



King County

Community Services Division

Department of
Community and Human Services

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IMPLEMENTATION PLAN

2012 – 2017 Veterans and Human Services Levy:

Activity 4.4 Passage Point Programs

1. Goal

Reduce unnecessary criminal justice and emergency medical system involvement.

2. Strategy 4

The Veterans and Human Services Levy Service Improvement Plan (SIP) set a goal of strengthening families at risk.

3. Activity 4.4 Passage Point

Passage Point is the only program under Activity 4.4.

4. Service Needs, Populations to be Served, and Promotion of Equity and Social Justice

a) Service Needs

Services are targeted toward single parents who are exiting the criminal justice system and making the transition from incarceration to stability in the community. The focus is on parents who are actively trying to reunite with their children and accessing permanent private market housing.

b) Populations to be Served

Parents returning to the community following incarceration are at increased risk for homelessness, recidivism, relapse into patterns of substance abuse and mental illness, and loss of child custody or involvement with Child Protective Services. Specialized services targeting this population can help stabilize and in some cases re-unify families, and address the histories of physical trauma, domestic violence and sexual abuse that are often present for these individuals. In addition, employment is a critical factor for these families to maintain their stability.

c) Equity and Social Justice

People of color are over-represented in the criminal justice system both nationally and locally. A 2000 report of the Washington State Sentencing Guidelines Commission states that "In King County, the sentencing ratios for African American males were 12.2

times greater than Caucasian males. African American females were sentenced at ratios that were 13.8 times greater than Caucasian females. Native American males were sentenced at ratios that were 5.5 times greater than Caucasian females. Asian/Pacific islanders, male and female, were sentenced at ratios well below 1.0 Hispanic males were sentenced at a ratio 2.1 times greater than Caucasian males but Hispanic females were sentenced at a ratio below 1.0.”¹

Booking data from the King County Department of Adult and Juvenile Detention jail system also confirms significant racial disproportionality in their adult population:

Bookings in 2006 –Percentage by Race	Men	Women
African American	33%	30%
White	60%	60%
Asian	5%	4%
Native American	2%	5%

Passage Point has had strong success in enrolling and bringing services to clients of color. In 2011, 48% of all clients served through Passage Point Programs were African American, and families of color represented 67% of all those served.

This project promotes equity and social justice by providing crucial supports to parents exiting prison, many of whom are disproportionately people of color. Project services are intended to help these parents overcome the barriers to uniting with their children, retaining stable housing and employment, reduce recidivism and provide access to other needed support services. YWCA is a large, multiservice organization with a long history of providing a variety of services, and is experienced with and aware of issues of structural and racial inequality. They were selected through a competitive process where these and other issues, such as cultural competency in services, were addressed in their proposal. In its response to the original RFP, the YWCA addressed questions about cultural competency and how the ethnic, cultural and socioeconomic make-up of clients served is considered in agency planning, staffing, evaluation and service provision.

Passage Point staff has developed a great deal of experience assessing potential clients to determine when a person’s circumstances are in line with the intent of the program, including the likelihood of successful reunification goals. Client outreach and recruitment includes contact in jails, through various YWCA programs and through a network of housing and service partners throughout the county. Close relationships with the corrections system(s) for individuals on probation or parole, as well as relationships with DSHS Children’s Services or other agencies involved in the current placement and/or care of the children is utilized. The program brings an array of wrap-around services to residents on site that are critical to supporting this particular population, which greatly increases the overall impact the program can have.

¹ Lee, Nell and Edward Vukich. Representation and Equity in Washington State: An Assessment of Disproportionality and Disparity in Adult Felony Sentencing. State of Washington Sentencing Guidelines Commission, 2000.

5. Activity Description

Passage Point Programs provides non time-limited housing and on-site support services to single parents who have criminal justice system histories or who are exiting the criminal justice system. The YWCA also has established links to health care, child care, mental health and chemical dependency treatment and others services. Services are flexible and customized and meet the specific needs of the household, both adults and/or children. These include:

- Support meeting any legal obligations that remain post-incarceration
- Parenting support, information and support around visitation, and exploration of the feasibility of re-unification
- Employment and education services
- Help obtaining identification, and other documentation that will be needed for employment and benefits
- Linkage to health care
- Serve as intermediary between residents and their child's school
- Help with basic needs such as food, clothing and transportation
- Linkage to appropriate treatment for chemical dependency and mental health issues
- Trauma informed services, including domestic violence education and support for survivors of domestic violence and avoiding re-victimization
- As needed assistance with placement in permanent housing for those exiting the program

As part of its client engagement, Passage Point conducts "inreach," identifying appropriate program participants before their release from incarceration. At that time, staff assess whether the potential participant has a realistic possibility of reuniting with their children. They work with clients through their transition from prison until they are placed in a unit.

Following incarceration, finding and maintaining employment are critical to supporting family and housing stability, and preventing recidivism. Even for employers who are willing to work with and hire ex-offenders, many individuals need extensive employment supports if they are to succeed in breaking the cycles of criminal justice involvement, homelessness, substance abuse and other barriers. Employment and education services may include assistance toward high school diploma or a GED, access to vocational training and/or post-secondary education, job skills enhancement, job search and placement, and post-placement supports.

6. Funds Available

The 2012 Service Improvement Plan identified the following allocations for this activity.

	2012	2013	2014	2015	2016	2017
Human Services Levy	415,000	415,000	415,000	415,000	415,000	415,000
Total	415,000	415,000	415,000	415,000	415,000	415,000

A total of \$415,000 is available in 2012 to implement this activity. Additional funds will be available annually through 2017 based on agency performance.

7. Evidence-based or Promising Practices

The need for robust supportive services, education and employment services as well as intensive support in finding and maintaining permanent housing for parents exiting the criminal justice system has been well established. Necessary program elements are identified in the following model projects:

- Greenhope was established in 1975 as a comprehensive residential treatment program for formerly incarcerated women. Services include drug and alcohol counseling, domestic violence education and prevention, legal advocacy and education and employment services. Located in East Harlem, Greenhope works primarily with poor African American and Latina ex-offenders, serving over 200 women annually. Of the women served, • 95% have histories of substance abuse, • 75% have no GED or high school diploma and no work history, • 60% are functionally illiterate, 75% have been physically abused. • 60% are incest survivors and/or rape victims and • 30% are HIV positive. Eighty percent of the women served at Greenhope are mothers with two or more children. After years of drug abuse and lengthy stays in prison, many no longer have access to their children. Greenhope provides advocacy services for mothers in the program to assist them in re-unification efforts. Family ties were established with 96% of the mothers in the program. Greenhope maintains a 75% successful completion rate among parolees which is significantly higher than the 25% standard set for the population by the New York State Office of Alcoholism and Substance Abuse Services. This year, Greenhope also achieved a 65% job placement rate for its clientele. Greenhope also maintains a recidivism rate of less than 10%.²
- Also in New York City, Sarah Powell Huntington House Family Reunification Residence (SPHH) is a residence where homeless women who have criminal justice involvement can reunify with their children. SPHH is home to 37 mothers, 18 who live in single units and are awaiting the return of their children and 19 whose children are in their care. Services include on-site case management, day care, recreational activities for children, counseling (for both mothers and their children), and intensive assistance with finding permanent housing as well as navigating the complex and inconsistent regulations of the criminal justice, housing, welfare and foster care systems. Staff work closely with the State Administration for Children's Services (ACS), family court, and foster care agencies to help women advocate effectively and prepare for reunification with their children. Prior to reunification, staff help residents coordinate visits and plan ways to spend time with their children. Residents participate in workshops focused on finding and maintaining housing, preparing for employment, developing independent living skills, and improving parenting skills. Comprehensive case management, housing placement assistance, HIV and health education, child care, individual and group counseling, and academic and recreational enrichment programs are provided on-site, while residents are connected with community-based services, including health, long-term mental health, and other complementary services. As families prepare to move out of SPHH, staff help them identify the community resources and local supports they may need to

² Hals, Kristina. "From Locked Up to Locked Out." AIDS Housing of Washington, Seattle, 2003.

further develop and strengthen family relationships and start new lives in the community. These individual and family supports help women comply with parole or probation requirements while developing improved prospects for livelihood, long-term sobriety, stronger family ties, and a healthy and satisfying life in the community.³

8. Service Partnerships

This strategy funds supportive services to families in Passage Point housing, but does not fund the operating cost of housing itself. The YWCA will utilize HUD Section 8 and other agency funds to cover the cost of client housing and other associated facility costs. In addition to other YWCA employment and support services programs, Passage Point will also utilize partnerships with other providers for: client recruitment and referral; corrections system(s) for individuals on probation or parole; DSHS Children’s Services or other agencies involved in the current placement and/or care of the children; links to health care, child care, mental health and chemical dependency treatment; and linkages with operators of subsidized and/or market rate housing for clients who exit the program to secure their own housing.

9. Performance Measures

The following performance measures were identified by the Levy’s Evaluation Team.

Service Outputs/ Measures	2012 Target(s)	Data Source
Families do not re-enter the CJ system	100%	Report Card - Outcomes
Families reunify and move into permanent or transitional housing	TBD in Q1 2012	Report Card – Outcomes

Service Outputs/ Measures	2012 Target(s)	Data Source
Parents served	60	Report Card – Services
Case management hours	5,168	Report Card – Services

³ Ibid