



CONTRA COSTA COUNTY EVALUATION OF AB 109 PROGRAMS

Presentation of Draft Report to the CCP
March 6, 2015

Mikaela Rabinowitz, Ph.D.
Alison Hamburg, MPH, MPA



Agenda

2

Evaluation Overview

- Objectives
- Methods
- Context

Evaluation Findings

- Key Findings
- Program Strengths and Facilitators of Client Success
- Program Challenges and Barriers to Client Success
- Program-Level Findings

Recommendations

Questions



Evaluation Overview

3

Project Background

- RDA began working with the County in November 2013 to evaluate the implementation of AB 109 and assess the County's capacity for long-term evaluation

Current Evaluation

- Evaluate the implementation and preliminary outcomes of the County's contracted AB 109 community-based organizations (CBOs)
- Time period: July 1, 2013 - September 30, 2014



Evaluation Objectives

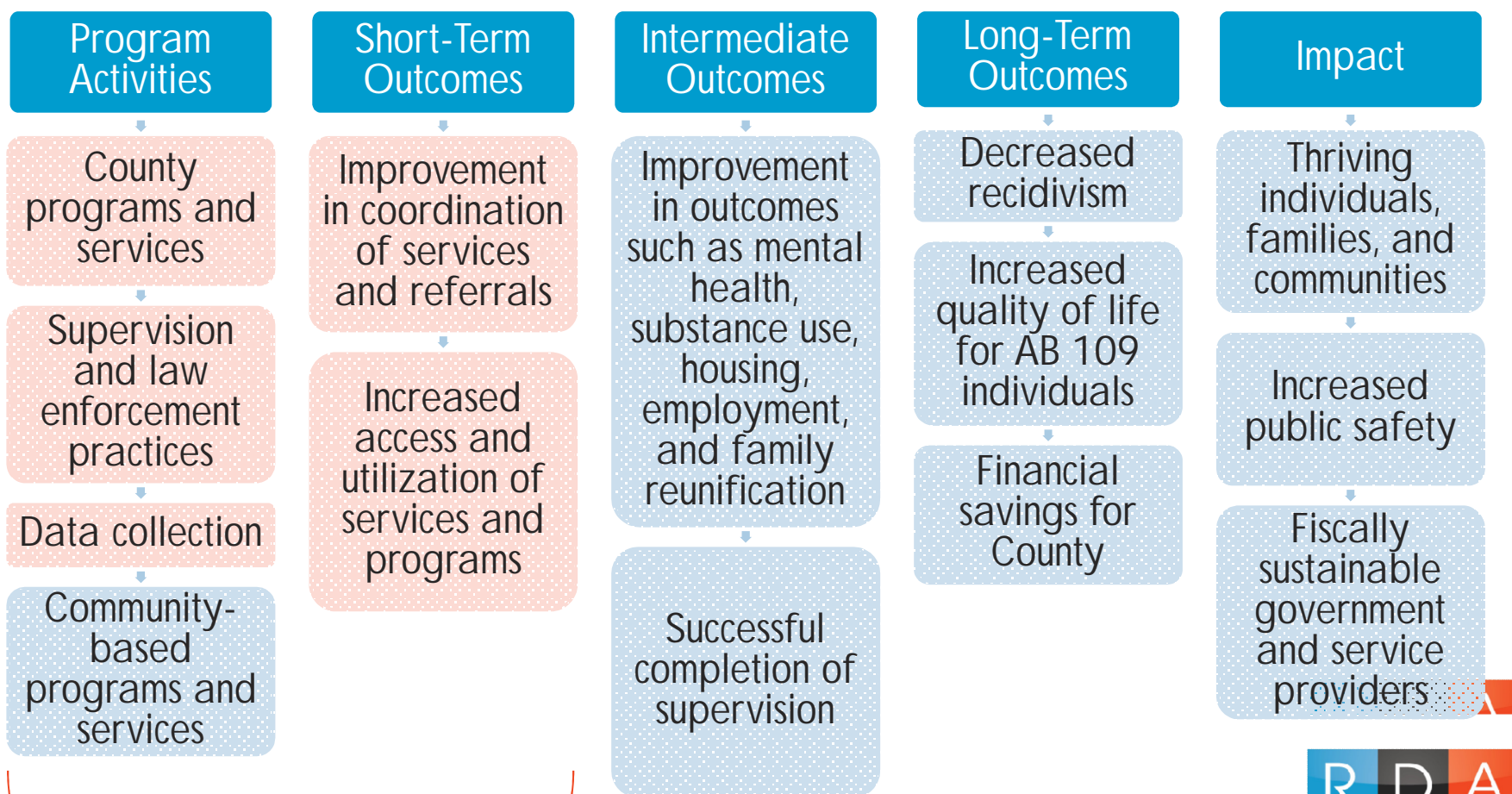
4

- ❑ Assess extent to which participants in contracted programs achieve short- and medium-term outcomes
 - ▣ Such as stable housing, job placement and retention, and family reunification
- ❑ Identify factors that facilitate or inhibit providers' abilities to achieve client outcomes
- ❑ Understand strengths and challenges that are similar across organizations, as well as for each individual organization



Evaluation Focus: Phase 1

5

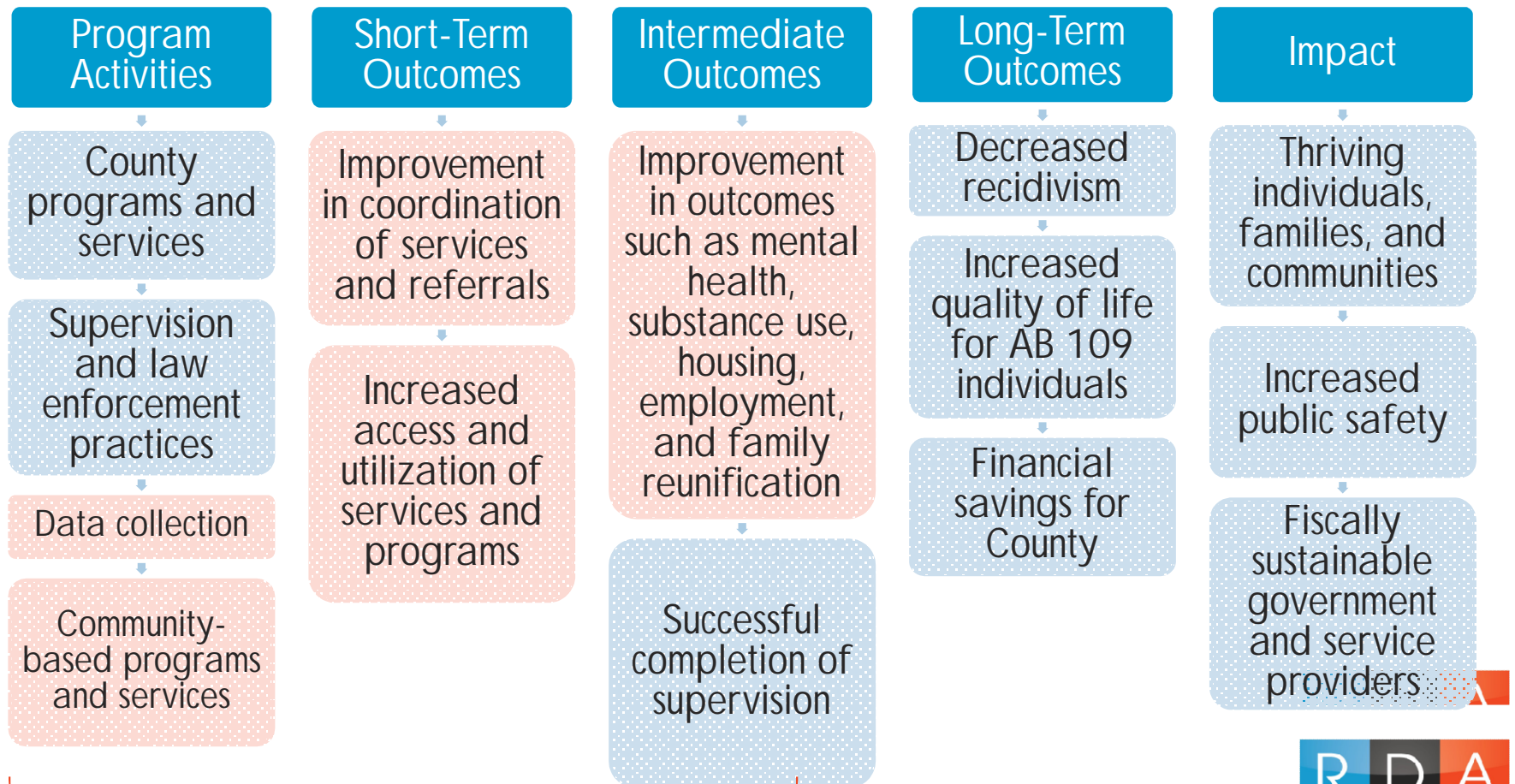


Focus of Phase 1 Evaluation



Evaluation Focus: Phase 2

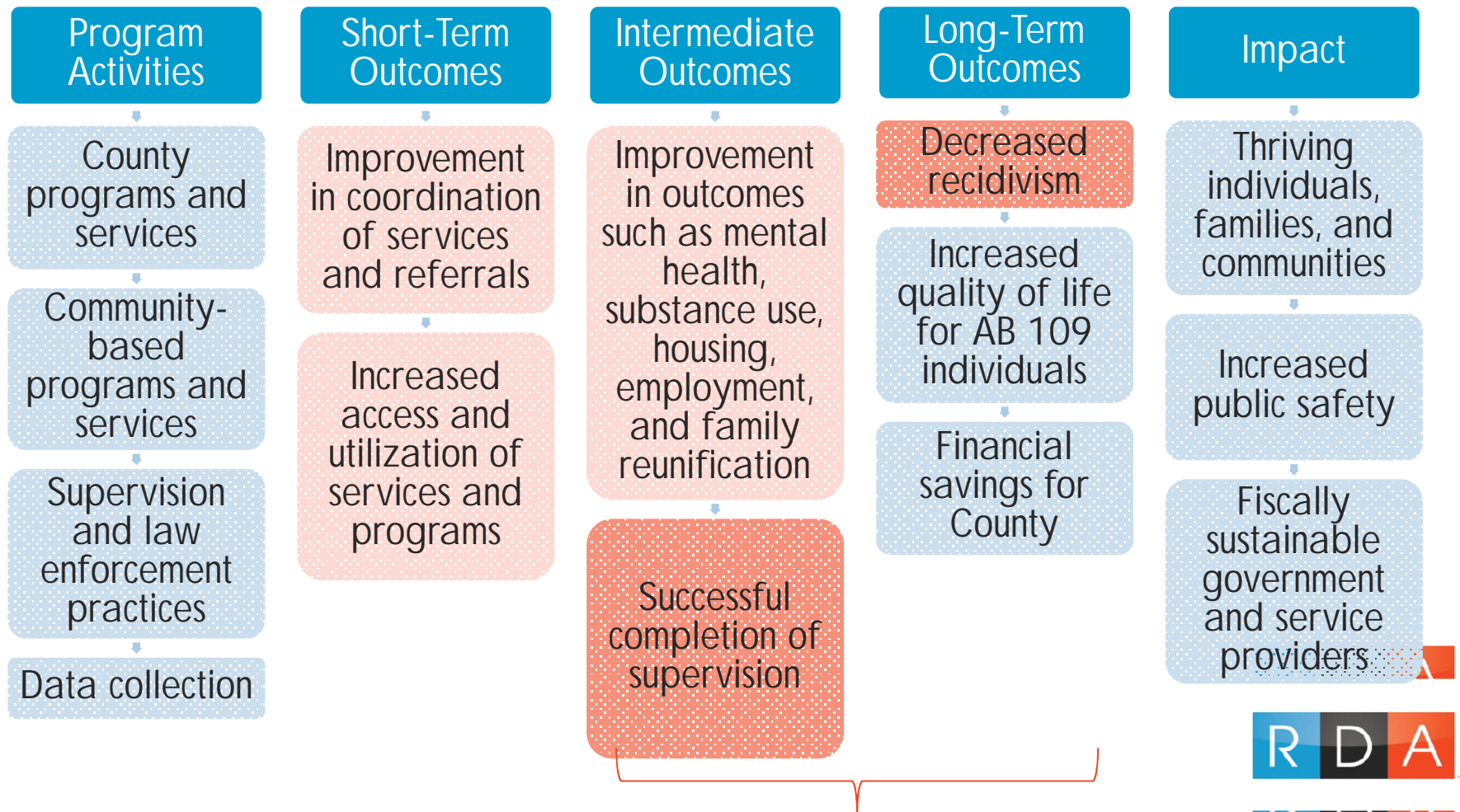
6



Focus of AB109 Program Evaluation

Evaluation Focus: Phase 2

7



In progress – will be completed June 2015

Evaluation Methods

8

Quantitative Data Collection

- From CBOs: Client referrals, enrollment, service provision and short-term outcomes
- From Probation: Referrals to CBOs and County departments; clients' risks and needs as assessed by the CAIS

Focus Groups with Program Participants

- Participants' experience with program referral and enrollment, service delivery, successes and barriers

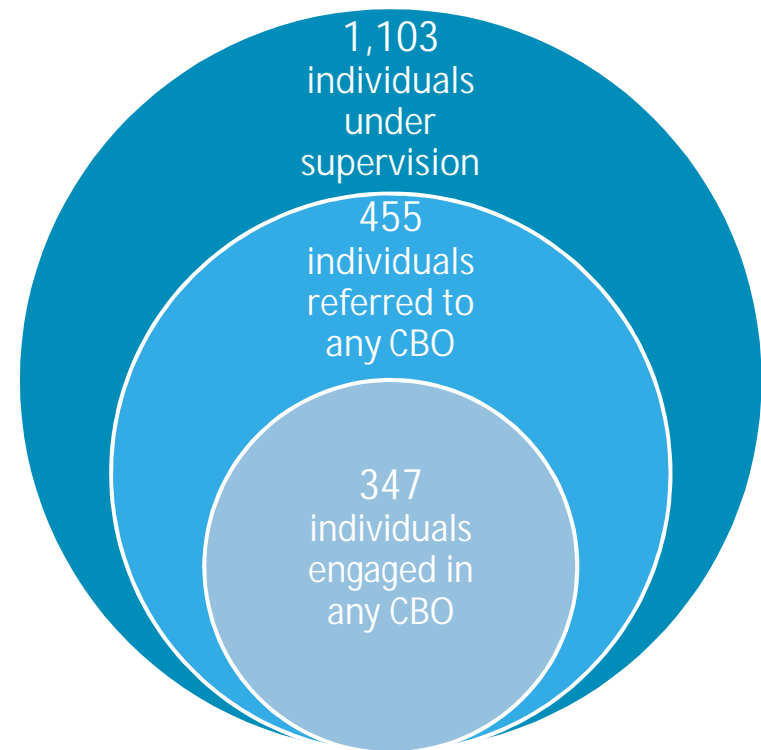
Interviews and Focus Groups with Program Providers

- Initial overview of service delivery model and data collection
- Discussion of referrals and enrollment, facilitators of and barriers to program success, and communication and coordination

Evaluation Context

9

- 1,103 AB 109 clients under supervision at any point between July 1, 2013 and Sept. 30, 2014
- 612 individuals began supervision during this time period
- 455 individuals were referred by Probation to CBOs
- Of these, 347 (76%) engaged in services



Program Referrals and Enrollments

10

Referral Location	Individuals Referred ¹	Individuals Enrolled ²
Bay Area Legal Aid ³	45	61
Center for Human Development ⁴	n/a	35
Goodwill Industries	136	77
Men and Women of Purpose ⁴	n/a	75
Mentoring	126	n/a
Reach ⁴	n/a	25
Rubicon	253	164
Shelter, Inc.	238	115
Total	799	552

^[1] This is according to referral records extracted from the Probation Department's Access Database. The total number includes clients who were referred to multiple programs.

^[2] This is according to CBO reported data. The total number includes clients who enrolled in multiple programs.

^[3] BayLegal data shows 71 referrals. The difference in referral numbers recorded by Probation and by BayLegal may be the result of referrals BayLegal receives directly from Rubicon as a subcontractor.

^[4] Prior to October 2014, referrals to mentoring programs went through the County Office of Education (CCCOE).



Key Findings

11

CCC has made enormous progress toward building an AB 109 reentry infrastructure that combines supportive supervision practices and essential community-based services to ease clients transition to the community

Despite progress, the reentry infrastructure is still a work in progress with various elements still changing and emerging (e.g., Network, Reentry center, data systems) and ongoing challenges with the referral process

Housing and employment are in high demand; Goodwill, Rubicon, and Shelter, Inc. each have more service referrals than all mentoring programs combined, yet actual jobs and housing are limited

Providers identified the referral process and unmet substance use needs as key barriers to successful service provision

Programs appear to best support clients when they combine benefits such as housing, employment, and barrier removal with individualized case management and guidance

Limited pre-release access has hampered programs' ability to educate individuals about available services and promote post-release engagement

Program Strengths and Facilitators of Client Success

12

Program-level factors

- Flexible program models
- Provision of material benefits
- Combination of structured services and individualized assistance
- Coordination and collaboration
- Data capacity
- Client satisfaction

AB 109 system level factors

- Supportive approach to supervision and availability of services
- Pre-release contact
- Coordination of services



Program Challenges and Barriers to Client Success

13

Program-level factors

- Time required for program startup
- Program capacity
- Data capacity
- Program fit to range of client needs

AB 109 system level factors

- Service referrals
- Pre-release access
- Communication and coordination
- Gaps in available services, in particular transportation, food, and housing assistance

Broader structural issues

- Housing and employment for individuals with felony convictions
- Access to government assistance
- Resolution of suspended driver's licenses



Program Strengths & Challenges

1. Bay Area Legal Aid
2. Center for Human Development
3. Goodwill
4. Men and Women of Purpose
5. Reach
6. Rubicon
7. Shelter, Inc.

Bay Area Legal Aid

- Provide legal services for AB 109 clients and educate them about their rights in the areas of:
 - 1) obtaining or retaining housing, 2) public benefits, 3) health care, 4) family law, 5) financial and debt assistance, and 6) suspended driver's licenses
- Serve as a subcontractor for Rubicon
- No target numbers set

Bay Area Legal Aid

Accomplishments July 2013 - September 2014

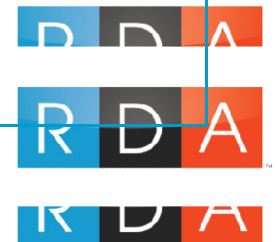
16

Service Delivery

- 74 referrals received (45 from Probation)
- 61 unduplicated clients served
- 48% (n=29) received employment assistance
- 21% (n=13) received family law services
- 11% (n=7) received benefits assistance
- Housing, healthcare, assistance with financial matters, or miscellaneous assistance were provided to fewer 4 people each

Client Outcomes

- 31 clients received advice and counsel or brief services
- 26 cases were still pending at the time of data collection
- 4 clients received full representation; all had a favorable outcome



Bay Area Legal Aid Strengths and Challenges

17

Strengths

- Critical legal assistance including accompanying clients to appointments
- Co-location of services and coordination of referrals with other AB 109 CBOs
- Improved capacity to engage and follow-up with clients by leveraging organization's intake coordinator
- Electronic case management system to track referrals, enrollments, services provided, and case outcomes

Challenges

- Timely communication with clients due to staff schedules and client communication patterns
- Referrals not always matched with the specific type of legal services the program provides
- Access to conduct pre-release workshops to educate potential clients about their rights and BayLegal services



Brighter Beginnings

- Provide leadership and entrepreneurialism training services
 - Phase I: In-custody leadership training curriculum
 - Phase II: Post-release leadership training curriculum and one-on-one coaching
 - Phase III: Collaboration with JFKU to deliver an integrated program of leadership
- Serve as the main administrator and coordinator for the County's Mentoring and Family Reunification Program
 - This report focuses on the organization's direct service contract only

Brighter Beginnings

Accomplishments July 2013 - September 2014

19

Service Delivery

- 80 participants served*
- 20 pre-release workshops held
- 12 participants received a certificate of completion (attended 7 or more sessions)*
- 2 AB 109 pre-release participants made post-release contact
- 4 AB 109 participants received a one-on-one coaching session

Client Outcomes

- 5 pre-release participants made a strategic life plan*

*This number includes participants who were served prior to sentencing; participants may not have ultimately received an AB 109 sentence.



Brighter Beginnings

Strengths and Challenges

20

Strengths

- Curriculum based on existing research-based programs
- Goal-setting and individualized support in attaining personal goals
- Information and resources to address barriers to reentry
- Incorporation of family and community strengthening elements
- Capacity to record client information and outcomes in electronic system

Challenges

- Ability to target AB 109 participants among pre-sentenced population
- Alignment of leadership and entrepreneurialism training to AB 109 client needs
- Limited program consistency and continuity due to timing and frequency of pre-release access
- Delays in expanding post-release classes
- Limited follow-up with clients post-release



Center for Human Development

- Maintain 12 enrolled participants from the previous contract year and enroll 24 new participants in 5-stage family reunification process
- Recruit a minimum of 5 new volunteers, for a total for 12 continuing and new volunteers
- Provide reunification informational workshops to 15 agencies/groups

Center for Human Development

Accomplishments July 2013 - September 2014

22

Service Delivery

- 32 clients referred (others pending)
- 24 clients received an intake
- Currently working with 9 participants

Client Outcomes

- 21 completed Stage 1 (one-on-one intake meeting with returning citizen; pre or post release)
- 16 completed Stage 2 (one-on-one meeting with returning citizen to assess strengths, accomplishments, and goals; pre or post release)
- 7 completed Stage 3 (meet with returning citizen's family or friends to understand goals)
- 1 completed Stage 4 (collective meetings with all parties to form agreed upon plan/solutions)
- 0 completed Stage 5 (setting a follow-up plan agreed upon by all parties)



Center for Human Development

Strengths and Challenges

23

Strengths

- Flexible program model based on researched practices in family reunification
- Trusting and reliable relationships with skilled providers
- Ability for pre-release meetings to inform clients about available services and begin to form a foundation of trust
- Coordination of referrals to other services

Challenges

- Family issues outside of clients' control that prevent reunification
- Limited paid staff; challenges with volunteer retention
- Referral delays
- Suitability of general referrals to "Mentoring" in FY 2013-14



Goodwill

- Contracted to serve up to 120 participants in Central County
- Up to 90 days of transitional, paid employment at local Goodwill stores or other partner agencies, while attending job readiness workshops
- Individualized case management and job search assistance for competitive employment opportunities

Goodwill

Accomplishments July 2013 - September 2014

25

Service Delivery

- 136 clients referred (per probation)
- 76 clients served
- 45% (n=34) were contacted within 24 hours
- 95% (n=72) enrolled in transitional employment
- 95% (n=72) completed a job readiness workshop

Client Outcomes

- 57% (n=43) obtained documents needed for employment
- 92% (n=70) created or updated a resume
- 84% (n=64) attained a job readiness vocational certificate
- 7 clients enrolled in higher education
- 54% (n=41) completed transitional employment
- 32% (n=24) placed in an unsubsidized job and/or educational opportunity
 - 75% retained employment after 30 days;
 - 46% retained employment after 60 days;
 - 38% retained after 90 days



Goodwill

Strengths and Challenges

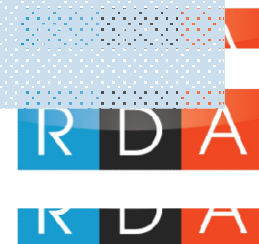
26

Strengths

- Almost immediate access to transitional employment
- Program model that supports client engagement and skill development through formal workshops and on-the-job coaching
- Case management and an open office environment to support clients
- Job search assistance and relationships with local employers
- Co-location of services and referrals to other AB 109 service providers

Challenges

- Turnover in the program coordinator position and delay in hiring two key staff positions
- Limited capacity to report on client referrals and services
- Hourly pay and limited range of transitional employment options not ideal for all clients
- No pre-release access to educate clients about available services



Men and Women of Purpose

1) Employment and Education Liaison Services

- Facilitate four in-custody employment and education workshops per month
- Work with Mentor/Navigators to assist workshop participants to obtain documentation required to apply for employment, education, and other post-release activities
- Screen at least 40 participants per month to assess employment and education preparedness

2) Pre- and Post-release Mentoring Services for West County

- Provide one-on-one mentoring, as well as weekly mentoring groups that focus on employment and recovery (no target numbers set)
- Recruit at least 50 volunteer mentors

3) Sheriff's Office Contract: Jail-to-Community Program

- Pre-release classes, individual counseling, the creation of treatment plan and exit plan, and documentation assistance

Men and Women of Purpose

Accomplishments July 2013 - September 2014

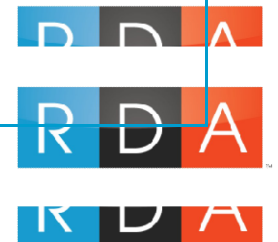
28

Service Delivery

- 145 referrals requested by MWP
- 92 referrals received from Probation (others pending)
- 70 clients enrolled
- 41 clients matched with a mentor
- 28 clients participated in group mentoring
- Trained 43 mentors in the first two quarters of FY 2014-15

Client Outcomes

- Focus group data indicated overall client satisfaction with mentorship services; because MWP did not have a method of electronically tracking client outcomes, the evaluation could not confirm client outcomes



Men and Women of Purpose

Strengths and Challenges

29

Strengths

- Pre-release contact to provide clients with information about resources and develop relationships
- Close one-on-one assistance to address participants' individual barriers
- Coordination of referrals to other AB 109 organizations and resources
- Trusting relationships with staff with similar life experiences

Challenges

- Referral delays
- Contact information for initial contact and follow-up with clients
- Difficulty engaging clients with behavioral health needs
- Limited pre-release access for one-on-one sessions with men
- Limited capacity to consistently track data about clients and services; difficulty quantifying client outcomes



Reach

1) Employment and Education Liaison Services

- Provide four workshops a month to introduce employment and educational opportunities to participants
- Work with Mentor/Navigators to assist 50 incarcerated and returning citizens with obtaining the paperwork required for those opportunities
- Screen at least 10 participants each month for employment and educational preparedness

2) Sheriff's Office contract: Jail to Community Program

- Provide up to eight participants with temporary housing; provide a maximum of 70 clients with gender-specific mentoring, family reunification, employment and job training, assistance in shortening sentences, and health and wellness services

3) Probation Department contract: Post-release Support

- One-on-one case management, workshops, family reunification programming, housing placement in Reach housing, and housing assistance for temporary/transitional housing

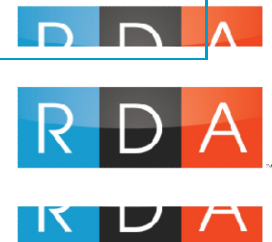
Reach

Accomplishments July 2013 - September 2014

31

Service Delivery	Client Outcomes
<ul style="list-style-type: none">• 26 clients referred (pre-release)*• 23 clients served (pre-release)• 12 clients' families were served during client's incarceration	<ul style="list-style-type: none">• 91% (n=21) had temporary housing within five days of release• 65% (n=15) completed paperwork for employment or education prior to release• 4 clients began work or education within two months of release• 9 clients achieved reduced sentences• 6 clients maintained recovery at three-month follow up• 4 clients received positive child reunification outcomes

*This number includes participants who were served prior to sentencing and as part of Reach's FY 2013-14 contract with the Sheriff's Office; participants may not have ultimately received an AB 109 sentence.



Reach

Strengths and Challenges

32

Strengths

- Gender-responsive program model focusing on skill building, unity, and family stabilization
- Pre-release work to help clients prepare emotionally and practically for reentry
- Tailored services to meet individual needs
- Facilitation of connections to external resources

Challenges

- Fewer referrals than expected
- Limited capacity for consistent follow-through with clients to provide promised services
- Capacity to accurately and consistently track data about their clients and services
- In-custody workshops are over capacity
- Limited existing resources and services geared toward women

Rubicon

- Serve up to 210 participants (120 from East County and 90 from West County) through employment support and placement services, integrated with other supports.
- Services include:
 - Pre-release engagement; job readiness workshops; educational and vocational training; transitional employment; individualized career coaching; legal services; financial stability services; and domestic violence prevention and anger management

Rubicon

Accomplishments July 2013 - September 2014

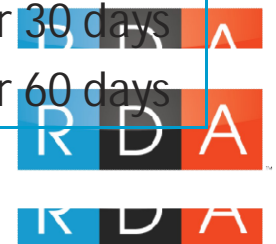
34

Service Delivery

- 362 clients referred
- 161 clients served
- 62% (n=100) engaged in career coaching/job search assistance
- 75 clients enrolled in Financial Services
- 2 clients enrolled in basic skills and GED prep classes

Client Outcomes

- 36 clients removed barriers to employment
- 34 clients created or updated a resume
- 81% (n=63) of those who started the job readiness curriculum completed it
- 41% (n=41) of clients who engaged in career coaching subsequently engaged in transitional employment, vocational training, or subsidized employment
- 32% (n=32) of clients who engaged in career coaching subsequently obtained competitive employment
 - 81% retained employment for 30 days
 - 63% retained employment for 60 days



Rubicon

Strengths and Challenges

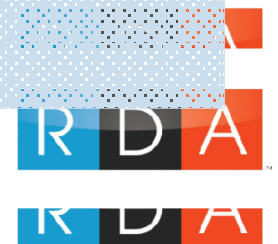
35

Strengths

- Integration of income, employment, financial, and other supports
- Enhanced employability through access to vocational trainings and transitional employment
- Combination of skill-building workshops and individualized assistance
- Coordinated service delivery through formal subcontracts and informal coordination
- Electronic case management system to track referrals, enrollments, services, and client outcomes

Challenges

- Contact information for initial contact and follow-up with clients
- Difficulty engaging clients with behavioral health needs
- Clients' need for immediate income hinders participation in job readiness workshops
- Limited pre-release access for one-on-one relationship building
- Program has capacity to serve a greater number of clients than the current number of referrals



Shelter, Inc.

- Initiate contact with 175 clients referred from Probation; provide eligibility screening for at least 70% of those
- Provide case management services for at least 85% of the screened referrals
- Provide housing access assistance to at least 80% of the screened referrals
- Provide housing placement assistance to at least 65% of those who received case management

Shelter, Inc.

Accomplishments July 2013 - September 2014

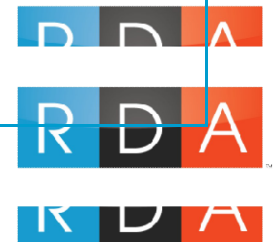
37

Service Delivery

- 230 clients referred
- 50% (n=115) were contacted and screened for eligibility, under the 70% target
- 84% (n=98) received housing access assistance, surpassing the 80% target
- 43% (n=50) received housing placement assistance, over the 40% target

Client Outcomes

- 43% (n=50) clients secured housing, meeting the 40% target
- 84% (n=42) retained housing at six-month follow-up, meeting the 80% target
- 16% (n=8) had an unsuccessful program exit at six-month follow-up, meeting the target of less than 20%



Shelter, Inc.

Strengths and Challenges

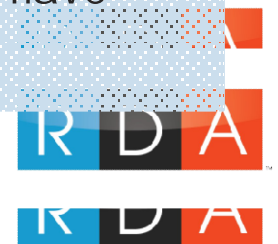
38

Strengths

- Housing linkage and financial support to maintain housing
- Case management to address barriers and provide emotional support
- Coordination of referrals with Probation and other AB 109 CBOs
- Program modifications to enable quicker housing placement by removing need for employment/income

Challenges

- Lack of client income to ensure sustainable housing
- Landlord resistance to renting to people with criminal histories, poor credit, or eviction histories
- Client expectations don't match with reality
- Limited pre-release access to educate clients about available services and start the housing process earlier
- More referrals for service than they were contracted and have capacity to provide



39

Recommendations

1. Engage in a comprehensive planning process to improve overall system coordination

40

- Planning process should address the following issues:
 - Processes for triaging clients with multiple, overlapping needs, including identification and triage of referrals and behavioral health services.
 - Communication processes and information flow between the Sheriff's Office, Probation Department, and CBOs.
 - Pre-release case planning and service receipt.
 - Communication about available AB 109 services to clients, providers, and probation officers.



2. Address critical need and service gaps

41

- Service gaps
 - ▣ Transportation assistance
 - ▣ Food assistance
 - ▣ Housing assistance
 - ▣ Access to Homeless Court and family law assistance
- Laws, regulations, employment and housing practices, and supply shortages
 - ▣ Availability of and access to competitive employment opportunities
 - ▣ Availability of and access to housing



3. Continue to enhance data collection and monitoring capacity

42

- Continue training and support in ServicePoint system
- Review CBO data entry on a monthly basis
- Validate CBO data entry against quarterly reports to the CAO
- Identify areas for CBO improvement and support



Questions?

Mikaela Rabinowitz

mrabinowitz@resourcedevelopment.net

510.488.4345 x114

Alison Hamburg

ahamburg@resourcedevelopment.net

510.488.4345 x123