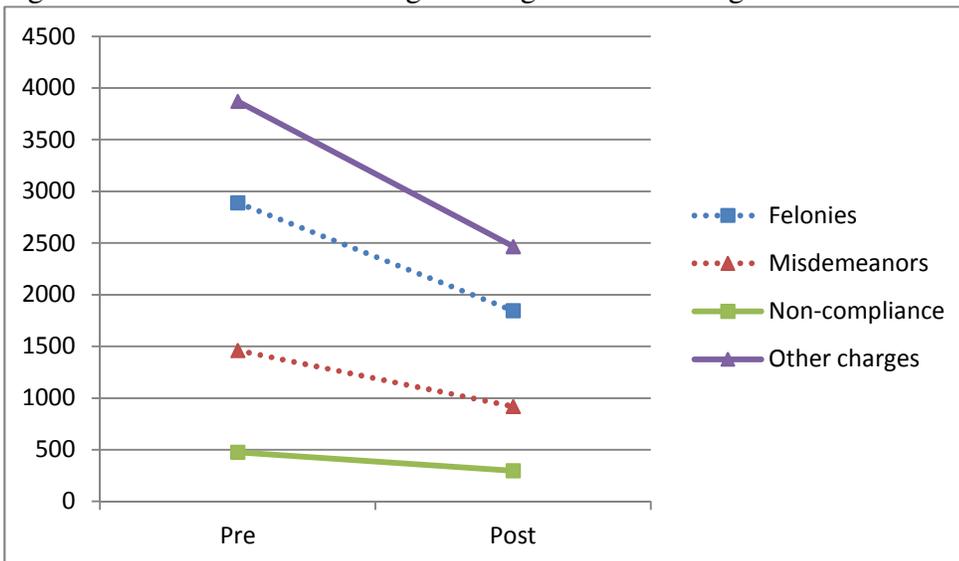
The figure below shows that the Year 2 cohort had a higher recidivism rate than the Year 1 cohort, corresponding to the higher proportion of Year 2 people with ‘pre’ program bookings prior to their index bookings.

Figure 14. JHS Release Planners – Proportions with “Pre” and “Post” Bookings (Recidivism)



The figure below shows changes in charge severity as the MSO crime categories collapsed over both years (cohorts) of the program as the patterns were similar. The graph shows that both total non-compliance and other charges declined, though other charges declined more, such that the proportion of bookings related to non-compliance rose from 38 percent to 50 percent. The number of felonies and misdemeanors declined at about the same rate so that the proportion of bookings related to felonies remained constant at about 66 percent during both the “pre” and “post” year.

Figure 15. JHS Release Planning – Change in Total Charges



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C. Summary

In January 2008 JHS began a release planner program to provide in-custody case management and placement services upon release for inmate-patients with complex needs including co-occurring mental health and substance use disorders and medical concerns. During its first year, the release planners served 607 individuals, rising to 1078 during the second year.

Both years of the JHS release planners significantly reduced jail bookings from the “pre” period to the year following program contact. In contrast to many CJI programs, jail days were also significantly reduced for the first two years of program participants, saving 21,018 jail days within the first year following service.

About half of the participants reduced bookings, 43 percent of the first-year cohort and 64 percent of the second-year cohort continued to have at least one jail booking during the year following service (recidivism). Non-compliance charges (which are felonies) and other charges both declined, though other charges declined much more, so that the proportion of bookings related to felonies remained constant.

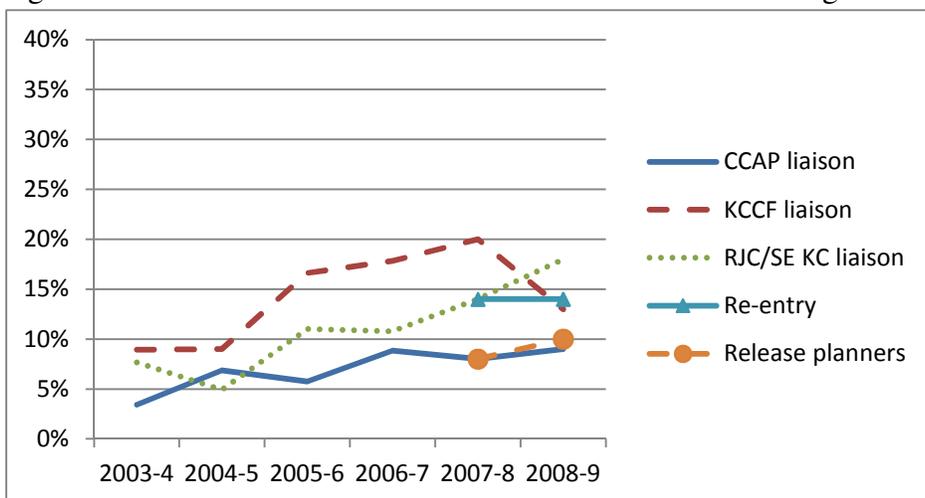
III. Engagement in Mental Health and Substance Use Treatment Services

This report expands upon the prior report by adding additional cohorts of participants into the analysis of whether participants received outpatient mental health and outpatient or residential substance use treatment subsequent to the connector program involvement contact – which is one of the major aims of these programs. We examined whether participants had at least one mental health or substance use treatment within 90 days of jail release¹.

It should be noted that connector program staff conduct thorough assessments on which to base their referral and linkage activities. The vast majority of participants obtain assistance with applying for publicly-funded benefits, which is a first step needed to be eligible for publicly-funded health, mental health and substance abuse services. However, only a portion of individuals *need* behavioral health services as indicated in prior reports by the rate of referrals, which ranges from five to 50 percent for mental health services and two to 17 percent for substance use services. Connector programs provide substantial case management and coordination between the criminal justice, public benefits, housing, and medical systems in addition to mental health and substance abuse treatment systems. We do not currently capture data to accurately describe participants’ needs and the services and systems to which they are referred and linked. Positive jail outcomes reported above could be due to mental health or substance abuse treatment, but also to improvements in health, living conditions and financial stability facilitated by the connector programs.

The figure below shows that only a modest proportion (3%-20%) of individuals served by the connector programs received a mental health service within 90 days of jail release. The highest rates were for individuals seen by the SEKC and KCCF liaisons and re-entry case managers.

Figure 16. Mental Health Service Contact across Connector Program Years



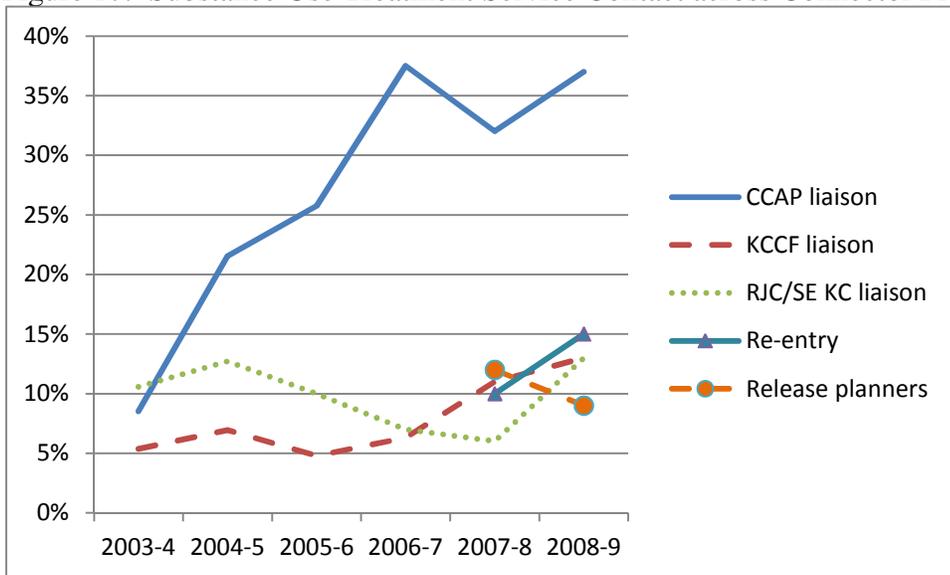
¹ To determine a jail release date from which to start the 90-day analysis, connector program contact data was matched to King County jail booking data. When there was no jail booking record matched to a connector program contact, we used the connector program contact date plus five days as a proxy for the jail release date. Fifteen percent of the connector program contact records had no matching jail booking with rates substantially higher for the SEKC liaison and CCAP liaison.

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The rate of linkage is increasing slightly over time. Linkage rates reported here are somewhat lower than those reported within the Mental Illness and Drug Dependency (MIDD) evaluation, as that evaluation looks for subsequent service (a) that include crisis services rather than limiting the service array to routine outpatient services and (b) during a full year following program contact rather than 90 days.

Similarly, a modest rate of participants received substance use treatment services (5%-38%) as shown in the figure below. The rate of substance use treatment services varied among connector programs with individuals served by the CCAP liaison having a markedly higher rate than for individuals served by other connector programs. Rate of linkage to substance use services is increasing for those served by the CCAP liaison over time, while other programs do not show notable change over time. Linkage rates reported here are somewhat lower than those reported within the Mental Illness and Drug Dependency (MIDD) evaluation, as that evaluation looks for subsequent service (a) that include crisis services rather than limiting the service array to routine outpatient services and (b) during a full year following program contact rather than 90 days.

Figure 17. Substance Use Treatment Service Contact across Connector Program Years



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IV. Summary and Recommendations

The CJ liaisons provide referrals to treatment, housing, and benefits to over 1,000 individuals per year who are being released from KCCF, Maleng RJC, CCAP, WER and municipal jails within King County. The combined number served by the CJ liaisons has exceeded expectations each year. Those served by liaisons showed the following:

- Significant reduction in jail bookings from the “pre” period to the first year “post” and further reductions during the second year
- Recidivism ranged from 54-74 percent during the first year following program contact, dropping close to or below 50 percent for most programs by the second year
- No reduction in jail days
- Little change in charge severity (percent of bookings related to felonies), in part, due to a lack of reduction in bookings related to non-compliance, which are felony charges.

The re-entry case management program provided linkage coordination to needed treatment and housing for 134 people during its first year and 227 people during its second year. After program startup (in Year 1), the target was 400 program participants as established by the MIDD evaluation. The program only met 57 percent of the target in Year 2. Participants showed the following:

- Significant reduction in jail bookings
- Recidivism between 62 and 67 percent during the first year following program contact
- Significant reduction in jail days for the second-year cohort, but not for the first-year cohort
- Little change in charge severity (percent of bookings related to felonies), in part, due to a lack of reduction in bookings related to non-compliance which are felony charges.

The JHS release planner program provided linkage to medical, mental health and substance use treatment to 607 inmate-patients during its first year and 1078 during its second year. The total number served by the JHS release planner program has exceeded expectations each year. Participants showed the following:

- Significant reduction in jail bookings
- Recidivism at 43 percent for the first-year cohort and 64 percent for the second-year cohort
- Significant reduction in jail days, saving 21,018 jail days for the first two years of the program
- Little change in charge severity (percent of bookings related to felonies), in part, due to less reduction in non-compliance (felony) charges than other charges.

Rates of contact with mental health and substance use services following connector program involvement remained modest whereby:

- Three to twenty percent of participants subsequently received mental health services, with the SEKC and KCCF liaisons and re-entry case management programs having the highest rates
- Rates of subsequent mental health service contact increased slightly over time

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- Five to 38 percent of participants received substance abuse services, with the CCAP liaison having a markedly higher rate than other programs
- Rates of subsequent substance use services are increasing for those seen by the CCAP liaison, but not for other programs
- Rates of linkage to mental health and substance use services should be viewed in the context of referral rates (two to 50 percent), and that positive jail outcomes could be also due to improvements in health, living conditions and financial stability that were facilitated by the connector programs.

Recommendations

- Identify barriers to linking individuals with treatment post release, when appropriate, and engage relevant parties in developing solutions to increase successful linkages
- Continue forensic trainings and networking forums to keep connector program staff and community-based treatment, benefits and housing provider staff mutually informed
- Capture data to determine more accurately participant housing, treatment and publicly funded benefit needs as well as referrals and linkages.