



King County

King County Criminal Justice Initiative
Programs Connecting Participants to Services and Service Engagement

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

Prepared by
Debra Srebnik, Ph.D.
May 2011

**King County Criminal Justice Initiative
Programs Connecting Participants to Services
May 2011**

Executive Summary

The Metropolitan King County Council adopted the Adult Justice Operational Master Plan (the Plan) in November 2002 which 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 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 Department of Community and Human Services initiated a cross-departmental CJI planning group in March 2003 to determine which programs would be developed and delivered. The group initially settled on developing the five client service programs and five process improvements listed below to assist inmates with connecting to treatment services, housing, and publicly-funded benefits:

Service Programs

- Co-occurring disorder (COD) integrated treatment
- Housing vouchers
- Mental health treatment vouchers
- Methadone vouchers
- Intensive outpatient (IOP) chemical dependency treatment at the Community Center for Alternative Programs (CCAP)

Process Improvements

- Criminal justice (CJ) liaisons at CCAP and King County jails
- Re-entry case management services
- Medical/chemical dependency release planning services via Jail Health Services
- Alcoholism and Drug Addiction Treatment and Support Act (ADATSA) application workers
- Department of Social and Health Services (DSHS) application workers
- Cross-system training

Since then, treatment for co-occurring mental health and substance use disorders has been expanded to include both specialty court and jail referrals, and mental health and methadone treatment voucher programs have been discontinued. In addition, a number of process improvements have been added: forensic staff training, Criminal Justice (CJ) liaison positions for the south and east King County (SEKC) jails and Work and Education Release (WER), re-entry case management services, and release planning services by Jail Health Services (JHS).

Purpose of This Report

This report is a revision and expansion of the July, 2010 report that focused on CJI programs that connect individuals being released from jail to needed services, housing and supports. The three “connector” programs are:

- CJ liaisons – at King County jails, CCAP, and SEKC jails
- Re-entry case management services
- Medical/chemical dependency release planning services via JHS.

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Initial CJI reports described characteristics of individuals served by these programs, and the July, 2010 report provided a first look at changes in jail utilization. The current report adds analysis of engagement in mental health and substance use treatment for individuals served. The report also notes provision of rental subsidies to help prevent homelessness for individuals served by the re-entry case management program. The report shows slight revisions to subpopulations sizes (due to corrected unduplication and matching) in analyses of jail utilization and corrections regarding change in charge severity (felony percentage).

CJI Connector Program Highlights

- The CJ liaisons served over 1,000 individuals per year, providing referrals to treatment, housing, and benefits to inmates being released from the King County Correctional Facility (KCCF), Norm Maleng Regional Justice Center (RJC), CCAP, and municipal jails within King County (the WER liaison was too new at the time of this data analysis to report outcomes). Individuals served by the CJ liaisons reduced jail bookings and the reductions reached statistical significance by the second year following service, except for the SEKC liaison. Jail days and charge severity were not reduced, driven by the lack of reduction in bookings for non-compliance charges.
- During the first year of the re-entry case management program, 134 individuals were linked to needed treatment and housing. Participants significantly reduced jail bookings, but not jail days during the year following service. Jail days and charge severity were not reduced, driven by an increase in bookings for non-compliance charges while other charges declined. The program also provided rental subsidies to 16 percent of individuals served to help prevent homelessness.
- During the first year of the JHS release planning program, 609 inmates with complex co-occurring and/or medical needs were referred to care. The program showed significant reductions in jail bookings, charge severity, and notably, jail days. Reductions in jail days are uncommon for first-year outcomes of CJI programs.
- Although there is an assumption that reductions in jail utilization for individuals served by connector programs are as a result of subsequent engagement in treatment services, only a modest proportion of individuals received subsequent treatment services, and there was no direct relationship between receipt of such treatment services and changes in jail utilization.

Recommendations

- Those served by the CJ liaisons showed promising jail outcomes. Analysis for this program lacked analysis of municipal jail data, and we are currently aggregating these data.
- While first year outcomes of the re-entry case management program show some jail utilization reductions, second-year outcomes and additional cohorts of participants should be examined to determine whether jail days are then reduced as is typical of other CJI programs. A key component of this program is the provision of rental subsidies to help present homelessness.
- As the JHS release planner program showed unusually strong jail outcomes, we will try to identify the specific components of the program that may lead to these outcomes.

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I. Introduction

King County adopted the Plan in November 2002 which paved the way for the current CJI. The Plan recommended that a portion of the expected savings from closure of the North Rehabilitation Facility and Cedar Hills Addiction Treatment Facility be used for alternatives to secure detention in King County correctional facilities. The primary objectives for the use of these funds were to reduce the jail population and reduce recidivism. The Plan stressed that secure detention should be reserved for those who are a public safety or flight risk or who have failed in community alternatives to secure detention. A particular emphasis was placed on developing alternatives to secure detention and services for inmates who are high users of the jail and/or individuals who have substance use disorders and mental illnesses and are not otherwise eligible for service enrollment. Jail alternatives developed through the CJI were intended to preserve public safety, provide an appropriate level of sanctioning for criminal offenses, be cost effective and acceptable to the courts, reduce risk of re-offense and actual recidivism, and not lead to net-widening, that is, providing alternatives to people who otherwise would not have been incarcerated.

The rationale for focusing on individuals with substance use and mental illnesses stems from their disproportionately high jail usage. For example, at the time of CJI planning, among those with drug or alcohol-related charges, inmates with co-occurring psychiatric disorders (COD) had nearly double the average length of stay in King County jails. People with COD represent 60 percent of District Mental Health Court cases and 41 percent of Drug Diversion Court cases. One-third of specialty drug and mental health court clients are also homeless. Among those with ten or more jail bookings in a year, all were homeless. A presumption of the CJI planning process was that at least a subset of these individuals could be safely and more appropriately served with community-based interventions.

CJI Planning

The Department of Community and Human Services initiated a cross-departmental CJI planning group in March 2003 to determine what programs would be developed and delivered. The group was supported by a National Institute of Corrections Technical Assistance Grant.

The group consisted of representatives from King County Mental Health, Chemical Abuse and Dependency Services Division (MHCADSD) jail and corrections leadership, JHS, and specialty courts. With the assistance of consulting facilitators, the group reviewed relevant research and best practice information, and gaps in the current service system. This discussion revealed weak coordination between the specialty courts and their respective treatment systems, complex bureaucratic systems for inmates to obtain entitlements and treatment, inmate homelessness following release from jail, limited case management for individuals released pre-trial, little expertise in the provision of evidence-based care for this population, and little coordination of community care for people released from jail.

Based on information reviewed, the group reached consensus to develop the five client service program and five process improvements listed below that would be managed by MCHADSD:

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Service Programs

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Process Improvements

- Criminal justice (CJ) liaisons at CCAP and King County jails
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- Alcoholism and Drug Addiction Treatment and Support Act (ADATSA) application workers
- Department of Social and Health Services (DSHS) application workers
- Cross-system training

Since then, treatment for co-occurring mental health and substance use disorders has been expanded to include both specialty court and jail referrals, and mental health and methadone treatment voucher programs have been discontinued. In addition, a number of process improvements have been added: forensic staff training, CJ liaison positions for the SEKC area and WER, re-entry case management services, and release planning services by JHS.

Purpose of this Report

This report is a revision and expansion of the July, 2010 report that focused on CJI programs that connect individuals being released from jail to needed services, housing and supports. The three “connector” programs are:

- CJ liaisons – at King County jails, CCAP, and SEKC jails
- Re-entry case management services
- Medical/chemical dependency release planning services via JHS.

Early CJI reports provided characteristics of individuals served by these programs, and the July, 2010 report provided a first look at changes in jail utilization. The current report adds analysis of engagement in mental health and substance use treatment for individuals served. The report also notes provision of rental subsidies to individuals served by the re-entry case management program. The report shows slight revisions to subpopulation sizes (due to corrected unduplication and matching) in analyses of jail utilization and a correction regarding change in charge severity for individuals served by the CJ liaisons.

Evaluation Design

As with earlier CJI outcome reports, this report relies on a pre-post design, that is, the year prior to service is compared with the year following service. Data for this report comes from spreadsheets submitted by the programs and King County jail booking records.

II. Criminal Justice Initiatives Connector Program Detail

Criminal Justice Liaisons

A. Program Description

Program Overview

The three CJ liaisons began work in September 2003. One jail-based liaison was based at the KCCF and another at the RJC. They were responsible for serving non-opiate dependent inmate-clients with chemical dependency and/or mental health problems, screening and referring appropriate inmate-clients to the specialty courts for COD and housing voucher programs, and directly issuing mental health vouchers to eligible clients prior to release from custody. In 2005, during the third year of the program, the CJ liaisons also began screening inmates for eligibility for the jail-referred (non-specialty court) COD program. They provided assistance to inmate-clients regarding discharge planning, obtaining benefits, and providing linkage to treatment and/or other community-based services. A third liaison was sited at the King County CCAP. This liaison was responsible for engaging court-supervised out-of-custody individuals in on-site and post-discharge services, and facilitating a coping skills group for CCAP clients with mental health issues. At the beginning of 2006, a fourth CJ liaison was hired to work in the SEKC area with referrals from both the RJC and area municipal jails. All of the CJ liaisons provided mental health assessments and diagnostic evaluation, and screened and referred presumptively eligible clients to appropriate staff to assist with applications for publicly funded benefits. Each provided discharge planning for treatment, case management, and support services in the community.

Target Population

Adult inmate-clients within the King County Jail who had a mental health and/or chemical substance use (non-opiate) problem and who were not transferred to the State Department of Corrections nor had an out-of-county hold, could be referred to a CJ liaison stationed at each jail venue. Offenders court-ordered to the CCAP who were not eligible for other CCAP CJI programming (i.e., had a court order for less than 30 services days, were homeless, or who were not chemically dependent) could be referred to the CJ liaison stationed at CCAP.

A CJ liaison position was added in SEKC in January 2006 as part of the expansion of the COD program to non-specialty court participants, specifically inmate-clients at the RJC and the municipal jails in King County. This position was implemented primarily, but not exclusively, to screen and identify appropriate inmate-clients in SEKC for linkage to the non-specialty court COD program sited in south King County and operated by Sound Mental Health. As the other CJ liaisons, this position also provides assistance to inmate-clients regarding discharge planning, obtaining benefits, and providing linkage to other community-based services.

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B. Results

We are now able to show first and second-year outcomes for four program years of the KCCF, RJC and CCAP liaisons and two program years for the SEKC liaison.

KCCF, RJC and CCAP CJ Liaison Program Years

- First program year – September 1, 2003 through August 31, 2004
- Second program year – September 1, 2004 through August 31, 2005
- Third program year – September 1, 2005 through August 31, 2006
- Fourth program year – September 1, 2006 through August 31, 2007

SEKC CJ Liaison Program Years

- First program year – January 1, 2006 through December 31, 2006
- Second program year – January 1, 2007 through December 31, 2007

1. Characteristics of Persons Served

Characteristics of individuals served by the CJ liaisons are presented below. This report focuses on outcomes, and as such, analyzes unduplicated people within program and program year. Prior reports detailed characteristics for all program contacts and so showed higher numbers prior to unduplication. However, the demographic patterns are the same as in earlier reports, with a higher proportion of females and a similar proportion of ethnic minority individuals served compared with the jail population as a whole.

Table 1. CJ Liaisons Clients – Age and Gender

| Age and Gender | Male | | Female | | Age | |
|---------------------------|------|-----|--------|---------|------|--|
| | # | # | % | Average | SD* | |
| CCAP liaison yr 1 (n=223) | 147 | 76 | 34.1% | 37.5 | 10.2 | |
| CCAP liaison yr 2 (n=464) | 311 | 153 | 33.0% | 36.3 | 11.2 | |
| CCAP liaison yr 3 (n=392) | 255 | 137 | 34.9% | 37.1 | 11.0 | |
| CCAP liaison yr 4 (n=296) | 191 | 105 | 35.5% | 36.4 | 10.9 | |
| KCCF liaison yr 1 (n=559) | 333 | 226 | 40.4% | 36.2 | 9.4 | |
| KCCF liaison yr 2 (n=533) | 370 | 163 | 30.6% | 36.2 | 10.1 | |
| KCCF liaison yr 3 (n=397) | 286 | 111 | 28.0% | 36.6 | 10.0 | |
| KCCF liaison yr 4 (n=460) | 321 | 139 | 30.2% | 37.4 | 10.2 | |
| RJC liaison yr 1 (n=482) | 356 | 126 | 26.1% | 35.0 | 9.9 | |
| RJC liaison yr 2 (n=598) | 428 | 170 | 28.4% | 36.0 | 8.8 | |
| RJC liaison yr 3 (n=315) | 239 | 76 | 24.1% | 37.3 | 9.4 | |
| RJC liaison yr 4 (n=201) | 118 | 83 | 41.3% | 37.3 | 9.6 | |
| SEKC liaison yr 1 (n=97) | 66 | 32 | 32.7% | 36.6 | 10.4 | |
| SEKC liaison yr 2 (n=131) | 84 | 47 | 35.9% | 37.6 | 9.7 | |

*Standard Deviation

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Table 2. CJ Liaisons Clients – Ethnicity

| Ethnicity | White | | Asian | | Black | | Native Amer. | | Other/Unknown | |
|---------------------------|-------|-----|-------|----|-------|-----|--------------|----|---------------|-----|
| | # | % | # | % | # | % | # | % | # | % |
| CCAP liaison yr 1 (n=223) | 134 | 60% | 7 | 3% | 68 | 31% | 2 | 1% | 13 | 6% |
| CCAP liaison yr 2 (n=464) | 292 | 63% | 9 | 2% | 148 | 32% | 9 | 2% | 6 | 1% |
| CCAP liaison yr 3 (n=392) | 224 | 57% | 14 | 4% | 137 | 35% | 9 | 2% | 8 | 2% |
| CCAP liaison yr 4 (n=296) | 170 | 57% | 4 | 1% | 114 | 38% | 5 | 2% | 6 | 2% |
| KCCF liaison yr 1 (n=559) | 325 | 58% | 15 | 3% | 179 | 32% | 32 | 6% | 8 | 1% |
| KCCF liaison yr 2 (n=533) | 303 | 57% | 12 | 2% | 188 | 35% | 26 | 5% | 4 | 1% |
| KCCF liaison yr 3 (n=397) | 208 | 52% | 11 | 3% | 167 | 42% | 11 | 3% | 0 | 0% |
| KCCF liaison yr 4 (n=460) | 217 | 47% | 15 | 3% | 209 | 45% | 16 | 4% | 3 | 1% |
| RJC liaison yr 1 (n=482) | 309 | 64% | 9 | 2% | 147 | 31% | 15 | 3% | 2 | 0% |
| RJC liaison yr 2 (n=598) | 363 | 61% | 13 | 2% | 193 | 32% | 26 | 4% | 3 | 1% |
| RJC liaison yr 3 (n=315) | 190 | 60% | 5 | 2% | 109 | 35% | 11 | 4% | 0 | 0% |
| RJC liaison yr 4 (n=201) | 118 | 59% | 2 | 1% | 75 | 37% | 6 | 3% | 0 | 0% |
| SEKC liaison yr 1 (n=97) | 54 | 56% | 2 | 2% | 22 | 23% | 3 | 3% | 16 | 17% |
| SEKC liaison yr 2 (n=131) | 78 | 60% | 1 | 1% | 22 | 17% | 6 | 5% | 24 | 19% |

2. Jail Outcomes

The report examines one- and two-year jail outcomes for the first four years of individuals served by the KCCF, RJC and CCAP CJ liaisons and the first two years of individuals served by the SEKC CJ liaison. Data from the new WER liaison will be available in future reports.

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.

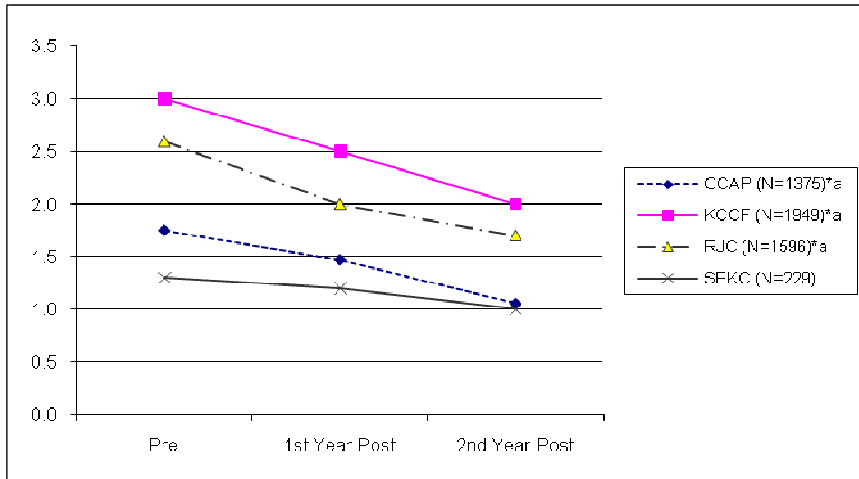
| | | | | |
|--|---|------------------|-----------------|--|
| 365 days "pre" | “Index booking” (release <45 days before program start - removed from analyses) | Program start | 365 days “post” | “2 years” (366-729 days after program start) |
| People without index booking 365 days “pre” | | | | |

Because there are multiple liaisons, each with individuals served over multiple program years, detailed data tables are presented in Appendix A, rather than the body of this report. Figure 1, collapsing each liaison over the program years, shows reduced jail bookings from the “pre” period to the first year “post” service and these reductions reached statistical significance by the second year following service for those served by all liaisons except the SEKC liaison. As noted in earlier reports, programs serving individuals with fewer jail bookings during the year prior to program entry, such as the SEKC liaison, have less statistical “opportunity” for improvement. Detailed data in

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Appendix A shows that bookings per days “at-risk” (i.e., not in jail) followed the same pattern as jail bookings. Also, the number of “pre” bookings (which could indicate level of severity or challenge to serve) has increased among those served over the program years.

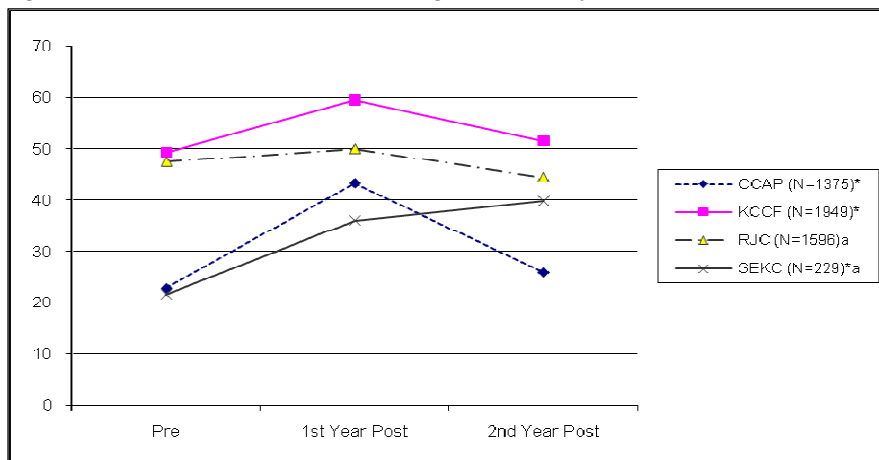
Figure 1. CJ Liaisons Clients – Change in Jail Bookings



*=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

Figure 2 (also see Appendix A) 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. Combining all the liaisons in the years studied, there was a 27 percent increase in jail days comparing the “pre” period to the first year “post” service, dropping to an increase of four percent by the second year following service.

Figure 2. CJ Liaisons Clients – Change in 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

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Figure 3 shows the proportions of individuals who reduced or increased jail bookings. The proportion of individuals who reduced bookings was higher after two years following service, than after a single year. Similarly, the proportion of individuals who increased bookings was lower after two years.

Figure 3. CJ Liaisons Clients – Proportion of Individuals Reducing and Increasing Bookings

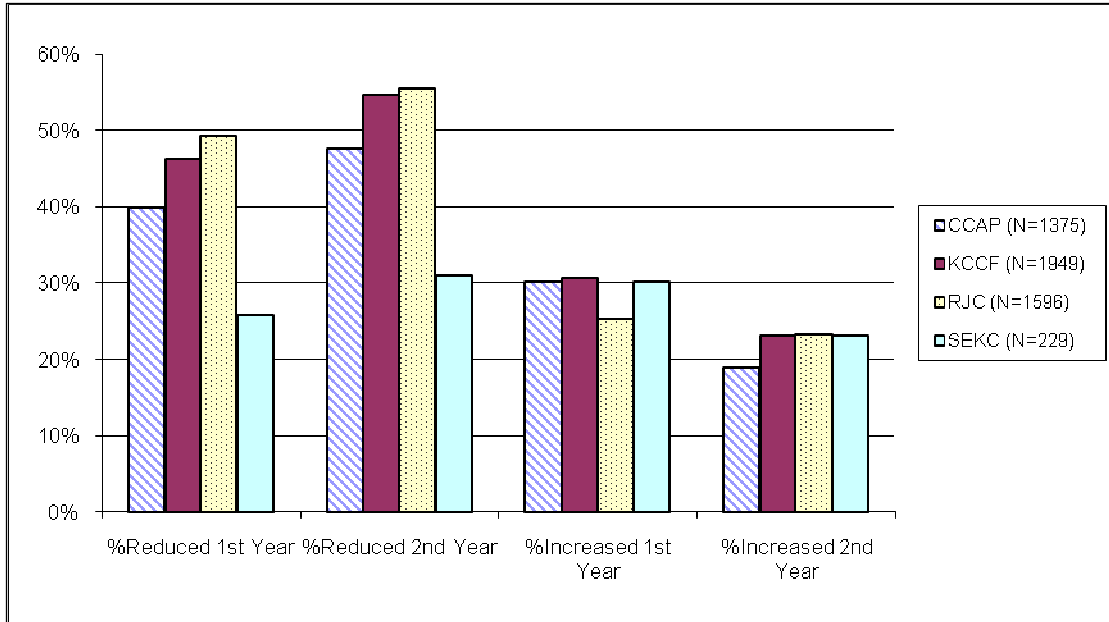
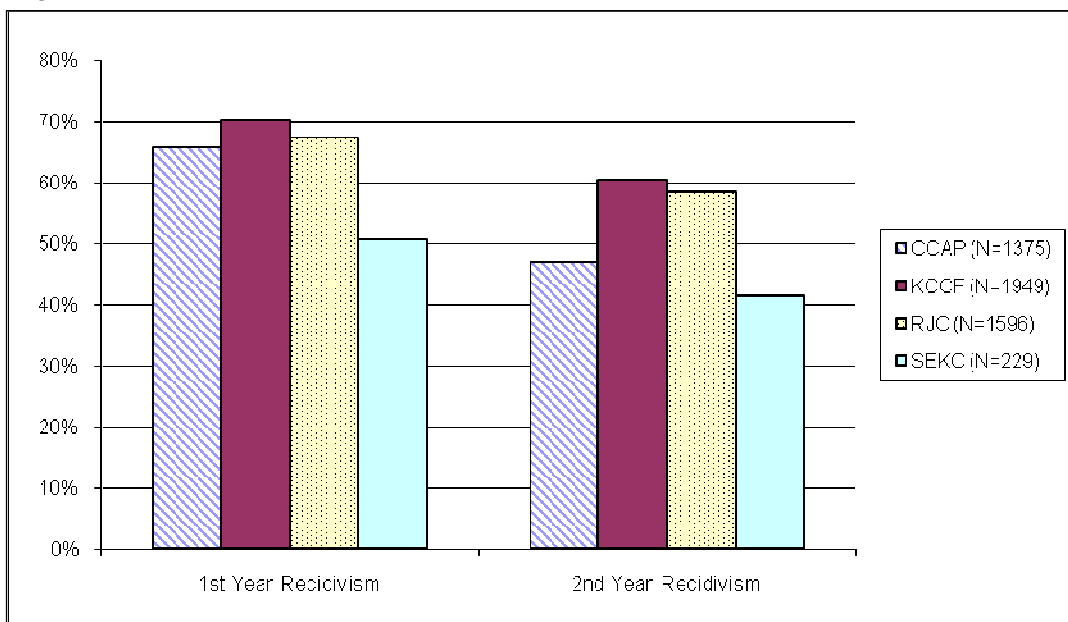


Figure 4 shows jail recidivism analyses (also see Appendix A). As noted in earlier reports, recidivism is defined as simply having any booking during the study year. Recidivism declined from the first to second years following service.

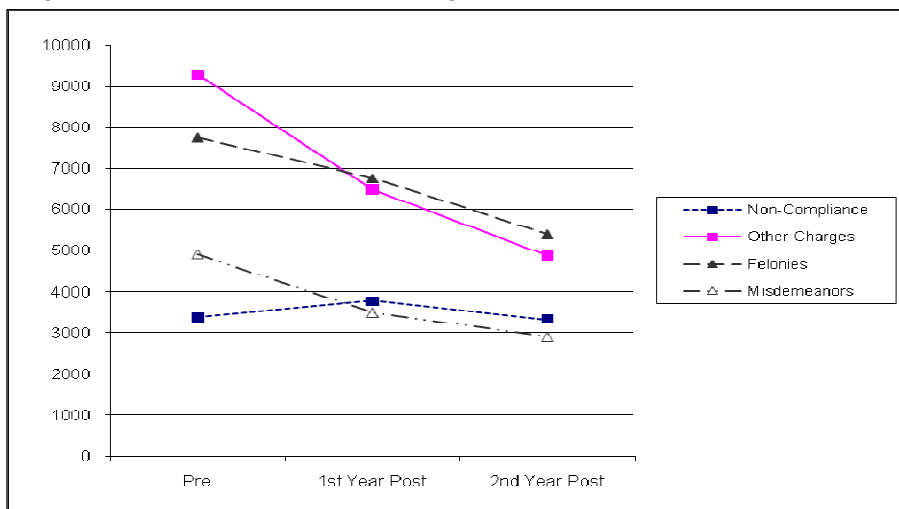
Figure 4. CJ Liaisons Clients – Recidivism



Charge Severity

Figure 5 (also see Appendix A) shows changes in charge severity as the most serious offense (MSO) crime categories. The graphs shows that, combining all the liaisons, non-compliance charges tend to remain steady following service while other charges dropped markedly. Felonies and misdemeanors both declined over time; however the proportion of felonies increased from 61 percent during the “pre” year to 66 percent during the first year following services and 65 percent during the second year following services. Bookings for non-compliance are all felonies and are longer than bookings for other charges (21.9 days vs. 12.6 days, based on the first six months of 2010 bookings) and as such, the lack of reduction in non-compliance charges is a driver of the lack of reduction in jail days and charge severity.

Figure 5. CJ Liaisons Clients – Charges



C. Summary

The analysis examined jail outcomes for four years of individuals served by the KCCF, RJC and CCAP CJ liaisons and two years of individuals served by the SEKC CJ liaison. Those served by liaisons reduced jail bookings from the “pre” period to the first year “post” service and these reductions reached statistical significance by the second year following service for everyone except those served by the SEKC liaison, who had fewer jail bookings to begin with, and so had less statistical ‘opportunity’ for improvement. Further, the analysis only captured bookings into the KCCF and the RJC. We are currently working toward aggregating data from municipal jails.

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 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 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 to treatment and support services in the community. The program is operated by Sound Mental Health and initial referrals were made in April 2007. Re-entry services are provided for up to 90 days per person, including rental assistance for those participants who are at risk of homelessness.

Target Population

The CCD participants are jail inmates (any jail within King County) with mental illness and/or substance abuse disorders who are transitioning from a CCD program or jail to treatment and support services in the community. Priority access is given to referrals made by CCAP staff, CJ liaisons, or JHS release planners. Eligible participants must be unable to obtain re-entry case management services from another source.

B. Results

First program year – May 1, 2007 through April 30, 2008

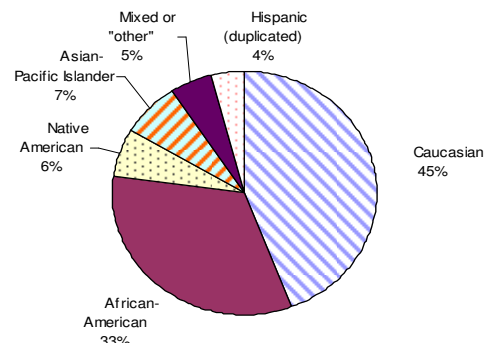
1. Characteristics of Persons Served

Characteristics of individuals served during the first year of the re-entry case management program are presented in the Table 3. A higher proportion of females and slightly higher proportion of ethnic minority participants were served than are in the King County jail population as a whole.

Table 3. Re-entry Case Management – Age and Gender

| Demographics | First year cohort N=134 | | |
|----------------------|-------------------------|-----------|---------------|
| Gender- # / % female | Male=95 | Female=39 | %Female = 29% |
| Age | Avg.=36.8 | SD=10.7 | |

Figure 6. Re-entry Case Management - Ethnicity



2. Referral Sources

Sources of participant referrals to the re-entry case management program are shown in Table 4. Most referrals to this program come from CCAP and CJ liaisons, consistent with the prioritization of this program for referrals from CCAP staff, CJ liaisons and JHS release planners.

Table 4. Re-entry Case Management – Referral Sources

| Referral sources | First year cohort N=134 | |
|--------------------------------------|----------------------------|-----|
| | N | % |
| CCAP | 35 | 26% |
| CJ liaison or release planner - KCCF | 40 | 30% |
| CJ liaison or release planner - RJC | 24 | 18% |
| Work/Educ Release (WER) | 20 | 15% |
| Self | 6 | 4% |
| Public Defense Social Worker | 4 | 3% |
| Other/Unknown | 5 | 4% |

3. Jail Outcomes

The report examines one-year jail outcomes for the first year of program participants.

Change in Jail Bookings and Days

Jail utilization during the year prior to and following program entry is shown below. 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” | | | |

Table 5 shows that individuals served by re-entry case managers significantly reduced jail bookings (by 28 percent) from the year “pre” period to the year “post” service. Bookings per days at-risk (i.e., not in jail) also fell but not significantly. Jail days remained largely constant. Sixty-two percent of the participants continued to have at least one jail booking during the year following service (recidivism).

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Table 5. Re-entry Case Management – Jail Bookings and Days

| Jail outcome indicator | First year cohort (N=134) | |
|---------------------------------------|---------------------------|-----------------------|
| | Pre ¹ | Post |
| Average jail bookings | 2.4 (3.3) ² | 1.8 (2.2)* |
| | 323 | 234 |
| Had any jail booking | 92 (67%) | Recidivism - 83 (62%) |
| Bookings/month "at-risk" ³ | .30 (.50) | .24 (.41) |
| Average jail days | 43.4 (65.8) | 45.8 (68.8) |
| Total jail days | 5819 | 6135 |

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

¹"Pre" program bookings are bookings that occurred during the 365 days prior to an index booking. For individuals without index bookings, "pre" bookings are bookings within 365 days prior to program start.

²Standard deviation for jail bookings, days and bookings/month "at-risk" are shown in ()

³Bookings/month "at-risk" = # of bookings/(non-jail days/30); p=.06 (trend)

Figure 7 shows the proportions of individuals who increased and reduced jail bookings. Nearly half of those seen by re-entry case management had reduced bookings.

Figure 7. Re-entry Case Management – Proportions Increasing and Decreasing Jail Bookings

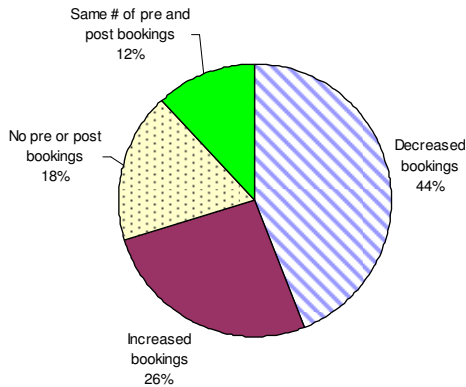
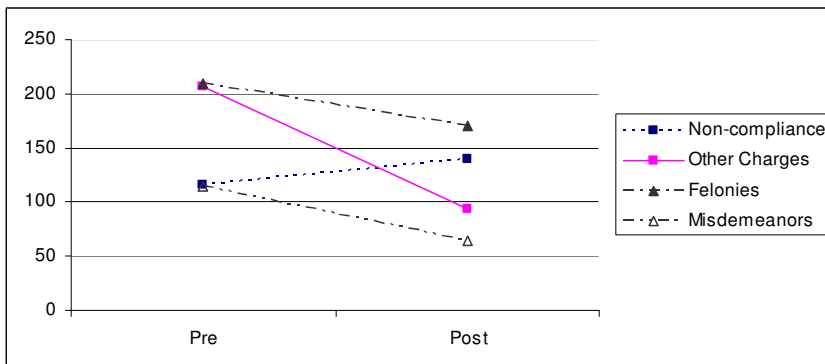


Figure 8 shows changes in charge severity as the MSO crime categories. The graph shows that non-compliance charges (failure-to-comply, failure-to-appear) increased following service while other charges decreased. This pattern drove a lack of change in charge severity: felonies and misdemeanors both declined, though the proportion of booking related to felonies rose somewhat from 65 percent during the "pre" year to 73 percent during the year following services.

Figure 8. Re-entry Case Management – 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. The program served a higher proportion of females and a slightly higher proportion of ethnic minority individuals compared to the overall jail population.

Individuals served by re-entry case managers significantly reduced jail bookings from an average of 2.4 during the year “pre” period to an average of 1.8 during the year “post” service. While 44 percent of those seen by re-entry case management reduced bookings, 62 percent continued to have at least one jail booking during the year following service (recidivism). Jail days and charge severity were not reduced, driven by an increase in bookings for non-compliance (all felonies and longer than other bookings), while bookings for other charges declined.

Medical/Chemical Dependency Release Planning Services via Jail Health Services

A. Program Description

Program Overview

The King County JHS release planners provide in-custody case management and placement services upon release to skilled nursing and hospice care facilities, referral to chemical dependency services, and collaboration with the criminal justice liaisons with especially complex, high-need inmate-patients with co-occurring disorders and medical concerns.

Target Population

KCCF and RJC adult inmates with chemical dependency and co-morbid medical disorders

B. Results

First program year – January 1, 2008 through December 31, 2008

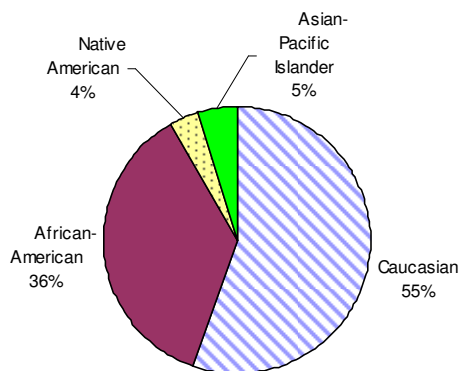
1. Characteristics of Persons Served

During the first year of the program, release planning served a higher proportion of females and a similar proportion of ethnic minorities were served compared to the overall jail population.

Table 6. JHS Release Planning – Age and Gender

| Demographics | First year cohort N=607 | | |
|--------------|----------------------------|-------------------------|-------------|
| Gender | Male=410 | Female=197 | %Female=32% |
| Age | Avg.=38.4 | Standard Deviation=12.1 | |

Figure 9. JHS Release Planning – Ethnicity¹



¹Hispanic ethnicity is not available within the jail database from which ethnicity data is derived

2. Jail Outcomes

The report examines one-year jail outcomes for the first year of program participants.

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 below depicts the time frames for analyses. "Index bookings" are bookings with release dates within 45 days of program start or opt-in. Such bookings that launched participants into CJJ 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" | | | |

Table 7 shows that individuals served by JHS release planners significantly reduced jail bookings by 52 percent from the year "pre" period to the year "post" service. Bookings per days at-risk (i.e., not in jail) were also reduced significantly. In contrast to many other CJJ programs, those served by JHS release planners also significantly reduced jail days within their first year following service, saving 10,072 jail days.

Table 7. JHS Release Planning – Jail Bookings and Days

| Jail outcome indicator | First year cohort (N=607) | |
|---------------------------------------|------------------------------|------------------------|
| | Pre ¹ | Post |
| Average jail bookings | 2.0 (2.3) ² | 1.0 (1.6)* |
| Total jail bookings | 1240 | 592 |
| Had any jail booking | 430 (71%) | Recidivism - 264 (43%) |
| Bookings/month "at-risk" ³ | .25 (.35) | .12 (.28)* |
| Average jail days | 44.9 (64.0) | 28.3 (57.1)* |
| Total jail days | 27,224 | 17,152 |

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

¹"Pre" program bookings are bookings that occurred during the 365 days prior to an index booking. For individuals without index bookings, "pre" bookings are bookings within 365 days prior to program start.

²Standard deviation for jail bookings, days and bookings/month "at-risk" are shown in ()

³Bookings/month "at-risk" = # of bookings/(non-jail days/30); p=.06 (trend)

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Figure 10 shows that over half of those served by JHS release planners reduced jail bookings.

Figure 10. JHS Release Planning - Proportions Increasing and Decreasing Jail Bookings

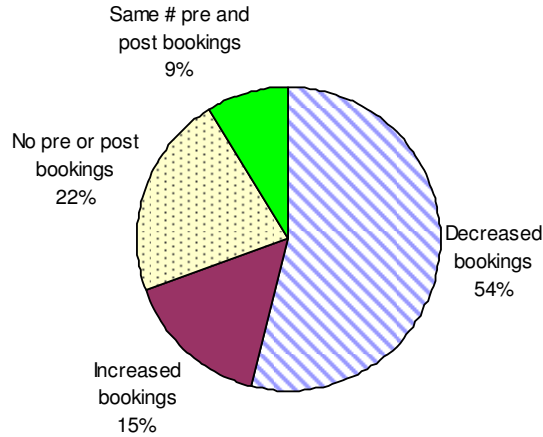
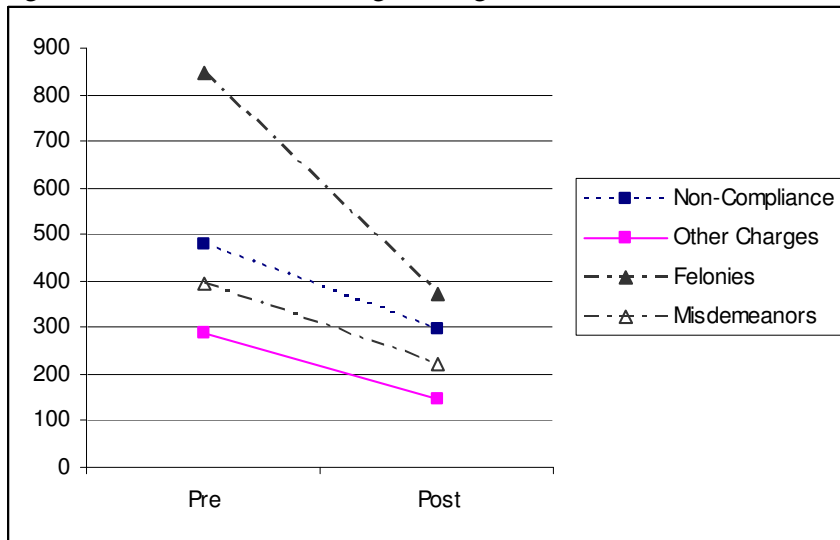


Figure 11 shows changes in charge severity as the MSO crime categories. The graph shows that both non-compliance charges and other charges declined, though the proportion of bookings related to non-compliance rose from 39 percent to 50 percent. The number of felonies declined more than misdemeanors; and the proportion of bookings related to felonies decreased from 68 percent during the “pre” year to 63 percent during the year following services.

Figure 11. JHS Release Planning – Charges



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 609 individuals. The program served a higher proportion of females and a similar proportion of ethnic minority individuals compared to the overall jail population.

Individuals served by JHS release planners significantly reduced jail bookings by 52 percent from an average of 2.0 during the year “pre” period to an average of 1.0 during the year “post” service. Bookings per days "at-risk" and jail days were also significantly reduced, saving 10,072 jail days.

While 54 percent of those seen by JHS release planners had reduced bookings, 43 percent continued to have at least one jail booking during the year following service (recidivism). Non-compliance charges and other charges both declined, and the proportion of felonies significantly decreased from 47 percent during the “pre” year to 26 percent during the year following service. Taken together, jail bookings, days and charge severity all decreased significantly.

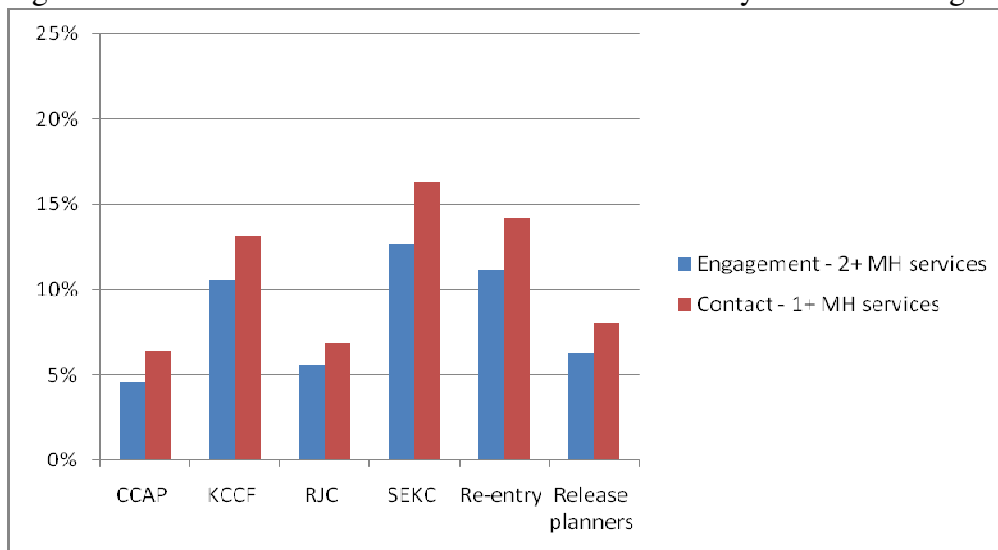
III. Engagement in Mental Health and Substance Use Treatment Services

In addition to analysis of jail utilization, we analyzed whether individuals served by the “connector” programs actually engaged in mental health and substance use treatment subsequent to the connector program contact. It is an assumption that reductions in jail utilization for individuals served by these programs are as a result of engagement in treatment services, as well as housing and other supportive services. We examined whether those served by liaisons, re-entry case management, and JHS release planners received outpatient mental health services or substance abuse treatment services (outpatient or residential) within 90 days of jail release. Receiving one such service was considered “contact” and two were considered “engagement”.

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 the release date. Fifteen percent of the connector program contact records had no matching jail booking. The rate of unmatched records varied among connector programs with the highest rate not surprisingly for individuals seen by programs outside of the King County jails: the CCAP liaison (36%), SEKC liaison (66%) and CCD Re-entry Case Managers (21%). Much lower rates of unmatched records were found for individuals seen by the KCCF liaison (5%), RJC liaison (6%), and JHS release planners (1%).

Figure 12 below shows that only a modest proportion of individuals served by the connector programs received mental health services within 90 days of jail release. The overall rate of mental health service contact was low (9% - see also Appendix A), and the rates varied somewhat across connector programs with the highest rate for individuals seen by the SEKC and KCCF liaisons and re-entry case managers. These linkages to mental health services should be viewed in the context of the rate of referrals from connector programs to mental health services which ranged from 5-50%, as shown in prior CJJ reports.

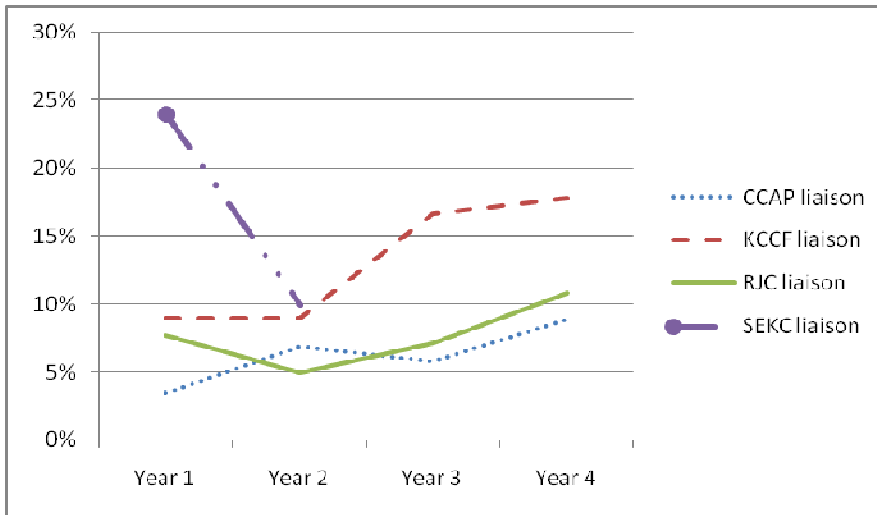
Figure 12. Mental Health Services for Individuals seen by Connector Programs



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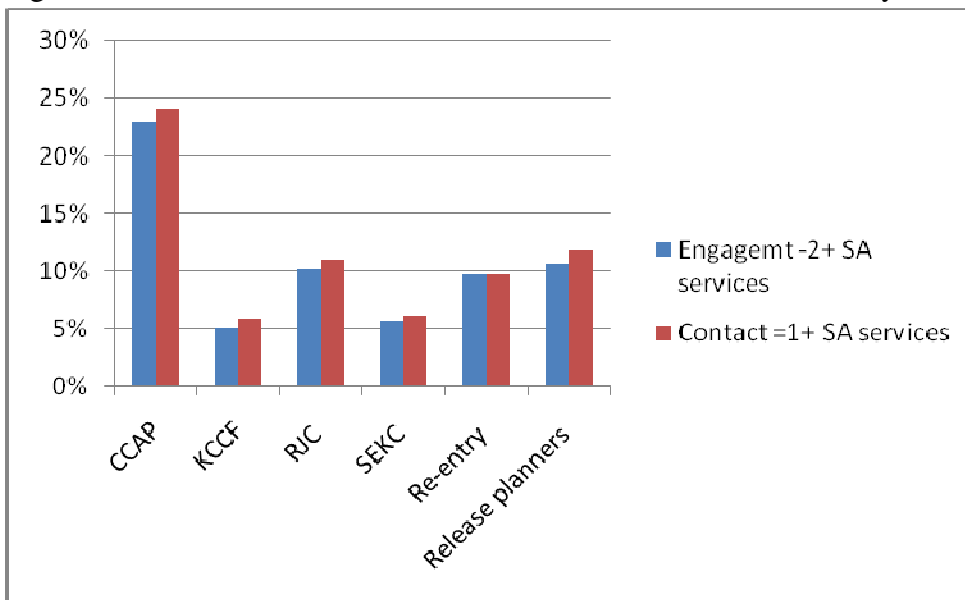
Figure 13 shows that rates increased slightly *within* each connector program over program years (for programs with multiple years available for analysis), with the exception of the SEKC liaison.

Figure 13. Mental Health Service Contact across Connector Program Years



A low rate of service contact was also shown for substance use treatment services as shown in Figure 14 below (overall 12%, see also Appendix A). The pattern of substance use treatment services among connector programs differed, with individuals served by the CCAP liaison having a markedly higher rate than for individuals served by other connector programs. These linkages to substance use treatment should be viewed in the context of the rate of referrals from connector programs to substance use treatment which ranged from 2-17%, as shown in prior CJI reports.

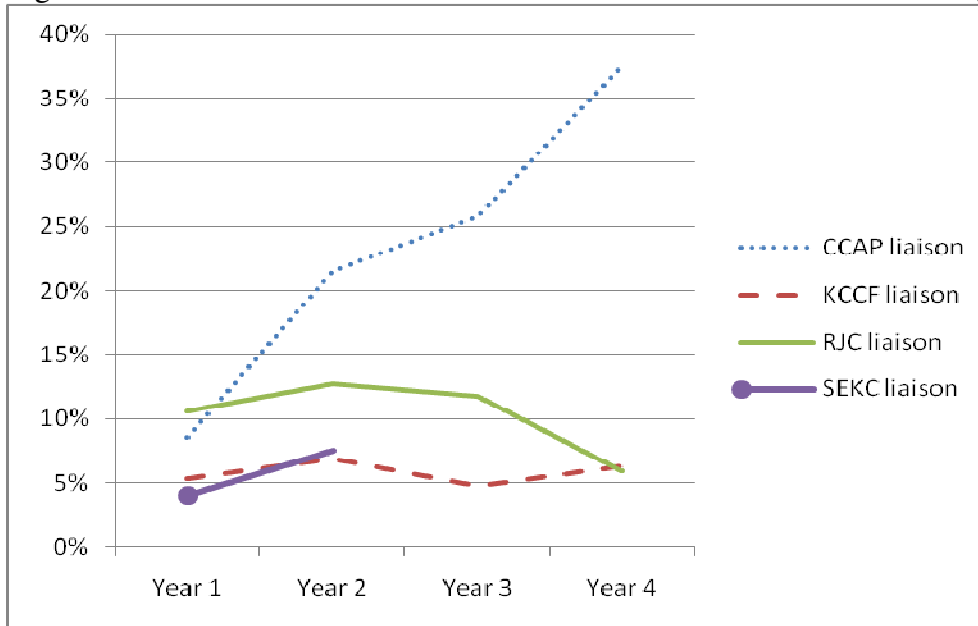
Figure 14. Substance Use Treatment Services for Individuals seen by Connector Programs



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Figure 15 (below) shows that rates of substance use service contact increased for those served by the CCAP liaison over its program years, while other programs that had multiple years available for analysis did not show notable change over time.

Figure 15. Substance Use Treatment Service Contact across Connector Program Years



Analyses in Section II of this report showed that, by in large, individuals served by connector programs reduced jail bookings subsequent to contact with the programs. However, analysis in Section III showed that only a modest proportion of individuals served by connector programs engaged in mental health or substance use treatment. As noted above, we would not expect everyone seen by connector programs to have need for or be referred to mental health or substance use services.

We conducted further analysis to determine whether there was a direct relationship between changes in jail utilization and engagement in mental health or substance use treatment subsequent to contact with the connector programs. We did not find any difference in jail recidivism or proportion of individuals who decreased bookings based on engagement in either mental health or substance use services subsequent to contact with the connector programs. Specifically, of those who engaged in subsequent mental health services, 64% had jail recidivism (at least one jail booking) during the year following program contact and 44% decreased bookings. Of those who did *not* engage in mental health services the rates were 65% and 46% respectively. Similarly, of those who engaged in subsequent substance use treatment services, 66% had jail recidivism during the year following program contact and 41% decreased bookings. Of those who did *not* engage in substance use services, the rates were 65% and 46% respectively.

Although we did not find a direct relationship between changes in jail utilization and engagement in mental health or substance use treatment subsequent to contact with the connector programs mental health, we do know that such contact is associated with reduced jail bookings. The connector

programs could be providing some other form of assistance (e.g., housing, linkage to benefit application workers, etc.) that is related to changes in jail utilization or it could be that when individuals are seen by the connector programs they tend to be at a relatively high point in their jail utilization careers. As noted in prior reports, without a comparison group, it is difficult to know what factors are causally related to changes in jail utilization.

IV. Rental subsidies for Homelessness Prevention

A key service that the connector programs provide is linkage to housing and homelessness prevention services for individuals facing eviction. For the CJ liaisons we have reported previously the extent to which homeless individuals served are referred to housing. The re-entry case manager program has been able to not only refer individuals to housing but also to help prevent homelessness through provision of direct rental subsidies that, in most cases, stopped evictions from occurring.

Of the 134 individuals who had intakes within the re-entry case management program during its first year, 22 (16%) were provided rental subsidies. An additional 13 individuals who did not need other services from the re-entry program were provided rental subsidies. The average subsidy was \$1342.5 (SD=471.8) and subsidies ranged from \$590 to \$3050. Of the 204 who had re-entry case management intakes during its second year (not reported here), 41 (20%) were provided rental subsidies and four people not otherwise served by re-entry also received subsidies.

V. Summary and Recommendations

The CJ liaisons collectively serve over 1,000 individuals per year, providing referrals to treatment, housing, and benefits to inmates being released from KCCF, RJC, CCAP, and municipal jails within King County. Individuals served by the CJ liaisons had reduced jail bookings and the reductions reached statistical significance by the second year following service, except for those served by the SEKC liaison who had fewer bookings at the start. Jail days and charge severity were not reduced, driven largely by a lack of reduction in non-compliance charges. Analysis for this program was constrained by a lack of jail booking data from municipal jails and we are currently in the process of aggregating.

During the first year of the re-entry case management program, 134 people were provided services to link them to needed treatment and housing. Participants in the program significantly reduced jail bookings. Jail days and charge severity were not reduced, driven by an increase in bookings for non-compliance (felonies, which typically result in longer jail stays than other bookings), while bookings for other charges declined. The program also provided rental subsidies to 16 percent of participants to help prevent homelessness. Second-year outcomes and additional cohorts of participants should be examined to determine whether jail days are reduced by the second year following service as is typical of other CJI programs.

During the first year of the JHS release planner program, 609 inmates with complex co-occurring and/or medical needs were referred to care. The program showed unusually strong jail outcomes (significant reductions in jail bookings, days and charge severity). As such, we will try to identify the specific components of the program that may lead to these outcomes.

Analysis of the extent to which individuals served by the “connector” programs subsequently engaged in mental health and substance use treatment showed that only 9% subsequently received mental health services and 11% received substance abuse services. It is an assumption that reductions in jail utilization for individuals served by connector programs are as a result of subsequent engagement in treatment services. However, there was no direct relationship between changes in jail utilization and the receipt of mental health or substance use services following contact with connector programs.

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APPENDIX A

Detailed Jail Data for CJ Liaisons

Table 8. CJ Liaison Clients – Jail Bookings, Days and Risk

| Jail outcome indicator | Average Jail Bookings | | | Average Jail Days | | | Bookings/month “at-risk” ² | | |
|------------------------|-----------------------|---------------------------------|------------------------------|-------------------|---------------------------------|------------------------------|--|---------------------------------|---------------------------------|
| | Pre ¹ | 1 st Year Post | 2 nd Year Post | Pre | 1 st Year Post | 2 nd Year Post | Pre | 1 st Year Post | 2 nd Year Post |
| CCAP yr 1 (n=223) | 1.5 | 1.1* | 0.7* | 18.7 | 21.5 | 19.2 | .14 | .10* | 0.07* |
| CCAP yr 2 (n=464) | 1.6 | 1.4* | 1.0* | 20.8 | 42.8* | 25.7 | .16 | .12 | 0.10* |
| CCAP yr 3 (n=392) | 2.0 | 1.6* | 1.3* | 27.0 | 50.5* | 27.8 | .21 | .19 | 0.14* |
| CCAP yr 4 (n=296) | 1.9 | 1.7 | 1.1* | 23.5 | 51.2* | 28.7 | .18 | .20 | 0.12* |
| CCAP TOTAL (n=1375) | 1.8 | 1.5* | 1.1* | 22.8 | 43.3* | 25.9 | .17 | .15 | .11* |
| KCCF yr 1 (n=559) | 2.6 | 1.9* | 1.6* | 37.1 | 47.4* | 41.1 | .27 | .25* | 0.28* |
| KCCF yr 2 (n=533) | 2.7 | 2.6 ¹ | 2.1* | 44.6 | 55.6* | 53.3 | .31 | .32 | 0.37* |
| KCCF yr 3 (n=397) | 3.6 | 2.9* | 2.3* | 60.4 | 69.0 | 56.6* | .64 | .36* | 0.41* |
| KCCF yr 4 (n=460) | 3.4 | 2.7* | 2.0* | 59.9 | 70.6 ¹ | 57.5 | .43 | .38* | 0.48* |
| KCCF TOTAL (n=1949) | 3.0 | 2.5* | 2.0* | 49.3 | 59.5* | 51.5 | .40 | .32* | .38* |
| RJC yr 1 (n=482) | 2.4 | 1.7* | 1.5* | 40.7 | 45.5 | 41.8* | .25 | .18* | 0.17* |
| RJC yr 2 (n=598) | 2.5 | 2.0* | 1.9* | 47.0 | 51.0 ¹ | 47.0 | .35 | .24* | 0.27* |
| RJC yr 3 (n=315) | 2.5 | 1.8* | 1.5* | 51.9 | 46.5 ¹ | 41.4* | .30 | .22* | 0.18* |
| RJC yr 4 (n=201) | 3.1 | 2.6* | 1.8* | 57.7 | 63.1 | 48.0* | .34 | .33 | 0.23* |
| RJC TOTAL (n=1596) | 2.6 | 2.0* | 1.7* | 47.4 | 50.0 | 44.4* | .31 | .23* | .22* |
| SEKC yr 1 (n=98) | 1.1 | 1.2 | 0.9 | 18.8 | 34.3* | 42.1* | .11 | .15 | 0.50 |
| SEKC yr 2 (n=131) | 1.3 | 1.2 | 1.1 | 23.7 | 37.3 | 38.0 | .14 | .15 | 0.17 |
| SEKC TOTAL (n=228) | 1.3 | 1.2 | 1.0 | 21.6 | 36.0* | 39.8* | .13 | .15 | .33 |

*statistically significant at p<.05 based on Wilcoxon Signed ranks test (non-parametric) compared to pre period

¹p<.10 (trend)

²Bookings/month “at-risk”= # of bookings/(non-jail days/30)

Table 9. CJ Liaison Clients – Jail Day Detail

| Jail day detail | Pre period total jail days | 1 st Year Post total jail days | 2 nd Year Post total jail days | Change in total jail days to Year 1 | Change in total jail days to Year 2 |
|-------------------|-------------------------------|---|---|---|---|
| CCAP yr 1 (n=223) | 4169 | 4787 | 4278 | 618 (+15%) | 109 (+3%) |
| CCAP yr 2 (n=464) | 9671 | 19866 | 11936 | 10195 (+105%) | 2265 (+23%) |
| CCAP yr 3 (n=391) | 10571 | 19780 | 10893 | 9209 (+87%) | 322 (+3%) |
| CCAP yr 4 (n=296) | 6948 | 15158 | 8501 | 8210 (+118%) | 1553 (22%) |
| KCCF yr 1 (n=559) | 20774 | 26570 | 23039 | 5796 (28%) | 2265 (11%) |
| KCCF yr 2 (n=533) | 23796 | 29624 | 28405 | 5828 (+24) | 4609 (19%) |
| KCCF yr 3 (n=397) | 23983 | 27403 | 22473 | 3420 (+14%) | -1510 (-6%) |
| KCCF yr 4 (n=460) | 27550 | 32495 | 26438 | 4945 (+18%) | -112 (-4%) |
| RJC yr 1 (n=482) | 19635 | 21948 | 20156 | 2313 (+12%) | 521 (+3%) |
| RJC yr 2 (n=598) | 28117 | 30507 | 28104 | 2390 (+9%) | -13 (0%) |
| RJC yr 3 (n=315) | 16344 | 14635 | 13028 | -1709 (-10%) | -3316 (-20%) |
| RJC yr 4 (n=201) | 11602 | 12681 | 9641 | 1079 (+9%) | -1961 (-17%) |
| SEKC yr 1 (n=98) | 1843 | 3361 | 4130 | 1518 (+82%) | 2287 (+124%) |
| SEKC yr 2 (n=131) | 3078 | 4847 | 4946 | 1750 (+57%) | 1849 (60%) |

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Table 10. CJ Liaison Clients – Number/Percentage With Any Jail Bookings (Recidivism)

| | Pre | Recidivism | |
|-------------------|-----------|---------------------------|---------------------------|
| | | 1 st Year Post | 2 nd Year Post |
| CCAP yr 1 (n=223) | 157 (70%) | 116 (52%) | 80 (36%) |
| CCAP yr 2 (n=464) | 328 (71%) | 292 (63%) | 211 (45%) |
| CCAP yr 3 (n=391) | 273 (70%) | 275 (70%) | 209 (53%) |
| CCAP yr 4 (n=296) | 212 (72%) | 220 (74%) | 144 (49%) |
| KCCF yr 1 (n=559) | 427 (76%) | 354 (63%) | 310 (55%) |
| KCCF yr 2 (n=533) | 414 (78%) | 374 (70%) | 332 (62%) |
| KCCF yr 3 (n=397) | 335 (84%) | 295 (74%) | 246 (62%) |
| KCCF yr 4 (n=460) | 394 (86%) | 347 (75%) | 292 (63%) |
| RJC yr 1 (n=482) | 395 (82%) | 313 (65%) | 262 (54%) |
| RJC yr 2 (n=598) | 487 (81%) | 392 (66%) | 363 (61%) |
| RJC yr 3 (n=315) | 261 (83%) | 214 (68%) | 183 (58%) |
| RJC yr 4 (n=201) | 166 (83%) | 155 (77%) | 125 (62%) |
| SEKC yr 1 (n=98) | 43 (44%) | 49 (50%) | 41 (42%) |
| SEKC yr 2 (n=131) | 63 (48%) | 67 (51%) | 55 (42%) |

Table 11. CJ Liaison Clients – Change in Non-Compliance and Other Charges by Liaison

| | Pre | 1st Year Post | 2nd Year Post | Pre | 1st Year Post | 2nd Year Post |
|-------------------|----------------|----------------|----------------|---------------|---------------|---------------|
| | Non-Compliance | Non-Compliance | Non-Compliance | Other Charges | Other Charges | Other Charges |
| CCAP yr 1 (n=223) | 23 | 23 | 28 | 308 | 212 | 118 |
| CCAP yr 2 (n=464) | 59 | 83 | 83 | 689 | 559 | 377 |
| CCAP yr 3 (n=391) | 135 | 141 | 179 | 641 | 498 | 325 |
| CCAP yr 4 (n=296) | 83 | 147 | 157 | 471 | 361 | 177 |
| KCCF yr 1 (n=559) | 332 | 414 | 378 | 1097 | 675 | 539 |
| KCCF yr 2 (n=533) | 397 | 518 | 370 | 1068 | 846 | 734 |
| KCCF yr 3 (n=397) | 477 | 466 | 418 | 962 | 687 | 512 |
| KCCF yr 4 (n=460) | 493 | 577 | 485 | 1060 | 652 | 415 |
| RJC yr 1 (n=482) | 288 | 288 | 294 | 856 | 553 | 440 |
| RJC yr 2 (n=598) | 538 | 569 | 458 | 975 | 622 | 654 |
| RJC yr 3 (n=315) | 287 | 207 | 209 | 516 | 354 | 265 |
| RJC yr 4 (n=201) | 206 | 267 | 202 | 418 | 258 | 168 |
| SEKC yr 1 (n=98) | 16 | 29 | 23 | 94 | 92 | 62 |
| SEKC yr 2 (n=131) | 41 | 40 | 45 | 123 | 116 | 98 |

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Table 12. Connector Program – Engagement in Service

| | Mental Health Treatment Service | | | | Substance Use Treatment Service | | | |
|--------------------------|---------------------------------|-----|----------------------------|-----|---------------------------------|-----|----------------------------|-----|
| | “Contact” - 1+ Services | | Engagement – 2+Services | | “Contact” – 1+ Services | | Engagement – 2+Services | |
| CCAP yr 1 (n=223) | 7 | 3% | 5 | 2% | 19 | 9% | 17 | 8% |
| CCAP yr 2 (n=464) | 31 | 7% | 20 | 4% | 100 | 22% | 97 | 21% |
| CCAP yr 3 (n=391) | 23 | 6% | 17 | 4% | 101 | 26% | 94 | 24% |
| CCAP yr 4 (n=296) | 26 | 9% | 21 | 7% | 111 | 38% | 108 | 36% |
| KCCF yr 1 (n=559) | 50 | 9% | 40 | 7% | 30 | 5% | 26 | 5% |
| KCCF yr 2 (n=533) | 48 | 9% | 41 | 8% | 37 | 7% | 32 | 6% |
| KCCF yr 3 (n=397) | 66 | 17% | 53 | 13% | 19 | 5% | 17 | 4% |
| KCCF yr 4 (n=460) | 82 | 18% | 72 | 16% | 29 | 6% | 24 | 5% |
| Re-entry CM (n=134) | 19 | 14% | 15 | 11% | 13 | 10% | 13 | 10% |
| Release planners (n=607) | 49 | 8% | 38 | 6% | 72 | 12% | 65 | 11% |
| RJC yr 1 (n=482) | 37 | 8% | 28 | 6% | 51 | 11% | 47 | 10% |
| RJC yr 2 (n=598) | 29 | 5% | 24 | 4% | 76 | 13% | 71 | 12% |
| RJC yr 3 (n=315) | 23 | 7% | 19 | 6% | 37 | 12% | 35 | 11% |
| RJC yr 4 (n=201) | 22 | 11% | 18 | 9% | 12 | 6% | 10 | 5% |
| SEKC yr 1 (n=98) | 24 | 24% | 16 | 16% | 4 | 4% | 4 | 4% |
| SEKC yr 2 (n=131) | 13 | 10% | 13 | 10% | 10 | 8% | 9 | 7% |
| Total | 549 | 9% | 440 | 7% | 721 | 12% | 669 | 11% |