



PUBLIC PROTECTION COMMITTEE

May 11, 2015

1:00 P.M.

651 Pine Street, Room 101, Martinez

Supervisor John Gioia, Chair

Supervisor Federal D. Glover, Vice Chair

Agenda Items:

Items may be taken out of order based on the business of the day and preference of the Committee

1. Introductions
2. Public comment on any item under the jurisdiction of the Committee and not on this agenda (speakers may be limited to three minutes).
3. APPROVE Record of Action from the April 13, 2015 meeting. **(Page 3)**
4. CONSIDER accepting a report titled "Contra Costa County: Evaluation of AB 109 Programs" by Resource Development Associates (RDA), the County's consultant on data and program evaluation related to AB 109 public safety realignment. *(Lara DeLaney, Senior Deputy County Administrator)* **(Page 8)**
5. CONSIDER accepting recommendations of the Review Panels with regard to contract awards from the Requests for Proposals (RFP) issued for the Community Recidivism Reduction Grants. and forward funding recommendations to the Board of Supervisors for the period July 1, 2015 to June 30, 2016. *(Lara DeLaney, Senior Deputy County Administrator)* **(Page 199)**
6. CONSIDER accepting a status report from the District Attorney and the Employment and Human Services Director on Public Assistance Fraud investigation and prosecution efforts within the County. *(Mark Peterson, District Attorney & Kathy Gallagher, EHS Director)* **(Page 237)**
7. CONSIDER accepting report on the status of the Gas Shut-Off Device ordinance in Contra Costa County. *(Jason Crapo, Conservation and Development Department)* **(Page 255)**
8. The next meeting is currently scheduled for June 8, 2015.
9. Adjourn

The Public Protection Committee will provide reasonable accommodations for persons with disabilities planning to attend Public Protection Committee meetings. Contact the staff person listed below at least 72 hours before the meeting.

Any disclosable public records related to an open session item on a regular meeting agenda and distributed by the County to a majority of members of the Public Protection Committee less than 96 hours prior to that meeting are available for public inspection at 651 Pine Street, 10th floor, during normal business hours.

Public comment may be submitted via electronic mail on agenda items at least one full work day prior to the published meeting time.

For Additional Information Contact:

Timothy Ewell, Committee Staff
Phone (925) 335-1036, Fax (925) 646-1353
timothy.ewell@cao.cccounty.us



Contra Costa County Board of Supervisors

Subcommittee Report

PUBLIC PROTECTION COMMITTEE

3.

Meeting Date: 05/11/2015

Subject: RECORD OF ACTION - April 13, 2015

Submitted For: PUBLIC PROTECTION COMMITTEE,

Department: County Administrator

Referral No.: N/A

Referral Name: RECORD OF ACTION - April 13, 2015

Presenter: Timothy Ewell, Committee Staff **Contact:** Timothy Ewell, (925) 335-1036

Referral History:

County Ordinance requires that each County body keep a record of its meetings. Though the record need not be verbatim, it must accurately reflect the agenda and the decisions made in the meeting.

Referral Update:

Attached for the Committee's consideration is the Record of Action for its April 13, 2015 meeting.

Recommendation(s)/Next Step(s):

APPROVE Record of Action from the April 13, 2015 meeting.

Fiscal Impact (if any):

No fiscal impact. This item is informational only.

Attachments

Record of Action - April 2015



Agenda

PUBLIC PROTECTION COMMITTEE

April 13, 2015

1:00 P.M.

651 Pine Street, Room 101, Martinez

Supervisor John Gioia, Chair

Supervisor Federal D. Glover, Vice Chair

Agenda Items:

Items may be taken out of order based on the business of the day and preference of the Committee

Present: John Gioia, Chair

Absent: Federal D. Glover, Vice Chair

Staff Present: David J. Twa, County Administrator

Timothy M. Ewell, Committee Staff

Lara DeLaney, Senior Deputy County Administrator

Robert Rogers, District I Staff

Jill Ray, District II Staff

Lindy Lavendar, District IV Staff

Ed Diokno, District V Staff

Elise Warren, Assistant Sheriff

Bani Kollo, Captain

Rick Kovar, Sheriff's OES

Marcelle Indelicato, Sheriff's OES

Heather Tiernan, Community Warning System Manager

Phil Kader, County Probation Officer

Steve Bolen, Deputy District Attorney

Vana Tran, Senior Management Analyst

Donte Blue, County Reentry Coordinator

Kathy Narasaki, Central/East County Network Manager

Patty Grant, Director of Inmate Services

Chrystine Robbins, Sheriff's Office

1. Introductions

Convene - 1:00 PM

2. Public comment on any item under the jurisdiction of the Committee and not on this agenda (speakers may be limited to three minutes).

No public comment

3. APPROVE Record of Action from the March 9, 2015 meeting.

Approved as presented.

AYE: Chair John Gioia
Other: Vice Chair Federal D. Glover (ABSENT)
Passed

4. APPROVE the Contra Costa County Emergency Operations Plan and forward to the Board of Supervisors for adoption.

Approved as presented with the following direction to staff:

- 1. Forward to the Board of Supervisors for approval as a discussion item*
- 2. Include in report to the Board of Supervisors additional information about annex plans that supplement the Countywide Emergency Operations Plan.*

Chair John Gioia,

AYE: Chair John Gioia
Other: Vice Chair Federal D. Glover (ABSENT)
Passed

5. ACCEPT a report on the status of the Community Warning System, including the Telephone Electronic Notification System (TENS).

Approved as presented with the following directions to staff:

- 1. Return to the Committee in 3-6 months for an update specifically on outreach efforts to residents within the County where English is not the primary language.*
- 2. Confer with Health Services Department-Media Relations regarding outlets that can assist with outreach efforts to residents within the County where English is not the primary language.*

Chair John Gioia,

AYE: Chair John Gioia
Other: Vice Chair Federal D. Glover (ABSENT)
Passed

6. ACCEPT a report on the status on the coordination of response to disasters and other public emergencies between the County, other public agencies and community groups.

Approved as presented with the following direction to staff:

- 1. Work with the California Office of Spill Prevention Response to pre-register interested Contra Costa County residents as volunteers in the case of future disaster response efforts.*

Chair John Gioia,

AYE: Chair John Gioia

Other: Vice Chair Federal D. Glover (ABSENT)

Passed

7. ACCEPT recommendations from the Community Advisory Board (CAB) related to the provision of mentoring and family reunification services to returning citizens.

Approved as presented with the following direction to staff:

1. Keep budget at \$200,000 total

2. Allocate \$110,000 to Men and Women of Purpose and \$90,000 to Center for Human Development

3. Forward recommendation to the Board of Supervisors for approval

Chair John Gioia,

AYE: Chair John Gioia

Other: Vice Chair Federal D. Glover (ABSENT)

Passed

8. 1. ACCEPT the Report and recommendations therein;
2. DETERMINE whether the eligible population would include Parolees or not OR phased in later;
3. DIRECT the County Administrator's Office to develop contracts that make service expansion optional for contractors, is guided by the population prioritization outlined in the recommendations, and the period for determining available capacity negotiated between CAO and contractor.

Approved as recommended with the following direction to staff:

1. Continue to develop a tiered system for access to services with priority to AB 109 returning citizens

2. Amend contracts with service providers to contemplate a larger population that can access services with no increase to contract amounts.

AYE: Chair John Gioia

Other: Vice Chair Federal D. Glover (ABSENT)

Passed

9. RECOMMEND Mr. Roosevelt Terry for appointment to the Community Based Organization seat on the CY 2015 Community Corrections Partnership.

Approved as presented.

Chair John Gioia,

AYE: Chair John Gioia

Other: Vice Chair Federal D. Glover (ABSENT)

Passed

10. The next meeting is currently scheduled for May 11, 2015 at 1:00 PM.

11. Adjourn

Adjourned - 2:32 PM

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Contra Costa County Board of Supervisors

Subcommittee Report

PUBLIC PROTECTION COMMITTEE

4.

Meeting Date: 05/11/2015

Subject: Presentation of Report "Contra Costa County: Evaluation of AB 109 Programs"

Submitted For: David Twa, County Administrator

Department: County Administrator

Referral No.: N/A

Referral Name: AB 109 Implementation

Presenter: Mikaela Rabinowitz, **Contact:** Lara DeLaney, Senior Deputy County Administrator
RDA

Referral History:

The Community Corrections Partnership has allocated funding in the County Administrators' Office budget request to provide for comprehensive data collection and program evaluation services. The County conducted a public request for proposals process and secured the services of Resource Development Associates in 2013.

Since that time, RDA has been assisting the County and the CCP with critical AB 109 program review and analysis. The focus for FY 2014/15 has been program services provided by community based organizations and the development of data dashboards for use by certain AB 109 stakeholders. For FY 2015/16, RDA will be working on program reviews of county departments.

On March 6, 2015, the CCP received a presentation on the draft findings from this report.

Referral Update:

Today's presentation will be on findings from a review of programs implemented by community based organizations. RDA program staff will be making the presentation and will be available for questions from the PPC.

Recommendation(s)/Next Step(s):

1. ACCEPT report titled "Contra Costa County: Evaluation of AB 109 Programs" by Resource Development Associates (RDA); and
2. PROVIDE feedback as appropriate

Fiscal Impact (if any):

No fiscal impact.

Attachments

PowerPoint Presentation

Executive Summary: "Contra Costa County: Evaluation of AB 109 Programs", May 2015

Final Report: "Contra Costa County: Evaluation of AB 109 Programs", May 2015



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

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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

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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

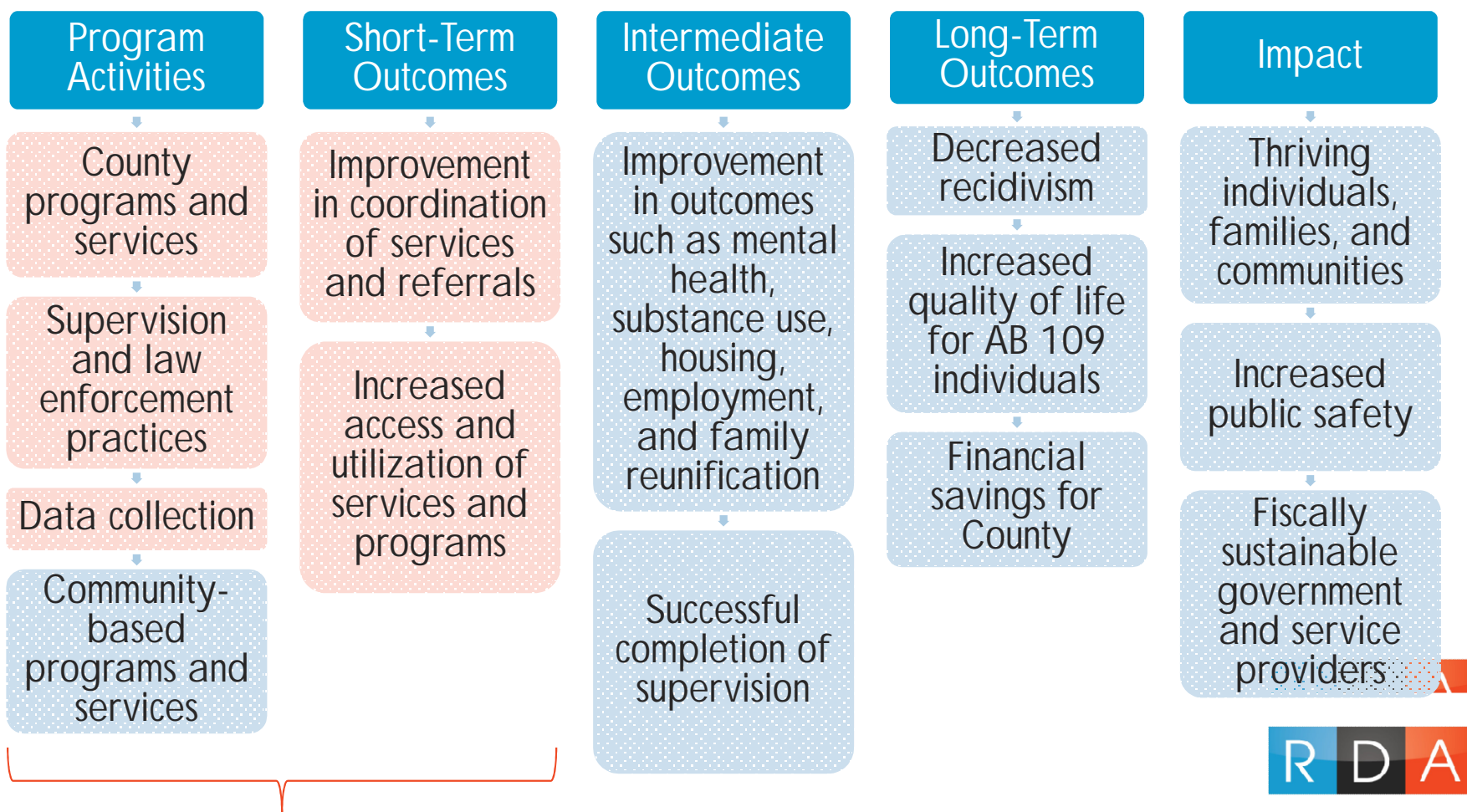
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- ❑ Assess extent to which participants in contracted programs achieve short- and medium-term outcomes
 - ▣ Such as stable housing, job placement and retention, and family reunification
- ❑ Identify factors that facilitate or inhibit providers' abilities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



Evaluation Focus: Phase 1

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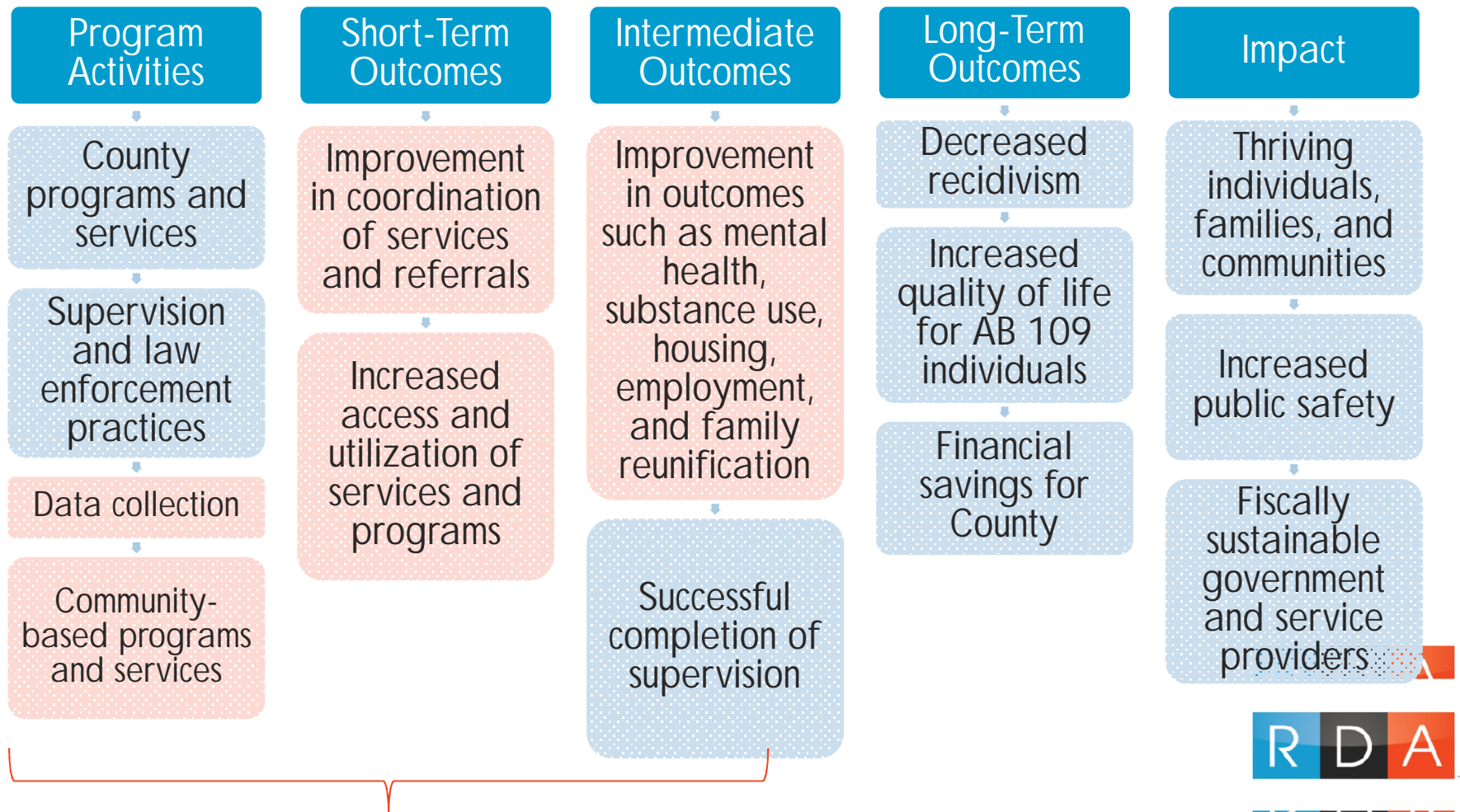


Focus of Phase 1 Evaluation



Evaluation Focus: Phase 2

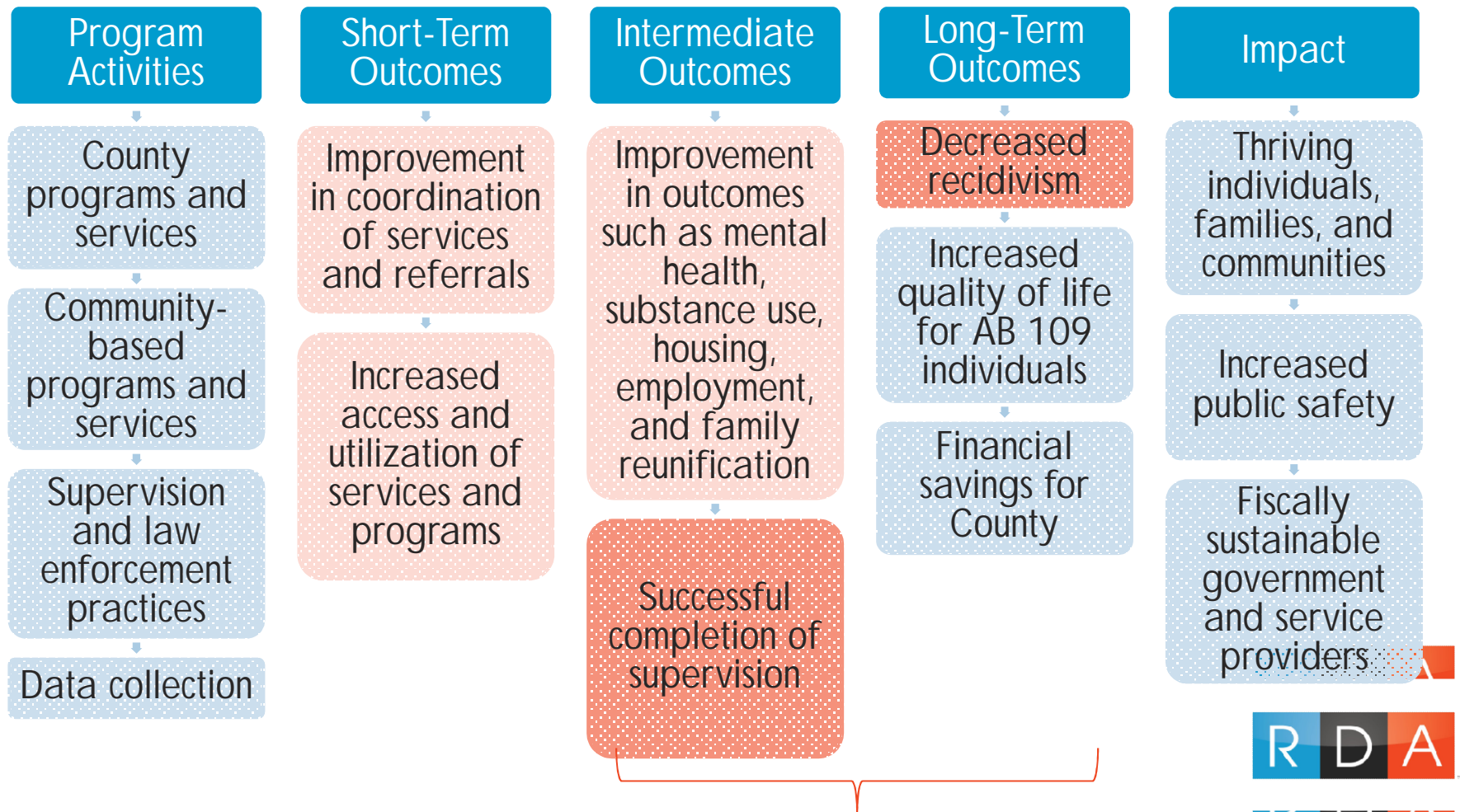
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Focus of AB109 Program Evaluation

Evaluation Focus: Phase 2

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In progress – will be completed June 2015

Evaluation Methods

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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

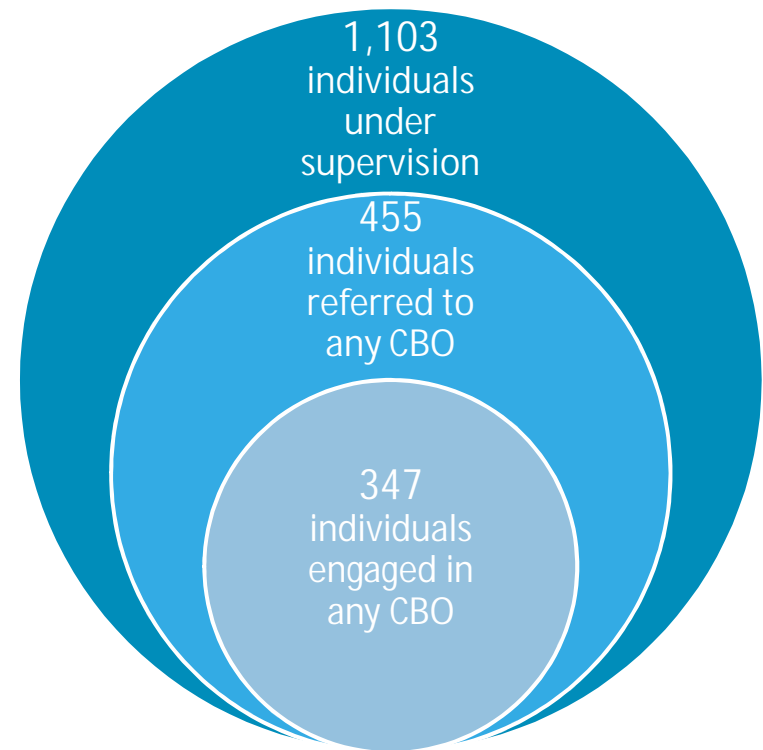
- Initial overview of service delivery model and data collection
- Discussion of referrals and enrollment, facilitators of and barriers to program success, and communication and coordination



Evaluation Context

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- 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

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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

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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

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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

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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

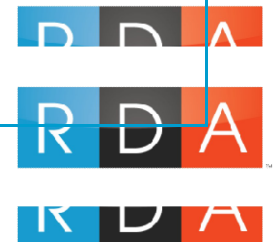
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Service Delivery

- 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

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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

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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

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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

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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



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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

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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

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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

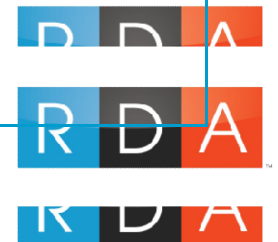
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Service Delivery

- 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

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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



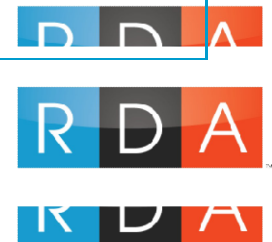
Reach

Accomplishments July 2013 - September 2014

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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

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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

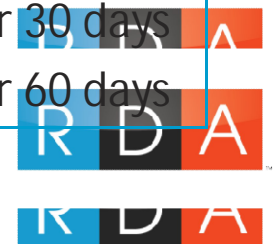
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Service Delivery

- 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

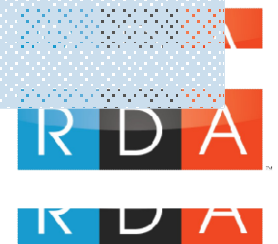
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Strengths

- 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



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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

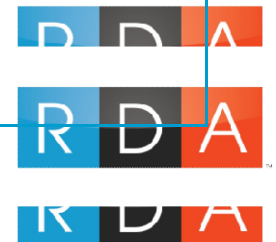
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Service Delivery

- 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

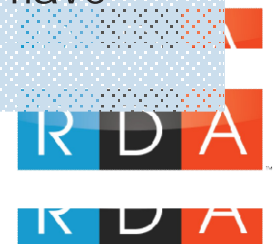
38

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



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Recommendations



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

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- 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?

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Contra Costa County Evaluation of AB 109 Programs



Prepared by:

Resource Development Associates

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Executive Summary

Introduction

In implementing Assembly Bill (AB) 109, or Public Safety Realignment, Contra Costa County, along with all California counties, ultimately hopes to see long-term impacts including improvements in recidivism rates, quality of life, and fiscal efficiency. In November 2013, Contra Costa County contracted with Resource Development Associates (RDA) to support the implementation and evaluation of the County's AB 109 efforts. This report builds on the first year's efforts by evaluating the implementation and preliminary outcomes of the County's contracted AB 109 service providers.¹

The current evaluation covered the period of time from July 1, 2013, when the AB 109 service contracts began, through September 30, 2014, prior to the implementation of the Reentry Network for Returning Citizens in East and Central County. In addition, Contra Costa County's AB 109 reentry programs and networks are still in the process of being developed and implemented. These findings are thus preliminary and are intended to help the County make data-driven decisions moving forward.

It is important to note that while some AB 109 services, such as housing assistance and employment, have very clear and measureable outcomes, services such as mentorship and family reunification often have intangible outcomes that are harder to document and measure. Further, while the focus of this report is primarily on the contracted community-based organizations (CBOs) themselves, because the CBOs operate as part of a larger County AB 109 reentry infrastructure, evaluating the CBOs necessarily involves an assessment of that infrastructure as well. Although we did not focus on collecting data from County departments for this report, we draw on the findings from the previous evaluation to support our understanding and evaluation of the County's AB 109 reentry infrastructure.

This report presents findings on strengths and challenges that were similar across programs, as well as strengths and challenges for each individual CBO. Findings highlight factors related to both the programs themselves, as well as to the

Evaluation Methods

The evaluation team collected a range of qualitative and quantitative data.

- Interviews and meetings with service providers;
- Focus groups with program participants, including current participants and individuals who enrolled in programs and subsequently discontinued participation;
- Quantitative data on client enrollment and service provision from service providers;
- AB 109 clients' risks and needs as assessed by the Probation Department using the CAIS (Correctional Assessment and Intervention System); and
- Data on referrals to CBOs and County departments from the Probation Department's electronic case management system.

¹ Given the time period of the evaluation, the evaluation includes the eight community-based organizations (CBOs) that were contracted to provide services beginning in Fiscal Year 2013-14. It does not include the additional organizations that were contracted beginning in Fiscal Year 2014-15.



county's broader AB 109 system of supervision and services. This approach is intended to give the County the information necessary to help improve service delivery and client outcomes by building on facilitators of success and helping to mitigate barriers.

There were a total of 1,103 AB 109 clients under the supervision of the Contra Costa County Probation Department at any point between July 1, 2013 and September 30, 2014, with 612 individuals beginning AB 109 supervision during this time period. Of the 1,103 individuals who were under AB 109 supervision at any point during this time, the Probation Department referred 455 individuals to a total of 799 services provided by AB 109-contracted CBOs. Because individuals were sometimes referred to the same service multiple times, there were a total of 922 referrals to CBOs made. Three hundred forty-seven (347) of the 455 probation clients who were referred to CBO services—or more than 76%—decided to engage, enrolling in a total of 561 services. Table 1 below presents an overview of the referrals to and enrollments in the CBOs included in this evaluation.

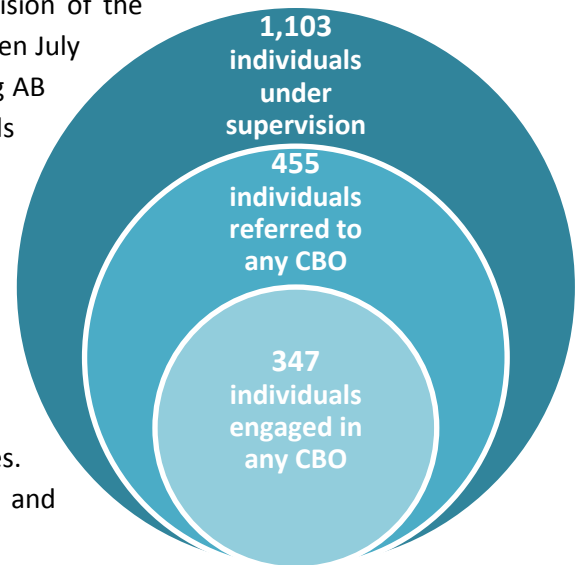


Table 1: Referrals and Enrollments by Provider

Referral Location	Individuals Referred ²	Enrolled
Bay Area Legal Aid	45	61 ³
Brighter Beginnings	<i>n/a</i>	80 ⁴
Center for Human Development	<i>n/a</i>	35
Goodwill Industries	136	77
Men and Women of Purpose	<i>n/a</i>	75
Mentoring ⁵	126	<i>n/a</i>
Reach ⁶	<i>n/a</i>	25
Rubicon	253	164
Shelter, Inc.	238	115
Total	799⁷	632⁸

² This is according to referral records extracted from the Probation Department's Access Database. Many CBOs reported different numbers of individuals referred than the Probation Department's database indicated.

³ The higher number of individuals enrolled than referred by Probation may be the result of referrals BayLegal receives directly from Rubicon as a subcontractor and from its collaborations with Goodwill and Shelter, Inc.

⁴ This number includes participants who were served prior to sentencing; participants may not have ultimately received an AB 109 sentence.

⁵ Prior to October 2014, referrals to mentoring programs, including Brighter Beginnings, Center for Human Development, and Men and Women of Purpose went to the County Office of Education (CCOE). The CCOE then referred clients to specific CBOs. We did not receive data from CCOE for this evaluation detailing the number of referrals received by each CBO.

⁶ As of September 2014, Reach had yet to begin receiving direct referrals from the Probation Department. Service numbers include 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.



Key Findings

Looking across the services delivered by the eight service providers and the preliminary outcomes of the 347 AB 109 clients who chose to engage in services, a number of important trends emerge.

- Building a reentry infrastructure is still a work in progress. Various elements of this process are still evolving, including the referral process, roles and responsibilities of County and CBO partners, data collection systems, and CBO service delivery models.
- Housing and employment services are in high demand. Goodwill Industries, Rubicon, and Shelter, Inc. each have more service referrals than all mentoring programs combined. In addition, those programs appear to be successfully helping clients address their immediate housing and transitional employment needs. The extent to which that corresponds with long-term housing and employment stability remains to be seen, given limited availability of jobs and housing, as well as the other challenges many clients face.
- Programs appear to best support clients when they combine tangible benefits, such as housing, employment, or vocational certifications, 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.
- Clients expressed high-levels of satisfaction with services overall, with clients expressing varying levels of satisfaction with the different providers. Although the evaluation can quantify some of the tangible benefits achieved through the employment and housing programs, it is difficult to quantify or measure the impact of those providers who offer more intangible services such as mentoring or family reunification.
- Providers identified the referral process and unmet substance use needs as key barriers to successful service provision. While the referral process has improved, it continues to be challenging for a number of reasons including incorrect client contact information, varying provider capacity, a multiplicity of interrelated client needs, and more. These are elaborated on with greater detail in this report.

Program Strengths and Facilitators of Client Success

1. Program-level factors

Flexible program models

- Contracted providers have consistently adapted and modified their programs and services to better meet the needs of AB 109 clients.

Provision of material benefits

- Programs that provide material benefits such as housing and paid employment are directly meeting the basic needs of reentering individuals.

⁷ This number includes clients who were referred to multiple programs.

⁸ This number includes clients who enrolled in multiple programs.



Combination of structured services and individualized assistance

- Programs that are best able to target individuals' needs operate with a combination of formal activities—some of which use evidence-based models or curricula—and the flexibility to tailor services to individuals' circumstances.
- Programs that combine skill building and relationship building offer optimal support to clients, building clients' hard and soft skills while also providing guidance and motivation. Skill building and relationship building are both necessary program components—but alone may not be sufficient—in supporting participants' success.

Coordination and collaboration

- Several organizations described formal and informal arrangements with other CBOs, which allow them to coordinate service delivery, including formal subcontracts and co-location agreements and informal case conferencing.
- Programs that connect participants to multiple services and resources within their organization support client success by addressing multiple client barriers and providing various opportunities for participants to maintain engagement with the organization.

Data capacity

- Some programs have a high level of data capacity, including electronic case management systems, enabling them to accurately track referrals, enrollments, services provided, and client outcomes. These programs are also well-positioned to use data to inform program modifications.

Client satisfaction

- High client satisfaction levels indicate that clients find the available programs to be helpful.

2. AB 109 system level factors

Supportive approach to supervision and availability of services

- Contra Costa County is building an AB 109 reentry infrastructure that combines supportive supervision and the provision of services. Participants noted that their supportive relationships with their probation officers, in combination with the availability of supportive services, is a marked shift from past supervision experiences and is helping them reenter successfully.

Pre-release contact

- When the County system facilitates pre-release contact with programs in alignment with the Jail to Community model, providers are better positioned to engage participants and can address barriers to employment and housing more quickly.

Coordination of services

- The degree to which County and CBO providers coordinate and communicate about referrals allows the system to better prioritize and match individual needs with available services.
- Most programs reported that Probation's referrals have improved over time—including improved consistency of referrals from different probation officers and a better fit between referrals and



clients' needs—indicating that probation officers are developing greater knowledge about the available services.

- Many individuals receive services from multiple contracted providers. This may indicate that the County is making progress toward building an integrated reentry infrastructure, though at the same time it is important to note possible duplication of services.
- While the evaluation period did not officially include the time during which Reentry Network for Returning Citizens in East and Central County was implemented, some conversations with providers that occurred after October 1, 2014 elicited positive initial feedback in terms of the possibility of greater coordination of services.

Program Challenges and Barriers to Client Success

1. Program-level factors

Program startup

- Because programs spent considerable time and effort launching and refining services during the first contract year, many served fewer clients or for shorter durations than intended; in addition, they may not have achieved target client outcomes.

Program capacity

- Programs vary in their capacity to provide high quality services to the desired number of participants. Some programs reported that had the capacity to serve a greater number of clients. One reported receiving more referrals than they were contracted to provide. Some programs also struggled to consistently carry out their intended program activities.

Data capacity

- A number of programs demonstrated limited capacity to collect and report accurate data on their referrals, clients, and/or service delivery.

Program fit to range of client needs

- While it appears that the available community-based programs are well aligned with the needs of most individuals on AB 109 supervision, there are participants whose level of need is too high for the programs to serve them effectively. For example, it can be difficult to engage individuals with serious mental health issues or untreated substance abuse issues in employment, housing, or family reunification services. By contrast, some participants with greater education, skills, or social networks may feel less aligned with the services available.
- The need for immediate income to cover basic needs and housing costs can make participation in job training workshops difficult and can lead to gaps in time between release and obtaining stable housing.
- The majority of clients in all programs except for Reach are male; as a result, some programs may be less responsive to the needs of female clients, and some female clients may feel less



comfortable in some programs. Some participants also expressed a need for program support outside of normal business hours.

- In addition, program staff commented that some participants are simply not interested in receiving any services.

2. AB 109 system level factors

Service referrals

- While there have been improvements in the rate and timing of referrals, the number of referrals and the referral process itself continue to be major factors impacting service delivery to clients.
- It is not clear how all of the domains assessed by the Probation Department's Correctional Assessment and Intervention System (CAIS) tool align to specific service domains, making it difficult to determine how many individuals could have been referred to each different type of service.
- Clients' multiple and interdependent needs can make it challenging to know how to best prioritize and sequence service referral and delivery.
- Referrals do not always come with correct client contact information, impeding client engagement and follow-up.
- The referral process creates delays and bottlenecks. While the process allows Probation to track referrals and manage clients' cases, it leads to significant back and forth between programs and Probation, often delaying receipt of services.
- The Probation Department is still limited in its capacity to make pre-release referrals.

Timing and frequency of pre-release access

- Programs report that limitations in pre-release access, including the frequency of access, time of day, and/or length of time per visit, negatively affect their ability to engage participants in the critical time prior to reentry. Having the ability to develop those relationships while the client is still in custody benefits their short and long-term success.

Communication and coordination

- While communication and coordination appear to have improved over time, mechanisms for systematic and streamlined communication among CBOs and between CBOs and Probation are still evolving.
- Individuals on AB 109 supervision report receiving limited information about what it means to be under AB 109 supervision or the opportunities available to them.

Gaps in available services

- Housing assistance for AB 109 individuals remains very limited, as there is a limited availability of housing itself and current housing providers are over capacity.
- Transportation assistance came up as a frequent barrier to successfully engaging both with reentry programs as well as with potential and future employers.



3. Broader structural issues impacting the success of reentry programming

It is important to note that there are a number of factors beyond the County's control which nonetheless impact the success of AB 109 programs and the individuals served therein. Below we note some of the most commonly mentioned issues.

Housing and employment for individuals with felony convictions

- For clients with felony convictions or poor credit histories, the limited availability of both stable housing and competitive employment restricts long-term success. As a result, individuals often end up living in places that are not conducive to their recovery or successful reentry.

Access to government assistance

- Across the range of participants, unequal access to government assistance programs including public housing resources and the Supplemental Nutrition Assistance Program (SNAP)/CalFresh for those convicted of drug sales, has served as a significant barrier for reentering individuals in being able to meet basic needs for food, clothing, and shelter.

Resolution of suspended driver's licenses

- Suspended driver's licenses for reentering individuals are a significant barrier to employment. While Homeless Court provides an opportunity to resolve a suspended driver's license, it can be difficult to access Homeless Court as the calendar can be backed up for many months.

Overall, program staff explained that individuals participating in pre-release programs often express hope and good intentions for their lives post release, but when immediate linkage to housing and other supports is not available, it can be difficult to stay afloat: *"Once they get out the system is not there to hold them, so they don't follow through."* When the AB 109 system cannot provide an immediate safety net upon release, individuals are more likely to fall into old habits.

Recommendations

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

To date, Contra Costa County has engaged in a number of planning process related to AB 109, including the 2011/12 Public Safety Realignment Implementation Plan; the 2012 AB 109 Operational Plan; the 2013 East and Central County Network Plan; and the 2013 West County Reentry Resource Center Plan. While these efforts have been critical in helping the County begin to lay the groundwork necessary for an AB 109 reentry infrastructure, the development of a coordinated AB 109 system is a work in progress and several issues remain.

In order to develop a coordinated system, we recommend the County engage in a comprehensive planning process involving representatives from all County departments and community-based organizations involved in the AB 109 infrastructure. Specifically, the planning process should address the following issues.



A. Processes for triaging clients with multiple, overlapping needs

Last year's evaluation pointed to the need to ensure that clients' service referrals are adequately prioritized and sequenced, rather than given all at once. The evaluation found several challenges with prioritizing and sequencing referrals:

- **Identification and triage of referrals:** Because domains assessed via the CAIS tool do not all neatly align with service domains, there does not appear to be a clear process regarding how to translate CAIS results into service referrals. In addition, there does not appear to be a systematic approach to triaging services for individuals with a multiplicity of needs. It may be that the County should adopt a second brief tool, such as the GAINS Reentry Checklist (shared in the last report and included here as Appendix D), that can link client needs directly to service referrals, but there needs to be agreement around what tool to use, who should use it (Probation, the Network Field Ops and West County Data Administrator, both), and which referrals should stem from what needs.
- **Behavioral Health Services:** Behavioral health needs were identified as a key barrier to engagement in services; providers stressed that it is important to address individuals' substance abuse and/or mental health needs before they can engage in further services. According to CAIS results, approximately 70% of AB 109 clients have alcohol and/or drug abuse needs; in addition, the Chief Probation Officers of California (CPOC) and CDCR estimate that 20% of AB 109 clients have a diagnosed mental health need.⁹ As the referral process currently operates, Probation makes referrals to Behavioral Health Services (BHS) and Probation makes parallel referrals to CBOs and/or Network Field Ops, but there does not appear to be a comprehensive approach to coordinate these referrals. Recent plans for revising the referral process focus on the relationship between Probation and the Network and Reentry Center, without addressing the role of BHS.

B. Communication processes and information flow between the Sheriff's Office, Probation Department, and CBOs

There is an opportunity for improved coordination and communication among the players in the AB 109 system, including 1) among contracted providers; 2) between providers and the Probation Department; 3) between providers, The Probation Department, and Behavioral Health Services; and 4) between providers and the Sheriff's Office. This includes:

- **Communication protocols related to referrals:** One of the challenges with the current referral process is that there is a one-way communication system, with DPOs sending referrals but having no mechanism to follow up to find out if their clients followed through. Similarly, CBOs do not have a clear mechanism to follow up with DPOs to review the appropriateness of the referral, ask questions about the client, seek accurate contact information, etc. Because there is

⁹ <http://www.cpoc.org/assets/Realignment/issuebrief4.pdf>



not a streamlined process for communication between Probation, Behavioral Health, and CBOs, DPOs may not know whether or not their clients are following up to engage and, if not, why not.

- **Status change communication:** CBOs are not regularly updated when their clients return to custody. This can mean that they waste limited staff time trying to connect with clients and it means that they cannot work with Probation and/or the Sheriff's Office to understand why the individual was reincarcerated and try to help address the underlying issues. Limitations with the Sheriff's Office's Jail Management System, noted in the previous evaluation, may also limit the Sheriff's Office's ability to notify Probation about the reincarceration of AB 109 clients if those individuals come in on new charges.
- **Bottlenecks:** While routing all referrals through clients' DPOs is critical for tracking services in a unified place and for allowing POs oversight of their clients, it leads to significant bottlenecks and places undue burden on DPOs who may need to respond to referral requests from multiple CBOs for dozens of clients. Improved communication protocols could help address this issue, but it is also important to broaden the Probation Department's capacity to respond to referrals quickly. One possible option for alleviating the burden on DPOs and reducing this bottleneck is to establish referral coordination as an administrative responsibility in the Probation Department, rather than primarily as the domain of DPOs. If a person or people in administrative positions could receive and respond to referral requests from CBOs, confirm clients' AB 109 status, and record confirmed referrals, this could allow referrals to flow with fewer time delays and without requiring immediate response from DPOs, who may be out in the field and unable to respond.

C. Pre-release case planning and service receipt

The majority of AB 109-contracted service providers do participate in some amount of in-custody service provision; however, all report that this access is insufficient to do the amount of planning necessary to prepare individuals for release. At the same time, providing extensive pre-release access for a multiplicity of CBOs who provide a range of services can be burdensome for the Sheriff's Office, which needs to provide classroom and meeting space, ensure adequate staffing and security, conduct background checks, etc. Again, a coordinated planning process that brings together the Sheriff's Office, Probation, Behavioral Health Services, and CBOs could establish a comprehensive agreement around pre-release access and case planning. Moreover, improved communication, recommended above, could eliminate the need for all partners to engage in separate pre-release planning meetings and processes, instead establishing point people (or point agencies) to lead pre-release planning processes and communicate these plans to other partners.

D. Communication about AB 109 services

Clients, providers, and probation officers alike would benefit from greater knowledge of the available services.



2. Address critical need and service gaps

There are a number of unmet or difficult-to-meet needs to limit the ability of CBOs to adequately support AB 109 clients. Some of these issues are related to services, while others are more related to laws, regulations, employment and housing practices, and supply shortages that are broader than the AB 109 system itself.

A. Service gaps

Providing or augmenting the following services has the potential to reduce the barriers individuals face upon reentry and thereby increase the effectiveness of the AB 109-contracted programming.

- **Transportation assistance.** Both clients and providers noted challenges with transportation as a barrier to service receipt and to other facilitators of success, such as to work. During the prior evaluation period, the evaluation team observed DPOs disseminating transit cards to clients; however, the amount of transportation assistance available may not meet the level of need.
- **Food assistance.** A number of individuals indicated a need for food assistance, particularly individuals who cannot access CalFresh because of certain felony drug convictions. The County should consider short-term food assistance for these individuals. In addition, all AB 109 system partners should make better use of BayLegal's assistance appealing benefit denials by referring these clients to BayLegal services. The County should also ensure that relationships and referral processes are in place with the County's General Assistance administration and CalFresh.
- **Housing availability and funding.** Locating and retaining housing are both challenges for individuals with little to no income, poor credit histories, past evictions, and felony convictions. Moreover, Shelter, Inc., the primary housing service provider is the only CBO to report receiving more referrals than they can respond to. To help address this issue, the County should reallocate unspent housing funding to existing and/or new providers and consider allocating funds for more and/or longer transitional housing.
- **Access to Homeless Court and family law assistance.** Providers emphasized the magnitude of the issue of driver's license suspensions in impacting individuals' ability to obtain employment. While praising the Homeless Court as an avenue for resolving suspensions, they noted that there can be serious Ensure that partnerships and referral pathways are in place with the Family Law Facilitator program

B. Laws, regulations, employment and housing practices, and supply shortages

While employment and housing placement assistance offer critical support to individuals reentering the community, these programs can only go so far; the actual housing and employment options for the reentry population are severely limited. The County should enhance partnerships with employers and landlords/property managers to increase the availability of and access to employment and housing.

- **Availability of and access to competitive employment opportunities.** The County should create a formal partnership with the Workforce Development Board to help identify and link AB 109



individuals to employment opportunities. Further, creating opportunities for CBO staff and/or probation officers to connect directly with employers to provide character references for individuals they are working with and/or supervising. The County should also designate or partner with staff to train employers on

- **Availability of and access to housing.** The County should work with developers and other County offices to discuss options for more affordable, sober living housing options for formerly incarcerated individuals, including both transitional and stable housing. The County should designate or partner with staff to train landlords/property managers in fair housing practices and discrimination.¹⁰

3. Continue to enhance data collection and monitoring capacity

While some CBOs—including Rubicon, Shelter, Inc., and Bay Area Legal Aid—have a high level of data capacity and facility, other CBOs continue to struggle with data capacity. While this capacity will improve as organizations are trained in the ServicePoint system, it will be important to ensure that contracted providers are held to standards and that they receive the capacity development and technical assistance to get there. Either the ServicePoint administrator or the Network Coordinator should review CBO data entry on a monthly basis to ensure accurate and timely data entry. In addition, the County should designate a staff person to validate these data entries against quarterly reports to the CAO to ensure consistent data collection and reporting.

¹⁰ BayLegal is providing information at statewide meetings to discuss potential legislative proposals that might help mitigate barriers to permanent housing for individuals with criminal records. While this effort is ongoing, preliminary meetings have helped to narrow the focus to the expansion of fair housing protections and enforcement to this class of individuals.



Program-Level Findings

Bay Area Legal Aid

Funding Amount: \$80,000 (FY 2013-14); \$80,000 (FY 2014-15)

In Fiscal Year 2014-15, Contra Costa County contracted Bay Area Legal Aid ("BayLegal") to provide legal services for AB 109 clients and educate them about their rights and responsibilities. The legal services BayLegal provides include: obtaining or retaining housing, public benefits, and health care, financial and debt assistance, family law, and obtaining driver's licenses. The program provides post-release legal check-ups for each client to identify legal barriers that are able to be remediated, educates clients about early termination of probation, and assists with fines, and attorneys are also able to meet individually with clients in both jail and prison prior to their release. BayLegal has both formal and informal arrangements with other AB 109 service providers to provide referrals and co-located services, including as a formal subcontractor of Rubicon and in informal partnership with Goodwill.

Table 2: BayLegal Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 74 referrals received 61 unduplicated clients served 48% (n=29) received employment assistance 21% (n=13) received family law services 11% (n=7) received benefits assistance Less than 7% (n=4) received each of the following: housing, healthcare, assistance with financial matters, or miscellaneous assistance 	<ul style="list-style-type: none"> 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

Strengths

Access to legal services

- Bay Area Legal Aid ("BayLegal") provides critical legal assistance along with referrals and linkages to other services to help reentry clients address the legal barriers to their successful reintegration into the community. Some examples of their work include appeals for housing and public benefits denials, driver's license reinstatement, as well as family and consumer debt issues.

Coordinated services

- Through co-location and coordination of services with other AB 109 CBOs, BayLegal is able to reach and assist more clients.
- The ability to educate clients about BayLegal's services can support clients in returning for services at a later point, even if they are not ready at the time of referral.



Improved program capacity

- BayLegal has improved their capacity to engage and follow-up with clients in a timely manner by leveraging the organization's intake coordinator, who schedules meetings for clients with the staff attorneys and follows up with the Probation Department to help track clients.

Data capacity

- BayLegal has a high level of data capacity, including an electronic case management system, enabling them to accurately track referrals, enrollments, services provided, and case outcomes.

Challenges

Continuous client care

- Though BayLegal's intake coordinator has helped in the area of client communication and follow-up, some staff noted that it can be a challenge to maintain timely communication with clients who can be non-responsive or communicate inconsistently due to other challenges they face.

Suitability of referrals

- Some of the referrals that BayLegal receives do not clearly align with the type of support the program provides. This appears to cut both ways, with BayLegal receiving a number of referrals for legal issues that BayLegal cannot help with, while receiving fewer referrals than expected for services they do provide. For example, some clients referred to BayLegal think that BayLegal is a housing provider, rather than a service that helps remove barriers to housing. Some clients come with family law issues in distant counties, where BayLegal does not operate. BayLegal staff expressed that the quality of referrals could be improved through a closer collaboration with Probation.
- Without regard to the quality of the referral, some clients have difficulty following through initially with a referral to BayLegal because their legal issues are secondary to their prevailing needs, including, for example, obtaining substance abuse treatment, mental health care, housing, and employment.

Pre-release activities

- BayLegal would like to enhance participation in a structured transition plan and have pre-release access to releasing AB 109 status probationers in a classroom or "workshop" format in order to educate potential clients about their rights and services BayLegal can and cannot provide (e.g., BayLegal attorneys work on civil legal matters, but not on criminal legal matters).



Brighter Beginnings

Funding Amount: \$54,505 (FY 2013-14); \$66,000 (FY 2014-15)

In Fiscal Year (FY) 2013-14 the County contracted with Brighter Beginnings, a family strengthening organization, to provide services as part of the mentoring collaborative coordinated by the Contra Costa County Office of Education (CCCOE). With a focus on leadership development, Brighter Beginnings' services under this contract included the development and implementation of the Re-Entry Academy for Leaders (REAL Curriculum). In FY 2014-15, the County contracted Brighter Beginnings to provide services in two capacities: 1) as an AB 109 direct service provider, and 2) as the main administrator and coordinator for the County's Mentoring and Family Reunification Program, taking over this role from the Office of Education. This report focuses on the organization's direct service contract only.

Table 3: Brighter Beginnings Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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.*

Strengths

Research-based and flexible curriculum

- The REAL curriculum draws on existing research-based programs, while also allowing for flexibility to best fit participants' needs.

Goal-setting and individualized support

- By helping pre-release program participants make a concrete plan for attaining their personal goals, Brighter Beginnings leads them toward greater stability post-release.
- In addition to leadership training and support, staff provide information and assistance to help individuals address barriers to reentry.
- The REAL curriculum incorporates elements of family and community strengthening, with the goal of broadening the program's impact.

Data capacity

- Brighter Beginnings has the capacity to record client information and outcomes through an electronic case management system in which staff record clients' intake, demographic, and data from the pre- and post-program surveys.



Challenges

Program alignment to AB 109 client needs

- Many individuals who attend Brighter Beginnings' REAL curriculum classes have not been sentenced, thus Brighter Beginnings has faced challenges in targeting its services to AB 109 individuals.
- Many AB 109 clients have a multiplicity of overlapping post-release needs, including housing, employment, substance abuse, and more. The need to address these issues has precluded most AB 109 clients from participating in Brighter Beginnings' leadership and entrepreneurialism training.

Timing and frequency of pre-release access

- The timing and frequency of pre-release access has limited Brighter Beginnings' ability to provide its curriculum consistently and has inhibited the continuity of services post release.
- Staff observed that because participants no longer receive time off their sentences for attending the group—as they did when presented through CCCOE—program attendance and consistency have decreased.

Post-release services and program continuity

- Delays in the coordination of post-release services have prevented Brighter Beginnings from expanding post-release REAL curriculum classes.
- Brighter Beginnings is working to refine its coaching model to allow for longer-term follow-up with individuals.
- Because Brighter Beginnings does not follow most REAL curriculum participants over time, it is not possible to assess the extent to which Brighter Beginnings' services have resulted in improved individual and family stability post release.



Center for Human Development

Funding Amount: \$51,204 (FY 2013-14); \$66,666 (FY 2014-15)

The Center for Human Development (CHD) operates the Community and Family Reunification Program (CFRP) for Contra Costa County's AB 109 Community Programs' Mentoring Program, providing reunification services to returning citizens, their families, and friends, in addition to providing community support throughout Contra Costa County. Services include large and small group pre-release presentations and workshops at West County Detention Facility and Marsh Creek Detention Facility. CHD also provides post-release large and small group presentations and workshops to returning citizens at partner agencies and other locations throughout the County.

In Fiscal Year (FY) 2014-15, the County contracted CHD to maintain 12 enrolled participants from the previous contract year in their reunification program, enroll 24 new participants, and provide 36 returning citizens with community and family conferencing under their five-stage reunification process. The contract also specified that the program recruit and train a minimum of five new volunteers to coach returning citizens, engaging a total of 12 continuing and new volunteers to provide 360 hours of reunification services, including two refresher trainings. The County also contracted CHD to provide reunification informational workshops to 15 agencies or groups. In FY 2013-14, CHD was part of the consortium of three mentoring organizations, which as a whole were contracted to provide services to 100 participants.

Table 4: Snapshot of CHD Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 32 clients referred 24 clients received an intake Currently working with 9 participants 	<ul style="list-style-type: none"> 21 completed Stage 1 16 completed Stage 2 7 completed Stage 3 1 completed Stage 4

Strengths

Evidence-based and adaptive program model

- CHD has modeled their program on an evidence-based community mediation model, while at the same time making modifications to the model to better fit the needs of the reentry population.

Trusting relationships with skilled providers

- Skilled family reunification providers support successful reunification by fostering three-way trust between the program, returning citizens, and their families and loved ones. The trust that clients and families build in the process of reunification can help the clients stay on the right path through their reentry.



Consistent and organized services

- CHD's clients expressed satisfaction with the program's services and follow-through; with consistent follow-through from the staff, clients begin to build optimism for achieving reunification goals with the program.

Outreach and coordination

- CHD's outreach efforts, including their pre-release workshops, help them solicit reverse referrals from Probation.
- Due to more knowledgeable referrals from Probation and horizontal referrals from other CBOs, CHD staff report more beneficial, frequent, and consistent meetings with clients

Challenges

Family issues outside of clients' control

- CHD's program model is built on the expectation that clients and their families will engage in mediation, but clients' family members do not always have the interest or ability to participate in relationship building.

Program capacity

- While CHD has implemented a plan to recruit volunteer mediators and has been successful recruiting volunteers from faith, civic, and other social groups in the community, CHD has struggled to retain volunteers due to the intensive time commitment required for the services and volunteers' school or work demands. Compounding this challenge, CHD has only one paid staff person, which limits the program's capacity to serve the target number of clients and to expand their programs further into the community.
- With limited staff capacity, CHD demonstrated an ability to collect and report data on its referrals, clients, and service delivery, but would benefit from greater capacity to consistently update and utilize service data.

Service referrals and coordination

- CHD often has to wait for a formal probation referral before engaging with clients. These delays can slow down the reunification process.
- Many individuals have substance abuse and mental health needs; these issues can interfere with the reunification process if they are not addressed prior to enrollment.

Limited pre-release access

- CHD currently provides pre-release informational workshops about the program's services, but would like to be able to provide skill-building workshops around family conflict and reunification.



Goodwill

Funding Amount: \$600,000 (FY 2013-14); \$600,000 (FY 2014-15)

The Bridges to Work program of Goodwill Industries of the Greater East Bay (Goodwill) facilitates the County's Employment Support and Placement Services to provide employment support and placement services in Central County. Participants can engage in up to 90 days of transitional, paid employment at local Goodwill stores or other partner agencies, in addition to receiving job search assistance for competitive employment opportunities. Goodwill also serves as a service hub for other providers. In Fiscal Years 2013-14 and 2014-15 the program was contracted to serve up to 120 participants in Central County.

Table 5: Snapshot of Goodwill Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 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, surpassing the target of 70% 	<ul style="list-style-type: none"> 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, surpassing the target of 50% 7 clients enrolled in higher education 54% (n=41) completed transitional employment, under the target of 70% 32% (n=24) were placed in an unsubsidized job and/or educational opportunity <ul style="list-style-type: none"> Average of 150 days from referral to permanent job placement 75% retained employment after 30 days (target = 70%)* 46% retained employment after 60 days (target = 60%)* 38% retained after 90 days (target = 50%)*

**Some participants may not have passed the date for measurement at the time of data collection*

Strengths

Direct job creation

- Goodwill's Bridges to Work program provides almost immediate access to transitional employment for individuals upon release, which allows them to quickly begin addressing their basic needs while also building positive job skills and habits.

Program model that supports client engagement and skill development

- Bridges to Work allows clients to ease into the responsibilities of a work environment, with low barriers to entry, quick onboarding, flexible scheduling, and incentives for job readiness workshop attendance.
- Bridges to Work helps clients build job readiness through a combination of formal workshops and on-the-job coaching and guidance that addresses both vocational and interpersonal skills.
- Goodwill's program model includes case management, which offers a high level of staff availability to support clients during their times of need.



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- Once participants enroll with Goodwill, they can continue to access the supports and resources the program offers, which helps clients receive continuous support at every phase of their job development and search.
- Clients develop solid affiliations with the program and staff, and continue to reach out for support after graduating from the program.

Connections to permanent employment

- Goodwill staff actively increase the job opportunities available to AB 109 individuals by forming relationships with local employers.
- Individuals who come in with higher levels of job readiness can participate in Goodwill's job services with the goal of being placed outside of the Goodwill store.

Coordinated services

- Through co-location of services and referrals to other AB 109 and County service providers, Goodwill sustains a safety net of strong support for their clients, which helps participants address barriers to employment (e.g., food, transportation) and work toward greater stability.

Challenges

Program capacity

- Goodwill indicated a capacity to serve a greater number of clients than are being referred; at the same time, the Bridges to Work program experienced turnover in the program coordinator position and was without two of its key staff positions for most of the contract period.
- The program's capacity to accurately track and report on client referrals, enrollments, and services has been limited.

Program fit

- Though participants noted the staff's empathy and support, the pay is low compared to the cost of living in the Bay Area. The 90-day duration of transitional employment makes some participants nervous about what will happen after; however, they can be re-referred to Goodwill for another round of transitional employment.
- The transitional employment opportunities available to clients are limited to working in the Goodwill stores and a few other options, though Goodwill is making efforts to expand these options.
- Clients and probation officers feel pressure for individuals to begin making an income immediately after release; however, some individuals are not ready for enrollment because of mental health and/or substance abuse issues.

Pre-release access

- The ability to gain access to the jails to make pre-release presentations would help Goodwill inform potential participants about the services Goodwill offers, and would enable participants to begin securing documentation needed for employment.



Men and Women of Purpose

Funding Amount: \$55,000 (FY 2013-14); \$50,900 (FY 2014-15, Employment and Education Liaison); \$66,666 (Mentoring)

Men and Women of Purpose (MWP) has two CAO contracts for AB 109 services in Fiscal Year (FY) 2014-15. The first contracts MWP to provide employment and education liaison services for the County jail facilities, for which the program facilitates four employment and education workshops every month at the County's jails and works with Mentor/Navigators to assist the workshop participants with the documentation required to apply for employment, education, and other post-release activities. MWP is contracted to screen at least 40 participants per month to assess employment and education preparedness.

MWP is also contracted to provide pre- and post-release mentoring services for West County using the organization's evidence-based program Jail to Community model. The program provides one-on-one mentoring, as well as weekly mentoring groups that focus on employment and recovery. The contract specifies that the program recruit at least 50 volunteer mentors using the Insight Prison Project curriculum, but does not specify a target number of clients to be served. In FY 2013-14, MWP was part of the consortium of three mentoring organizations, which as a whole were contracted to provide services to 100 participants. MWP employs eight full- and part-time staff and counselors for its contracted services.

In FY 2013-14 and 2014-15 MWP was also contracted by the Sheriff's Office to provide a Jail to Community (JTC) Program to both AB 109 and non-AB 109 individuals, encompassing pre-release classes, individual counseling, the creation of a treatment plan and exit plan, and documentation assistance.

Table 6: Snapshot of MWP Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 145 referrals requested by MWP 92 referrals received from Probation (others pending) 70 clients enrolled 41 clients were matched with a mentor 28 clients participated in group mentoring Trained 43 mentors in the first two quarters of the contract year, on track to surpass the target of 50 	<ul style="list-style-type: none"> 1 client was reported to have successful family reunification

Strengths

Jail to Community model

- The ability to have contact with individuals while still in custody enables MWP to provide clients with essential information about resources, as well as develop relationships that encourage clients to continue their engagement post release.



Individualized assistance and linkages

- Mentors work with clients to identify resources to meet their individual needs, and will physically transport and accompany clients to appointments to ensure they are linked to services.
- MWP supports coordinated service delivery to clients by working with Probation to send referrals to other AB 109 service providers, and by co-locating reentry specialists at Rubicon's Antioch office.

Trusting relationships with capable staff

- The development of close, trusting relationships between staff and participants provides participants with crucial emotional support, guidance, and hope that both keeps them engaged in services and supports them in keeping their behavior on track.
- Participants particularly called out the benefit of working with staff who have similar life experiences and personally understand what they are going through.
- MWP demonstrates strong staff capacity; MWP has adequate staff numbers and time to provide close, one-on-one assistance to clients. The program has also trained a number of new mentors.

Challenges

Service referrals and coordination

- MWP often has to wait for a formal probation referral before engaging with clients. These delays can slow down the client engagement process.
- Referrals do not always come with correct client contact information, impeding client engagement and follow-up.
- Many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing. It can be difficult to engage and follow up with clients when their behavioral health needs have not been addressed.
- Some clients expressed frustration and discouragement with the pace at which their needs were being addressed; however, it is not clear the extent to which this relates to issues with MWP's service provision or to broader barriers in accessing housing, employment, and other county resources.

Pre-release access

- While the time allotted for individual meetings has improved over time, pre-release workshops can only serve a limited number of individuals, pre-release classes are over capacity. While the time allotted for individual meetings has improved over time, pre-release workshops can only serve a limited number of individuals and pre-release classes are over capacity.

Data capacity

- MWP's capacity to consistently track data about their clients and services has been somewhat limited; as such, it is difficult to document the concrete outcomes that MWP clients have achieved. MWP has received tablets and training in the ServicePoint electronic case management system through their current contract.



Reach

Funding Amount: \$53,500 (FY 2014-15)

Centering their program services on women, Reach Fellowship International (Reach) provides weekly workshops in West County Detention Facility (WCDF), in addition to pre- and post-release one-on-one case management. The program has two core staff people and also hires several clients as staff. Reach has three County contracts with the CAO, the Sheriff's Office, and the Probation Department.

Reach is one of the newer providers in the AB 109 network, and in the previous year only had contracts through the Sheriff's Office and Probation Department. In Fiscal Year (FY) 2014-15 the CAO contracted Reach to provide employment and education liaison services to female returning citizens in fulfillment of the County's Reentry Into The Community Program. Reach also acts as a lead information specialist for County jail facilities for the AB 109 program. The CAO contracted Reach to provide four workshops a month to introduce employment and educational opportunities to participants, to work with Mentor/Navigators to assist 50 incarcerated and returning citizens with obtaining the paperwork required for those opportunities, and to screen at least 10 participants each month for employment and educational preparedness.

Table 7: Snapshot of Reach Accomplishments, July 2013 - September 2014

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 documentation prior to release <ul style="list-style-type: none"> ○ 4 clients began work or education within two months of release • 9 clients achieved reduced sentences • 6 clients achieved and 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.*

Strengths

Gender-responsive program model

- Reach designed its program to fill a gender-specific service gap in existing reentry programs.
- Reach's proprietary "Sistah-to-Sistah" model draws from successful practices in other sectors, such as team building approaches used in the corporate sector.

Targeting immediate needs

- In addition to efforts to link clients to housing within 72 hours of release, Reach is able to directly house up to eight women at a time and has hired several clients as paid staff.
- Staff collaborate and build relationships with other AB 109 CBOs and public sector agencies to provide solutions that address their clients' immediate housing and employment needs.



Combination of structured services and individualized assistance

- A combination of pre-designed workshops and the flexibility to tailor services to individuals' circumstances allows Reach to adapt its services to the needs of each client.

Combination of skill building and relationship building

- Reach combines an emphasis on skill building and developing close relationships with clients through which they provide guidance and support

Pre-release contact

- Workshops and meetings with women in jail enables the program to help the clients develop reentry plans and identify critical pathways to success.

Challenges

Service referrals

- During FY 2013-14, Reach's only AB 109 contract was with the Sheriff's Office; they therefore received no official AB 109 referrals from Probation.
- In FY 2014-15, Reach has received fewer referrals than anticipated from Probation, and as a result have been able to serve fewer female clients than expected.

Program capacity

- Because Reach, as a newer program, has considerable time and effort launching its services, some clients found the program to be disorganized and not at full capacity.
- Although Reach reported feeling underutilized, the program also struggled to consistently follow through with clients and provide promised services to clients; while participants emphasized their appreciation for the Reach program, they also noted that staff have not always been able to deliver on promises for certain resources or services, in particular housing.
- While Reach has hired several clients as staff for their Antioch and Richmond offices, some participants noted that Reach's supervising staff are not always available when clients show up at one of the offices. Staff also identified the need for more program volunteers to teach the Sistah-to-Sistah curriculum.
- Reach's capacity to accurately and consistently track data about their clients and services has been very limited. Reach has received a computer and training in the ServicePoint electronic case management system through their current contract.

Pre-release capacity

- Clients expressed that Reach's pre-release classes are difficult to access, as only 10 women from each module are able to attend.



Rubicon

Funding Amount: \$1,400,000 (FY 2013-14); \$1,400,000 (FY 2014-15)

Rubicon is contracted to provide employment support and placement services, integrated with other supports, to participants in East County and West County. Rubicon's program includes 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. In order to provide a continuum of services, Rubicon partners with a number of other organizations through formal subcontracts, including vocational training partners, AB 109 providers, and other community-based organizations. The FY 2013-14 contract specified that Rubicon would serve up to 280 participants, including 160 in East County and 120 in West County. The FY 2014-15 contract slightly reduced these numbers, with a contract to serve up to 210 participants, including 120 from East County and 90 from West County. This year, Rubicon is not providing subsidized employment to participants but continues to provide transitional employment.

Table 8: Snapshot of Rubicon Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 362 clients referred 161 clients served 62% (n=100) engaged in career coaching/job search assistance 75 clients enrolled in Financial Services 	<ul style="list-style-type: none"> 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, meeting the 80% target 41% (n=41) of clients who engaged in career coaching subsequently engaged in transitional work, vocational training, or subsidized employment, meeting the 40% target 32% (n=32) of clients who engaged in career coaching subsequently obtained competitive employment. It took an average of 99 days to obtain employment. <ul style="list-style-type: none"> 81% retained employment for 30 days, meeting the 80% target 63% retained employment for 60 days, falling below the 70% target 15 clients successfully enrolled in benefits 2 clients enrolled in basic skills and GED prep classes

Strengths

Enhanced employability through training and certificates

- Rubicon's service model provides training and certifications that enhances participants' employability, while simultaneously addressing barriers to employment and providing opportunities for transitional employment to get participants back on their feet financially.

Combination of formal activities and individualized services

- Rubicon provides structured job readiness workshops, while also working individually with clients to identify and address their barriers.



- Rubicon targets clients' skill development through both formal workshops and informal interactions, while the close and trusting relationship participants build with staff provides participants with crucial emotional support and guidance that helps them stay engaged and supports them in keeping their behavior on track. Rubicon also creates an open office atmosphere where clients can spend their free time and engage with staff.

Coordinated services

- Rubicon is able to facilitate participants' success by connecting them with multiple Rubicon services that address different needs. Staff from Rubicon also facilitate coordinated service delivery through formal subcontracts and informal communication with staff from other contracted organizations.

Strong data capacity

- Rubicon has a high level of data capacity, including an electronic case management system, enabling them to accurately track referrals, enrollments, services provided, and client outcomes.

Challenges

Client referrals and engagement

- Many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing, which can make it difficult to prioritize and triage referrals. It is particularly challenging for Rubicon to engage clients who have unmet substance abuse and/or mental health needs.

Limited pre-release access

- Limited pre-release access limits the ability to connect with clients earlier and to educate potential clients about the services Rubicon can and cannot provide.

Program capacity

- As a result of the above factors, Rubicon has the capacity to serve a greater number of clients than the current number of referrals. At the same time, Rubicon's partner agencies that provide vocational training programs often have waiting lists.

Program fit

- Rubicon services may not be an ideal fit for clients with very high needs (e.g., with high substance abuse and mental health needs) as their program requires a high degree of commitment and functioning. While job readiness workshops may not be fitting for clients with a higher level of job skills or education, Rubicon is able to accelerate these participants into the job search phase by waiving the workshop requirement.
- Female clients reported that because most Rubicon clients are male, Rubicon's services may not feel as accessible or tailored to female clients.
- Several clients at other CBOs expressed that the need for immediate employment was a barrier to participating in Rubicon's job readiness workshops.



Shelter, Inc.

Funding Amount: \$500,000 (FY 2013-14); \$500,000 (FY 2014-15)

Shelter, Inc. operates the County's AB 109 Short and Long-term Housing Access Program. This program assists incarcerated and formerly incarcerated persons who are referred to them under the AB 109 Community Programs to secure and maintain stabilized residential accommodations. Shelter, Inc. provides a two-phased approach to clients seeking housing assistance. Before the program will refer a client to the Housing Services section, the staff conducts social service assessment/intake procedure to ensure the client will have success. The program places the majority of their clients into transitional housing situations (such as room or apartment shares) to allow them time to develop the resources for stable housing.

In Fiscal Year (FY) 2014-15, the County contracted Shelter, Inc. to initiate contact with 175 clients referred from Probation and provide eligibility screening for at least 70% (125) of those (down from 144 in FY 2013-14). Shelter, Inc. was contracted to provide case management services for at least 85% of the screened referrals; housing access assistance to at least 80% of the screened referrals; and housing placement assistance to at least 65% of those who received case management.

Table 9: Snapshot of Shelter, Inc. Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 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 Changes across quarters in numbers referred/served Fidelity/evolution of program 	<ul style="list-style-type: none"> 43% (n=50) clients secured housing, meeting the 40% target <ul style="list-style-type: none"> Average of 22 days from referral to housing 30 clients were placed in master leased housing, under the target of 38 20 clients were placed in alternative housing (e.g., healthy living), under the target of 32 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%

Strengths

Housing linkage and financial support

- Shelter, Inc.—the only service provider that provided housing-related services during the evaluation time period—successfully links people with housing and supports their ability to stay housed through its financial assistance services.
- In addition to helping AB 109 clients find and obtain housing, Shelter, Inc.'s financial assistance helps participants retain their housing while they get on their feet after being released from prison or jail.



Case management support

- In addition to helping people secure housing, Shelter, Inc.'s case management model ensures participants are removing barriers and following through on their goals—assistance that goes beyond the realm of housing to address clients' other reentry-related needs.

Coordinated services

- Shelter, Inc. works closely with the Probation Department and with other CBOs to coordinate additional services for their clients.

Program modifications to meet client needs

- Shelter, Inc. has continually made efforts to adapt their program and service delivery to better meet clients' needs, including bringing its AB 109 program into greater alignment with the Housing First model

Challenges

Housing clients with criminal histories and no income

- Despite Shelter, Inc.'s adoption of a "Housing First" model, it can be challenging to find appropriate housing for clients who cannot immediately connect with employment or income.
- Many landlords do not want to rent to people with criminal histories.

Meeting client expectations with reality

- There is often a mismatch between clients' desire and the reality of what is available to them.

Service referrals and coordination

- Referrals do not always come with correct client contact information, impeding client engagement and follow-up.
- While the referral process allows Probation to track referrals and manage clients' cases, it leads to significant back and forth between programs and Probation, often delaying receipt of services.
- Many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing, which can make it difficult to prioritize and triage referrals.
- The Probation Department is still limited in its capacity to make pre-release referrals.

Limited pre-release access

- Limited pre-release access limits the ability to start the housing process earlier and restricts Shelter, Inc.'s ability to educate potential clients about the services they can and cannot provide.

Contra Costa County Evaluation of AB 109 Programs



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May 2015





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Executive Summary

Introduction

In implementing Assembly Bill (AB) 109, or Public Safety Realignment, Contra Costa County, along with all California counties, ultimately hopes to see long-term impacts including improvements in recidivism rates, quality of life, and fiscal efficiency. In November 2013, Contra Costa County contracted with Resource Development Associates (RDA) to support the implementation and evaluation of the County's AB 109 efforts. This report builds on the first year's efforts by evaluating the implementation and preliminary outcomes of the County's contracted AB 109 service providers.¹

The current evaluation covered the period of time from July 1, 2013, when the AB 109 service contracts began, through September 30, 2014, prior to the implementation of the Reentry Network for Returning Citizens in East and Central County. In addition, Contra Costa County's AB 109 reentry programs and networks are still in the process of being developed and implemented. These findings are thus preliminary and are intended to help the County make data-driven decisions moving forward.

It is important to note that while some AB 109 services, such as housing assistance and employment, have very clear and measureable outcomes, services such as mentorship and family reunification often have intangible outcomes that are harder to document and measure. Further, while the focus of this report is primarily on the contracted community-based organizations (CBOs) themselves, because the CBOs operate as part of a larger County AB 109 reentry infrastructure, evaluating the CBOs necessarily involves an assessment of that infrastructure as well. Although we did not focus on collecting data from County departments for this report, we draw on the findings from the previous evaluation to support our understanding and evaluation of the County's AB 109 reentry infrastructure.

This report presents findings on strengths and challenges that were similar across programs, as well as strengths and challenges for each individual CBO. Findings highlight factors related to both the programs themselves, as well as to the

Evaluation Methods

The evaluation team collected a range of qualitative and quantitative data.

- Interviews and meetings with service providers;
- Focus groups with program participants, including current participants and individuals who enrolled in programs and subsequently discontinued participation;
- Quantitative data on client enrollment and service provision from service providers;
- AB 109 clients' risks and needs as assessed by the Probation Department using the CAIS (Correctional Assessment and Intervention System); and
- Data on referrals to CBOs and County departments from the Probation Department's electronic case management system.

¹ Given the time period of the evaluation, the evaluation includes the eight community-based organizations (CBOs) that were contracted to provide services beginning in Fiscal Year 2013-14. It does not include the additional organizations that were contracted beginning in Fiscal Year 2014-15.



county's broader AB 109 system of supervision and services. This approach is intended to give the County the information necessary to help improve service delivery and client outcomes by building on facilitators of success and helping to mitigate barriers.

There were a total of 1,103 AB 109 clients under the supervision of the Contra Costa County Probation Department at any point between July 1, 2013 and September 30, 2014, with 612 individuals beginning AB 109 supervision during this time period. Of the 1,103 individuals who were under AB 109 supervision at any point during this time, the Probation Department referred 455 individuals to a total of 799 services provided by AB 109-contracted CBOs. Because individuals were sometimes referred to the same service multiple times, there were a total of 922 referrals to CBOs made. Three hundred forty-seven (347) of the 455 probation clients who were referred to CBO services—or more than 76%—decided to engage, enrolling in a total of 561 services. Table 1 below presents an overview of the referrals to and enrollments in the CBOs included in this evaluation.

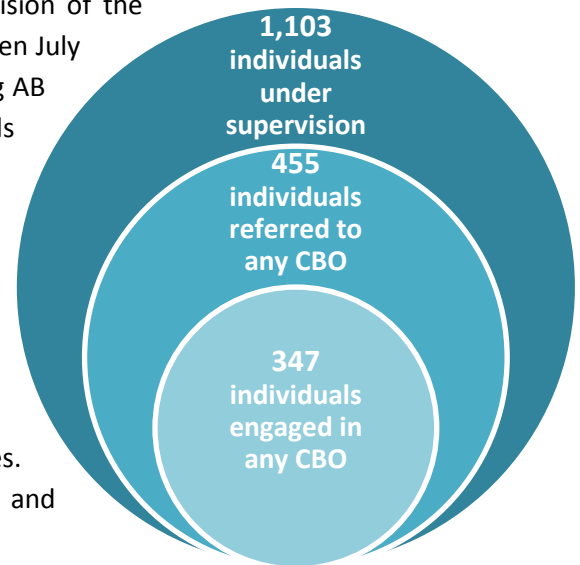


Table 1: Referrals and Enrollments by Provider

Referral Location	Individuals Referred ²	Enrolled
Bay Area Legal Aid	45	61 ³
Brighter Beginnings	<i>n/a</i>	80 ⁴
Center for Human Development	<i>n/a</i>	35
Goodwill Industries	136	77
Men and Women of Purpose	<i>n/a</i>	75
Mentoring ⁵	126	<i>n/a</i>
Reach ⁶	<i>n/a</i>	25
Rubicon	253	164
Shelter, Inc.	238	115
Total	799⁷	632⁸

² This is according to referral records extracted from the Probation Department's Access Database. Many CBOs reported different numbers of individuals referred than the Probation Department's database indicated.

³ The higher number of individuals enrolled than referred by Probation may be the result of referrals BayLegal receives directly from Rubicon as a subcontractor and from its collaborations with Goodwill and Shelter, Inc.

⁴ This number includes participants who were served prior to sentencing; participants may not have ultimately received an AB 109 sentence.

⁵ Prior to October 2014, referrals to mentoring programs, including Brighter Beginnings, Center for Human Development, and Men and Women of Purpose went to the County Office of Education (CCOE). The CCOE then referred clients to specific CBOs. We did not receive data from CCOE for this evaluation detailing the number of referrals received by each CBO.

⁶ As of September 2014, Reach had yet to begin receiving direct referrals from the Probation Department. Service numbers include 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.



Key Findings

Looking across the services delivered by the eight service providers and the preliminary outcomes of the 347 AB 109 clients who chose to engage in services, a number of important trends emerge.

- Building a reentry infrastructure is still a work in progress. Various elements of this process are still evolving, including the referral process, roles and responsibilities of County and CBO partners, data collection systems, and CBO service delivery models.
- Housing and employment services are in high demand. Goodwill Industries, Rubicon, and Shelter, Inc. each have more service referrals than all mentoring programs combined. In addition, those programs appear to be successfully helping clients address their immediate housing and transitional employment needs. The extent to which that corresponds with long-term housing and employment stability remains to be seen, given limited availability of jobs and housing, as well as the other challenges many clients face.
- Programs appear to best support clients when they combine tangible benefits, such as housing, employment, or vocational certifications, 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.
- Clients expressed high-levels of satisfaction with services overall, with clients expressing varying levels of satisfaction with the different providers. Although the evaluation can quantify some of the tangible benefits achieved through the employment and housing programs, it is difficult to quantify or measure the impact of those providers who offer more intangible services such as mentoring or family reunification.
- Providers identified the referral process and unmet substance use needs as key barriers to successful service provision. While the referral process has improved, it continues to be challenging for a number of reasons including incorrect client contact information, varying provider capacity, a multiplicity of interrelated client needs, and more. These are elaborated on with greater detail in this report.

Program Strengths and Facilitators of Client Success

1. Program-level factors

Flexible program models

- Contracted providers have consistently adapted and modified their programs and services to better meet the needs of AB 109 clients.

Provision of material benefits

- Programs that provide material benefits such as housing and paid employment are directly meeting the basic needs of reentering individuals.

⁷ This number includes clients who were referred to multiple programs.

⁸ This number includes clients who enrolled in multiple programs.



Combination of structured services and individualized assistance

- Programs that are best able to target individuals' needs operate with a combination of formal activities—some of which use evidence-based models or curricula—and the flexibility to tailor services to individuals' circumstances.
- Programs that combine skill building and relationship building offer optimal support to clients, building clients' hard and soft skills while also providing guidance and motivation. Skill building and relationship building are both necessary program components—but alone may not be sufficient—in supporting participants' success.

Coordination and collaboration

- Several organizations described formal and informal arrangements with other CBOs, which allow them to coordinate service delivery, including formal subcontracts and co-location agreements and informal case conferencing.
- Programs that connect participants to multiple services and resources within their organization support client success by addressing multiple client barriers and providing various opportunities for participants to maintain engagement with the organization.

Data capacity

- Some programs have a high level of data capacity, including electronic case management systems, enabling them to accurately track referrals, enrollments, services provided, and client outcomes. These programs are also well-positioned to use data to inform program modifications.

Client satisfaction

- High client satisfaction levels indicate that clients find the available programs to be helpful.

2. AB 109 system level factors

Supportive approach to supervision and availability of services

- Contra Costa County is building an AB 109 reentry infrastructure that combines supportive supervision and the provision of services. Participants noted that their supportive relationships with their probation officers, in combination with the availability of supportive services, is a marked shift from past supervision experiences and is helping them reenter successfully.

Pre-release contact

- When the County system facilitates pre-release contact with programs in alignment with the Jail to Community model, providers are better positioned to engage participants and can address barriers to employment and housing more quickly.

Coordination of services

- The degree to which County and CBO providers coordinate and communicate about referrals allows the system to better prioritize and match individual needs with available services.
- Most programs reported that Probation's referrals have improved over time—including improved consistency of referrals from different probation officers and a better fit between referrals and



clients' needs—indicating that probation officers are developing greater knowledge about the available services.

- Many individuals receive services from multiple contracted providers. This may indicate that the County is making progress toward building an integrated reentry infrastructure, though at the same time it is important to note possible duplication of services.
- While the evaluation period did not officially include the time during which Reentry Network for Returning Citizens in East and Central County was implemented, some conversations with providers that occurred after October 1, 2014 elicited positive initial feedback in terms of the possibility of greater coordination of services.

Program Challenges and Barriers to Client Success

1. Program-level factors

Program startup

- Because programs spent considerable time and effort launching and refining services during the first contract year, many served fewer clients or for shorter durations than intended; in addition, they may not have achieved target client outcomes.

Program capacity

- Programs vary in their capacity to provide high quality services to the desired number of participants. Some programs reported that had the capacity to serve a greater number of clients. One reported receiving more referrals than they were contracted to provide. Some programs also struggled to consistently carry out their intended program activities.

Data capacity

- A number of programs demonstrated limited capacity to collect and report accurate data on their referrals, clients, and/or service delivery.

Program fit to range of client needs

- While it appears that the available community-based programs are well aligned with the needs of most individuals on AB 109 supervision, there are participants whose level of need is too high for the programs to serve them effectively. For example, it can be difficult to engage individuals with serious mental health issues or untreated substance abuse issues in employment, housing, or family reunification services. By contrast, some participants with greater education, skills, or social networks may feel less aligned with the services available.
- The need for immediate income to cover basic needs and housing costs can make participation in job training workshops difficult and can lead to gaps in time between release and obtaining stable housing.
- The majority of clients in all programs except for Reach are male; as a result, some programs may be less responsive to the needs of female clients, and some female clients may feel less



comfortable in some programs. Some participants also expressed a need for program support outside of normal business hours.

- In addition, program staff commented that some participants are simply not interested in receiving any services.

2. AB 109 system level factors

Service referrals

- While there have been improvements in the rate and timing of referrals, the number of referrals and the referral process itself continue to be major factors impacting service delivery to clients.
- It is not clear how all of the domains assessed by the Probation Department's Correctional Assessment and Intervention System (CAIS) tool align to specific service domains, making it difficult to determine how many individuals could have been referred to each different type of service.
- Clients' multiple and interdependent needs can make it challenging to know how to best prioritize and sequence service referral and delivery.
- Referrals do not always come with correct client contact information, impeding client engagement and follow-up.
- The referral process creates delays and bottlenecks. While the process allows Probation to track referrals and manage clients' cases, it leads to significant back and forth between programs and Probation, often delaying receipt of services.
- The Probation Department is still limited in its capacity to make pre-release referrals.

Timing and frequency of pre-release access

- Programs report that limitations in pre-release access, including the frequency of access, time of day, and/or length of time per visit, negatively affect their ability to engage participants in the critical time prior to reentry. Having the ability to develop those relationships while the client is still in custody benefits their short and long-term success.

Communication and coordination

- While communication and coordination appear to have improved over time, mechanisms for systematic and streamlined communication among CBOs and between CBOs and Probation are still evolving.
- Individuals on AB 109 supervision report receiving limited information about what it means to be under AB 109 supervision or the opportunities available to them.

Gaps in available services

- Housing assistance for AB 109 individuals remains very limited, as there is a limited availability of housing itself and current housing providers are over capacity.
- Transportation assistance came up as a frequent barrier to successfully engaging both with reentry programs as well as with potential and future employers.



3. Broader structural issues impacting the success of reentry programming

It is important to note that there are a number of factors beyond the County's control which nonetheless impact the success of AB 109 programs and the individuals served therein. Below we note some of the most commonly mentioned issues.

Housing and employment for individuals with felony convictions

- For clients with felony convictions or poor credit histories, the limited availability of both stable housing and competitive employment restricts long-term success. As a result, individuals often end up living in places that are not conducive to their recovery or successful reentry.

Access to government assistance

- Across the range of participants, unequal access to government assistance programs including public housing resources and the Supplemental Nutrition Assistance Program (SNAP)/CalFresh for those convicted of drug sales, has served as a significant barrier for reentering individuals in being able to meet basic needs for food, clothing, and shelter.

Resolution of suspended driver's licenses

- Suspended driver's licenses for reentering individuals are a significant barrier to employment. While Homeless Court provides an opportunity to resolve a suspended driver's license, it can be difficult to access Homeless Court as the calendar can be backed up for many months.

Overall, program staff explained that individuals participating in pre-release programs often express hope and good intentions for their lives post release, but when immediate linkage to housing and other supports is not available, it can be difficult to stay afloat: *"Once they get out the system is not there to hold them, so they don't follow through."* When the AB 109 system cannot provide an immediate safety net upon release, individuals are more likely to fall into old habits.

Recommendations

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

To date, Contra Costa County has engaged in a number of planning process related to AB 109, including the 2011/12 Public Safety Realignment Implementation Plan; the 2012 AB 109 Operational Plan; the 2013 East and Central County Network Plan; and the 2013 West County Reentry Resource Center Plan. While these efforts have been critical in helping the County begin to lay the groundwork necessary for an AB 109 reentry infrastructure, the development of a coordinated AB 109 system is a work in progress and several issues remain.

In order to develop a coordinated system, we recommend the County engage in a comprehensive planning process involving representatives from all County departments and community-based organizations involved in the AB 109 infrastructure. Specifically, the planning process should address the following issues.



A. Processes for triaging clients with multiple, overlapping needs

Last year's evaluation pointed to the need to ensure that clients' service referrals are adequately prioritized and sequenced, rather than given all at once. The evaluation found several challenges with prioritizing and sequencing referrals:

- **Identification and triage of referrals:** Because domains assessed via the CAIS tool do not all neatly align with service domains, there does not appear to be a clear process regarding how to translate CAIS results into service referrals. In addition, there does not appear to be a systematic approach to triaging services for individuals with a multiplicity of needs. It may be that the County should adopt a second brief tool, such as the GAINS Reentry Checklist (shared in the last report and included here as Appendix D), that can link client needs directly to service referrals, but there needs to be agreement around what tool to use, who should use it (Probation, the Network Field Ops and West County Data Administrator, both), and which referrals should stem from what needs.
- **Behavioral Health Services:** Behavioral health needs were identified as a key barrier to engagement in services; providers stressed that it is important to address individuals' substance abuse and/or mental health needs before they can engage in further services. According to CAIS results, approximately 70% of AB 109 clients have alcohol and/or drug abuse needs; in addition, the Chief Probation Officers of California (CPOC) and CDCR estimate that 20% of AB 109 clients have a diagnosed mental health need.⁹ As the referral process currently operates, Probation makes referrals to Behavioral Health Services (BHS) and Probation makes parallel referrals to CBOs and/or Network Field Ops, but there does not appear to be a comprehensive approach to coordinate these referrals. Recent plans for revising the referral process focus on the relationship between Probation and the Network and Reentry Center, without addressing the role of BHS.

B. Communication processes and information flow between the Sheriff's Office, Probation Department, and CBOs

There is an opportunity for improved coordination and communication among the players in the AB 109 system, including 1) among contracted providers; 2) between providers and the Probation Department; 3) between providers, The Probation Department, and Behavioral Health Services; and 4) between providers and the Sheriff's Office. This includes:

- **Communication protocols related to referrals:** One of the challenges with the current referral process is that there is a one-way communication system, with DPOs sending referrals but having no mechanism to follow up to find out if their clients followed through. Similarly, CBOs do not have a clear mechanism to follow up with DPOs to review the appropriateness of the referral, ask questions about the client, seek accurate contact information, etc. Because there is

⁹ <http://www.cpoc.org/assets/Realignment/issuebrief4.pdf>



not a streamlined process for communication between Probation, Behavioral Health, and CBOs, DPOs may not know whether or not their clients are following up to engage and, if not, why not.

- **Status change communication:** CBOs are not regularly updated when their clients return to custody. This can mean that they waste limited staff time trying to connect with clients and it means that they cannot work with Probation and/or the Sheriff's Office to understand why the individual was reincarcerated and try to help address the underlying issues. Limitations with the Sheriff's Office's Jail Management System, noted in the previous evaluation, may also limit the Sheriff's Office's ability to notify Probation about the reincarceration of AB 109 clients if those individuals come in on new charges.
- **Bottlenecks:** While routing all referrals through clients' DPOs is critical for tracking services in a unified place and for allowing POs oversight of their clients, it leads to significant bottlenecks and places undue burden on DPOs who may need to respond to referral requests from multiple CBOs for dozens of clients. Improved communication protocols could help address this issue, but it is also important to broaden the Probation Department's capacity to respond to referrals quickly. One possible option for alleviating the burden on DPOs and reducing this bottleneck is to establish referral coordination as an administrative responsibility in the Probation Department, rather than primarily as the domain of DPOs. If a person or people in administrative positions could receive and respond to referral requests from CBOs, confirm clients' AB 109 status, and record confirmed referrals, this could allow referrals to flow with fewer time delays and without requiring immediate response from DPOs, who may be out in the field and unable to respond.

C. Pre-release case planning and service receipt

The majority of AB 109-contracted service providers do participate in some amount of in-custody service provision; however, all report that this access is insufficient to do the amount of planning necessary to prepare individuals for release. At the same time, providing extensive pre-release access for a multiplicity of CBOs who provide a range of services can be burdensome for the Sheriff's Office, which needs to provide classroom and meeting space, ensure adequate staffing and security, conduct background checks, etc. Again, a coordinated planning process that brings together the Sheriff's Office, Probation, Behavioral Health Services, and CBOs could establish a comprehensive agreement around pre-release access and case planning. Moreover, improved communication, recommended above, could eliminate the need for all partners to engage in separate pre-release planning meetings and processes, instead establishing point people (or point agencies) to lead pre-release planning processes and communicate these plans to other partners.

D. Communication about AB 109 services

Clients, providers, and probation officers alike would benefit from greater knowledge of the available services.



2. Address critical need and service gaps

There are a number of unmet or difficult-to-meet needs to limit the ability of CBOs to adequately support AB 109 clients. Some of these issues are related to services, while others are more related to laws, regulations, employment and housing practices, and supply shortages that are broader than the AB 109 system itself.

A. Service gaps

Providing or augmenting the following services has the potential to reduce the barriers individuals face upon reentry and thereby increase the effectiveness of the AB 109-contracted programming.

- **Transportation assistance.** Both clients and providers noted challenges with transportation as a barrier to service receipt and to other facilitators of success, such as to work. During the prior evaluation period, the evaluation team observed DPOs disseminating transit cards to clients; however, the amount of transportation assistance available may not meet the level of need.
- **Food assistance.** A number of individuals indicated a need for food assistance, particularly individuals who cannot access CalFresh because of certain felony drug convictions. The County should consider short-term food assistance for these individuals. In addition, all AB 109 system partners should make better use of BayLegal's assistance appealing benefit denials by referring these clients to BayLegal services. The County should also ensure that relationships and referral processes are in place with the County's General Assistance administration and CalFresh.
- **Housing availability and funding.** Locating and retaining housing are both challenges for individuals with little to no income, poor credit histories, past evictions, and felony convictions. Moreover, Shelter, Inc., the primary housing service provider is the only CBO to report receiving more referrals than they can respond to. To help address this issue, the County should reallocate unspent housing funding to existing and/or new providers and consider allocating funds for more and/or longer transitional housing.
- **Access to Homeless Court and family law assistance.** Providers emphasized the magnitude of the issue of driver's license suspensions in impacting individuals' ability to obtain employment. While praising the Homeless Court as an avenue for resolving suspensions, they noted that there can be serious Ensure that partnerships and referral pathways are in place with the Family Law Facilitator program

B. Laws, regulations, employment and housing practices, and supply shortages

While employment and housing placement assistance offer critical support to individuals reentering the community, these programs can only go so far; the actual housing and employment options for the reentry population are severely limited. The County should enhance partnerships with employers and landlords/property managers to increase the availability of and access to employment and housing.

- **Availability of and access to competitive employment opportunities.** The County should create a formal partnership with the Workforce Development Board to help identify and link AB 109



individuals to employment opportunities. Further, creating opportunities for CBO staff and/or probation officers to connect directly with employers to provide character references for individuals they are working with and/or supervising. The County should also designate or partner with staff to train employers on

- **Availability of and access to housing.** The County should work with developers and other County offices to discuss options for more affordable, sober living housing options for formerly incarcerated individuals, including both transitional and stable housing. The County should designate or partner with staff to train landlords/property managers in fair housing practices and discrimination.¹⁰

3. Continue to enhance data collection and monitoring capacity

While some CBOs—including Rubicon, Shelter, Inc., and Bay Area Legal Aid—have a high level of data capacity and facility, other CBOs continue to struggle with data capacity. While this capacity will improve as organizations are trained in the ServicePoint system, it will be important to ensure that contracted providers are held to standards and that they receive the capacity development and technical assistance to get there. Either the ServicePoint administrator or the Network Coordinator should review CBO data entry on a monthly basis to ensure accurate and timely data entry. In addition, the County should designate a staff person to validate these data entries against quarterly reports to the CAO to ensure consistent data collection and reporting.

¹⁰ BayLegal is providing information at statewide meetings to discuss potential legislative proposals that might help mitigate barriers to permanent housing for individuals with criminal records. While this effort is ongoing, preliminary meetings have helped to narrow the focus to the expansion of fair housing protections and enforcement to this class of individuals.



Program-Level Findings

Bay Area Legal Aid

Funding Amount: \$80,000 (FY 2013-14); \$80,000 (FY 2014-15)

In Fiscal Year 2014-15, Contra Costa County contracted Bay Area Legal Aid ("BayLegal") to provide legal services for AB 109 clients and educate them about their rights and responsibilities. The legal services BayLegal provides include: obtaining or retaining housing, public benefits, and health care, financial and debt assistance, family law, and obtaining driver's licenses. The program provides post-release legal check-ups for each client to identify legal barriers that are able to be remediated, educates clients about early termination of probation, and assists with fines, and attorneys are also able to meet individually with clients in both jail and prison prior to their release. BayLegal has both formal and informal arrangements with other AB 109 service providers to provide referrals and co-located services, including as a formal subcontractor of Rubicon and in informal partnership with Goodwill.

Table 2: BayLegal Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 74 referrals received 61 unduplicated clients served 48% (n=29) received employment assistance 21% (n=13) received family law services 11% (n=7) received benefits assistance Less than 7% (n=4) received each of the following: housing, healthcare, assistance with financial matters, or miscellaneous assistance 	<ul style="list-style-type: none"> 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

Strengths

Access to legal services

- Bay Area Legal Aid ("BayLegal") provides critical legal assistance along with referrals and linkages to other services to help reentry clients address the legal barriers to their successful reintegration into the community. Some examples of their work include appeals for housing and public benefits denials, driver's license reinstatement, as well as family and consumer debt issues.

Coordinated services

- Through co-location and coordination of services with other AB 109 CBOs, BayLegal is able to reach and assist more clients.
- The ability to educate clients about BayLegal's services can support clients in returning for services at a later point, even if they are not ready at the time of referral.



Improved program capacity

- BayLegal has improved their capacity to engage and follow-up with clients in a timely manner by leveraging the organization's intake coordinator, who schedules meetings for clients with the staff attorneys and follows up with the Probation Department to help track clients.

Data capacity

- BayLegal has a high level of data capacity, including an electronic case management system, enabling them to accurately track referrals, enrollments, services provided, and case outcomes.

Challenges

Continuous client care

- Though BayLegal's intake coordinator has helped in the area of client communication and follow-up, some staff noted that it can be a challenge to maintain timely communication with clients who can be non-responsive or communicate inconsistently due to other challenges they face.

Suitability of referrals

- Some of the referrals that BayLegal receives do not clearly align with the type of support the program provides. This appears to cut both ways, with BayLegal receiving a number of referrals for legal issues that BayLegal cannot help with, while receiving fewer referrals than expected for services they do provide. For example, some clients referred to BayLegal think that BayLegal is a housing provider, rather than a service that helps remove barriers to housing. Some clients come with family law issues in distant counties, where BayLegal does not operate. BayLegal staff expressed that the quality of referrals could be improved through a closer collaboration with Probation.
- Without regard to the quality of the referral, some clients have difficulty following through initially with a referral to BayLegal because their legal issues are secondary to their prevailing needs, including, for example, obtaining substance abuse treatment, mental health care, housing, and employment.

Pre-release activities

- BayLegal would like to enhance participation in a structured transition plan and have pre-release access to releasing AB 109 status probationers in a classroom or "workshop" format in order to educate potential clients about their rights and services BayLegal can and cannot provide (e.g., BayLegal attorneys work on civil legal matters, but not on criminal legal matters).



Brighter Beginnings

Funding Amount: \$54,505 (FY 2013-14); \$66,000 (FY 2014-15)

In Fiscal Year (FY) 2013-14 the County contracted with Brighter Beginnings, a family strengthening organization, to provide services as part of the mentoring collaborative coordinated by the Contra Costa County Office of Education (CCCOE). With a focus on leadership development, Brighter Beginnings' services under this contract included the development and implementation of the Re-Entry Academy for Leaders (REAL Curriculum). In FY 2014-15, the County contracted Brighter Beginnings to provide services in two capacities: 1) as an AB 109 direct service provider, and 2) as the main administrator and coordinator for the County's Mentoring and Family Reunification Program, taking over this role from the Office of Education. This report focuses on the organization's direct service contract only.

Table 3: Brighter Beginnings Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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.*

Strengths

Research-based and flexible curriculum

- The REAL curriculum draws on existing research-based programs, while also allowing for flexibility to best fit participants' needs.

Goal-setting and individualized support

- By helping pre-release program participants make a concrete plan for attaining their personal goals, Brighter Beginnings leads them toward greater stability post-release.
- In addition to leadership training and support, staff provide information and assistance to help individuals address barriers to reentry.
- The REAL curriculum incorporates elements of family and community strengthening, with the goal of broadening the program's impact.

Data capacity

- Brighter Beginnings has the capacity to record client information and outcomes through an electronic case management system in which staff record clients' intake, demographic, and data from the pre- and post-program surveys.



Challenges

Program alignment to AB 109 client needs

- Many individuals who attend Brighter Beginnings' REAL curriculum classes have not been sentenced, thus Brighter Beginnings has faced challenges in targeting its services to AB 109 individuals.
- Many AB 109 clients have a multiplicity of overlapping post-release needs, including housing, employment, substance abuse, and more. The need to address these issues has precluded most AB 109 clients from participating in Brighter Beginnings' leadership and entrepreneurialism training.

Timing and frequency of pre-release access

- The timing and frequency of pre-release access has limited Brighter Beginnings' ability to provide its curriculum consistently and has inhibited the continuity of services post release.
- Staff observed that because participants no longer receive time off their sentences for attending the group—as they did when presented through CCCOE—program attendance and consistency have decreased.

Post-release services and program continuity

- Delays in the coordination of post-release services have prevented Brighter Beginnings from expanding post-release REAL curriculum classes.
- Brighter Beginnings is working to refine its coaching model to allow for longer-term follow-up with individuals.
- Because Brighter Beginnings does not follow most REAL curriculum participants over time, it is not possible to assess the extent to which Brighter Beginnings' services have resulted in improved individual and family stability post release.



Center for Human Development

Funding Amount: \$51,204 (FY 2013-14); \$66,666 (FY 2014-15)

The Center for Human Development (CHD) operates the Community and Family Reunification Program (CFRP) for Contra Costa County's AB 109 Community Programs' Mentoring Program, providing reunification services to returning citizens, their families, and friends, in addition to providing community support throughout Contra Costa County. Services include large and small group pre-release presentations and workshops at West County Detention Facility and Marsh Creek Detention Facility. CHD also provides post-release large and small group presentations and workshops to returning citizens at partner agencies and other locations throughout the County.

In Fiscal Year (FY) 2014-15, the County contracted CHD to maintain 12 enrolled participants from the previous contract year in their reunification program, enroll 24 new participants, and provide 36 returning citizens with community and family conferencing under their five-stage reunification process. The contract also specified that the program recruit and train a minimum of five new volunteers to coach returning citizens, engaging a total of 12 continuing and new volunteers to provide 360 hours of reunification services, including two refresher trainings. The County also contracted CHD to provide reunification informational workshops to 15 agencies or groups. In FY 2013-14, CHD was part of the consortium of three mentoring organizations, which as a whole were contracted to provide services to 100 participants.

Table 4: Snapshot of CHD Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 32 clients referred 24 clients received an intake Currently working with 9 participants 	<ul style="list-style-type: none"> 21 completed Stage 1 16 completed Stage 2 7 completed Stage 3 1 completed Stage 4

Strengths

Evidence-based and adaptive program model

- CHD has modeled their program on an evidence-based community mediation model, while at the same time making modifications to the model to better fit the needs of the reentry population.

Trusting relationships with skilled providers

- Skilled family reunification providers support successful reunification by fostering three-way trust between the program, returning citizens, and their families and loved ones. The trust that clients and families build in the process of reunification can help the clients stay on the right path through their reentry.



Consistent and organized services

- CHD's clients expressed satisfaction with the program's services and follow-through; with consistent follow-through from the staff, clients begin to build optimism for achieving reunification goals with the program.

Outreach and coordination

- CHD's outreach efforts, including their pre-release workshops, help them solicit reverse referrals from Probation.
- Due to more knowledgeable referrals from Probation and horizontal referrals from other CBOs, CHD staff report more beneficial, frequent, and consistent meetings with clients

Challenges

Family issues outside of clients' control

- CHD's program model is built on the expectation that clients and their families will engage in mediation, but clients' family members do not always have the interest or ability to participate in relationship building.

Program capacity

- While CHD has implemented a plan to recruit volunteer mediators and has been successful recruiting volunteers from faith, civic, and other social groups in the community, CHD has struggled to retain volunteers due to the intensive time commitment required for the services and volunteers' school or work demands. Compounding this challenge, CHD has only one paid staff person, which limits the program's capacity to serve the target number of clients and to expand their programs further into the community.
- With limited staff capacity, CHD demonstrated an ability to collect and report data on its referrals, clients, and service delivery, but would benefit from greater capacity to consistently update and utilize service data.

Service referrals and coordination

- CHD often has to wait for a formal probation referral before engaging with clients. These delays can slow down the reunification process.
- Many individuals have substance abuse and mental health needs; these issues can interfere with the reunification process if they are not addressed prior to enrollment.

Limited pre-release access

- CHD currently provides pre-release informational workshops about the program's services, but would like to be able to provide skill-building workshops around family conflict and reunification.



Goodwill

Funding Amount: \$600,000 (FY 2013-14); \$600,000 (FY 2014-15)

The Bridges to Work program of Goodwill Industries of the Greater East Bay (Goodwill) facilitates the County's Employment Support and Placement Services to provide employment support and placement services in Central County. Participants can engage in up to 90 days of transitional, paid employment at local Goodwill stores or other partner agencies, in addition to receiving job search assistance for competitive employment opportunities. Goodwill also serves as a service hub for other providers. In Fiscal Years 2013-14 and 2014-15 the program was contracted to serve up to 120 participants in Central County.

Table 5: Snapshot of Goodwill Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 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, surpassing the target of 70% 	<ul style="list-style-type: none"> 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, surpassing the target of 50% 7 clients enrolled in higher education 54% (n=41) completed transitional employment, under the target of 70% 32% (n=24) were placed in an unsubsidized job and/or educational opportunity <ul style="list-style-type: none"> Average of 150 days from referral to permanent job placement 75% retained employment after 30 days (target = 70%)* 46% retained employment after 60 days (target = 60%)* 38% retained after 90 days (target = 50%)*

**Some participants may not have passed the date for measurement at the time of data collection*

Strengths

Direct job creation

- Goodwill's Bridges to Work program provides almost immediate access to transitional employment for individuals upon release, which allows them to quickly begin addressing their basic needs while also building positive job skills and habits.

Program model that supports client engagement and skill development

- Bridges to Work allows clients to ease into the responsibilities of a work environment, with low barriers to entry, quick onboarding, flexible scheduling, and incentives for job readiness workshop attendance.
- Bridges to Work helps clients build job readiness through a combination of formal workshops and on-the-job coaching and guidance that addresses both vocational and interpersonal skills.
- Goodwill's program model includes case management, which offers a high level of staff availability to support clients during their times of need.



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- Once participants enroll with Goodwill, they can continue to access the supports and resources the program offers, which helps clients receive continuous support at every phase of their job development and search.
- Clients develop solid affiliations with the program and staff, and continue to reach out for support after graduating from the program.

Connections to permanent employment

- Goodwill staff actively increase the job opportunities available to AB 109 individuals by forming relationships with local employers.
- Individuals who come in with higher levels of job readiness can participate in Goodwill's job services with the goal of being placed outside of the Goodwill store.

Coordinated services

- Through co-location of services and referrals to other AB 109 and County service providers, Goodwill sustains a safety net of strong support for their clients, which helps participants address barriers to employment (e.g., food, transportation) and work toward greater stability.

Challenges

Program capacity

- Goodwill indicated a capacity to serve a greater number of clients than are being referred; at the same time, the Bridges to Work program experienced turnover in the program coordinator position and was without two of its key staff positions for most of the contract period.
- The program's capacity to accurately track and report on client referrals, enrollments, and services has been limited.

Program fit

- Though participants noted the staff's empathy and support, the pay is low compared to the cost of living in the Bay Area. The 90-day duration of transitional employment makes some participants nervous about what will happen after; however, they can be re-referred to Goodwill for another round of transitional employment.
- The transitional employment opportunities available to clients are limited to working in the Goodwill stores and a few other options, though Goodwill is making efforts to expand these options.
- Clients and probation officers feel pressure for individuals to begin making an income immediately after release; however, some individuals are not ready for enrollment because of mental health and/or substance abuse issues.

Pre-release access

- The ability to gain access to the jails to make pre-release presentations would help Goodwill inform potential participants about the services Goodwill offers, and would enable participants to begin securing documentation needed for employment.



Men and Women of Purpose

Funding Amount: \$55,000 (FY 2013-14); \$50,900 (FY 2014-15, Employment and Education Liaison); \$66,666 (Mentoring)

Men and Women of Purpose (MWP) has two CAO contracts for AB 109 services in Fiscal Year (FY) 2014-15. The first contracts MWP to provide employment and education liaison services for the County jail facilities, for which the program facilitates four employment and education workshops every month at the County's jails and works with Mentor/Navigators to assist the workshop participants with the documentation required to apply for employment, education, and other post-release activities. MWP is contracted to screen at least 40 participants per month to assess employment and education preparedness.

MWP is also contracted to provide pre- and post-release mentoring services for West County using the organization's evidence-based program Jail to Community model. The program provides one-on-one mentoring, as well as weekly mentoring groups that focus on employment and recovery. The contract specifies that the program recruit at least 50 volunteer mentors using the Insight Prison Project curriculum, but does not specify a target number of clients to be served. In FY 2013-14, MWP was part of the consortium of three mentoring organizations, which as a whole were contracted to provide services to 100 participants. MWP employs eight full- and part-time staff and counselors for its contracted services.

In FY 2013-14 and 2014-15 MWP was also contracted by the Sheriff's Office to provide a Jail to Community (JTC) Program to both AB 109 and non-AB 109 individuals, encompassing pre-release classes, individual counseling, the creation of a treatment plan and exit plan, and documentation assistance.

Table 6: Snapshot of MWP Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 145 referrals requested by MWP 92 referrals received from Probation (others pending) 70 clients enrolled 41 clients were matched with a mentor 28 clients participated in group mentoring Trained 43 mentors in the first two quarters of the contract year, on track to surpass the target of 50 	<ul style="list-style-type: none"> 1 client was reported to have successful family reunification

Strengths

Jail to Community model

- The ability to have contact with individuals while still in custody enables MWP to provide clients with essential information about resources, as well as develop relationships that encourage clients to continue their engagement post release.



Individualized assistance and linkages

- Mentors work with clients to identify resources to meet their individual needs, and will physically transport and accompany clients to appointments to ensure they are linked to services.
- MWP supports coordinated service delivery to clients by working with Probation to send referrals to other AB 109 service providers, and by co-locating reentry specialists at Rubicon's Antioch office.

Trusting relationships with capable staff

- The development of close, trusting relationships between staff and participants provides participants with crucial emotional support, guidance, and hope that both keeps them engaged in services and supports them in keeping their behavior on track.
- Participants particularly called out the benefit of working with staff who have similar life experiences and personally understand what they are going through.
- MWP demonstrates strong staff capacity; MWP has adequate staff numbers and time to provide close, one-on-one assistance to clients. The program has also trained a number of new mentors.

Challenges

Service referrals and coordination

- MWP often has to wait for a formal probation referral before engaging with clients. These delays can slow down the client engagement process.
- Referrals do not always come with correct client contact information, impeding client engagement and follow-up.
- Many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing. It can be difficult to engage and follow up with clients when their behavioral health needs have not been addressed.
- Some clients expressed frustration and discouragement with the pace at which their needs were being addressed; however, it is not clear the extent to which this relates to issues with MWP's service provision or to broader barriers in accessing housing, employment, and other county resources.

Pre-release access

- While the time allotted for individual meetings has improved over time, pre-release workshops can only serve a limited number of individuals, pre-release classes are over capacity. While the time allotted for individual meetings has improved over time, pre-release workshops can only serve a limited number of individuals and pre-release classes are over capacity.

Data capacity

- MWP's capacity to consistently track data about their clients and services has been somewhat limited; as such, it is difficult to document the concrete outcomes that MWP clients have achieved. MWP has received tablets and training in the ServicePoint electronic case management system through their current contract.



Reach

Funding Amount: \$53,500 (FY 2014-15)

Centering their program services on women, Reach Fellowship International (Reach) provides weekly workshops in West County Detention Facility (WCDF), in addition to pre- and post-release one-on-one case management. The program has two core staff people and also hires several clients as staff. Reach has three County contracts with the CAO, the Sheriff's Office, and the Probation Department.

Reach is one of the newer providers in the AB 109 network, and in the previous year only had contracts through the Sheriff's Office and Probation Department. In Fiscal Year (FY) 2014-15 the CAO contracted Reach to provide employment and education liaison services to female returning citizens in fulfillment of the County's Reentry Into The Community Program. Reach also acts as a lead information specialist for County jail facilities for the AB 109 program. The CAO contracted Reach to provide four workshops a month to introduce employment and educational opportunities to participants, to work with Mentor/Navigators to assist 50 incarcerated and returning citizens with obtaining the paperwork required for those opportunities, and to screen at least 10 participants each month for employment and educational preparedness.

Table 7: Snapshot of Reach Accomplishments, July 2013 - September 2014

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 documentation prior to release <ul style="list-style-type: none"> 4 clients began work or education within two months of release 9 clients achieved reduced sentences 6 clients achieved and 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.*

Strengths

Gender-responsive program model

- Reach designed its program to fill a gender-specific service gap in existing reentry programs.
- Reach's proprietary "Sistah-to-Sistah" model draws from successful practices in other sectors, such as team building approaches used in the corporate sector.

Targeting immediate needs

- In addition to efforts to link clients to housing within 72 hours of release, Reach is able to directly house up to eight women at a time and has hired several clients as paid staff.
- Staff collaborate and build relationships with other AB 109 CBOs and public sector agencies to provide solutions that address their clients' immediate housing and employment needs.



Combination of structured services and individualized assistance

- A combination of pre-designed workshops and the flexibility to tailor services to individuals' circumstances allows Reach to adapt its services to the needs of each client.

Combination of skill building and relationship building

- Reach combines an emphasis on skill building and developing close relationships with clients through which they provide guidance and support

Pre-release contact

- Workshops and meetings with women in jail enables the program to help the clients develop reentry plans and identify critical pathways to success.

Challenges

Service referrals

- During FY 2013-14, Reach's only AB 109 contract was with the Sheriff's Office; they therefore received no official AB 109 referrals from Probation.
- In FY 2014-15, Reach has received fewer referrals than anticipated from Probation, and as a result have been able to serve fewer female clients than expected.

Program capacity

- Because Reach, as a newer program, has considerable time and effort launching its services, some clients found the program to be disorganized and not at full capacity.
- Although Reach reported feeling underutilized, the program also struggled to consistently follow through with clients and provide promised services to clients; while participants emphasized their appreciation for the Reach program, they also noted that staff have not always been able to deliver on promises for certain resources or services, in particular housing.
- While Reach has hired several clients as staff for their Antioch and Richmond offices, some participants noted that Reach's supervising staff are not always available when clients show up at one of the offices. Staff also identified the need for more program volunteers to teach the Sistah-to-Sistah curriculum.
- Reach's capacity to accurately and consistently track data about their clients and services has been very limited. Reach has received a computer and training in the ServicePoint electronic case management system through their current contract.

Pre-release capacity

- Clients expressed that Reach's pre-release classes are difficult to access, as only 10 women from each module are able to attend.



Rubicon

Funding Amount: \$1,400,000 (FY 2013-14); \$1,400,000 (FY 2014-15)

Rubicon is contracted to provide employment support and placement services, integrated with other supports, to participants in East County and West County. Rubicon's program includes 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. In order to provide a continuum of services, Rubicon partners with a number of other organizations through formal subcontracts, including vocational training partners, AB 109 providers, and other community-based organizations. The FY 2013-14 contract specified that Rubicon would serve up to 280 participants, including 160 in East County and 120 in West County. The FY 2014-15 contract slightly reduced these numbers, with a contract to serve up to 210 participants, including 120 from East County and 90 from West County. This year, Rubicon is not providing subsidized employment to participants but continues to provide transitional employment.

Table 8: Snapshot of Rubicon Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 362 clients referred 161 clients served 62% (n=100) engaged in career coaching/job search assistance 75 clients enrolled in Financial Services 	<ul style="list-style-type: none"> 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, meeting the 80% target 41% (n=41) of clients who engaged in career coaching subsequently engaged in transitional work, vocational training, or subsidized employment, meeting the 40% target 32% (n=32) of clients who engaged in career coaching subsequently obtained competitive employment. It took an average of 99 days to obtain employment. <ul style="list-style-type: none"> 81% retained employment for 30 days, meeting the 80% target 63% retained employment for 60 days, falling below the 70% target 15 clients successfully enrolled in benefits 2 clients enrolled in basic skills and GED prep classes

Strengths

Enhanced employability through training and certificates

- Rubicon's service model provides training and certifications that enhances participants' employability, while simultaneously addressing barriers to employment and providing opportunities for transitional employment to get participants back on their feet financially.

Combination of formal activities and individualized services

- Rubicon provides structured job readiness workshops, while also working individually with clients to identify and address their barriers.



- Rubicon targets clients' skill development through both formal workshops and informal interactions, while the close and trusting relationship participants build with staff provides participants with crucial emotional support and guidance that helps them stay engaged and supports them in keeping their behavior on track. Rubicon also creates an open office atmosphere where clients can spend their free time and engage with staff.

Coordinated services

- Rubicon is able to facilitate participants' success by connecting them with multiple Rubicon services that address different needs. Staff from Rubicon also facilitate coordinated service delivery through formal subcontracts and informal communication with staff from other contracted organizations.

Strong data capacity

- Rubicon has a high level of data capacity, including an electronic case management system, enabling them to accurately track referrals, enrollments, services provided, and client outcomes.

Challenges

Client referrals and engagement

- Many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing, which can make it difficult to prioritize and triage referrals. It is particularly challenging for Rubicon to engage clients who have unmet substance abuse and/or mental health needs.

Limited pre-release access

- Limited pre-release access limits the ability to connect with clients earlier and to educate potential clients about the services Rubicon can and cannot provide.

Program capacity

- As a result of the above factors, Rubicon has the capacity to serve a greater number of clients than the current number of referrals. At the same time, Rubicon's partner agencies that provide vocational training programs often have waiting lists.

Program fit

- Rubicon services may not be an ideal fit for clients with very high needs (e.g., with high substance abuse and mental health needs) as their program requires a high degree of commitment and functioning. While job readiness workshops may not be fitting for clients with a higher level of job skills or education, Rubicon is able to accelerate these participants into the job search phase by waiving the workshop requirement.
- Female clients reported that because most Rubicon clients are male, Rubicon's services may not feel as accessible or tailored to female clients.
- Several clients at other CBOs expressed that the need for immediate employment was a barrier to participating in Rubicon's job readiness workshops.



Shelter, Inc.

Funding Amount: \$500,000 (FY 2013-14); \$500,000 (FY 2014-15)

Shelter, Inc. operates the County's AB 109 Short and Long-term Housing Access Program. This program assists incarcerated and formerly incarcerated persons who are referred to them under the AB 109 Community Programs to secure and maintain stabilized residential accommodations. Shelter, Inc. provides a two-phased approach to clients seeking housing assistance. Before the program will refer a client to the Housing Services section, the staff conducts social service assessment/intake procedure to ensure the client will have success. The program places the majority of their clients into transitional housing situations (such as room or apartment shares) to allow them time to develop the resources for stable housing.

In Fiscal Year (FY) 2014-15, the County contracted Shelter, Inc. to initiate contact with 175 clients referred from Probation and provide eligibility screening for at least 70% (125) of those (down from 144 in FY 2013-14). Shelter, Inc. was contracted to provide case management services for at least 85% of the screened referrals; housing access assistance to at least 80% of the screened referrals; and housing placement assistance to at least 65% of those who received case management.

Table 9: Snapshot of Shelter, Inc. Accomplishments, July 2013 - September 2014

Service Delivery	Client Outcomes
<ul style="list-style-type: none"> 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 Changes across quarters in numbers referred/served Fidelity/evolution of program 	<ul style="list-style-type: none"> 43% (n=50) clients secured housing, meeting the 40% target <ul style="list-style-type: none"> Average of 22 days from referral to housing 30 clients were placed in master leased housing, under the target of 38 20 clients were placed in alternative housing (e.g., healthy living), under the target of 32 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%

Strengths

Housing linkage and financial support

- Shelter, Inc.—the only service provider that provided housing-related services during the evaluation time period—successfully links people with housing and supports their ability to stay housed through its financial assistance services.
- In addition to helping AB 109 clients find and obtain housing, Shelter, Inc.'s financial assistance helps participants retain their housing while they get on their feet after being released from prison or jail.



Case management support

- In addition to helping people secure housing, Shelter, Inc.'s case management model ensures participants are removing barriers and following through on their goals—assistance that goes beyond the realm of housing to address clients' other reentry-related needs.

Coordinated services

- Shelter, Inc. works closely with the Probation Department and with other CBOs to coordinate additional services for their clients.

Program modifications to meet client needs

- Shelter, Inc. has continually made efforts to adapt their program and service delivery to better meet clients' needs, including bringing its AB 109 program into greater alignment with the Housing First model

Challenges

Housing clients with criminal histories and no income

- Despite Shelter, Inc.'s adoption of a "Housing First" model, it can be challenging to find appropriate housing for clients who cannot immediately connect with employment or income.
- Many landlords do not want to rent to people with criminal histories.

Meeting client expectations with reality

- There is often a mismatch between clients' desire and the reality of what is available to them.

Service referrals and coordination

- Referrals do not always come with correct client contact information, impeding client engagement and follow-up.
- While the referral process allows Probation to track referrals and manage clients' cases, it leads to significant back and forth between programs and Probation, often delaying receipt of services.
- Many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing, which can make it difficult to prioritize and triage referrals.
- The Probation Department is still limited in its capacity to make pre-release referrals.

Limited pre-release access

- Limited pre-release access limits the ability to start the housing process earlier and restricts Shelter, Inc.'s ability to educate potential clients about the services they can and cannot provide.



I. Introduction

Background

In November 2013, Contra Costa County contracted with Resource Development Associates (RDA) to support the implementation and evaluation of the County's Assembly Bill (AB) 109, or Public Safety Realignment, efforts. To date, this support has included the following efforts:

- An assessment of the County's capacity and infrastructure for data collection and reporting;
- The development of baseline datasets to establish the number of AB 109 individuals supervised and served in the County from the start of realignment until the beginning of this project (October 2011-December 2013);
- A memo on the data collection needs and practices of AB 109-designated Police Officers in four local law enforcement agencies supported through County AB 109 contracts;
- Development of data dashboards to facilitate data sharing across AB 109 partner departments;
- An interim evaluation of the County's implementation of its AB 109 program, with recommendations for improvements as well as longer-term evaluation efforts.

The key recommendations that came out of those efforts were as follows.

Coordination and Administration of AB 109 Implementation

- Enhance coordination and integration of AB 109 services
- Conduct additional cross-agency and department-specific training
- Improve ability to track AB 109 clients, services, and outcomes
- Assign lead departments for implementing each CCP decision

Pre-Release

- Build capacity to expand use of pretrial assessments and pre-sentence needs assessments
- Provide judicial training to increase awareness of and knowledge about AB 109 programs and services
- Create and disseminate an AB 109 "fact sheet" and increase dissemination of the existing Reentry Resource Guide
- Evaluate the impact of early representation and assessment on pretrial release and sentencing decisions
- Increase the number and type of in-custody programs and services
- Establish a formal pre-release planning process, including a reentry transition plan
- Consider hiring an AB 109 in-custody case manager to help navigate available programs

Post-Release

- Develop comprehensive case plans for AB 109 supervisees
- Increase capacity for case coordination meetings
- Streamline the referral process
- Consider expanding community-based programming
- Partner with the Workforce Development Board and private employers to increase job opportunities
- Clarify and support law enforcement roles and responsibilities



Current Evaluation

In implementing AB 109, Contra Costa County, along with all California counties, ultimately hopes to see long-term impacts including improvements in recidivism rates, quality of life, and fiscal efficiency. This report builds on the first year's efforts by evaluating the implementation and preliminary outcomes of the County's contracted AB 109 service providers.

The AB 109 program logic model, presented in Appendix C, forms the foundation of the current evaluation. As shown in the logic model, long-term outcomes of AB 109 are achieved through a logical sequence of short- and intermediate-term outcomes that occur on the pathway to achieving the County's ultimate aims under Realignment. The theory of change underlying the logic model is that program and service delivery, along with community supervision, lead to improvements in behavioral, employment, and housing outcomes for AB 109 individuals. Individual-level improvements, along with additional County public safety measures, in turn, lead to reduced recidivism, improved quality of life, maximized public safety, and greater financial efficiency for the County.

In order to begin documenting the intermediate-term outcomes of the County's AB 109 plan, this year's evaluation focuses on the initial implementation and preliminary outcomes of the County's AB 109-contracted services during their first 15 months of implementation, from July 1, 2013 through September 30, 2014. The evaluation explored the extent to which AB 109-contracted community-based organizations (CBOs) are implementing their program activities as intended and the extent to which those activities are leading to positive outcomes among individuals receiving services.

Given the time period of the evaluation, the evaluation includes the eight community-based organizations (CBOs) that were contracted to provide services beginning in Fiscal Year 2013-14. It does not include the additional organizations that were contracted beginning in Fiscal Year 2014-15. It is also important to note that, while the focus of this report is primarily on the CBOs themselves, because the CBOs operate as part of a larger County AB 109 reentry infrastructure, evaluating the CBOs necessarily involves an assessment of that infrastructure as well. Although we did not focus on collecting data from County departments for this report, we do draw on the findings from the previous evaluation to support our understanding and evaluation of the County's AB 109 reentry infrastructure.

Evaluation Methods

The evaluation team collected a range of qualitative and quantitative data. For more detail on the evaluation methods, see Appendix A.

- Interviews and meetings with service providers;
- Focus groups with program participants, including current participants and individuals who enrolled in programs and subsequently discontinued participation;
- Quantitative data on client enrollment and service provision from service providers;
- AB 109 clients' risks and needs as assessed by the Probation Department using the CAIS (Correctional Assessment and Intervention System); and
- Data on referrals to CBOs and County departments from the Probation Department's electronic case management system.



This report presents findings on strengths and challenges that were similar across programs, as well as strengths and challenges for each individual CBO. Findings highlight factors related to the programs themselves, as well as to the county's broader AB 109 system of supervision and services. This approach is intended to give the County the information necessary to help improve service delivery and client outcomes by building on facilitators of success and helping to mitigate barriers.

Despite the volume of data collected, it is important to note that the results presented here are preliminary; while they can be used to support data-driven decision making, there are a number of considerations that readers should take into account. First, the County's reentry infrastructure is still evolving. While the AB 109 service contracts took effect on July 1, 2013, some of the CBOs providing AB 109 services did not begin providing services until several months later. Moreover, the reentry infrastructure has already changed since this evaluation began, with the Reentry Network for Returning Citizens in East and Central County coming online in October 2014, and the reentry infrastructure will continue to change as the West County Reentry Resource Center opens. As such, some of the findings presented in this report may no longer be applicable, as processes have changed and progress has been made.

Finally, AB 109 services are provided by eight different CBOs, which provide a range of services. Some of these services, such as housing assistance and employment, have very clear and measureable outcomes, namely, being housed and having a job. By contrast, services such as mentorship and family reunification often have intangible outcomes that are harder to document and measure. To the extent possible, this evaluation makes note of measurable outcomes, such as housing and employment attainment. More broadly, however, this evaluation does not only address outcomes, but also focuses on the factors at both the program and the system level that act as facilitators to or barriers of desirable outcomes.

The report is organized as follows:

- **Key Findings** presents context about the number of individuals on AB 109 supervision and the numbers referred to and enrolled in the contracted CBOs, along with high-level takeaways about the County's progress and challenges in implementing its AB 109 infrastructure and achieving client outcomes.
- **Program Strengths and Facilitators of Client Success** discusses factors both at the level of CBOs and the broader AB 109 system that appear to facilitate effective program delivery, as well as the success of AB 109 clients.
- **Program Challenges and Barriers to Client Success** discusses factors both at the level of CBOs and the broader AB 109 system that pose challenges to effective program delivery, as well as the success of AB 109 clients. This section also discusses broader structural issues impacting the success of AB 109 implementation.
- **Recommendations** to improve system coordination and service delivery.
- **Appendices:** Appendix A: Evaluation Methods; Appendix B: Individual Program Reports; Appendix C: AB 109 Logic Model; Appendix A: GAIN Reentry Checklist



II. Key Findings

Context

There were a total of 1,103 AB 109 clients under the supervision of the Contra Costa County Probation Department at any point between July 1, 2013 and Sept. 30, 2014, with 612 individuals beginning AB 109 supervision during this time period. Of the 1,103 individuals who were under AB 109 supervision at any point during this time, the Probation Department referred 455 individuals to a total of 799 services provided by AB 109-contracted CBOs. Because individuals were sometimes referred to the same service multiple times, there were a total of 922 referrals to CBOs made. Three hundred forty-seven (347) of the 455 probation clients who were referred to CBO services—or more 76%—decided to engage, enrolling in a total of 561 services. Table 10 below presents an overview of the referrals to and enrollments in the eight CBOs included in this evaluation.

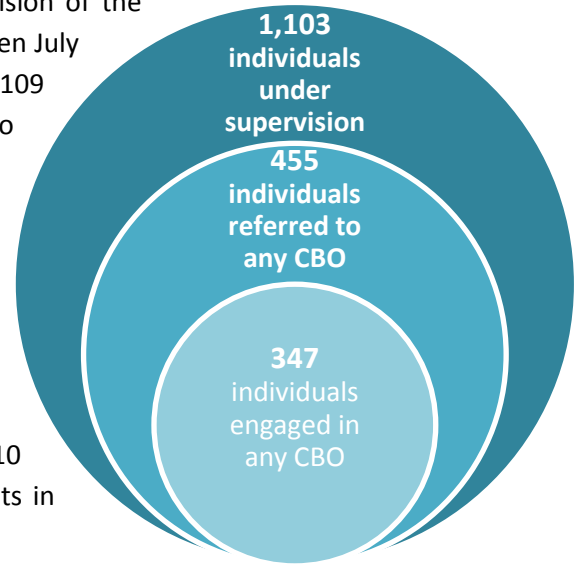


Table 10: Referrals and Enrollments by Provider

Referral Location	Individuals Referred ¹¹	Enrolled
Bay Area Legal Aid	45	61 ¹²
Brighter Beginnings	<i>n/a</i>	80 ¹³
Center for Human Development	<i>n/a</i>	35
Goodwill Industries	136	77
Men and Women of Purpose	<i>n/a</i>	75
Mentoring ¹⁴	126	<i>n/a</i>
Reach ¹⁵	<i>n/a</i>	25
Rubicon	253	164
Shelter, Inc.	238	115
Total	799¹⁶	632¹⁷

¹¹ This is according to referral records extracted from the Probation Department's Access Database. Many CBOs reported different numbers of individuals referred than the Probation Department's database indicated.

¹² The higher number of individuals enrolled than referred by Probation may be the result of referrals Bay Legal receives directly from Rubicon as a subcontractor and from collaborations with Goodwill and Shelter, Inc.

¹³ This number includes participants who were served prior to sentencing; participants may not have ultimately received an AB 109 sentence.

¹⁴ Prior to October 2014, referrals to mentoring programs, including Brighter Beginnings, Center for Human Development, and Men and Women of Purpose went to the County Office of Education (CCCOE). The CCCOE then referred clients to specific CBOs. We did not receive data from CCCOE for this evaluation detailing the number of referrals received by each CBO.

¹⁵ As of September 2014, Reach had yet to begin receiving direct referrals from the Probation Department. Service numbers include 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.



Evaluation Findings

Looking across the services delivered by the eight service providers and the preliminary outcomes of the 347 AB 109 clients who chose to engage in services, a number of important trends emerge.

- Building a reentry infrastructure is still a work in progress. Various elements of this process are still evolving, including the referral process, roles and responsibilities of County and CBO partners, data collection systems, and CBO service delivery models.
- Housing and employment services are in high demand. Goodwill Industries, Rubicon, and Shelter, Inc. each have more service referrals than all mentoring programs combined. In addition, those programs appear to be successfully helping clients address their immediate housing and transitional employment needs. The extent to which that corresponds with long-term housing and employment stability remains to be seen, given limited availability of jobs and housing, as well as the other challenges many clients face.
- Programs appear to best support clients when they combine tangible benefits, such as housing, employment, or vocational certifications, 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.
- Clients expressed high-levels of satisfaction with services overall, with clients expressing varying levels of satisfaction with the different providers. Although the evaluation can quantify some of the tangible benefits achieved through the employment and housing programs, it is difficult to quantify or measure the impact of those providers who offer more intangible services such as mentoring or family reunification.
- Providers identified the referral process and unmet substance use needs as key barriers to successful service provision. While the referral process has improved, it continues to be challenging for a number of reasons including incorrect client contact information, varying provider capacity, a multiplicity of interrelated client needs, and more. These are elaborated on with greater detail in this report.

Table 11 below presents an overview of the services that the eight contracted CBOs delivered to 347 AB 109 clients during the evaluation period, as well as initial client outcomes.

¹⁶ This number includes clients who were referred to multiple programs.

¹⁷ This number includes clients who enrolled in multiple programs.



Table 11: Service Delivery and Initial Client Outcomes by Provider, July 2013-September 2014

CBO	Service Delivery	Client Outcomes
Bay Area Legal Aid	<ul style="list-style-type: none"> 74 referrals received¹⁸ 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 	<ul style="list-style-type: none"> 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
Brighter Beginnings	<ul style="list-style-type: none"> 80 participants served¹⁹ 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 	<ul style="list-style-type: none"> 5 pre-release participants made a strategic life plan
Center for Human Development	<ul style="list-style-type: none"> 32 clients referred 27 clients enrolled Actively working with 9 participants at time of evaluation 	<ul style="list-style-type: none"> 21 completed Stage 1 of reunification process 16 completed Stage 2 of reunification process 7 completed Stage 3 of reunification process 1 completed Stage 4 of reunification process
Goodwill Industries	<ul style="list-style-type: none"> 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, surpassing the target of 70% 	<ul style="list-style-type: none"> 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, surpassing the target of 50% 7 clients enrolled in higher education 54% (n=41) completed transitional employment, under the target of 70% 32% (n=24) were placed in an unsubsidized job and/or educational opportunity 38% retained after 90 days (target = 50%)

¹⁸ Probation data shows 45 referrals to Bay Area Legal Aid. 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 and from its collaborations with Goodwill and Shelter, Inc.

¹⁹ This number includes participants who were served prior to sentencing; participants may not have ultimately received an AB 109 sentence.



CBO	Service Delivery	Client Outcomes
Men and Women of Purpose	<ul style="list-style-type: none"> 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 the contract year, on track to surpass the target of 50 	<ul style="list-style-type: none"> During the evaluation time period, MWP did not have a method of electronically tracking client outcomes, thus the evaluation could not confirm these.
Reach Fellowship	<ul style="list-style-type: none"> 26 clients referred (pre-release)²⁰ 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
Rubicon	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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, meeting the 80% target 41% (n=41) of clients who engaged in career coaching subsequently engaged in transitional work, vocational training, or subsidized employment, meeting the 40% target 32% (n=32) of clients who engaged in career coaching subsequently obtained competitive employment. It took an average of 99 days to obtain employment. 15 clients successfully obtained benefits

²⁰ For Fiscal Year 2013-14 Reach was contracted only by the Sheriff's Office to provide pre-release services. The service numbers reflect participants who may not have received an AB 109 sentence.



Contra Costa County
AB 109 Program Evaluation

CBO	Service Delivery	Client Outcomes
Shelter, Inc.	<ul style="list-style-type: none">• 230 clients referred²¹• 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	<ul style="list-style-type: none">• 43% (n=50) clients secured housing, meeting the 40% target• 84% (n=42) retained housing at six-month follow-up, meeting the 80% target²²• 16% (n=8) had an unsuccessful program exit at six-month follow-up, meeting the target of less than 20%

²¹ Probation records show 238 referrals to Shelter, Inc.

²² No individuals had been enrolled for 12 months during the evaluation period. Since then, 8 people have made it to the 12 month retention: 6 people made it through transitional housing and 2 obtained permanent housing.



III. Program Strengths and Facilitators of Client Success

1. Program-level factors

Flexible program models

Contracted providers have consistently adapted and modified their programs and services to better meet the needs of AB 109 clients.

While program fidelity is, in general, an important indicator of successful program implementation, it is important that programs are given the time to get their programs off the ground and be responsive to clients' needs before being held to strict fidelity measures. For many providers, serving the reentry population has been a new endeavor; for all providers, serving the AB 109 population has been new. This speaks to the extent to which both County and community-based providers are "building the plane while flying it." To varying degrees, all programs described "learning as we go" and shared ways that they have updated and improved programs to better serve clients.

- Goodwill and Rubicon made modifications to their job readiness workshops in order to place greater emphasis on cognitive behavioral skills.
- Shelter, Inc. began providing housing to clients before they secured employment or income, in order to see if providing housing first would support and encourage clients in securing employment.
- The Center for Human Development increased the number of meetings with clients in each stage of family reunification, recognizing that the reentry population had distinct needs that required an expansion of evidence-based mediation models.

Provision of material benefits

Programs that provide material benefits such as housing and paid employment are directly meeting the basic needs of reentering individuals.

Contracted organizations meet individuals' housing and employment needs by providing direct connections to housing and paid transitional employment.

- Shelter, Inc. successfully placed 50 clients in housing. Of these, 84% retained housing at six-month follow-up, meeting the program's 80% target.
 - *"Shelter Inc. is paying for me. I got a deposit down for \$1000 and they paid 3 months of my rent at my apartment right now. I had to go through a family shelter just to get to my own apartment. But Shelter Inc. paid for that whole transaction."*
- Reach acquired a house in which they can house up to eight reentering women at a time.
- Goodwill enrolled 72 clients in transitional employment.
 - *"Barriers come with not making any money at all—so the transitional employment helps them with a paycheck to get on their feet."*



- Rubicon engaged 41 clients in transitional work, vocational training, or subsidized employment.

Combination of structured services and individualized assistance

Programs that are best able to target individuals' needs operate with a combination of formal activities—some of which use evidence-based models or curricula—and the flexibility to tailor services to individuals' circumstances.

Focus group and interview data suggest that a combination of a structured approach to service delivery and individualized case management allows programs to best identify and serve individual needs.

- Rubicon and Goodwill both provide structured job readiness workshops, while also working individually with clients to identify and address their barriers.
- Reach offers workshops in West County Detention Facility, while also providing clients with a range of individualized assistance, including support to clients' families, attending court hearings, and helping clients manage their health and medical needs.
 - *"When I was in jail, Reach threw a birthday party for my daughter. They helped me keep in contact with my mom and my kids. And we were working on them helping to supervise visits [with my child], and they've mediated between me and my mom."*

Organizations that connect participants to more than one program or service within their organization support client success by addressing multiple client barriers and providing various opportunities for participants to maintain engagement with the organization. Two organizations observed that individuals with multiple barriers benefit from being connected to multiple services or programs within their organization. These organizations have achieved positive client outcomes by leveraging other programs and resources within their organization.

- Shelter, Inc. has leveraged non-AB 109 shelters and transitional housing within their organization.
- Rubicon supports client engagement by addressing multiple barriers: *"We don't just provide employment and career coaching; for example, one person may work with a career coach, a housing coach, a financial coach, and a fatherhood coach."*

Programs that combine skill building and relationship building offer optimal support to clients, building clients' hard and soft skills while also providing guidance and motivation.

Data from focus groups and interviews suggest that skill building and relationship building are both necessary program components—but alone may not be sufficient—in supporting participants' success. All contracted programs are building clients' skills, whether through a formal workshop curriculum (e.g., Rubicon, Goodwill) or through informal skill-building integrated into one-on-one interactions. Programs target a combination of hard and soft skills, including technical skills (e.g., job readiness training, vocational certifications), cognitive behavioral coaching, and anger management. These all help participants gain critical tools for obtaining tangible resources and benefits as well as managing their own behavior.



- Rubicon helped 32 clients obtain competitive employment.
 - *“When I first got here I didn’t know nothing. If you said fill out an application, I didn’t know nothing. Now if they ask if I’m convicted of a felony, I say, ‘Yes but I would like to speak to you in private in an interview.’ Since I been here I’ve made progress.”*
 - *“At Rubicon I was led in the right direction, from them, I was told what to do in interviews, and because of that I have three jobs.”*
- Goodwill assisted 24 clients in obtaining an unsubsidized job and/or educational opportunity and supported 64 clients in attaining a job readiness vocational certificate.
 - *“You had the staff helping you out with every step. They are really helpful. Always posting jobs and checking on you to make sure you are doing what you should be doing. They are helpful to me. I found a job and I’m still applying for other jobs.”*
 - *“Learning about the disease of addiction is a big success that could help a lot of people. A few of the classes helped us with mindful thinking.”*

Along with skill-building support, the development of close, trusting relationships between staff and participants provides participants with crucial emotional support, guidance, and hope that both keeps them engaged in services and supports them in keeping their behavior on track. Across the board, participants highlighted that their relationships with program staff allow them to feel like they have someone to turn to when they feel on the edge of doing something that could land them back in jail. Participants across programs particularly called out the benefit of working with staff who have similar life experiences and personally understand what they are going through. Many organizations also create an open office environment where participants can spend their free time, which keeps them from engaging in behavior that could cause them to recidivate.

- *“[At Goodwill] they all have compassion. I’m not sure if their background has to do with some of ours, but they have a compassion for us. They want to see us succeed. They had their own personal part in my journey.”*
- *“What I like about MWP was they were guys like me, they have been to jail been to prison, have substance abuse problems and have gotten their lives together.”*
- *“I come [to Rubicon] where I can’t get into havoc [in my old neighborhood]. It gave me a chance to get around my career coach all day.”*

Data capacity

Some programs have a high-level of data capacity, including electronic case management systems, which allows them to accurately track referrals, enrollments, services provided, and client outcomes. These programs are also better positioned to use data to inform program modifications.

A number of AB 109-contracted providers, including Rubicon; Shelter, Inc.; Goodwill Industries; and Bay Area Legal Aid, have electronic case management systems which they use to collect data on service referrals, program enrollments, service delivery, client outcomes and more.



Client satisfaction

High client satisfaction with services indicates that clients find the available programs to be helpful.

Overall, participants expressed mostly positive feedback about the programs they are participating in, sharing largely positive feedback about program services and staff. While client satisfaction does not necessarily equate to positive client outcomes, it is an indicator that clients experience the available programs as beneficial.

2. AB 109 system level factors

Supportive approach to supervision and availability of services

Contra Costa County is building an AB 109 reentry infrastructure that supports participants by adopting a less punitive approach to supervision and increasing the availability of services and supports.

Many individuals under AB 109 supervision have prior experience being under correctional supervision. These clients overwhelmingly noted that they are doing better under AB 109 supervision compared to previous experiences on probation or parole, with many echoing the sentiment that *“this time it’s completely different.”* Many said AB 109 supervision was the first time they’ve been offered help, and the first time their probation officers are not “out to get them.” Providers and clients alike highlighted the importance of the two core components of AB 109 legislation: the shifting focus of probation to a less punitive approach to supervision and the availability of services through community-based programs, as well as enhanced behavioral health services.

- *“They are starting to realize the people are not needing to be in jail. All three of us got an issue with drugs. Why not fix that issue instead of throwing us away? That’s why I like AB 109.”*

Both providers and clients noted that having a good relationship with a client’s probation officer was an important factor in reentry success. Clients expressed vastly improved relationships with AB 109 probation officers compared to previous probation or parole officers, and felt that most AB 109 probation officers focus on providing help rather than finding ways to violate their probation. Improved relationships. Several participants also noted that cognitive behavioral coaching provided by pre-release programs and through Probation’s Thinking for Change (T4C) have been helpful in changing the way they think and act after release.

- *“I have seen changes. My PO is awesome. When I went in, she went through this survey with me and followed up with MWP; she referred me to Shelter Inc., she explained the law about child custody.”*

At the same time, while many participants stressed the importance of their individual readiness of change, it may be that the very availability of services and supports has contributed to the internal feeling that AB 109 is different. This mutually reinforcing relationship between the availability of support and participants’ readiness to change sheds light on the promise that AB 109 shows for client success.



Pre-release contact

When the County system facilitates pre-release contact with programs, programs are better positioned to engage participants after release and more quickly begin to address barriers to employment and housing.

When staff are able to begin meeting with participants prior to their release they develop rapport and trust, which increases the chance that participants will follow through on referrals to these programs post release. Addressing participants' barriers to employment and/or housing prior to release (e.g., suspended driver's licenses, identification of housing options) supports participants in transitioning more quickly to a stable situation. Providers expressed that the shorter the time between release and engagement, the more successful participants tend to be. Speedy connection to housing and employment is crucial in terms of meeting immediate needs; having these supports in place allows participants the chance to succeed in their transition back to the community not only by meeting basic needs, but also by keeping them busy and providing safe environments away from the neighborhoods and people they used to associate with.

- Staff from several organizations noted that their access to WCDF has improved in FY 2014-15 and emphasized the importance of maintaining and increasing the days and times they are able to meet with incarcerated individuals.
 - *"We would talk about when we planned to get out what our plans were, what our goals were – try to set up an exit plan, and what we were looking into doing, if we were going back to school, housing, what we needed, what kind of job we were looking for. We filled out [mock] applications to get you ready and [practiced] how to answer questions about your charges."*
- Fiscal Year 2014-15 contracts with Reach and Men and Women of Purpose for Employment and Education liaison services are designed to address documentation barriers prior to release.

Coordination of services

The degree to which County and CBO providers coordinate and communicate about referrals allows the system to better prioritize and match individual needs with available services.

It is clear that many AB 109 individuals reentering the community face a multitude of barriers to achieving stable housing, employment, and family life. We found that many individuals receive services from multiple contracted providers. This may indicate that the County is making progress toward building an integrated reentry infrastructure, though at the same time it is important to note possible duplication of services, as some providers expressed some concerns about clients "double dipping" in employment services (e.g., Rubicon, Goodwill, Prepare My Sheep, and MWP). While in some cases multiple services may be useful, in some cases they may not.



Table 12: Number of CBO Enrollments per Client

Number of CBOs where clients enrolled	Number of Clients	Percentage of Clients
Any	347	100%
1	215	62%
2	75	22%
3	36	10%
4	17	5%
5	4	1%

In terms of referrals from Probation to CBOs, most programs reported that Probation's referrals have improved over time—including improved consistency of referrals from different probation officers and a better fit between referrals and clients' needs, indicating that probation officers are developing greater knowledge about the available services. Providers also noted that the case coordination meetings convened by Probation have been useful in coordinating clients' care. Some clients also shared stories of successful coordination of referrals beginning prior to release:

- *"I got released and went to report a few hours after I got out and the next day people were calling me. My probation officer told me what was available. Some guy came a few weeks before I got out and told me where to report and asked me what I needed, and then they just started calling me. Shelter Inc., Bay Area Legal Aid, and [CHD] all called me."*

While the evaluation period did not officially include the time during which Reentry Network for Returning Citizens in East and Central County was implemented, some conversations with providers that occurred after October 1, 2014 elicited positive initial feedback in terms of the possibility of greater coordination of services. One focus group participant also spoke about meeting with one of the Field Operations Coordinator:

- *"Pat Mims [Field Operations Coordinator] is my AB 109 liaison who is there and I met with him and he is the one that told me about Rubicon, Shelter Inc., therapy, and everything."*

In terms of coordination among CBOs themselves, CBO staff explained that direct communication and coordination among CBOs facilitates the identification of client needs and allows providers to initiate referral processes to connect individuals to needed services. Several organizations described formal and informal arrangements that allow them to coordinate service delivery, including formal subcontracts and co-location agreements and informal case conferencing.

- Beginning in FY 2014-15, Rubicon created a formal subcontract with MWP with the idea that fostering pre-release client engagement with MWP would improve post-release enrollment in Rubicon's services.



- Part of Goodwill's service delivery model is to offer space for staff from other CBOs to meet with clients onsite. Bay Area Legal Aid has weekly office hours during which clients know they can meet with BayLegal staff, and staff from Shelter, Inc. regularly meet with clients at the Goodwill offices. Providers from all involved CBOs emphasized that this co-location is immensely useful in engaging clients and connecting them quickly to services that can meet their evolving needs.
 - When one client had to bring in documentation for BayLegal to use in his case, he was able to meet with BayLegal's attorney before reporting to work at the Goodwill store: *"I'd be working and here she was coming by [Goodwill], so I'd see her before going to work."*
- When staff are able to help coordinate referrals for clients, clients are more likely to experience the system as smooth and not requiring the type of complex navigation that many spoke of. *"Rubicon has made everything easy and convenient for me."*

Table 13: Clients Enrolled in Multiple CBOs

Programs or Services	Number of Individuals
Rubicon & Shelter Inc.	44
Goodwill & Shelter, Inc.	41
Bay Area Legal Aid & Goodwill	36
Bay Area Legal Aid & Shelter, Inc.	32
Rubicon and Men & Women of Purpose	26
Goodwill & Rubicon	23

Table 14: Client Enrollments in County Services

Referral Location	Individuals Enrolled
Alcohol and Other Drugs (AODS)	159
Homeless Program	53
Mental Health	32



IV. Program Challenges and Barriers to Client Success

1. Program-level factors

Program startup

Because programs spent considerable time and effort launching and refining services during the first contract year, many served fewer clients or for shorter durations than intended; in addition, they may not have achieved target client outcomes.

As noted above, AB 109 and/or reentry services have been new to many of the contracted providers. As such, some have experienced slow starts and encountered bumps along the way, and most programs did not serve as many participants as indicated in their contracts. While this is to be expected with any new rollout of services, because programs have refined their service model while rolling out service delivery, some clients experienced the challenges that come along with the implementation of new programs or organizations. They perceived that some program models were not fully formed and that services seemed disorganized or not fully in place. For example, participants in several programs expressed a similar sentiment that the program “[is] not fully grown yet, hasn’t all been put together.”

Program capacity

Programs vary in their capacity to provide high quality services to the desired number of participants.

Some programs reported that they were underutilized and had the capacity to serve a greater number of clients. Some programs struggled to consistently carry out their intended program activities for what appeared to be a combination of challenges related both to the program and the broader AB 109 system. One reported receiving more referrals than they were contracted for and thus struggled to meet the need for services.

- Rubicon, Goodwill, and Bay Area Legal Aid reported a capacity to serve more participants than the number of referrals they have received.
- While Reach also reported feeling underutilized, the program also appeared to have the lowest capacity to consistently follow through with clients and provide promised services to clients.
- Goodwill and Center for Human Development also encountered staffing shortages, staff turnover, and/or difficulty recruiting or retaining staff or volunteers.
- Shelter, Inc. was the only program that noted receiving more referrals than outlined in their contract and noted it was a challenge to keep up with the number of incoming referrals.



Data capacity

A number of programs demonstrated limited capacity to collect and report accurate data on their service delivery and their clients.

A review of organizations' client and service delivery data, as well as their quarterly reports to the CAO, revealed that many programs have limited capacity to consistently collect and report accurate client data. While this capacity will improve as organizations are trained in the ServicePoint system, programs' data capacity during the period of this evaluation was concerning, as several programs did not have complete service data with which to monitor service delivery and inform program improvement.

- CBOs and the Probation Department frequently reported different numbers of client referrals.
- Quarterly report data often appeared incomplete and/or did not align with Probation data.

Program fit to range of client needs

While it appears that the available community-based programs are well aligned with the needs of most individuals on AB 109 supervision, the services may not be an ideal fit for certain individuals.

While it appears that the available community-based programs are well aligned with the needs of most individuals on AB 109 supervision, there are participants whose level of need is too high for the programs to serve them effectively. For example, it can be difficult to engage individuals with serious mental health issues or untreated substance abuse issues in employment, housing, or family reunification services. By contrast, some participants with greater education, skills, or social networks may feel less aligned with the services available.

- Until the fourth quarter of 2014, Shelter, Inc. attempted to ensure that participants had an income in order to be placed in housing. This often led to gaps in the time between participants' release and obtaining housing.
- Because transitional employment and transitional housing programs are short in duration, many worried about where they will go after.
- Most programs are targeted toward high-risk individuals and may not be an ideal fit for the minority of individuals on AB 109 supervision with more work experience and/or education. However, programs such as Rubicon and Goodwill are able to adapt their programs for these participants by waiving their workshop requirement and routing these participants directly into the job search phase.
- The majority of clients in all programs except for Reach are male; as a result, some programs may be less responsive to the needs of female clients, and some female clients may feel less comfortable in some programs.
- Some participants expressed a need for program support outside of normal business hours.
 - *"When I am having problems at 6pm, no one is around because this is an 8 to 5 gig. My life is not 8-5."*



- In addition, program staff commented that some participants are simply not interested in receiving any services.

2. AB 109 system level factors

Service referrals

While there have been improvements in the rate and timing of referrals, the number of referrals and the referral process itself continue to be major factors impacting service delivery to clients. Below we summarize the key issues with the referral system that emerged from our conversations with staff and our analysis of CBO and Probation referral data. Because this year's evaluation did not focus on County systems, these findings are drawn from interviews and focus groups with CBO staff and clients, along with data from the Probation Department's electronic case management system. It is important to note that we did not interview probation officers or County behavioral health services staff about these issues, although we have done so in the past and do draw on our findings from past evaluation reports.

It is not clear how all of the domains assessed by the Probation Department's Correctional Assessment and Intervention System (CAIS) tool align to specific service domains, making it difficult to determine how many individuals could have been referred to each different type of service.

Nearly all organizations noted that they have received fewer referrals from Probation than they expected or that were laid out in their contracts. They explained that referrals were slow to start when the CBOs were contracted beginning in July 2013, and have picked up since then.

- Reach reported not receiving any referrals from Probation for many months of their contract.
- Bay Area Legal Aid staff reported receiving fewer referrals for certain types of cases (e.g., housing, healthcare, and certain public benefits cases) than they expected. They are not sure whether this is due to a lack of need or a failure to identify need.
- Rubicon reported that they have the capacity to receive many more referrals than are currently coming in.

According to the Correctional Assessment and Intervention System (CAIS) administered by the Probation Department, almost three-quarters (73.7%) of AB 109 clients have a Criminal Orientation upon release; almost 70% of AB 109 have Alcohol and/or Drug Abuse-related needs, and almost half (47.64%) need Vocational Skills. Because it is not clear how many of the most commonly assessed risk and need factors align with service needs, it is difficult to determine how many clients could have been referred to each CBO or service type. In addition, it is important to note that the decision to enroll in either behavioral health or CBO-services is completely voluntary, so probation officers may not both to refer clients who openly acknowledge that they are not interested in service engagement.



Table 15: Need Domains as Indicated by CAIS Tool: All AB 109 Supervisees

Domain	All AB 109 Supervisees		Individuals Assessed 7/2013-9/2014	
	N	%	N	%
Abuse/Neglect and Trauma	42	3.61	17	3.96
Alcohol and/or Drug Abuse	809	69.44	311	72.49
Basic Needs	50	4.29	21	4.90
Criminal Orientation	858	73.65	331	77.16
Emotional Factors	645	55.36	263	61.31
Family History	454	38.97	169	39.39
Interpersonal Manipulation	509	43.69	208	48.48
Isolated Situational	138	11.85	39	9.09
Physical Safety	16	1.37	7	1.63
Relationships	77	6.61	33	7.69
Social Inadequacy	329	28.24	89	20.75
Vocational Skills	555	47.64	231	53.85

While providers across the board agreed that the suitability of referrals has improved over time, they noted that some referrals they received did not seem to be the best match for the client's needs. Staff observed that client engagement in services could be improved if probation officers had a more thorough understanding of services available from each provider, as well as if the county more actively promoted or incentivized program participation.

- Bay Area Legal Aid staff explained that they sometimes receive referrals for legal issues that are not in their area of work. Staff wondered if this was a result of probation officers seeing BayLegal as a catchall for any legal issue, rather than an organization specializing in particular areas of law.
- Reach perceived that the low number of referrals they have received might be because probation officers do not yet view the organization as a key location to which female clients should be referred.

Some programs also noted that the number of referrals they receive is not consistent from month to month, which inhibits their ability to plan for their program activities.

- The number of individuals referred per quarter ranged, from low to high, from 17 to 35 for Goodwill; from 41 to 78 for Rubicon; and from 23 to 70 for Shelter, Inc.

Clients' multiple and interdependent needs can make it challenging to know how to best prioritize and sequence service referral and delivery.

As noted by providers and clients, and demonstrated in the CAIS results, most clients have a multiplicity of needs.



Table 16: Number of Assessed Need Domains

Number of Need Domains	All AB 109 Supervisees		Individuals Assessed 7/2013-9/2014	
	N	%	N	%
0	27	2.32	5	1.17
1	113	9.7	29	6.76
2	211	18.11	82	19.11
3	191	16.39	67	15.62
4	178	15.28	66	15.38
5	186	15.97	84	19.58
6	151	12.96	59	13.75
7	68	5.84	22	5.13
8	21	1.8	5	1.17
9	11	0.94	7	1.63
10	5	0.43	3	0.70
11	3	0.26	0	0

Last year's evaluation pointed to the need to ensure that clients' service referrals are adequately prioritized and sequenced, rather than given all at once. For example, Bay Area Legal Aid noted that for the most part, legal needs will often develop once a client encounters barriers to housing or employment, so while it is helpful to educate clients on their post-release legal rights early on, referrals to legal aid may best be given later in the client's reentry process.

Conversations with providers highlighted that upon release behavioral health, housing, and basic needs such as food are the needs that must be met most immediately. They identified unmet substance abuse and mental health needs as one of the biggest barriers to client engagement in programs and to their overall success in reentry. Program staff stressed that in order for their programs to be effective, clients' behavioral health issues must be addressed before employment or housing can be prioritized. For many clients, staff explained, residential substance abuse treatment is the first step.

- One provider shared: *"We understand that 55 percent of the [reentry] population has dual diagnosis issues, and many are not coherent to make the proper decisions [upon release]. The lag in time is where we lose people."*

At the same time, discussions with providers and clients elucidated several challenges with prioritizing and sequencing referrals. Many of the services designed to address clients' needs are interdependent—for example, in order to meet basic needs such as housing and food, clients need an income, for which they often need employment services. Because of the need for immediate income, individuals on AB 109 supervision—and, in turn, their probation officers—feel pressured to immediately pursue employment services before ensuring that clients' mental health and substance use are stable. These factors can result in inappropriately timed and/or duplication of services. Further complicating this issue, clients may be much more eager to engage in employment service than in behavioral health



services, even though their ability to become and remain employed may depend on their ability to address substance use and/or mental health needs.

- For example, staff noted that in some cases probation officers may refer clients to Rubicon for job readiness and job placement assistance, and if Rubicon clients are not able to find employment quickly, the probation officer may make a referral to Goodwill's transitional employment program so the participant can begin earning income immediately. Data show that 23 individuals received services from both Rubicon and Goodwill.
- Shelter, Inc. has taken note of the bind that clients face themselves in. They have begun placing clients in housing before they have confirmed employment.

Referrals do not always come with correct client contact information, which impedes client engagement and follow-up, leading to discrepancies between the numbers of individuals referred and enrolled.

All programs noted that at the time clients are first referred to them, they often have incomplete or incorrect contact information for those individuals. This greatly hinders their ability to engage clients and provide them with continuous service. Some staff did note that the contact information they have received from Field Operations Coordinators from the Reentry Network for Returning Citizens in East and Central County tends to be more up to date, which they said has helped with client engagement. Programs shared:

- *"We have participants whose file we closed because can't find them, can't reach them—no matter how inspirational we've been. We need to be able to catch them and keep them."*
- *"On a simple scale, phone numbers are a big trip-up post release. That's where the biggest disconnect starts—particularly if they're already released, getting a hold of them. That's where the falloff starts."*

Data on client referrals and enrollments in **Error! Reference source not found.** on page **Error! Bookmark not defined.** shows the discrepancies between the number of individuals who were referred and engaged in services. Staff noted that this discrepancy in referrals and enrollments was largely because of difficulty establishing initial contact and/or engagement with individuals who had been referred, in addition to the fact that not all individuals who are referred choose to engage in services.

The referral process to contracted providers creates delays and bottlenecks. While the process allows Probation to track referrals and manage clients' cases, it leads to significant back and forth between programs and Probation, often delaying receipt of services and causing frustration for staff and clients.

While programs noted some improvements in the referral process, they observed that the process of routing referrals through Probation can lead to bottlenecks and time lags, which continues to cause delays in service delivery. Several organizations felt that the time lags were exacerbated with the turnover in the Probation staff responsible for fielding requests for referrals from CBOs. This lag in time between requests and referrals is particularly concerning as it cuts into the crucial time period for post-release engagement.



- At the time of data collection, Men and Women of Purpose reported that they were waiting on Probation to confirm at least 10 requests for referrals, and CHD was waiting for at least 11 referrals, leading to a delay in starting service delivery with the identified clients.
- Clients also experienced the delay that can occur as a result of the referral process: *“Everything you do is with someone different. It is kinda confusing. It makes it harder to get things done. He has to send a referral, that has to go through, you gotta wait for them to call you.”*

The Probation Department is still limited in its capacity to make pre-release referrals.

While the designated deputy probation officer is able to assess and refer individuals prior to release, staff from several organizations commented that having only one probation officer who can perform this task seems insufficient to meet the need.

Timing and frequency of pre-release access

Programs report that limitations in the timing and frequency of pre-release access negatively affects their ability to engage participants in the critical time prior to reentry. Having the ability to develop those relationships while the client is still in custody benefits their short and long-term success.

The Jail to Community model is an evidence-based model developed with the knowledge that pre-release contact is a key determinant of an individual’s likelihood to engage in services post release and facilitates clients’ successful reentry. As one client said, *“They need to plant that seed early so that even if [reentering individuals] are walking that fence, they can get back on.”*

Although many of the contracted CBOs do have agreements in place with the Sheriff’s Office to obtain pre-release access, all of the programs stated that their access is insufficient for the type of one-on-one services they feel would most benefit clients, in terms of the frequency they are allowed access, the time of day, and/or the length of time per visit. That said, there are a number of barriers to increasing pre-release access, including limited classroom space available in the jails; security classification issues, especially in Martinez Detention Facility; a time consuming background check and clearance process; and fitting program visits into the jails’ operating schedules and processes. It is important to note that the evaluation did not interview Sheriff’s Office staff for this report, although we did speak to multiple staff from the Sheriff’s Office for the prior evaluation. Providers raised the following concerns:

- All programs wish they could access the jails with more frequency and have more opportunities for one-on-one meetings with participants.
- Center for Human development is limited to informing incarcerated individuals about family reunification services, but would like to be able to conduct workshops.
- Shelter, Inc. and Goodwill have not received clearance to access participants in jail.

Some clients raised this issue as well.

- *“AB 109 doesn’t [care] about you until you’re released. What they need to do, the people with weaker minds are going to go right back to the drugs. For those people they need to start this*



process while they're in jail so that they have somewhere to go so they don't go back to using drugs."

Communication and coordination

While communication and coordination appear to have improved over time, mechanisms for systematic and streamlined communication among CBOs and between CBOs and Probation are still evolving.

CBOs have developed informal and formal ways to communicate and coordinate. They noted that these opportunities are useful and they would benefit from greater coordination. Staff also spoke about opportunities for communication and coordination between clients and probation. Several organizations mentioned that the case conferences convened by Probation had a hiatus of about six months. Staff noted that they appreciated the opportunity for networking that the case conferences provided. Staff also noted that programs are not systematically informed when clients are re-incarcerated, which inhibits their ability to maintain engagement with clients who may be in jail.

- Some clients also shared experiences that the AB 109 system was at times challenging to navigate. A number of participants also recalled times when they had trouble getting in touch with their probation officer.
 - *"Everything you do is with someone different. It is kinda confusing. It makes it harder to get things done."*
 - *"I've been asking for food vouchers besides EBT and clothing vouchers. The thing is everything is contracted out. I gotta go to everyone else and AB 109 has all these branches."*

Individuals on AB 109 supervision report receiving limited information about what it means to be under AB 109 supervision or the opportunities available to them.

Participants identified a lack of consolidated information for clients about AB 109 services. Although the County commissioned a resource guide with the available AB 109 programs, no clients reported having received this guide. Based on their comments, it was clear that many participants were unclear about the purview of AB 109 and conflated "programs" and the AB 109 system as a whole.

Gaps in available services

Housing assistance for AB 109 individuals remains very limited, as there is a limited availability of housing itself and current housing providers are over capacity.

Providers and clients highlighted the extremely limited availability of both transitional housing and stable housing for returning citizens. In addition, while the County has since contracted with another housing assistance provider, during the current evaluation period Shelter, Inc. was over capacity as the only contracted provider for housing placement assistance. Providers across the board stressed the importance of immediate access to housing, including shelters and transitional housing, upon release.



- *"If [clients] could find a way to not have to spend so much time hitting the ground running and fending for themselves...maybe get beds or shelters that would allow them to rest for a minute and look for something, get [their] medication in place, their mental health.... We don't have a pathway to directly identify them and get them a place to stay so we can get them the services they need so they can have a chance."*

Transportation assistance came up as a frequent barrier to successfully engaging both with reentry programs as well as with potential and future employers.

Many participants expressed frustration with the lack of assistance for transportation to get places such as job interviews and mental health appointments. Some stated that, as a result, they felt that illegally entering BART without paying was their only option.

- *"Another thing is that AB 109 wants me to go to work, meet my PO, go to mental health, to do all these things, and I've been asking for transportation vouchers for 4 months."*
- *"My problem with the transportation is, I go see my PO and he only gives me one ticket to get to his office and one ticket to get home, nothing else. POs know that if we don't qualify for food stamps we're spending all our money on food, but I'm spending too much money on transportation."*

While some organizations currently provide transportation assistance for their particular programs, or are pursuing ways to provide broader assistance with transportation, overall there is limited funding for this type of assistance.

3. Broader structural issues impacting the success of reentry programming

It is important to note that there are a number of factors beyond the County's control which nonetheless impact the success of AB 109 programs and the individuals served therein. Below we note some of the most commonly mentioned issues.

Housing and employment for individuals with felony convictions

For clients with felony convictions or poor credit histories, the limited availability of both stable housing and competitive employment restricts long-term success.

While employment training programs, transitional employment and housing placement assistance offer critical assistance to individuals reentering the community, these programs can only go so far; the availability of actual housing and employment options for the reentry population is severely limited.

Although programs like Goodwill and Rubicon are actively identifying and forming relationships with potential employers, the fact remains that many employers will not hire someone with a felony conviction. In focus groups, participants shared again and again about experiences where they were almost offered a job, or they were offered a job, only to be told, "I'm sorry" when their background check came through. A further challenge is that while individuals are expected to obtain employment



almost immediately after release, the combination of often limited work habits and experience means that it takes time, training, and practice for individuals to develop new habits and skills. Many clients shared a sense of discouragement and felt that the lack of employment opportunities could lead them to turn back to illegal activities.

- *"I've got kids, I've got a grandbaby. I'm doing everything in my power to keep from doing what I used to do. But there's no jobs available."*

Staff and clients also highlighted a shortage of transitional housing options in which individuals could be immediately placed upon release. In terms of finding long-term stable housing, Shelter, Inc. described the difficulty in finding landlords who are willing to rent to individuals with a criminal history. As a result, individuals often end up living in places that are not conducive to their recovery or successful reentry. Moreover, individuals commonly experience a mismatch between their desires for a better life and the reality of what is available to them, which contributes to a sense of discouragement. For example, staff at Shelter, Inc. described that one of the greatest challenges for individuals is the reality of what their income is versus their ideal housing situation. The combination of individuals' multiple barriers to reentry and their extremely limited options for employment and housing leaves many individuals feeling discouraged. Further, staff from Reach highlighted that the housing challenges faced by women are unique. They noted that men often go back to a woman's home when they are released, while women may not have anywhere to go. It is therefore important to maintain an awareness of the intersection of gender with other barriers to reentry.

Overall, program staff explained that individuals participating in pre-release programs often express hope and good intentions for their lives post release, but when immediate linkage to housing and other supports is not available, it can be difficult to stay afloat: *"Once they get out the system is not there to hold them, so they don't follow through."* When the AB 109 system cannot provide an immediate safety net upon release, individuals are more likely to fall into old habits.

Access to government assistance

Across the range of participants, unequal access to government assistance programs came up frequently as a barrier to meeting individuals' basic needs.

While some laws will be changing, the inability to access government assistance, including public housing resources and the Supplemental Nutrition Assistance Program (SNAP) for those convicted of drug sales, has served as a significant barrier for reentering individuals in being able to meet their most basic needs for food, clothing, and shelter. Without these basic needs taken care of, clients are more likely to fall into despair or turn to old habits.

- One client shared: *"We need clothing vouchers, food vouchers, transportation to get us started. Otherwise we're just going to keep drinking and using, mask our pain with stupidity. With those vouchers, we could have better opportunity to succeed."*



Resolution of suspended driver's licenses

While the Education and Employment Liaison contracts with the CAO are intended to address barriers to employment such as driver's licenses and other paperwork, there remain broader barriers to regaining driver's licenses in a timely manner.

Staff from many organizations stressed the magnitude of the issue of suspended driver's licenses for reentering individuals, which serves as a significant barrier to employment: *"People have jobs lined up and are waiting to get that license back."* Pointing to a broader barrier within the current system for resolving this issue, staff from Bay Area Legal Aid noted that while Homeless Court provides an opportunity to resolve a suspended driver's license, the Homeless Court calendar can be backed up for many months, delaying the resolution of this issue.

V. Recommendations

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

To date, Contra Costa County has engaged in a number of planning process related to AB 109, including the 2011/12 Public Safety Realignment Implementation Plan; the 2012 AB 109 Operational Plan; the 2013 East and Central County Network Plan; and the 2013 West County Reentry Resource Center Plan. While these efforts have been critical in helping the County begin to lay the groundwork necessary for an AB 109 reentry infrastructure, the development of a coordinated AB 109 system is a work in progress and several issues remain.

In order to develop a coordinated system, we recommend the County engage in a comprehensive planning process involving representatives from all County departments and community-based organizations involved in the AB 109 infrastructure. Specifically, the planning process should address the following issues.

A. Processes for triaging clients' with multiple, overlapping needs

Last year's evaluation pointed to the need to ensure that clients' service referrals are adequately prioritized and sequenced, rather than given all at once. The evaluation found several challenges with prioritizing and sequencing referrals:

- **Identification and triage of referrals:** Because domains assessed via the CAIS tool do not all neatly align with service domains, there does not appear to be a clear process regarding how to translate CAIS results into service referrals. In addition, there does not appear to be a systematic approach to triaging services for individuals with a multiplicity of needs. It may be that the County should adopt a second brief tool, such as the GAINS Reentry Checklist (shared in the last report and included here as Appendix D), that can link client needs directly to service referrals, but there needs to be agreement around what tool to use, who should use it (Probation, the



Network Field Ops and West County Data Administrator, both), and which referrals should stem from what needs.

- **Behavioral Health Services:** Behavioral health needs were identified as a key barrier to engagement in services; providers stressed that it is important to address individuals' substance abuse and/or mental health needs before they can engage in further services. According to CAIS results, approximately 70% of AB 109 clients have alcohol and/or drug abuse needs; in addition, the Chief Probation Officers of California (CPOC) and CDCR estimate that 20% of AB 109 clients have a diagnosed mental health need.²³ As the referral process currently operates, Probation makes referrals to Behavioral Health Services (BHS) and Probation makes parallel referrals to CBOs and/or Network Field Ops, but there does not appear to be a comprehensive approach to coordinate these referrals. Recent plans for revising the referral process focus on the relationship between Probation and the Network and Reentry Center, without addressing the role of BHS.

B. Communication processes and information flow between the Sheriff's Office, Probation Department, and CBOs

There is an opportunity for improved coordination and communication among the players in the AB 109 system, including 1) among contracted providers; 2) between providers and the Probation Department; 3) between providers, The Probation Department, and Behavioral Health Services; and 4) between providers and the Sheriff's Office. This includes:

- **Communication protocols related to referrals:** One of the challenges with the current referral process is that there is a one-way communication system, with DPOs sending referrals but having no mechanism to follow up to find out if their clients followed through. Similarly, CBOs do not have a clear mechanism to follow up with DPOs to review the appropriateness of the referral, ask questions about the client, seek accurate contact information, etc. Because there is not a streamlined process for communication between Probation, Behavioral Health, and CBOs, DPOs may not know whether or not their clients are following up to engage and, if not, why not.
- **Status change communication:** CBOs are not regularly updated when their clients return to custody. This can mean that they waste limited staff time trying to connect with clients and it means that they cannot work with Probation and/or the Sheriff's Office to understand why the individual was reincarcerated and try to help address the underlying issues. Limitations with the Sheriff's Office's Jail Management System, noted in the previous evaluation, may also limit the Sheriff's Office's ability to notify Probation about the reincarceration of AB 109 clients if those individuals come in on new charges.
- **Bottlenecks:** While routing all referrals through clients' DPOs is critical for tracking services in a unified place and for allowing POs oversight of their clients, it leads to significant bottlenecks and places undue burden on DPOs who may need to respond to referral requests from multiple CBOs for dozens of clients. Improved communication protocols could help address this issue, but

²³ <http://www.cpoc.org/assets/Realignment/issuebrief4.pdf>



it is also important to broaden the Probation Department's capacity to respond to referrals quickly. One possible option for alleviating the burden on DPOs and reducing this bottleneck is to establish referral coordination as an administrative responsibility in the Probation Department, rather than primarily as the domain of DPOs. If a person or people in administrative positions could receive and respond to referral requests from CBOs, confirm clients' AB 109 status, and record confirmed referrals, this could allow referrals to flow with fewer time delays and without requiring immediate response from DPOs, who may be out in the field and unable to respond.

C. Pre-release case planning and service receipt

The majority of AB 109-contracted service providers do participate in some amount of in-custody service provision; however, all report that this access is insufficient to do the amount of planning necessary to prepare individuals for release. At the same time, providing extensive pre-release access for a multiplicity of CBOs who provide a range of services can be burdensome for the Sheriff's Office, which needs to provide classroom and meeting space, ensure adequate staffing and security, conduct background checks, etc. Again, a coordinated planning process that brings together the Sheriff's Office, Probation, Behavioral Health Services, and CBOs could establish a comprehensive agreement around pre-release access and case planning. Moreover, improved communication, recommended above, could eliminate the need for all partners to engage in separate pre-release planning meetings and processes, instead establishing point people (or point agencies) to lead pre-release planning processes and communicate these plans to other partners.

D. Communication about AB 109 services

Clients, providers, and probation officers alike would benefit from greater knowledge of the available services.

2. Address critical need and service gaps

There are a number of unmet or difficult-to-meet needs to limit the ability of CBOs to adequately support AB 109 clients. Some of these issues are related to services, while others are more related to laws, regulations, employment and housing practices, and supply shortages that are broader than the AB 109 system itself.

A. Service gaps

Providing or augmenting the following services has the potential to reduce the barriers individuals face upon reentry and thereby increase the effectiveness of the AB 109-contracted programming.

- **Transportation assistance.** Both clients and providers noted challenges with transportation as a barrier to service receipt and to other facilitators of success, such as to work. During the prior evaluation period, the evaluation team observed DPOs disseminating transit cards to clients; however, the amount of transportation assistance available may not meet the level of need.



- **Food assistance.** A number of individuals indicated a need for food assistance, particularly individuals who cannot access CalFresh because of certain felony drug convictions. The County should consider short-term food assistance for these individuals. In addition, all AB 109 system partners should make better use of BayLegal's assistance appealing benefit denials by referring these clients to BayLegal services. The County should also ensure that relationships and referral processes are in place with the County's General Assistance administration and CalFresh.
- **Housing availability and funding.** Locating and retaining housing are both challenges for individuals with little to no income, poor credit histories, past evictions, and felony convictions. Moreover, Shelter, Inc., the primary housing service provider is the only CBO to report receiving more referrals than they can respond to. To help address this issue, the County should reallocate unspent housing funding to existing and/or new providers and consider allocating funds for more and/or longer transitional housing.
- **Access to Homeless Court and family law assistance.** Providers emphasized the magnitude of the issue of driver's license suspensions in impacting individuals' ability to obtain employment. While praising the Homeless Court as an avenue for resolving suspensions, they noted that there can be serious Ensure that partnerships and referral pathways are in place with the Family Law Facilitator program

B. Laws, regulations, employment and housing practices, and supply shortages

While employment and housing placement assistance offer critical support to individuals reentering the community, these programs can only go so far; the actual housing and employment options for the reentry population are severely limited. The County should enhance partnerships with employers and landlords/property managers to increase the availability of and access to employment and housing.

- **Availability of and access to competitive employment opportunities.** The County should create a formal partnership with the Workforce Development Board to help identify and link AB 109 individuals to employment opportunities. Further, creating opportunities for CBO staff and/or probation officers to connect directly with employers to provide character references for individuals they are working with and/or supervising. The County should also designate or partner with staff to train employers on
- **Availability of and access to housing.** The County should work with developers and other County offices to discuss options for more affordable, sober living housing options for formerly incarcerated individuals, including both transitional and stable housing. The County should designate or partner with staff to train landlords/property managers in fair housing practices and discrimination.²⁴

²⁴ BayLegal is providing information at statewide meetings to discuss potential legislative proposals that might help mitigate barriers to permanent housing for individuals with criminal records. While this effort is ongoing, preliminary meetings have helped to narrow the focus to the expansion of fair housing protections and enforcement to this class of individuals.



3. Continue to enhance data collection and monitoring capacity

While some CBOs—including Rubicon, Shelter, Inc., and Bay Area Legal Aid—have a high level of data capacity and facility, other CBOs continue to struggle with data capacity. While this capacity will improve as organizations are trained in the ServicePoint system, it will be important to ensure that contracted providers are held to standards and that they receive the capacity development and technical assistance to get there. Either the ServicePoint administrator or the Network Coordinator should review CBO data entry on a monthly basis to ensure accurate and timely data entry. In addition, the County should designate a staff person to validate these data entries against quarterly reports to the CAO to ensure consistent data collection and reporting.



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Appendix A: Methods

The RDA evaluation team used a mixed-methods approach for this evaluation, collecting and analyzing a variety of qualitative and quantitative data, including interviews and focus groups with service providers; focus groups with program participants, including individuals who enrolled in programs and subsequently discontinued participation; quantitative data on client engagement and service provision from service providers; client enrollment data; AB 109 clients' risks and needs as assessed by the Probation Department using the CAIS™ (Correctional Assessment and Intervention System); and data on referrals to CBOs and County departments from the Probation Department's electronic case management system. The evaluation addresses the following key questions:

1. To what extent are AB 109-contract service providers delivering services with fidelity to their program models?
2. To what extent are AB 109 clients achieving intended short-term outcomes, such as housing, employment, family reunification, etc.?
3. What factors facilitate successful service delivery and client outcomes?
4. What barriers exist to successful service delivery and client outcomes?

The sections below describe the data collection activities and approach to data analysis in greater detail.

Evaluation Activities

Qualitative Data Collection

Documentary Data

The evaluation team collected two different types of documentary data from the County Administrator's Office (CAO): AB 109 contracts to CBOs and Quarterly Reports submitted by CBOs to the CAO. We commenced data collection by reviewing County AB 109 contracts to understand service delivery and intended outcomes for each service provider. As part of this process the evaluation team developed a data collection and outcome matrix that guided interviews and focus groups with CBOs and clients, as well as quantitative data collected from providers. We also reviewed quarterly reports that CBOs provided to the CAO as a means of assessing the consistency of the data that they reported relative to the data that we received.

Interviews with Service Providers

The evaluation team conducted two rounds of interviews with AB 109-contract service providers. The first of these were conducted after our review of AB 109 contracts and allowed us to understand the program service delivery model, staff training and program capacity, intended client outcomes, and data collection activities. The second interviews, conducted after the evaluation team had conducted client focus groups and analyzed provider quantitative data reports, were used to explore the referral and enrollment process and to examine gaps between intended and actual service delivery and client outcomes.



Focus Groups with Current and Former Program Clients

We coordinated with the service provider organizations to conduct focus groups with clients, including current clients and those who had enrolled in program services but ultimately discontinued them.²⁵ These open-ended conversations sought to understand how clients came to be referred to and enrolled in each program; what activities they were or had participated in, their satisfaction with those services, and their initial outcomes related to those services. We also sought to understand challenges in service receipt, reasons for disengagement, and participation in other AB 109 programs and services.

Quantitative Data Collection

The evaluation team worked in collaboration with the CAO, contracted CBOs and the Probation Department to carry out several quantitative evaluation activities.

CBO Data

RDA worked with each of the eight service providers to collect data related to service delivery and client outcomes, such as number of clients referred, screened, and enrolled overall and for different program components; program completion rates; services delivered; and documented outcomes. The specific data points collected varied by provider based on their service delivery models and intended client outcomes. In addition to these service and outcome reports, the evaluation team also obtained client-referral and enrollment lists from each provider to assess cross-program participation.

Probation Data

RDA worked with the Contra Costa County Probation Department to obtain two different datasets: one on probation referrals to both CBOs and County Services, and one on AB 109 clients' risks and needs as determined by the Correctional Assessment and Intervention System™ (CAIS). We analyzed the client referral dataset to determine how many AB 109 clients' were referred to services, which services they were referred to, what service combinations were common, and any trends in the timing of referrals. This data was also used to validate CBO-reported referral data. The CAIS dataset was used to evaluate the common risk and need domains of AB 109 clients in order to understand the landscape of issues within which programs are operating.

Data Analysis and Products

RDA analyzed quantitative data to generate an integrated picture of service provision to date in Contra Costa County, and to identify challenges related to service provision and client outcomes. The evaluation team conducted a thematic analysis of qualitative data to validate and explain quantitative findings and to assess trends both within and across AB 109 programs.

²⁵ At the time of this report, the evaluation team was in the process of making contact with clients from Brighter Beginnings. Findings from client conversations will be included as an addendum to this report.



Appendix B: Program-Level Reports

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Bay Area Legal Aid

Funding Amount: \$80,000 (FY 2013-14); \$80,000 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

Service Delivery

- 74 referrals received²⁶
- 61 unduplicated clients served
- 48% (n=29) received employment assistance
- 21% (n=13) received family law services
- 11% (n=7) received benefits assistance
- Less than 7% (n=4) received each of the following: housing, healthcare, assistance with financial matters, or miscellaneous assistance

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

Overview of Program

In Fiscal Year (FY) 2014-15, Contra Costa County contracted with Bay Area Legal Aid (“BayLegal”) to provide legal services for AB 109 clients and educate them about their rights and responsibilities. The legal services BayLegal provides include: obtaining or retaining housing, public benefits, and health care; financial and debt assistance; family law, and obtaining driver’s licenses. The program provides post-release legal check-ups for each client to identify legal barriers that can be remediated; educates clients about early termination of probation; and assists with fines. BayLegal attorneys also meet individually with clients in both jail and prison prior to their release. Two staff attorneys provide services to AB 109 participants.

BayLegal has both formal and informal arrangements with other AB 109 service providers to provide referrals and co-located services. BayLegal is a formal subcontractor of Rubicon and informally provides services at the Goodwill location. Neither the FY 2013-14 nor 2014-15 contract specified a target number of clients to be served. Variation in the nature of their cases can lead to a wider range of turnaround times for resolution for each client.

²⁶ Probation data shows a slightly smaller number of referrals to BayLegal. 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, and from its collaborations with Goodwill and Shelter, Inc.



Strengths

Access to legal services and linkages

BayLegal provides critical legal advice, assistance, and representation, along with referrals and linkages to other legal services, to help reentry clients address the legal barriers to their successful reintegration into the community.

BayLegal staff's legal expertise and their willingness to invest significant time and effort into clients' cases are both essential to the program's ability to find appropriate avenues for legal relief, which may include full legal representation or advice and referral to other legal resources. For example, the staff help clients access Homeless Court to address fines preventing them from obtaining or recovering their driver's license, obtain waivers for acceptable non-payment of child support, and affordable plans for restitution payments.

Between July 1, 2013 and Sept. 30, 2014, BayLegal provided advice and counsel or brief legal services to 31 clients and full representation to four clients (with 26 cases still pending). The four completed cases all had favorable court outcomes. Of the clients served, nearly half (48%) received assistance related to employment, with staff noting that driver's license issues were frequently involved in these cases. In addition, one in five clients (21%) received family law services, and just over 10% received benefits assistance.

Participants spoke highly about the help they received from BayLegal's attorneys, describing assistance with driver's licenses and Homeless Court, lowering restitution payments, Medi-Cal enrollment and hospital bills, and child support—including accompanying participants to appointments when necessary:

She'll connect [you] to whatever kind of lawyer you need. Like, I couldn't get my driver's license because of my child support. She cleaned my license.

They cleaned my whole driving record, \$21,000 in fees and fines. [They also] helped with my child support.

She helped me get on Medi-Cal and that cut everything off for the medical bills—I don't owe it anymore.

BayLegal has developed formal and informal relationships with other Contra Costa AB 109 programs to provide opportunities for clients to learn about and connect to legal assistance.

Recognizing that legal issues are most often not clients' primary need upon release—with the exception of public benefits denials and driver's license issues—BayLegal has made a concerted effort to educate potential clients about their services in order to ensure that clients' legal needs can be addressed when they arise or become more pressing. In this way, even though clients may not need legal services immediately, they are aware of the services should a need arise down the line. Staff explained:



Contra Costa County AB 109 Program Evaluation

Often there's someone who's originally referred for a simple driver's license issue, trying to figure out how to restore their license, and down the line they come up with a housing issue, and they know who to contact then.

BayLegal has successfully built or leveraged relationships with other AB 109 providers in order to increase awareness and utilization of their services among AB 109 clients. By co-locating BayLegal staff at Goodwill and Rubicon offices, BayLegal has been able to work with clients who were not initially referred to their services. Staff noted that one of the most effective means of identifying and referring clients with legal issues has been the weekly office hours they hold at Goodwill in Central County. The convenience of having BayLegal on site allows Goodwill to seamlessly connect their clients with legal consultation. Clients are also aware of the arrangement and know that there is a regular time every week when they can access legal support. When one client had to bring in documentation for BayLegal to use in his case, he was able to meet with BayLegal's attorney before reporting to work at the Goodwill store: *"I'd be working and here she was coming by [Goodwill], so I'd see her before going to work."* Another participant shared:

They had Legal Aid that comes to [Goodwill] and helps us out every Friday. With that it's helped me a lot. This [attorney] she has gone using all the loopholes to help me out. I found out about that service through Goodwill.

In addition to available staff hours at Goodwill, BayLegal facilitates legal education at Rubicon through "Know Your Rights" workshops. Participants described the integration of these workshops and the services available at Rubicon:

[It's about] what employers are and are not allowed to ask you. And about legal services at Rubicon. [They] told us about our credit score, did our credit report.

In addition to educating clients about their legal rights, BayLegal attorneys noted that the opportunity to connect with clients early on more likely to engage with BayLegal at some point in their reentry process:

It does happen quite a bit, especially with the clients I meet in Central at Goodwill. I might meet for a basic history, consult, and later down the line they will come back with a more extensive issue.

Service data on program enrollments demonstrate the importance of these relationships. Of the 61 individuals BayLegal served during the evaluation period, 36 were also Goodwill clients and 17 were also Rubicon clients.

BayLegal also has relationships with County departments outside of the AB 109 system, which they can leverage to assist clients. For example, the organization has a partnership with the Department of Child Support, which supports BayLegal's family law work.



Improved program capacity

BayLegal has improved its capacity to engage and follow-up with clients in a timely manner by leveraging the organization's intake coordinator, who schedules meetings for clients with the staff attorneys and follows up with the Probation Department to help track clients.

When BayLegal initially began its AB 109 contract, program staff struggled to establish and maintain contact with a highly transient population. Recognizing that coordination-related issues were taking an inordinate amount of staff time and inhibiting their ability to service clients effectively, the organization hired an intake coordinator, who is responsible for gathering and assessing all intakes. This person schedules meetings for clients with the staff attorneys and provides follow-up with the Probation Department to help track clients. In addition, the creation of this position has enabled BayLegal to continue to manage clients' care and coordinate services even when a client's attorney is out in the field or working with other clients.

Challenges

Suitability of referrals

Staff attorneys reflected that sometimes the referrals that BayLegal receives do not clearly align with the type of support the program provides. This appears to cut both ways, with the agency receiving some referrals for legal issues that it cannot help with, while receiving fewer referrals than expected for services they do provide.

One of the challenges BayLegal noted was a mismatch between the needs of referred clients and the services the program provides. On the one hand, the program has received a number of referrals for a range of legal issues that are outside the program's scope of services.

Some of the referrals are not quite [suitable] or are very vague...Maybe they did it as a default—some kind of legal issue was flagged and they send it over. I think there's an opportunity for both sides to engage each other and learn more about how the other operates.

In addition, the program has received very few referrals for a range of other issues they address. Staff attorneys observed that they would have expected a greater number of cases for individuals facing housing denials or evictions, Medi-Cal enrollment denials, and General Assistance or CalFresh denials. Between July 2013 and Sept. 2014, Bay Area Legal Aid provided benefits assistance to only seven individuals and housing or healthcare assistance to only four individuals. Staff commented that they were unsure whether the lower number of cases was because clients were actually not facing these issues, or because the referrals were not coming in. Staff shared regarding housing cases:

I thought we'd see more housing cases—cases of people getting denied or evicted because of record. I'm not sure what's happening between transitional to permanent housing, maybe



people are figuring it out on their own, or staying with friends and family...I would be curious to know.

Regarding public benefits cases, staff noted that they partner with County departments involved in public benefits, who can flag individuals who have been denied and refer them for legal assistance. In the arena of General Assistance and CalFresh benefits, BayLegal staff were unclear whether a similar type of identification and referral was occurring:

With SSI we have our partners with the public benefits team that helps people apply for it, and they can flag if people are denied and in some cases refer people to us. I'm not sure if anyone is doing the flagging for the food stamps and the GA.

In addition to lower than expected referrals for particular types of cases, at least one staff member was surprised at the low number of female referrals, observing that this may highlight a gap in referrals or may simply be a reflection of the gender makeup of the county's AB 109 population.

As a result of the program's expectation of higher numbers of cases, BayLegal has capacity to service more clients than their current number of referrals.

While the sequencing of referrals to AB 109 programs has improved over time, some referrals to legal services may still be premature.

As noted by staff above, individuals benefit most from legal assistance when their most immediate reentry needs are stabilized—including substance abuse, housing, and income needs. Thus the timing of referrals to legal services is important. While staff expressed that the sequencing of referrals has greatly improved over time, they noted that occasionally “the clients themselves aren’t ready to engage.” However, as noted above, the opportunity to connect with clients early on, even if they are not yet ready for legal assistance, can increase their awareness of available services and therefore the likelihood that they will engage in services at a later point.

Pre-release outreach and education

While staff attorneys have access to meet with individual clients prior to release, BayLegal would like to enhance participation in a structured transition plan and have pre-release access to releasing AB 109 status probationers in a classroom or "workshop" format in order to educate potential clients about their rights and services BayLegal can and cannot provide (e.g., BayLegal attorneys work on civil legal matters, but not on criminal legal matters).



Service coordination

Staff capacity for timely client follow-up, coupled with challenges in tracking participants, can hinder the program's ability to consistently follow-up with clients in a timely manner.

Though BayLegal's intake coordinator has helped in the area of client communication and follow-up, some staff noted that it can be a challenge to maintain timely communication with clients who can be nonresponsive or communicate inconsistently due to other challenges they face.

Further, BayLegal staff noted that they are not regularly informed when clients are reincarcerated for a new offense, which inhibits their ability to follow up with clients who may be in jail.

BayLegal identified family law as an area where partnerships with County services would be of benefit to clients.

While BayLegal can provide information, advice and referrals for clients facing family law issues, due to limited capacity, BayLegal provides representation in family law matters only for clients who are survivors of domestic violence. BayLegal refers other clients to the County's Family Law Facilitator program, which assists clients in completing their own paperwork. Staff noted that there may be an opportunity for the County to expand or make a more direct connection to this program by designating time for reentry clients to meet with a family law facilitator.



Brighter Beginnings

Funding Amount: \$54,505 (FY 2013-14); \$66,000 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

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.*

Overview of Program

In Fiscal Year (FY) 2013-14 the County contracted with Brighter Beginnings, a family strengthening organization, to provide services as part of the mentoring collaborative coordinated by the Contra Costa County Office of Education (CCCOE). With a focus on leadership development, Brighter Beginnings' services under this contract included the development and implementation of the Re-Entry Academy for Leaders (REAL Curriculum). In FY 2014-15, the County contracted Brighter Beginnings to provide services in two capacities: 1) as an AB 109 direct service provider, and 2) as the main administrator and coordinator for the County's Mentoring and Family Reunification Program, taking over this role from the Office of Education. This report focuses on the organization's direct service contract only.

In FY 2014-15, Brighter Beginnings was contracted to provide leadership and entrepreneurialism training services to clients in conjunction with John F. Kennedy University (JFKU), utilizing a three-phased approach with the goal of achieving leadership skill development and business creation education for participants. The first phase of the program begins in custody and includes a 10-week leadership-training program. Phase II, which begins post-release, involves twice-monthly REAL Curriculum group meetings and one-on-one coaching. In the third phase of the program, which has not happened yet, Brighter Beginnings was to collaborate with JFKU to deliver an integrated program of leadership (REAL Curriculum groups) with JFKU's Intra-preneurship curriculum (career readiness). In addition, as part of Phase III, Brighter Beginnings was to identify potential candidates for JFKU's Institute of Entrepreneurial Leadership (IEL) certificate program. Brighter Beginnings' staff for its AB 109-funded programs includes a program coordinator, a program manager, and a contract administrator.



Strengths

Research-based and flexible curriculum

The REAL curriculum draws on existing research-based programs, while also allowing for flexibility to best fit participants' needs.

The REAL curriculum draws on a curriculum developed as part of a program for returning citizens in Ohio, as well as *Leaders for Change: Protective Factors in Action*, a 20-hour training program for family leaders developed by the Parent Services Project (PSP) in California.

In implementing the curriculum, staff have maintained fidelity to the program's core goal of developing a strategic life plan, while also adapting their teaching styles to best fit participants' needs. Based on the feedback and questions they receive, staff discern the participants' level of understanding to ensure the program is accessible for participants from varied educational backgrounds. In the pre-release setting, staff have also adapted the curriculum to focus on developing shorter-term strategic goals in addition to longer-term life plans.

Goal-setting and individualized support

By helping pre-release program participants make a concrete plan for attaining their personal goals, Brighter Beginnings leads them toward greater stability post-release.

The program's goal is to teach participants self-reliance and stability through successfully achieving their goals. Over the course of the REAL curriculum groups, participants prioritize personal goals in a strategic life plan. Through interactions with the participants during the group sessions, program staff can discern participants' readiness for change. The staff then works to build participants' critical thinking and planning skills by guiding them through a process to discern attainable goals from unlikely goals.

The heart of the program is the development of a personal strategic life plan.... We talk specifically about the steps for making that happen. If they remain in the program at least two to three sessions, I'm able to get feedback from them on how they're working towards those goals.

Brighter Beginnings staff observed that during the pre-release program, a number of participants have set and achieved short-term goals related to their own self-control and interactions with other incarcerated individuals. Facing these goals pre-release helps participants prepare for similar challenges on the outside. While Brighter Beginnings has limited data on the post-release outcomes of their REAL curriculum participants, staff shared the example of one participant who contacted staff to express gratitude for the Brighter Beginnings program.

I got a call from a graduate. She said, 'You told me to let you know when I finally land and feel like I'm stable, and I want you to know I'm doing ok. I'm back with my husband. Thank you very much.'



In addition to leadership training and support, staff provide information and assistance to help individuals address barriers to reentry.

Staff provide participants with concrete information and assistance to help link them to a variety of resources, including housing, education, court services, and financial benefits. In many cases, individuals need to meet these basic needs before they can move forward with further educational or career goals. Staff shared the example of one individual who expressed interest in higher education, but first needed to obtain a source of income. *“One example is a man waiting for his SSI—he has a support system, but he didn’t know how to access some of the services that are available to him in order to achieve his goals.”* Staff explained that after helping this client obtain a source of income, *“Then we’ll look at the next steps, now that he has that income: contacting the school of his choice, beginning to look at housing.”*

The REAL curriculum incorporates elements of family and community strengthening, with the goal of broadening the program’s impact.

The Brighter Beginnings program model aims to impact family and community stability, beginning by strengthening the individual. Though many participants first focus on stabilizing themselves, staff emphasize that as their personal lives and families begins to stabilize, participants should look toward their communities and find broader ways to contribute.

If they don’t have immediate family, who do they have in their circle of influence? Because everyone connects with someone. I try to make it applicable to whatever the situation the person is in. The goal is for them to continue to expand the circle, to not be satisfied at one level, to keep it going.

Data capacity

Brighter Beginnings has the capacity to record client information and outcomes through an electronic case management system in which staff record clients’ intake, demographic, and data from the pre- and post-program surveys.

Challenges

While Brighter Beginnings has had success in rolling out its REAL Curriculum groups, the program has not achieved full implementation and has reached few AB 109-identified clients. This section discusses several factors that have hindered the implementation of the three-phase program.

Program alignment to AB 109 client needs

Many individuals who attend Brighter Beginnings’ REAL curriculum classes have not been sentenced, thus Brighter Beginnings has faced challenges in targeting its services to AB 109 individuals.



Only five out of 169 individuals served by Brighter Beginnings have been AB 109 clients. Brighter Beginnings staff noted that because the majority of individuals in custody are not sentenced identifying those who are either sentenced under or eligible for AB 109 has been a challenge. Staff noted that if all phases of the program were open to individuals beyond those sentenced under AB 109, it would broaden the pool of possible program participants.

Many AB 109 clients have a multiplicity of overlapping post-release needs, including housing, employment, substance abuse, and more. The need to address these issues has precluded most AB 109 clients from participating in Brighter Beginnings' leadership and entrepreneurialism training.

Because of the need to address immediate reentry barriers such as housing and income, few participants have continued from the REAL curriculum to further services. Six participants have engaged in post-release one-on-one coaching, and no participants have enrolled in Phase III training through JFKU (though it is possible that some individuals have been referred directly to JFKU by Field Ops Coordinators). Staff noted that the Phase III certificate program with JFKU is a rigorous certificate program, and observed that it may be appropriate for only a small subset of returning citizens. For similar reasons, Brighter Beginnings has not been able to initiate the community projects component of its service model. Brighter Beginnings' program coordinator shared:

In terms of the readiness, what I've found is that the vast majority of those in the program, by my assessment, were not ready to go to that next level, nor were they necessarily seeking after that. The participants are looking for basic survival, their needs are around the basic things—a place to live, to sustain themselves, reconnect with their children.

In terms of pre-release services, while real-time curricular modifications are a program strength, Brighter Beginnings designed the program model with the assumption that some participants would have exposure to college-level education. Staff noted that in actuality, many participants have only a partial high school education or a GED. In addition, Brighter Beginnings has not regularly held individual meetings with individuals at WCDF, which may be due to issues including participant readiness or interest, staff capacity, and pre-release access. As noted above, staff do provide some individual support following the class sessions.

Timing and frequency of pre-release access

The timing and frequency of pre-release access has limited Brighter Beginnings' ability to provide its curriculum consistently and has inhibited the continuity of services post release.

In FY 2013-14, Brighter Beginnings provided REAL curriculum classes to both men and women at WCDF during allotted CCCOE class time. This allowed the program to have a regular time slot each week, with consistent program participants. However, staff noted that in FY 2014-15, because the mentoring agencies no longer work through the CCCOE, they have more limited access to the jails. In addition, because Brighter Beginnings staff was not able to accommodate the Sunday evening time slot the Sheriff's Office offered for men's classes, Brighter Beginnings only offered their curriculum to women.



Additionally, Brighter Beginnings designed a weekly curriculum, but this year only had access to offer their women's classes twice monthly. During the longer two week period, participants may decide to stop attending classes or may be released from jail. This inhibits the program's ability to provide consistent services and plan for post-release continuity of services. Furthermore, because participants no longer receive time off their sentences for attending the group—as they did when presented through CCCOE—staff note that this has negatively impacted program attendance. Brighter Beginnings saw an average of six to 12 participants this year, compared to 15 participants last year, and there has been lower consistency among participants. Most participants average about four out of the 10 curriculum sessions, with few participants receiving a certificate of program completion. Finally, while Brighter Beginnings is able to give informational presentations at Marsh Creek Detention Facility, Brighter Beginnings does not currently have access to provide REAL classes at the facility.

Post-release services and program continuity

Delays in the coordination of post-release services have prevented Brighter Beginnings from expanding post-release REAL curriculum classes.

Currently, Brighter Beginnings provides the REAL curriculum at Discovery House, a 90-day substance abuse treatment program in Martinez. Brighter Beginnings has been in negotiations with Goodwill and Rubicon, as well as with Field Ops Coordinators, to expand to other sites in Central and East County, including No Wrong Door sites.

Brighter Beginnings is working to refine its coaching model to allow for longer-term follow-up with individuals.

Brighter Beginnings' program model does not intend to follow all clients from pre- to post-release, as staff note that not all clients are ready for or seeking to engage in one-on-one follow-up coaching. In these cases, Brighter Beginnings staff makes an effort to link REAL class participants to services and resources that they need in order to achieve stability post-release. However, because Brighter Beginnings does not follow most REAL curriculum participants over time, it is not possible to assess the extent to which Brighter Beginnings' services have resulted in improved individual and family stability post release.



Center for Human Development

Funding Amount: \$51,204 (FY 2013-14); \$66,666 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

Service Delivery

- 35 clients referred
- 24 clients received an intake
- Currently working with 9 participants

Client Outcomes

- 21 completed Stage 1
- 16 completed Stage 2
- 7 completed Stage 3
- 1 completed Stage 4

Overview of Program

The Center for Human Development (CHD) operates the Community and Family Reunification Program (CFRP) for Contra Costa County's AB 109 Community Programs' Mentoring Program, providing reunification services to returning citizens, their families, and friends, in addition to providing community support throughout Contra Costa County. Services include large and small group pre-release presentations and workshops at West County Detention Facility and Marsh Creek Detention Facility. CHD also provides post-release large and small group presentations and workshops to returning citizens at partner agencies and other locations throughout the County. The program designed these presentations and workshops to enlist and engage returning citizens and all reconnecting parties in the process of meeting together to resolve conflict, promote healthier interactions, and rebuild their relationships. The CFRP employs one part-time staff person, and, at the time of the evaluation interview, had three volunteer family mediators.

In Fiscal Year (FY) 2014-15, the County contracted CHD to maintain 12 enrolled participants from the previous contract year in their reunification program, enroll 24 new participants, and provide 36 returning citizens with community and family conferencing under their five-stage reunification process.

1. One-on-one intake meeting with returning citizen; pre or post release
2. One-on-one meeting(s) with returning citizen to assess strengths, accomplishments, and goals; pre or post release
3. Meeting(s) with returning citizen's family or friends to understand goals
4. Collective meeting(s) with all parties to form agreed upon plan/solutions
5. Setting a follow-up plan agreed upon by all parties

The contract also specified that the program recruit five new volunteers to coach returning citizens and 12 new volunteers to provide 360 hours of reunification services, including two refresher trainings. The County also contracted CHD to provide reunification informational workshops to 15 agencies or groups. In FY 2013-14, CHD was part of the consortium of three mentoring organizations, which as a whole were contracted to provide services to 100 participants.



Strengths

Flexible program model based on research

CHD has modeled its program on evidence-based and researched practices in family reunification, while at the same time making modifications to the model to better fit the needs of Contra Costa County's AB 109 population.

CHD's five-stage family reunification model was developed using documented research on engaging families in reentry, drawing from the 2007 Prisoner Reentry Initiative Grant Program sponsored by the U.S. Department of Justice, as well as the program model used by Community Mediation Maryland, a reunification program found to have significant effects on participants' likelihood of rearrest. Over the course of the contract period, CHD determined that the AB 109 population needed a more intensive level of engagement than the Maryland community mediation model entails. As such, CHD adapted its program to allow for more frequent and longer meetings for each stage of the reunification process.

CHD's clients express satisfaction with the program's consistent structure and the frequent contact they received from program staff, with one client sharing,

This is the only program that is organized. We have a meeting once a month and they call a few times during the month.

In addition, CHD's program model allows their family reunification providers to tailor their approach for each client, adjusting the time and duration of services provided to clients' and families' particular circumstances in a manner that is consistent with evidence-based practices. Staff explained that the length of time providers spend working with each client varies depending on the needs of each individual client and family. Reunification providers may tailor the number of meetings per Stage of reunification, and the total length of time that providers work with clients may vary as well. Staff explained:

One of the things that some of our program directors have discovered is that the AB 109 process is a little different from the community mediations—their meeting is maybe one three-hour meeting that concludes whatever [the issue] is. But ours is really family by family. There's no one set way. Families are so different.

Strong relationships between CHD and clients

Trusting relationships with trained CHD staff have been a defining factor of clients' positive experience with family reunification services.

CHD staff pointed out that, first and foremost, trust between participants and providers is necessary to beginning a successful reunification process. Participants concurred, sharing wholly positive feedback about program staff, observing that staff have training in counseling, genuinely care about them, and are able to work effectively with participants and their families. As one participant put it, working with



CHD gives them *“the feeling that someone is out there in the system who actually does care, and not just throw us in jail.”*

Clients spoke about the importance of reunification and shared ways in which staff had guided them toward progress in improving their family relationships:

I have an 11 year old daughter who had been out of the house since a month after she was born. [The word] reunification I had never heard before. The word alone made me think about healing and fulfilling the circle of my obligations as a father.

This client went on to share the beginnings of progress:

Yesterday for the first time my ex-wife met with Paul. The family is all in.

Speaking about the help that his reunification provider had given him, another client shared:

He tries to get to our issues and why we don't get along and stuff like that...if it wasn't for him talking to me before I got home, I would have flipped out....

This client's partner, who accompanied him to the focus group, agreed that CHD's staff has helped him. This help goes beyond family reunification and ripples out to impact clients' overall ability to maintain a healthier lifestyle after release.

I can see improvement in him. He has been clean since he's been out. He does not go back at all. He can walk completely away. He is moving forward, he is starting to look for jobs, and care a lot more. I'm proud of him.

Pre-release connection

The ability to meet with individuals prior to their release allows CHD to inform clients about available services and begin to form a foundation of trust that supports participants in continuing the reunification process after release.

In pre-release workshops, CHD staff provide currently incarcerated individuals with knowledge about family reunification services. Through this awareness, CHD builds hope for family resolution when the client is released, while also mitigating fears clients might have. Family reunification can seem daunting to individuals in jail, and pre-release meetings give CHD the chance to neutralize the emotions clients may feel when thinking about family conflict. Staff shared, *“When you work with them pre-release, [you] encourage them to work on themselves.”*

In addition, staff noted that their pre-release access to clients has been expanded; they are now able to schedule regular meetings with clients on Fridays. Staff noted that the opportunity for more regular and frequent contact with clients is an important advantage in engaging clients and beginning the reunification process earlier on. Clients shared how the pre-release connection helped them engage in the reunification process:



If you go to the DEUCE [substance abuse] program, they will tell you what programs they have. That's how I met Paul. He came in and did a lecture on what their program provides.

I met Paul in jail. I put in the application myself to reunify with my mom and my dad. As soon as I got out of jail, he called me. Ever since then I've been coming every month.

Service referrals and coordination

CHD staff report that as a result of receiving targeted referrals for family reunification services in the second contract year, there is a better fit between the program and clients.

CHD staff reported that in FY 2014-15, once family reunification services were separated from the consortium of mentoring organizations, CHD began receiving a greater number of referrals for clients who were genuinely interested in, and motivated to, pursue family reunification process. Staff observed, *"Now the referrals are more specific and because they are, we're getting people who are really interested in the reunification services."* Staff noted that when referrals are appropriately timed and address clients' needs, the clients are more likely to follow through with services.

Focus group participants expressed high hopes toward re-establishing connections, resolving conflict, and rebuilding relationships with family. Staff noted that with more motivated clients, providers are able to have more frequent and consistent meetings, which in turn builds stronger relationships between program staff and the participants, thereby supporting the reunification process.

The fact that we're able to meet early and frequently with the participants, that relationship and trust building has set in. So that gives us an advantage for moving forward with the process.

CHD also noted that they have begun to receive referrals from the Reentry Network for Returning Citizens in East and Central County; staff observed that thus far this process has improved the coordination of care by facilitating access to clients. Staff explained:

The referrals we are getting through the Network, we're able to jump on them earlier than before. That's because the Network is closer to Probation than we are.

In addition to supporting clients through the reunification process, CHD staff also work closely with clients to identify additional areas for support and communicate with Probation to facilitate referrals to other services within the AB 109 network.

In order to support clients in addressing multiple barriers to successful reentry, CHD works closely with clients to connect them with other resources within the AB 109 system as needed. Staff described that this process of "handholding" is essential for clients with multiple needs who may be overwhelmed trying to navigate the AB 109 system following their release. Client service data demonstrates the high level of cross-enrollment between CHD services and other AB 109 programs. Of the 24 clients who received an intake between July 1, 2013 and Sept. 30, 2014, the majority were enrolled in other



programs as well, with half enrolled in Men and Women of Purpose, Rubicon, and/or Shelter, Inc. and a smaller number enrolled in BayLegal (5 clients) or Goodwill (7 clients) services.

Challenges

Despite improvements in referrals and service delivery over time, CHD has engaged in family reunification with fewer clients than anticipated over the course of its contract, due to a confluence of factors related to referrals, client engagement, program capacity, and clients' family circumstances. While in the first contract year CHD made initial contact with the target number of participants, as of September 30, 2014, the vast majority of clients had only completed the initial stages of the five-stage reunification process. According to CHD's records, 21 clients had completed Stage 1, 16 completed Stage 2, seven completed Stage 4, and one had completed Stage 4. As of the beginning of January 2015, CHD staff noted that two clients had recently completed Stage 5.

Service referrals and awareness

The lack of targeted referrals for family reunification in the first contract year led CHD to engage fewer clients for family reunification than anticipated.

It is important to note that in the first contract year, clients sometimes had dual and triple referrals to some or all of the mentoring service providers simultaneously. As a result, many of the clients referred to CHD were not explicitly interested in engaging in the full family reunification mediation process, but rather in more general mentoring or counseling. Staff explained:

[In] a couple of the situations...the kinds of services we provide was not clear to the participants, and so when I explained that our services are more mediative—we're not counseling or therapy—they were looking for counseling and therapy work.

For staff, this underscores the importance of pre-release education for clients, as well as for better communication with probation officers about the scope of CHD's services.

While probation referrals have become more fitting over time, delays in receiving formal probation referrals, along with challenges in tracking clients, can slow down the family reunification process.

At the time of data collection, CHD staff identified 11 clients who were waiting for Probation to process a formal referral, most of which were pre-release referrals. Further, CHD staff noted that there have been several times when they were not notified about clients' rearrests, indicating a lack of communication between CHD and Probation.

In addition, CHD staff noted that many individuals have substance abuse and mental health needs; these issues can interfere with the reunification process if they are not these are not addressed prior to enrollment.



Program capacity

CHD has struggled to retain enough volunteer mediators to meet their contract targets due to the intensive time commitment required for the services.

CHD's program model was designed to utilize volunteers as family reunification specialists. However, while CHD has implemented a plan to recruit volunteer mediators and has been successful recruiting volunteers from faith, civic, and other social groups in the community, CHD has struggled to retain volunteers due to the intensive time commitment required for the services and volunteers' school or work demands. CHD also intends to recruit returning citizens themselves as volunteer mediators, but has faced challenges ensuring they meet all of CHD's requirements. As a result, at the time of the evaluation, the program had only three volunteers, and the program's paid staff person was taking on the majority of the reunification cases, limiting the organization's capacity to provide intensive services to a greater number of clients. Staff noted that the family reunification process would be more successful with a lower ratio of staff or volunteers to clients.

Compounding this challenge, the family reunification program has only one paid staff person, which limits the program's capacity to serve the target number of clients.

CHD noted that it is difficult to coordinate the family reunification program with only one part-time paid staff person. Moreover, CHD staff noted that the program would be more effective if they could provide trainings on conflict resolution and relationship enhancement with groups such as local colleges, formerly incarcerated adults, seniors, and faith communities, but they do not currently have the capacity to do so.

With regard to pre-release services, though the staff are able to present informational workshops about CHD's services, staff observed that there would be increased benefit to clients if CHD were able to conduct skill-building workshops around family conflict and reunification. CHD would need expanded pre-release access as well as greater staff capacity in order to accomplish this goal.

With only one part-time paid staff and no electronic case management system, CHD demonstrated an ability to collect and report data on its referrals, clients, and service delivery, but would benefit from greater capacity to consistently update and utilize service data. In addition, much of the information captured for each client, such as client history and written assessments, is stored in paper files.

Family issues outside of clients' control

CHD's program model is built on the expectation that clients and their families will participate in mediation; however, clients' family members do not always have the interest or ability to engage in relationship building.

Staff noted that although clients may be motivated to engage in family reunification, successful engagement in this process relies on the interest and ability of family members and loved ones to engage in the process as well. Staff shared several examples of circumstances that impeded the



reunification process. Some participants decided that the disconnect with the family was too great to continue; both of these clients had partners, and they decided to move forward with their partner rather than go through the process of repairing their family relationships. One client explained:

I wanted to get back in close with my mom because she wasn't there when I was growing up. [Working with CHD] helped me realize I don't want that relationship with my mom because she is not stable in her mind.

In cases where there may be a restraining order or past domestic violence, CHD staff may determine that the client is unable to participate in reunification services.

Further, considering clients' needs holistically, family reunification may not always be the idea goal for the client. Clients shared:

I am not trying to get custody [of my child] because I gotta take care of myself first. I'm not trying to do drugs, I'm just trying to get a job and a place to stay and be able to live around him.

If we get hung up in the family drama or the things we know will get to us, it could trigger us. If I wouldn't see my daughter for a complete year in order to save my own life [I would do that].



Goodwill

Funding Amount: \$600,000 (FY 2013-14); \$600,000 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

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, surpassing the target of 70%

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, surpassing the target of 50%
- 7 clients enrolled in higher education
- 54% (n=41) completed transitional employment, under the target of 70%
- 32% (n=24) were placed in an unsubsidized job and/or educational opportunity
 - Average of 150 days from referral to permanent job placement
 - 75% retained employment after 30 days (target = 70%)*
 - 46% retained employment after 60 days (target = 60%)*
 - 38% retained after 90 days (target = 50%)*

**Some participants may not have passed the date for measurement at the time of data collection*

Overview of Program

The Bridges to Work program of Goodwill Industries of the Greater East Bay (Goodwill) facilitates the County's Employment Support and Placement Services to provide reentry support to incarcerated and formerly incarcerated persons. Goodwill provides a comprehensive and integrated approach to reduce recidivism and achieve stability within the community through employment support and placement services in Central County. Participants can engage in up to 90 days of transitional, paid employment at local Goodwill stores or other partner agencies, in addition to receiving job search assistance for competitive employment opportunities. Goodwill staffs five full time employees with expertise working with this population; in some cases, staff may be returning citizens. Goodwill also serves as a service hub for other providers. In both Fiscal Year 2013-14 and 2014-15, the program was contracted to serve up to 120 participants in Central County.



Strengths

Immediate access to employment

Goodwill's Bridges to Work program provides almost immediate access to transitional employment for individuals upon release, which allows them to quickly begin addressing their basic needs while also building positive job skills and habits.

Because clients are eager to begin earning an income immediately after release, clients show a great deal of enthusiasm for Goodwill's transitional employment opportunities, and Goodwill enrolls nearly all clients who are referred. Of the 76 clients who participated in the program during the evaluation period, Bridges to Work enrolled 72 clients (95%) in transitional employment. By providing the participants with an income, Bridges to Work helps participants get on their feet. Staff shared:

The highlight is transitional employment. That's the biggest allure of our AB 109 program. Being able to reenter society and obtain a paycheck and focus on eliminating barriers to getting paid permanent employment. Barriers come with not making any money at all—so the transitional employment helps them with a paycheck to get on their feet.

Clients also shared their experience with the quick connection to transitional employment. For one participant, receiving an income through Goodwill's program led to greater goals and successful outcomes for his entire family.

It was pretty much right away. You got connected, you come in here, you do an assessment on the computer that takes 15 minutes and then the real paperwork gets started and that takes an hour or two and then if you want to work that day you start working that day.

For me it's stable work. I got an interview at UPS and a roof over my kids' head. I got that. I stay with food in the fridge. All the things that come with a house. I worked towards that since I've been here. I worked for everything I have now. Everything is because of "Bridges to Work" and AB 109.

Bridges to Work allows clients to ease into the responsibilities of a work environment, with low barriers to entry, quick onboarding, flexible scheduling, and incentives for job readiness workshop attendance.

Upon enrolling in Bridges to Work, clients are offered choices as to when they would like to start working, and for how many hours a week. This allows flexibility for different clients' needs. The program also incentivizes workshop attendance and progress through the program phases by providing additional work hours for attendance, which in turn increases clients' incomes. They must also complete the benchmarks in order to receive the workshop stipend. In the first contract year, when workshop attendance itself was paid, staff and clients reported that some clients would show up to get paid for their attendance. Goodwill also adjusted their intake process to separate it from assessment. This allows the program to ensure client motivation for enrolling in their transitional employment program. Previously, Goodwill would enroll many clients who would either drop off or not show up.



Comprehensive program model

Goodwill's comprehensive program model helps clients build job skills and experience while also providing supporting them with case management and other services.

Bridges to Work helps clients build job readiness through a combination of formal workshops and on-the-job coaching and guidance that addresses both vocational and interpersonal skills. Goodwill participants must complete job readiness workshops in order to work in the Goodwill store. In this way, clients participate in training designed to teach both hard and soft skills related to employment.

Goodwill reported that through the workshops, 92% (n=70) of enrolled clients created or updated a resume. Clients spoke about the job-related skills they gained through their participation:

When I first got here I didn't know nothing. If you said fill out an application, I didn't know nothing. Now if they ask if I'm convicted of a felony, I say, 'Yes but I would like to speak to you in private in an interview.' Since I been here I've made progress.

Over the course of its contract, Bridges to Work augmented its curriculum to incorporate a greater emphasis on anger management elements and cognitive behavioral training. One participant shared that learning about addictive behavior has been especially useful:

Most [of our criminal] cases have to do with drugs and alcohol. If we weren't using or drinking most likely we wouldn't have done that.... Learning about the disease of addiction is a big success that could help a lot of people. A few of the classes helped us with mindful thinking.

In addition to formal skill-building, participants receive on-the-job experience and training at the Goodwill stores. By fostering a supportive work environment, clients work on self-improvement, maintain their attendance and engagement, and build their job skills. Clients pointed to the structure of having a job—as much if not more so than the income—as incredibly useful in helping them maintain legal behaviors and learn important work habits:

I've never had a job in my life—well a legit job, legit money coming in. At this program you were making \$8 an hour and could only work 25 hours a week—so you weren't bringing in more than \$300 for two weeks. But the money wasn't the problem; the problem was for me to get into that constant getting up at the right time, constantly showing up.

Employment was not something that I yearned for for money; I yearned for it to interact with regular people and stay with the crowd. I use it like counseling so I can talk to and meet regular people.

Goodwill sites also treat clients with a high degree of respect, which develops the confidence needed to obtain and sustain a job after the program ends. Staff explained, “They like that they know when they come here they’re just another employee, not a probationer.” The staff also strive to develop a positive



and supportive work environment for participants by creating an arrangement with Probation that local law enforcement cannot enter the property.

Goodwill's program model includes case management and an open office environment, which offers a high level of staff availability to support clients both emotionally and in addressing barriers to reentry.

The case manager helps clients navigate the services of AB 109's infrastructure and provides clients with off-hours support to prevent behavior that would cause them to recidivate. Through individualized assistance, participants can also work on removing barriers to employment. Goodwill reported that during the evaluation period, 57% (n=43) obtained documents needed for employment. Clients also experienced benefit from individualized services:

Services come about according to my needs. My GED. I've been reimbursed for taking it. I've been reimbursed for several different things. I'm repairing my credit right now. I'm going to submit those payments to see if I can be reimbursed from that program. I see with my situation services have been offered according to my needs at different times.

Clients develop solid affiliations with the program and staff, and the Goodwill office provides an open environment where clients can spend their free time, use the office computers to work on their job search, and connect with other AB 109 CBOs. Once participants enroll with Goodwill, they can continue to access the supports and resources the program offers beyond the six-month program period—including getting re-referred to the program—which helps clients receive continuous support at every phase of their job development and search.

They all have compassion. I'm not sure if their background has to do with some of ours, but they have a compassion for us. They want to see us succeed. They had their own personal part in my journey.

This is like a safe zone. I find myself coming here when I'm not busy or even if something is bothering me. I find myself stopping by here a lot. I talk with the staff and they know my business. I share everything with them.

Just this place to come to kept me from doing something stupid.

Connections to competitive employment

Goodwill assists clients with their job search, while also actively increasing the job opportunities available to AB 109 individuals by forming relationships with local employers.

Goodwill reported that during the evaluation period, 84% (n=64) of clients attained a job readiness vocational certificate, surpassing the target of 50%. Approximately one-third (32%) of clients were placed in an unsubsidized job and/or educational opportunity. Clients shared their experiences with Goodwill's job search assistance:



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They are constantly every minute of the day putting up job applications, jobs up, they get calls, from you know like Chili's or places like that.

You had the staff helping you out with every step. They are really helpful. Always posting jobs and checking on you to make sure you are doing what you should be doing. They are helpful to me. I found a job and I'm still applying for other jobs.

They set you up with everything. I'm about to have a \$24 an hour job in construction.

Further, for participants who have their I-9 ready, are doing well in transitional employment, have a resume completed, and have successful relationships with their coworkers and supervisors, Goodwill staff will make efforts to identify and connect them to permanent employment earlier than the 90 day transitional employment phase.

The strength of Goodwill's partnerships and relationships within the community serves as a strength to the broader AB 109 system because those partnerships create paying opportunities for the participants. Staff have also linked participants with Goodwill Academy, which has hired four participants into permanent positions. The job developer has also been meeting with private sector employers to open up transitional work sites in broader fields than manual labor. For example, one employer, Express Employment in Concord, is employing participants in the administrative field, so clients can learn administrative and office skills. Staff shared:

We did six job placements last month—even with the referrals being a little bit slower, we were able to place six people. We worked closely with UPS and another automotive company—major companies. Through the relationships our job developer is building with them, it creates jobs.

Goodwill also recognizes that competitive employment may not be the short-term goal for all clients, and thus assists some clients in pursuing higher education. During the evaluation period, seven clients enrolled in higher education.

Coordinated services

Through co-location of services and referrals to other AB 109 service providers, Goodwill sustains a safety net of resources for their clients to work toward greater stability.

A core tenet of Goodwill's program model is the co-location of services. Bay Area Legal Aid comes to the office every Friday to provide legal services to the clients.

[The CBOs] come onsite, because a lot of the people they're working with they can't get out to their office; this is a central location where participants have to be anyways... Every other day someone is in here meeting with someone.

Goodwill staff also proactively seek solutions and partnerships to address the array of challenges clients encounter, including pursuing a contract with the food bank for basic food needs, providing transportation help, and contracting with an agency that provides work-appropriate clothing. The



program added a new worksite and maintains connections with other parts of the Goodwill network. For example, when a client moves, or if a site is full, the staff can connect West County participants with the Oakland office instead of turning them away.

Challenges

Program capacity

Goodwill indicated a capacity to serve a greater number of clients than are being referred; at the same time, the Bridges to Work program experienced turnover in the program coordinator position and was without two of its key staff positions for most of the contract period.

Goodwill noted that their program currently has the capacity to enroll a greater number of participants in transitional employment than are being referred by Probation. Staff explained that in order to meet their contractual obligations for participation, the program must receive at least 12 to 15 referrals every month. Staff noted that the first contract year, they were about 75% full; are now about 50% full.

At the same time, the program only enrolled half (55%) of the clients referred by Probation; quarterly reports show that in Q1 and Q2, Goodwill enrolled all clients who were referred, while in Q4 and Q5, more clients were referred than enrolled. Staff noted that this discrepancy in referrals and enrollments was largely because of difficulty establishing initial contact and/or engagement with individuals who had been referred, and staff stated that Goodwill has the capacity to enroll all participants who are referred. In addition, not all participants who are referred choose to utilize the transitional employment option, and may instead choose to utilize the job search component of the program.

Regarding the suitability of referrals, staff noted that clients and probation officers alike feel pressure for individuals to begin making an income immediately after release; however, some individuals are not ready for enrollment because of mental health and/or substance abuse issues. Thus while Goodwill successfully enrolled nearly all referrals in transitional employment, only about half (54%) completed transitional employment during the evaluation period (some may not have passed their 90 day mark at the time of data collection). One participant noted that he did not think the trade-off for working inside the program's parameters was worth it to him: *"If I want to work I will work, but if I want to maintain a lifestyle like I used to, I will."* Staff also noted that it can be hard for clients to maintain motivation and encouragement when the job search process is challenging.

The program has also experienced staffing challenges over the course of the two contract years. Changes in the program coordinator position, along with vacancies in two key program positions until the end of 2014, have impeded the program's ability to operate smoothly and fully provide all services. In addition, the program's capacity to accurately track and report on client referrals, enrollments, and services has been limited.



Pre-release access

The ability to gain access to the jails to make pre-release presentations would help Goodwill inform potential participants about the services Goodwill offers, and would enable participants to begin securing documentation needed for employment.

Goodwill staff also noted that delays in their ability to provide pre-release presentations impedes their ability to get clients started early on obtaining the necessary documentation for employment documentation barriers to employment. Though other AB 109 organizations under contract with the County now perform some similar functions, Goodwill staff see that pre-release presentations would also have the benefit of informing potential participants about the services they offer.

Program fit

While overall, participants shared very positive feedback about the Bridges to Work program, they noted some areas in which the program did not fully meet their needs, including the hourly pay, the range of transitional employment options, and the 90-day duration of the program.

Participants noted that while they are grateful for the opportunity to receive immediate access to employment, the pay at Goodwill stores is low compared to the cost of living in the Bay Area. The 90-day duration of transitional employment also makes some participants nervous about what will happen after the end of the transitional period; however, participants noted that because they can be re-referred to Goodwill for another round of transitional employment, this mitigates their worries. Participants shared:

Nine dollars an hour for a single mom doesn't cut it. Welfare says I make too much money and it's [frustrating]. So I got two nine dollars an hour jobs.

Goodwill [is] good but negatives are I can't live off the nine dollars an hour...and a 3 month work program at Goodwill is not enough.

The specific transitional employment opportunities available to clients are limited to working in the Goodwill stores and a few other transitional employment options, though Goodwill is making efforts to expand these options.



Men and Women of Purpose

Funding Amount: \$55,000 (FY 2013-14); \$50,900 (FY 2014-15, Employment and Education Liaison); \$66,666 (Mentoring)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

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 the contract year, on track to surpass the target of 50

Client Outcomes

- During the evaluation time period, MWP recorded clients' progress in case notes, rather than database fields, thus we were not able to access an electronic report with client outcomes.

Overview of Program

Men and Women of Purpose (MWP) has two CAO contracts for AB 109 services in Fiscal Year (FY) 2014-15. The first contract outlines MWP's provision of employment and education liaison services in the County jail facilities, where the program facilitates four in-custody employment and education workshops per month and works with Mentor/Navigators to assist workshop participants to obtain documentation required to apply for employment, education, and other post-release activities. MWP is contracted to screen at least 40 participants per month to assess employment and education preparedness.

MWP is also contracted to provide pre- and post-release mentoring services for West County using the organization's evidence-based Jail to Community program model. The program provides one-on-one mentoring, as well as weekly mentoring groups that focus on employment and recovery. The contract specifies that the program recruit at least 50 volunteer mentors using the Insight Prison Project curriculum, but does not specify a target number of clients to be served. In FY 2013-14, MWP was part of the consortium of three mentoring organizations, which as a whole were contracted to provide services to 100 participants. MWP employs eight full- and part-time staff and counselors for its contracted services.

In FY 2013-14 and FY 2014-15, MWP was also contracted by the Sheriff's Office to provide a Jail to Community (JTC) Program to both AB 109 and non-AB 109 individuals, encompassing pre-release classes, individual counseling, the creation of treatment plan and exit plan, and documentation assistance.



Strengths

Jail to Community continuum of care

The ability to have contact with individuals while still in custody enables MWP to provide clients with essential information about resources, as well as develop relationships that encourage clients to continue their engagement post release.

MWP estimated that they had contact with slightly over half of their clients before release. One program mentor shared,

Being able to connect with them inside the jail and helping them to change their thinking...is what impacts them the most to get out and want to seek MWP and do well in [substance abuse] treatment.

Clients also shared that pre-release contact had been useful:

When [MWP] came to the jailhouse, the information I got, it was really useful when I got out. What I had to do with my child support—the paper they gave me had a direct number to call a supervisor at child support, I bypassed other people [I would have had to deal with] when I called.

I met MWP in West County [Detention Center], would go to their classes once a week there. I found it helpful because it was brothers who were older and who had grown up in similar circumstances, neighborhood to me so I could relate to them.

Intensive individual support and service linkage

MWP provides one-on-one assistance to address participants' individual barriers and coordinates referrals to other AB 109 organizations and resources.

Mentors work with clients to identify resources to meet their individual needs, and will physically transport and accompany clients to appointments to ensure they are linked to services. For example, MWP has worked closely with clients to help them resolve suspended driver's licenses and enroll in educational opportunities. One client shared:

I got a DUI in 2009 and didn't have MWP to help me. Now, MWP and my mentor represented me in Homeless Court. Frank called me and was on the phone with me every day. I went to Homeless Court and had tickets from when I first moved to Contra Costa and they helped represent me. They also referred me to Rubicon and Clean Slate.

MWP supports coordinated service delivery to clients by working with Probation to send referrals to other AB 109 service providers, and by co-locating a reentry specialist at Rubicon's Antioch office on certain weekdays. As a formal subcontractor for Rubicon, some clients experienced that being a client of



MWP facilitated a smooth connection with Rubicon. One client shared, “I went to Rubicon, and after saying I was a part of [MWP], it did speed things up for me.” Other clients commented:

I got my job [at Goodwill] through my PO first, then MWP came to Goodwill and that’s how I met them.

I met [MWP] in jail. Since I got out they referred me to Homeless Court and Shelter, Inc.

Trusting relationships with capable staff

The development of trusting and nonjudgmental relationships between staff and participants provides participants with crucial emotional support and guidance that both keeps them engaged in services and helps keep their lives on track.

Staff shared that with the development of trust, participants are more likely to contact MWP staff either before or after they have done something that might be illegal. In this way, participants begin to understand that it is ok to “mess up” and that they can come back to MWP “even in the worst scenario.” Participants particularly called out the benefit of working with staff who have similar life experiences and personally understand what they are going through.

What I like about MWP was they were guys like me, they have been to jail been to prison, have substance abuse problems and have gotten their lives together.

These brothers coming to the jailhouse every Friday night, I looked forward to it because I can relate to these guys. They’ve been through what I’ve been through.

MWP also demonstrates strong staff capacity to provide individualized services and has made progress in training new mentors to join the program.

Despite the intensive nature of the work they do, MWP appears to have adequate staff capacity and time to provide close, one-on-one assistance to clients. The program has also trained a number of new mentors. One client expressed her experience that MWP had followed through, while other programs had not.

I met Monique from MWP in jail, I had hooked up with another program which did not come through—they didn’t pick me up. I got here and Frank drove me to Rubicon.

Challenges

Service referrals and coordination

MWP has not served as many clients as expected, as there have been delays in the referral process and some referred clients are not ready for services.



MWP staff noted that they often have to wait for a formal probation referral before engaging with clients. These delays can slow down the client engagement process. In addition, referrals do not always come with correct client contact information, impeding client engagement and follow-up.

Sometimes that process stalls right from the start, because we can't find them or they don't return calls.

In addition, many individuals have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing. It can be difficult to engage and follow up with clients when their behavioral health needs have not been addressed. Staff emphasized, *"Employment comes after recovery."*

Some clients expressed frustration and discouragement with the pace at which their needs were being addressed; however, it is not clear the extent to which this relates to issues with MWP's service provision or to broader barriers in accessing housing, employment, and other county resources. Some potential clients also refuse services. In these cases, MWP staff noted, clients have generally refused all AB 109 services—*"They didn't want to be part of the AB 109 process, period."*

Pre-release access

MWP staff and clients indicated that the program would benefit from enhanced frequency of pre-release workshops.

While the time allotted for individual meetings has improved over time, pre-release workshops can only serve a limited number of individuals, and both staff and clients report that the classes are over capacity. One client shared:

I thought the class should have been twice a week because there were so many people trying to attend the class and they only had an hour to get the information out to all the people there. It'd be more impactful if they could have longer class or more classes during the week.

Data collected during the prior evaluation appears to validate this, with individuals incarcerated under AB 109 noting the difficulty of enrolling in in-custody AB 109 classes amid more interest than space.

Data capacity

MWP's capacity to consistently track data about their clients and services has been somewhat limited; as such, it is difficult to document the concrete outcomes that MWP clients have achieved.

MWP has received tablets and training in the ServicePoint electronic case management system through their current contract.



Reach

Funding Amount: \$53,500 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

Service Delivery*

- 26 clients referred (pre-release)
- 23 clients served (pre-release)
- 12 clients' families were served during client's incarceration

Client Outcomes

- 91% (n=21) had temporary housing within five days of release
- 65% (n=15) completed paperwork for employment or education documentation prior to release
 - 4 clients began work or education within two months of release
- 9 clients achieved reduced sentences
- 6 clients achieved and maintained recovery at three-month follow up
- 4 clients received positive child reunification outcomes

**This 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.*

Overview of Program

Centering their program services on women, Reach Fellowship International (Reach) provides weekly workshops in West County Detention Facility (WCDF), in addition to pre- and post-release one-on-one case management. The program has two core staff people and also hires several clients as staff. Reach has three County contracts with the CAO, the Sheriff's Office, and the Probation Department.

In Fiscal Year (FY) 2014-15, the CAO contracted Reach to provide employment and education liaison services to female returning citizens in fulfillment of the County's Reentry Into The Community Program. Reach also acts as a lead information specialist for County jail facilities for the AB 109 program. The CAO contracted Reach to provide four workshops a month to introduce employment and educational opportunities to participants, to work with Mentor/Navigators to assist 50 incarcerated and returning citizens with obtaining the paperwork required for those opportunities, and to screen at least ten participants each month for employment and educational preparedness.

Reach is one of the newer providers in the AB 109 network, and in the previous year only had contracts through the Sheriff's Office and Probation Department. In FY 2013-14, the Sheriff's Office contracted Reach to provide up to eight participants (both AB 109 and non-AB 109) with temporary housing, as well as 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. Reach continues



to provide these services in FY 2014-15. In both FY 2013-14 and FY 2014-15, Reach was contracted by the Probation Department to provide AB 109 post-release support that encompasses one-on-one case management, workshops, family reunification programming, housing placement in Reach housing, and housing assistance for temporary/transitional housing.

Strengths

Gender-responsive services

Reach's women-specific programming fills a service gap in existing reentry programs.

Reach developed the "Sistah-to-Sistah" program in response to what staff saw as a lack of gender-specific services that address the needs of the female reentry population. Staff designed the program model drawing from research and successful practices in other sectors, such as team building approaches used in the corporate sector. Clients appreciated the program's focus on women, noting the lack of other programs designed for their gender-specific needs.

I've been going to prison since 2006, every time there's programs out there but it's catered to the male. There's really not that many resources for females, so I was excited about this.

Skill building and individualized support

By beginning to work with women while they are in custody, Reach helps them prepare both emotionally and practically for their return to the community.

Reach begins working with women while they are incarcerated, providing workshops and support designed to build skills and unity among women. When working with the women in custody, Reach's program staff noticed that the women had not created an exit strategy and had limited plans for their reentry. They started to design a program that worked with their clients to create an exit plan to help them achieve necessary life tasks upon reentry. Staff and participants noted:

When we started doing the exit plan... We saw those that didn't participate in the exit plan come back [to jail]. – Staff

We would talk about when we planned to get out what our plans were, what our goals were – try to set up an exit plan, and what we were looking into doing, if we were going back to school, housing, what we needed, what kind of job we were looking for. – Participant

Noting that many clients have limited job skills and work habits, Reach staff assist women with job readiness prior to reentry through role playing and other job readiness activities. According to Reach's data, 65% (n=15) completed paperwork for employment or education documentation prior to release, and four clients began work or education within two months of release.



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We filled out [mock] applications to get you ready and [practiced] how to answer questions about your charges. I never had been in jail before so I was nervous about having to look for a job and having to explain.

In addition to structured workshops, the Sistah-to-Sistah program aims to build unity among women. Staff observed that the program has helped cut down the jail violence among some of the women who previously had conflicts.

Both pre- and post-release, Reach responds to clients' individual needs by tailoring their services and connecting clients with external resources.

Reach works with women to identify and provide support tailored to their immediate needs, which have included housing, employment, family services, advocacy in court, and attending to clients' medical needs. Finding that housing is generally the most important need that women have upon release, Reach reported that 21 of the 23 clients they served prior to release had temporary housing within five days of release. Reach is able to directly house up to eight women at a time in the house they own and operate in Richmond.

Recognizing the need for immediate income upon reentry, Reach has hired several clients to work in their offices as program staff. In this way, Reach helps women develop skills and a positive job history after being in custody, which can help them obtain a stable career. Some of the clients have professional skills from before their time in custody, but still face barriers seeking employment because of their criminal records. The program has also helped at least one of these clients more easily meet her restitution obligations by working with Probation to match half of her pay toward restitution. In addition, when Reach hires and trains clients in the skills and tasks they need in order to help other recently-released women, Reach also helps women support each other and creates a sense of unity.

For the clients they are unable to hire directly, Reach has developed relationships with other public service agencies, employment CBOs outside the County's AB 109 service network, and reentry friendly employers, including the Workforce Development Board and Opportunity Junction.

A unique component of the program's gender-responsive services is family stabilization, which involves working with the families of incarcerated women to provide support and resources. In helping to stabilize the families themselves, women are able to transition more smoothly and successfully when they are released.

Because women are often the center of families, Reach designed its family resolution services to focus on family stabilization in addition to reunification. Staff described that as a result of services provided directly to clients' families, clients have seen increase in family support, including reignited connections with family members. Reach reported providing services to the families of 12 of its 23 pre-release clients. Of these, four clients have had positive child reunification outcomes. One client described:

A couple times they brought food to my mom and for my kids. During that time they dealt a lot with my family. My mom would talk to them and tell them what she needed, they would say we



talked to your mom this is what happened. Just the support while being incarcerated [was helpful].

Another participant shared that when she was in jail, Reach helped her stay in contact with her mother and kids, including throwing a birthday party for her daughter. After she was released, Reach staff mediated between her and her mother, and Reach has begun the process of working with her attorney to get approval to supervise her visits with her daughter.

Challenges

Service referrals

In the current fiscal year, Reach has received fewer referrals than anticipated from Probation, and as a result have been able to serve fewer female clients than expected.

During FY 2013-14, Reach's only service contract was with the Sheriff's Office for pre-release services; they therefore received no official AB 109 referrals from Probation. In the current fiscal year, Reach staff noted that they had received very few referrals. Staff expressed concern and confusion about the lack of referrals, noting that most referrals have come through word-of-mouth and through their pre-release workshops, but not through the AB 109 referral process, observing that some female clients were being routed to other organizations, rather than Reach. Staff ventured that because Reach is a newer organization in the AB 109 service system and has not yet established solid relationships with other CBOs and players in the County's AB 109 infrastructure, this has resulted in lower referrals than expected.

Program capacity

Despite receiving fewer referrals than expected, Reach is struggling to follow through on their promises to clients and to track accurate data on clients and services.

Because Reach, as a newer program, has considerable time and effort launching its services, some clients found the program to be disorganized and not at full capacity. Although Reach reported feeling underutilized, the program also struggled to consistently follow through with clients and provide promised services to clients. While participants emphasized their appreciation for the Reach program, they also noted that staff have not always been able to deliver on promises for certain resources or services, in particular housing. Some clients expressed that the lack of follow through may cause potential clients to lose trust in the program.

[They] kind of get your hopes up maybe. They have high intentions but maybe fill their plate too much. I'm not trying to bad mouth them, because I love them, they helped me a lot with my family. And I'm obviously still coming.



Reach has a really good goal. For them to be gender specific because most places they cater to the men because that's the bulk of their population... But they told me I had a place when I got out, and that didn't happen. I know of other people that happened to with Reach, and they're like 'never mind, this is just like all the programs'...

While employment through Reach may provide essential immediate income, it may not be a viable long-term option for participants. For example, despite gratitude for maintaining employment at Reach, one participant noted the amount of work hours provided could not provide her with sufficient income.

In addition, while Reach has hired several clients as staff for their Antioch and Richmond offices, some participants noted that Reach's supervising staff are not always available when clients show up at one of the offices. Staff also identified the need for more program volunteers to teach the Sistah-to-Sistah curriculum.

Reach's capacity to accurately and consistently track data about their clients and services has also been very limited. The program was not able to provide the evaluation with a complete list of all clients' served or all service provided, making it impossible to validate their service and outcome numbers. Reach has received a computer and training in the ServicePoint electronic case management system through their current contract.

Gender-specific needs

Women face different challenges and needs due to family structures, gender roles, and societal expectations. Reach faces challenges meeting these needs because the existing resources and services may not be adequate for their unique population.

The AB 109 system provides limited gender responsive services, which affects the quality of services that reentering women can access. Their needs upon reentry are often different than men's. However, the majority of incarcerated individuals are male, so the majority of reentry programs and populations cater to the needs of men by default. In particular, the mental health needs of the Reach clientele may be different than the mental health needs of their male counterparts. The program staff note awareness of sensitivities and trauma-informed approaches in their programs.

When we look at the mental health of women when we do Sistah-to-Sistah; some women have been raped more than I can even discuss.

Many existing job opportunities for the reentry population relate to manual labor. The sector is ill suited to the employment needs of many women. The same is true for housing, as many women carry additional family obligations compared to men.



Rubicon

Funding Amount: \$1,400,000 (FY 2013-14); \$1,400,000 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

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, meeting the 80% target
- 41% (n=41) of clients who engaged in career coaching subsequently engaged in transitional work, vocational training, or subsidized employment, meeting the 40% target
- 32% (n=32) of clients who engaged in career coaching subsequently obtained competitive employment. It took an average of 99 days to obtain employment.
 - 81% retained employment for 30 days, meeting the 80% target
 - 63% retained employment for 60 days, falling below the 70% target
- 15 clients successfully enrolled in benefits

Overview of Program

Rubicon is contracted to provide employment support and placement services, integrated with other supports, to participants in East County and West County. Using a Jail to Community model, Rubicon's ELEVATE (Expanding Long-Term Employment and Vocational Access through re-Entry) program includes 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 follows a Financial Opportunity Center model for all of its services. Based on the Center for Working Families model developed by The Annie E. Casey Foundation, Financial Opportunity Centers aim to support clients through integrated employment, financial, and income services. In order to provide a continuum of services, Rubicon partners with a number of other organizations through formal subcontracts, including vocational training partners, AB 109 providers, and other community-based organizations.

The FY 2013-14 contract specified that Rubicon would serve up to 280 participants, including 160 in East County and 120 in West County. The FY 2014-15 contract slightly reduced these numbers, with a contract to serve up to 210 participants, including 120 from East County and 90 from West County. This



year, Rubicon is not providing subsidized employment to participants but continues to provide transitional employment.

Strengths

Integrated employment, financial, and income assistance

By successfully implementing the Casey Foundation’s Financial Opportunity Center model, Rubicon directly enhances clients’ financial sustainability by providing access to a combination of employment, financial, and income services.

Rubicon’s model integrates services designed to address clients’ multiple intersecting needs. As one staff explained: *“We don’t just provide employment and career coaching; for example, one person may work with a career coach, a housing coach, a financial coach, a fatherhood coach.”* Clients also shared their experience receiving diverse types of support from Rubicon, with one client sharing:

[Rubicon has] the resources for whatever you wanna do. Financial, criminal, if you need your record expunged....

Staff observed that because clients face multiple barriers and may disengage in services for periods of time, clients who are enrolled in multiple services are more likely to re-engage with Rubicon through one of their touch points. In addition, because the Financial Opportunity Center model lays out a three-year period of service, this providing staff an opportunity to engage with clients over a longer time period than the AB 109-specific services. Of the 161 clients served during the evaluation period, 75 also enrolled in Rubicon’s Financial Services.

Rubicon offers access to vocational trainings and certifications across a range of employment sectors that provide participants with hard skills that can help them move more quickly into stable employment.

As part of its AB 109 program, Rubicon partners with organizations that provide vocational training and certifications to program participants. Partners include sectors such as labor and construction, computer certification, forklift training, food industry, truck driving, green jobs (e.g., solar), and occupational safety and health (OSHA). Staff noted that the most sought after trainings were in construction, warehouse, forklift, and OSHA. Staff also observed that participants preferred vocational training providers that have condensed training programs—for example, a one-day forklift training or a three-week condensed Bread Project training—which allows participants to move more quickly into obtaining paid employment. Program staff also created a skills development series where participants can obtain computer certifications in Internet basics and Microsoft Office; staff noted that this has been helpful in engaging participants, as participants sense this is a highly marketable skill.

Staff related that the certifications that participants receive have helped them go on to obtain employment immediately, citing participants who graduated from Future Build and were able to join a local construction union. Clients spoke about the training received in Rubicon’s job readiness program:



Contra Costa County AB 109 Program Evaluation

I went all the way to Hayward got my forklift certification, they [Rubicon] reimbursed me about a week later. I have an actual trade underneath my belt if someone wants to open that door and let me in. I turned around and got me a job and am doing landscaping.

I came home and AB 109 paid for my school. I'm a barber. They paid for my schooling. Actually, I didn't know that Rubicon had funds for people on AB 109... East Bay Works paid for a 24 month program. East Bay Works paid \$3,000 and Rubicon AB 109 paid for the remainder and bought my barber kit so I was like, cool. At the second meeting [at Rubicon in Richmond] I was blown away how they immediately approved me to get that money... Now I have a barbershop down the street from here. They do good. They help people.

Rubicon enhances clients' job readiness through workshops that emphasize both hard and soft skills and assist them in removing barriers to employment.

Job readiness workshops emphasize the hard skills that participants need in order to apply for and maintain a job. Rubicon reported that 34 clients created or updated a resume during the time period of the evaluation. Clients agreed that these services have helped them obtain employment.

At Rubicon I was led in the right direction, from them, I was told what to do in interviews, and because of that I have three jobs.

Clients also shared the benefit of the structured environment the workshop provided, which assisted them in developing strong work habits: *"First I had a two-week accountability course [which involves] showing you can get somewhere on time."* Another client continued, *"I made sure I was here every day at 8:00am."*

Rubicon also enrolled 75 clients in Financial Services, helping clients to remove barriers to financial sustainability by providing training and linking participants to resources.

I went through financial bootcamp and got a certificate for that. They helped you go through Wells Fargo and empower yourself through financing. They were helping you establish credit all over again; the resources here are good for you. – Participant

Since the beginning of their contract in July 2013, program staff have continually adapted their workshops to fit the needs of the AB 109 population. For example, program staff noted that they adapted the two-week job readiness workshop curriculum to include a greater focus on hard skills development for participants without high school diplomas. Staff also developed a cognitive behavioral therapy (CBT) curriculum designed to provide a deeper focus on the reentry mentality and helping participants identify support systems. As part of this effort, four Rubicon staff received training from Probation certified in the Thinking for a Change (T4C) curriculum.

Rubicon also links clients to transitional employment opportunities, which provide short-term access to income and work experience.



In West County Rubicon places participants in West County in transitional employment opportunities in landscaping and commercial property maintenance. In East County, Rubicon staff successfully increased employment opportunities for individuals with a criminal record by creating partnerships with transitional employment providers including Loaves & Fishes, a local community food bank, the City of Pittsburg, and in-house office support at Rubicon.

Of the 100 participants who engaged in career coaching, 41% (n=41) subsequently engaged in transitional work, vocational training, or subsidized employment (note: in its second contract year Rubicon no longer provides subsidized employment, but still provides transitional employment).

Individualized and coordinated services

Rubicon's career coaches work with clients one-on-one to identify and address their barriers to employment.

In addition to employment and financial workshops and training, Rubicon also assists clients by working with them one-on-one to address their barriers to employment as soon as they engage in services. During the evaluation time period, 36 clients removed barriers to employment, including reinstating suspended driver's licenses and obtaining documentation necessary to get a job. Rubicon clients confirmed the importance of Rubicon's barrier removal support, with a number of focus group participants noting that Rubicon helped them address suspended drivers' licenses and other issues. Rubicon reported that they assisted fifteen clients in enrolling in financial benefits. One participant noted that within two weeks of getting set up with a career coach at Rubicon, *"I ended up with a job making \$13 an hour, got my license back, got a bank account."*

Of the 100 clients who engaged in career coaching and/or job search assistance, 32 obtained competitive independent employment. Of these, 81% had retained employment for 30 days and 63% had retained employment for 60 days within the timeframe covered by the evaluation.

In addition to formal workshops and career coaching, the close and trusting relationships participants build with staff provides participants with crucial emotional support and guidance that helps them stay engaged and supports them in keeping their behavior on track.

Several staff emphasized the primary importance of the relationship with staff in support clients' success. They explained that when clients know they can come in and share openly about what is going on in their lives without fear of retribution. One staff person shared:

It sounds a little corny, but if you go to the workshops, you will hear graduates talk over and over again about the relationships with the staff. It's really what keeps them engaged. I don't mean to underplay the extreme talents our staff have – but it's the human relationship.

Clients also spoke about their feeling of comfort at Rubicon, with one client sharing that her career coach here is like a mom to her: *"I call her mom and everything."*



Rubicon also creates an open office atmosphere where clients can spend their free time and engage with their career coach or participating in job search, sharing that some clients come almost every day. Clients shared that the open office space provides an opportunity to use the office computers and to occupy their time—which keeps them from engaging in behavior that could cause them to recidivate. As one client shared:

They sent me to Richmond because I'm from Antioch. So I come out here where I can't get into havoc [in my old neighborhood]. It gave me a chance to get around my career coach all day.

Staff from Rubicon facilitate coordinated service delivery through formal subcontracts and informal communication with staff from other contracted organizations.

Rubicon also created a formal subcontract relationship with Men and Women of Purpose to strengthen the Jail to Community model of service delivery, with the idea that MWP would identify AB 109 clients, develop pre-release plans, coordinate their first visit to Rubicon upon release, and provide ongoing mentoring to participants. Staff noted that in addition to Probation-sponsored case conferences, Rubicon and other contracted organizations also informally communicate about specific participants to discuss their needs and services.

Participants related that Rubicon's assistance makes their service participation feel coordinated and smooth: *"Rubicon has made everything easy and convenient for me."*

Data capacity

Rubicon has a high level of data capacity, including an electronic case management system, enabling them to accurately track referrals, enrollments, services provided, and case outcomes.

Challenges

Client referrals and engagement

Rubicon has struggled to engage clients in job readiness workshops, which staff attribute to challenges with referrals, limited pre-release access, and clients' behavioral health needs.

Rubicon staff emphasized that one of the greatest difficulties they face is initially engaging clients in the job readiness workshop. They pointed to issues related to referrals and to clients' multiple needs. For example, staff noted that referrals from Probation do not always come with correct client contact information, which can delay client engagement and follow-up. In addition, many clients have multiple, intersecting needs, including substance abuse, mental health, and employment, and housing, which can make it difficult to prioritize and triage referrals.



As a result, while Rubicon engaged 100 of its 161 clients in job search assistance, only 78 clients began the job readiness curriculum. Staff noted that if they are able to successfully engage clients initially, then they are usually able to support clients in completing the workshops. Staff explained:

The biggest programmatic hurdle is getting participants to engage initially in completing the workshop.... Overall if we can get them to show up at all we can get them through it—the hardest part is to get them to show up at all.

Data support this observation, as 81% (n=63) of those who started the job readiness curriculum completed it, meeting Rubicon's target of 80%.

For individuals with substance abuse issues—which Rubicon staff note is the vast majority of their clients—the path to stability is not linear. Clients may fall out of services and return, with the support of their probation officer and program staff. Several clients described their experiences with gaining employment and financial stability, and then relapsing. In the words of one client, *"I threw it all away... I started using again. I went on the run."* But he noted, *"I'm coming back. My career coach called me up last week... I fell down and got up."* Similarly, a client who went through forklift training and obtained a job said, *"I did that for 90 days and threw it all away."* But he returned to Rubicon, stating, *"I'm ready. It's time to play ball again."*

Program capacity

As a result of the above factors, Rubicon has the capacity to serve a greater number of clients than the current number of referrals, although some of Rubicon's training partners are at or above capacity.

As stated in their contract, Rubicon has the capacity to serve up to 210 individuals (120 participants in East County and 90 in West County), including up to 180 for career coaching; educational services for up to 60; and transitional employment for up to 50 individuals.

However, some of Rubicon's training partners face a greater demand than their current capacity; Rubicon staff noted that forklift training and OSHA classes in particular are a "hot commodity" and there are wait lists for those classes every month. Some focus group clients also expressed that they were not aware that Rubicon could pay for them to participate in vocational training and certification programs.

Program fit

While Rubicon's services appear to be aligned with the needs of many individuals on AB 109 supervision, Rubicon services may not be an ideal fit for certain individuals.

It is particularly challenging for Rubicon to engage clients who have unmet substance abuse and/or mental health needs, as their program requires a high degree of commitment and functioning. At the same time, Rubicon may also not be an ideal fit for clients with a higher level of job skills or education; however, Rubicon staff noted that they are able to accelerate these participants into the job search phase by waiving the workshop requirement. Some women on AB 109 supervision also reported that



because most Rubicon clients are male, Rubicon's services may not feel as accessible or tailored to female clients.

In addition, while vocational certifications clearly helped participants move into employment, clients spoke less about the extent to which educational basic skills and cognitive behavioral training had been helpful.

Several clients at other CBOs expressed that the need for immediate employment was a barrier to participating in Rubicon's job readiness workshops.

In contrast to Goodwill's program, in which most participants begin work immediately, Rubicon clients engage in career coaching and/or job readiness workshops prior to beginning transitional employment or vocational training. Some clients at other CBOs reported that this time gap was too long for their immediate income needs. Rubicon reported that the time between clients' enrollment and placement in transitional employment or vocational training was on average 97 days.

I went to Rubicon, [but] couldn't do Rubicon because I have to work. I can't do a two week class and have nothing in my pockets or nothing to eat.

I went to Rubicon and went through that two weeks [class]. In dealing with Rubicon, if you are in a rush or don't have patience, you are in trouble. They said they would pay for me to go to truck driving school, but I'm still waiting three months later. It's taking longer to get into truck driving school than I expected.



Shelter, Inc.

Funding Amount: \$500,000 (FY 2013-14); \$500,000 (FY 2014-15)

Snapshot of Program Accomplishments, July 2013-Sept. 2014

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
- Changes across quarters in numbers referred/served
- Fidelity/evolution of program

Client Outcomes

- 43% (n=50) clients secured housing, meeting the 40% target
 - Average of 22 days from referral to housing
 - 30 clients were placed in master leased housing, under the target of 38
 - 20 clients were placed in alternative housing (e.g., healthy living), under the target of 32
- 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%

*Probation records show 238 referrals to Shelter Inc.

**Number is 0 for 12 month retention because people hit 12 months in Oct., Nov., Dec. 2014 – after the reporting. The first batch went in around Oct. 16th-18th. To date, 8 people have made it to the 12 month retention: 6 people made it through transitional housing, and two of them got permanent housing

Overview of Program

Shelter, Inc. operates the County's AB 109 Short and Long-term Housing Access Program. This program assists incarcerated and formerly incarcerated persons who are referred to them under the AB 109 Community Programs to secure and maintain stabilized residential accommodations. Shelter, Inc. provides a two-phased approach to clients seeking housing assistance. Before the program will refer a client to the Housing Services section, the staff conducts social service assessment/intake procedure to ensure the client will have success. The program places the majority of their clients into transitional housing situations (such as room or apartment shares) to allow them time to develop the resources for stable housing.

In Fiscal Year (FY) 2014-15, the County contracted Shelter, Inc. to initiate contact with 175 clients referred from Probation and provide eligibility screening for at least 70% (125) of those (down from 144 in FY 2013-14). Shelter, Inc. was contracted to provide case management services for at least 85% of the screened referrals; housing access assistance to at least 80% of the screened referrals; and housing placement assistance to at least 65% of those who received case management.



Strengths

Housing linkage and financial support

Shelter, Inc.—the only service provider that provided housing-related services during the evaluation time period—successfully links people with housing and supports their ability to stay housed through its financial assistance services.

In addition to the ability to place clients in Shelter, Inc. transitional housing programs, one of the critical components of Shelter, Inc.'s program model is the extensive time and effort their staff makes to identify stable housing options with landlords who are willing to accept and work with individuals with criminal records. Because of this legwork, Shelter, Inc. is able to successfully locate housing for individuals who may not otherwise be able to find a place to live. Several participants stressed that were it not for Shelter, Inc., they would likely be homeless or incarcerated. Moreover, participants noted that their ability to stay housed is critical for their ability to avoid additional involvement in criminal activities. As one participant explained:

I don't know what I would be doing without Shelter, Inc. I'd be stealing cars and back in prison.

Shelter, Inc.'s client housing outcomes bear out these findings. Between July 2013 and Sept. 2014, Shelter, Inc. provided housing access assistance to 98 of the 115 clients they assessed for intake. In addition, 50 of the 115 people they served were successfully placed in housing, with 30 clients placed in master leased housing and 20 clients placed in alternative housing environments, such as a sober living environment. In addition, on average, clients were placed in housing approximately three weeks (22 days) after they were initially referred to Shelter, Inc., speaking to the program's ability to leverage their efforts locating housing into relatively fast housing placements for clients.

In addition to helping AB 109 clients find and obtain housing, Shelter, Inc.'s financial assistance helps participants retain their housing while they get on their feet after being released from prison or jail. In particular, by providing financial support for housing deposits and rent, the program helps clients maintain stability while they address a variety of other reentry-related needs. Between July 2013 and Sept. 2014, Shelter, Inc. helped 50 clients find or maintain housing through stabilized housing placement assistance such as 1) initial rent, security and utility deposits; 2) rent-in-arrears; and 3) landlord outreach, unit inspections, lease negotiations.

Shelter, Inc. has continually made efforts to adapt their program and service delivery to better meet clients' needs. As Shelter, Inc. staff noted, when the program initially rolled out, they required clients to obtain employment and/or documented income prior to placing them in housing. However, they soon realized that with the multiplicity of needs reentry clients face, providing one element of stability can be a critical precursor for others. Shelter, Inc. thus decided to bring its AB 109 program into greater alignment with the Housing First model advocated by the National Alliance to End Homelessness supported by the broader Shelter, Inc. organization.



[Before] we'd been taking the approach to wait until they can at least get into a program that's gonna help them get a job, where we can substantiate they're working on something. Now we're doing, let's just house them and then we'll see – maybe that will motivate them to find something.

Clients' feedback appears to validate this approach.

Shelter Inc. is paying for me. I got a deposit down for \$1000 and they paid 3 months of my rent at my apartment right now. I had to go through a family shelter just to get to my own apartment. But Shelter Inc. paid for that whole transaction.

Case management support

In addition to helping people secure housing, Shelter, Inc.'s case management model ensures participants are removing barriers and following through on their goals—assistance that goes beyond the realm of housing to address clients' other reentry-related needs.

In addition to helping clients locate housing, Shelter, Inc. also takes a holistic approach to working with their AB 109 clients, linking them to other services, helping them obtain employment, and making sure they can meet their basic needs. In addition to supporting clients' housing stability, this approach is critical for supporting other aspects of clients' reentry. Shelter, Inc. staff note that they are leveraging other programs within their agency to be able to provide the extensive support that many clients need.

In the beginning we didn't necessarily look toward other programs within our agency, and now we're doing that – we're being creative. We've used other [non-AB 109] Shelter Inc. resources as well. Families have been sent to our Mountain View shelter and placed. We've placed people our other programs, their transitional housing.

Clients' also underscored the importance of Shelter, Inc.'s holistic approach.

Knowing that Shelter, Inc. is there has been wonderful. If I ran out of food, they help with food. If I need a ride, they will help. Just need to let them know.

Coordination with Probation and CBOs

Shelter, Inc. works closely with the Probation Department and with other CBOs to coordinate additional services for their clients.

Shelter, Inc. staff noted that they receive a high-volume of referrals from the Probation Department and that the majority of clients who are referred not only need housing but are also appropriate for Shelter, Inc. services in terms of their risk-levels and other compounding factors, such as mental health. Moreover, when Shelter, Inc. staff does identify other services clients may need, Probation coordinates referrals to those services, including County services such as mental health services, substance abuse treatment, benefits, counseling; and contracted services, such as employment. Shelter, Inc. also



coordinates directly with other providers, including Goodwill and Rubicon, to help connect clients to these services. Of the 276²⁷ referrals that Shelter, Inc. received between July 2013 and Sept. 2014, the vast majority were coupled with a variety of other referrals, including both County agencies such as various Behavioral Health Services and CBOs, especially Goodwill Industries and Rubicon. In addition, the majority of clients who engaged in Shelter, Inc. Services also engaged in services with Goodwill, Rubicon, and/or Bay Area Legal Aid, indicating that Shelter, Inc. is well-situated within a network of services. Shelter, Inc. clients note this, pointing out, *"Shelter, Inc. actually looks out for us. They work with the probation officer."*

Shelter also noted that they are seeing more and more referrals sent to us while the person is still incarcerated, a month or two months out from release.

Challenges

Difficulty housing clients with criminal histories and no income

Despite Shelter, Inc.'s adoption of a "Housing First" model, it can be challenging to find appropriate housing for clients who cannot immediately connect with employment or income.

Shelter Inc.'s program model assumes that if the program can help people locate housing and help finance it in the short-term, those individuals will be able to take over their own rent payments and maintain the housing longer-term. Unfortunately, many individuals come out of prison or jail with few options for immediate income or employment. Staff explained,

It's hard to work with those coming over with zero or very little income. We can't subsidize for long periods of time. If we subsidize them for 3-4 months and then have to cut them off... [That's not going to ultimately help the client]

The idea of giving people one or two months' rent and they're on their own after that, it's not reality in the Bay Area. You have to have a much clearer correlation between housing placement and job placement and subsidy levels.

For many clients with children or with a history of substance use, living in group housing or transitional housing can present very real challenges:

I didn't want to live with five other people, but I felt it was a wonderful opportunity and I had first choice of the bedrooms and it was a brand new house, but I wanted to work with the case manager to get my own apartment. I have two kids and I wanted my own place.

²⁷ Because some clients are referred multiple times, the number of referrals made does not align with the number of individuals referred. It is not clear why individuals are referred to the same services multiple times.



I didn't want to do transitional because I have an 8 year old daughter. I know what works for me and those shelters, the wet shelters are bad for me. I have come too far and it wasn't an easy road to get where I am right now.

Many landlords do not want to rent to people with criminal histories.

Despite all the legwork that Shelter, Inc. does to locate housing for clients and to subsidize their rent, both clients and program staff note that it can be very challenging to find landlords who are willing to rent to individuals who are coming out of prison or jail. This is further complicated by the fact that most clients have poor credit histories and little or no income.

Even when housing units are available, even when landlords understand we're providing some financial assistance for the clients, landlords run background checks...[then] they say they promised the unit to someone else. There's a fine line between discriminating, but you can't prove it....

I have a conviction so people don't want to rent to me. Shelter, Inc. has stigma and landlords think that they are helping troublemakers and will bring all the hoopla with them. I've had four or five different apartments and the landlord will pull out at the last minute.

Meeting client expectations with reality

There is often a mismatch between clients' desire and the reality of what is available to them.

Despite having little or no income, many clients have high aspirations for the type of housing they hope to obtain. Staff shared,

Most people are looking for permanent, everyone wants their own place. Even if they can't right now, they still want it. I don't know what it would take... A lot of them think we can provide this great subsidy, something like Section 8 or something, or put them up somewhere. When they come here and find out they have to do a little work, it's discouraging for most of them.

Referrals greater than program capacity

Despite limits on the type of support that Shelter, Inc. can provide, the program is well over capacity.

Shelter, Inc. has received far more referrals for service than they were contracted to provide and the program is struggling to meet the needs of all of these clients. Of the 230 clients who were referred to Shelter, Inc. between July 2013 and Sept. 2014, the agency was only able to screen and enroll 115 and house 50. Program staff noted that there is limited staff capacity to process the volume of referrals they are receiving even before they address the challenge of trying to locate reasonable housing for a difficult-to-house population. Delays in being able to process all of the referrals that Shelter, Inc. receives can create critical delays in connecting with clients and the longer it takes the program to reach a potential client, the less likely that client is to engage.



The longer they wait while they're working through their housing barriers, the more reality sets in. [Staff] chase them down saying you have to continue to work or be in the process of getting employment to get to the goal that we set. When that doesn't happen, we're chasing people, calling them, but they get discouraged, that's what happens. People start running...you can't catch them....

Clients' feedback also pointed to inconsistency in Shelter, Inc.'s response time. While some participants described near contact with Shelter, Inc. within one or two days of release, others experienced a long wait time to receive a call from a housing provider.

I been waiting on a call from Shelter, Inc. since 2 days after I got out. It's a good thing that I live with my mother [because] I been waiting on a call for 4 months.

I got a call the day after [I was released]. I don't know if it is different because my PO is in Antioch.

One client described that a prior housing issue prevented her from accessing Shelter, Inc.'s services right away, but she was eventually able to get services.

I'm waiting on a phone call right now from them. I got housing a few years back and didn't fulfill my commitment with them...my PO referred me [to Shelter, Inc.] and I was denied services because I lived in one of their houses. They said I owed them \$8,000. So my PO keep submitting my referrals.

Limited pre-release access

Limited pre-release access limits ability to start the process earlier and limits Shelter, Inc.'s ability to educate potential clients about the services they can and cannot provide.

Thus far, Shelter, Inc. has been unable to obtain the necessary clearance to access participants in jail. In addition to creating delays in the program's ability to begin the housing location process, limited pre-release access also means that clients do not necessarily have an accurate understanding of what the provider does and many AB 109 clients show up at Shelter, Inc. thinking that the program is a housing provider rather than connector.

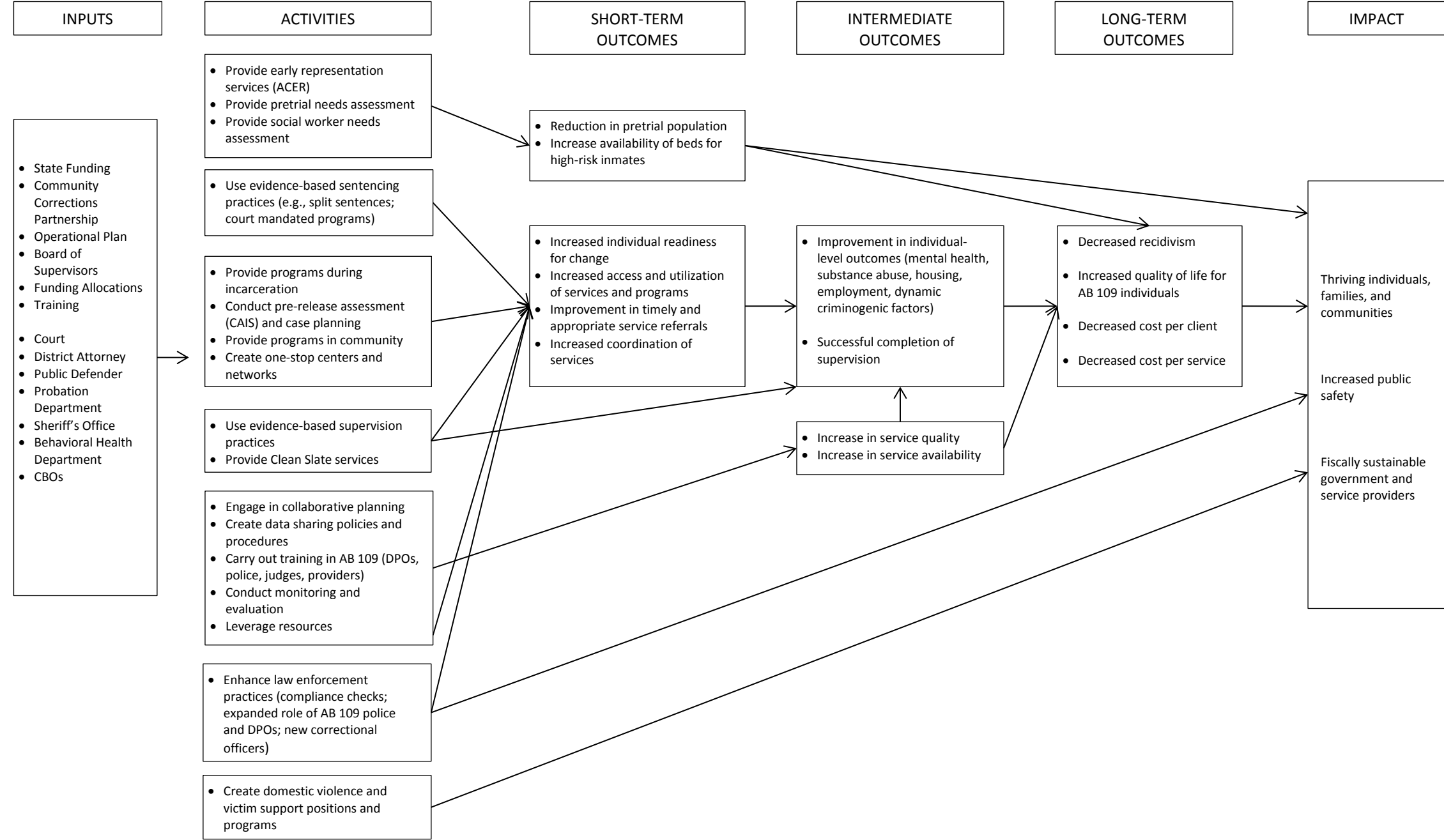
What people hear [about Shelter Inc] is 'we're gonna get you housing' – but what the message is we can help you find housing. It's not necessarily what they're told, it's what they hear. If we could go inside, and do outreach, showing them what they're going to face... [it would help us manage expectations]

If we could assess them and find out their needs before, would be an additional tool... If they have an ally before they get out and if there's tangible benefits.



Appendix C: Logic Model

Appendix C: Contra Costa County AB 109 Program Logic Model





Appendix D: GAINS Reentry Checklist

Instructions for Completing GAINS Jail Re-Entry Checklist

General Information

It is recommended that the form be completed in quadruplicate for all detainees identified with mental health service needs within 48 hours of arriving at the facility. The quadruplicate forms should be distributed as follows: top copy in detainee's file to give upon discharge, second copy to medical personnel, third copy to mental health personnel, and the fourth copy for use according to facility's procedures.

Detainee's Name:	Enter detainee's last name, first name, and middle initial
Gender:	Check Male (M) or Female (F)
Date of Birth:	Enter month, day, and year
Today's Date:	Enter month, day, and year
Jail ID#:	Enter Jail ID# associated with detainee
SSN#:	Enter detainee's Social Security Number
Name of Facility:	Enter name of jail
Name of Person Completing Form and Phone Number:	Print name of person completing form and unit phone number. If multiple people use this form, each person must print his/her identifying information on this form.
Current Status:	Check Sentenced Inmate or Pre-Trial Detainee
Projected Release Date:	Enter projected date of release (if known)

Instructions:

Potential Needs in Community after Release

Discuss each service *with detainee* to determine if there is a need to plan for this service prior to discharge. Check the appropriate boxes that correspond to the services identified as a need by the detainee. If the person completing the form identifies a need for which the detainee does not agree to receive planning, indicate this in the Steps Taken and Date(s) section (Ex: Detainee is homeless but does not agree to receive assistance with housing upon discharge).

Steps Taken by Jail Staff and Date(s)

Indicate the steps taken to set-up the identified services and the dates this was done. Notes in this section should reflect a continuous effort to plan for re-entry services throughout the detainee's stay in the facility. If multiple people complete this form, each person must identify the steps that she/he completes in this section with initials, as well as entering his/her name at the top of the form.

Example:

Detainee identifies Mental Health Services as a need:

9/1/03 *L.T. Contacted Community Mental Health Services (MHS) to set-up appointment with intake coordinator upon release. Will contact closer to projected date of release.*

9/25/03 *S.P. Release date is firm for 10/3/03. Contacted MHS and made appointment for 10/3/03 at 1:00 p.m. MHS agreed to provide 1 bus token and jail will provide 1 token to assist with transportation.*

10/2/03 *L.T. Appointment confirmed at MHS for 10/3/03 at 1:00 p.m.*

Detainee's Final Plan & Contact Information for Referrals

Identify final plan in terms of appointment times, next steps, and person to contact for each identified need.

Example:

1:00 p.m. appointment on 10/3/03 at MHS with intake coordinator: Julie Young. Phone: 333-1212; Address: 1234 Street, City, USA 11120.

Final Section

Full plan completed and discussed with detainee?	Check Yes or No
If no, why?	In this section, specify why the full plan was not completed or discussed with detainee by checking: ✓Detainee refused; ✓Court released before plan completed; ✓Incomplete for other reasons—specify (e.g., provider was unable to be contacted)
Attachments?	Check Yes if attaching corresponding materials; Check No if not.

GAINS Re-Entry Checklist For Inmates Identified with Mental Health Service Needs

Detainee's Name		Gender	Date of Birth	Today's Date	Jail ID #
_____, _____ M		<input type="checkbox"/> M <input type="checkbox"/> F	____/____/____ mm dd yy	____/____/____ mm dd yy	SSN#
Name of Facility	Name of Person Completing Form and Phone Number		Current Status <input type="checkbox"/> Pre-Trial Detainee <input type="checkbox"/> Sentenced Inmate	Date of Admission ____/____/____ mm dd yy	Projected Release Date ____/____/____ mm dd yy
<u>Potential Needs in Community After Release</u>		<u>Steps Taken by Jail Staff and Date(s)</u>		<u>Detainee's Final Plan & Contact Information for Referrals</u>	
Mental Health Services <input type="checkbox"/>					
Psychotropic Medications <input type="checkbox"/>					
Housing <input type="checkbox"/>					
Substance Abuse Services <input type="checkbox"/>					
Health Care <input type="checkbox"/>					
Health Care Benefits <input type="checkbox"/>					
Income Support/Benefits <input type="checkbox"/>					
Food/Clothing <input type="checkbox"/>					
Transportation <input type="checkbox"/>					
Other <input type="checkbox"/>					
Full plan completed and discussed with detainee? <input type="checkbox"/> Yes <input type="checkbox"/> No Attachments? <input type="checkbox"/> Yes <input type="checkbox"/> No					
If no, why? Detainee refused <input type="checkbox"/> Court released before plan completed <input type="checkbox"/> Incomplete for other reasons <input type="checkbox"/> Specify: _____					

GAINS Re-Entry Checklist For Inmates Identified with Mental Health Service Needs						
Detainee's Name		Gender <input type="checkbox"/> M <input type="checkbox"/> F	Date of Birth ____/____/____ mm dd yy	Today's Date ____/____/____ mm dd yy	Jail ID #	
____ Last, ____ First M					SSN#	
Name of Facility	Name of Person Completing Form and Phone Number		Current Status <input type="checkbox"/> Pre-Trial Detainee <input type="checkbox"/> Sentenced Inmate	Date of Admission ____/____/____ mm dd yy	Projected Release Date ____/____/____ mm dd yy	
<u>Potential Needs in Community After Release</u>		<u>Steps Taken by Jail Staff and Date(s)</u>		<u>Detainee's Final Plan & Contact Information for Referrals</u>		
Mental Health Services <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Psychotropic Medications <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Housing <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Substance Abuse Services <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Health Care <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Health Care Benefits <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Income Support/Benefits <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Food/Clothing <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Transportation <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Other <input type="checkbox"/>		_____ _____ _____		_____ _____ _____		
Full plan completed and discussed with detainee? <input type="checkbox"/> Yes <input type="checkbox"/> No Attachments? <input type="checkbox"/> Yes <input type="checkbox"/> No						
If no, why? Detainee refused <input type="checkbox"/> Court released before plan completed <input type="checkbox"/> Incomplete for other reasons <input type="checkbox"/> Specify: _____						

GAINS Re-Entry Checklist For Inmates Identified with Mental Health Service Needs						
Detainee's Name _____ Last, _____ First M		Gender <input type="checkbox"/> M <input type="checkbox"/> F	Date of Birth ____/____/____ mm dd yy	Today's Date ____/____/____ mm dd yy	Jail ID # _____ SSN#	
Name of Facility	Name of Person Completing Form and Phone Number		Current Status <input type="checkbox"/> Pre-Trial Detainee <input type="checkbox"/> Sentenced Inmate	Date of Admission ____/____/____ mm dd yy	Projected Release Date ____/____/____ mm dd yy	
<u>Potential Needs in Community After Release</u>		<u>Steps Taken by Jail Staff and Date(s)</u>		<u>Detainee's Final Plan & Contact Information for Referrals</u>		
Mental Health Services <input type="checkbox"/>		_____		_____		
Psychotropic Medications <input type="checkbox"/>		_____		_____		
Housing <input type="checkbox"/>		_____		_____		
Substance Abuse Services <input type="checkbox"/>		_____		_____		
Health Care <input type="checkbox"/>		_____		_____		
Health Care Benefits <input type="checkbox"/>		_____		_____		
Income Support/Benefits <input type="checkbox"/>		_____		_____		
Food/Clothing <input type="checkbox"/>		_____		_____		
Transportation <input type="checkbox"/>		_____		_____		
Other <input type="checkbox"/>		_____		_____		
Full plan completed and discussed with detainee? <input type="checkbox"/> Yes <input type="checkbox"/> No Attachments? <input type="checkbox"/> Yes <input type="checkbox"/> No						
If no, why? Detainee refused <input type="checkbox"/> Court released before plan completed <input type="checkbox"/> Incomplete for other reasons <input type="checkbox"/> Specify: _____						

GAINS Re-Entry Checklist For Inmates Identified with Mental Health Service Needs

Detainee's Name _____ <div style="display: flex; justify-content: space-between; width: 100%;"> Last First M </div>		Gender <input type="checkbox"/> M <input type="checkbox"/> F	Date of Birth ____/____/____ <div style="display: flex; justify-content: space-around; width: 100%;"> mm dd yy </div>	Today's Date ____/____/____ <div style="display: flex; justify-content: space-around; width: 100%;"> mm dd yy </div>	Jail ID # _____ SSN# _____
Name of Facility _____	Name of Person Completing Form and Phone Number _____ _____	Current Status <input type="checkbox"/> Pre-Trial Detainee <input type="checkbox"/> Sentenced Inmate	Date of Admission ____/____/____ <div style="display: flex; justify-content: space-around; width: 100%;"> mm dd yy </div>	Projected Release Date ____/____/____ <div style="display: flex; justify-content: space-around; width: 100%;"> mm dd yy </div>	
<u>Potential Needs in Community After Release</u>	<u>Steps Taken by Jail Staff and Date(s)</u>	<u>Detainee's Final Plan & Contact Information for Referrals</u>			
Mental Health Services <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Psychotropic Medications <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Housing <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Substance Abuse Services <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Health Care <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Health Care Benefits <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Income Support/Benefits <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Food/Clothing <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Transportation <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Other <input type="checkbox"/>	_____ _____ _____	_____ _____ _____			
Full plan completed and discussed with detainee? <input type="checkbox"/> Yes <input type="checkbox"/> No Attachments? <input type="checkbox"/> Yes <input type="checkbox"/> No					
If no, why? Detainee refused <input type="checkbox"/> Court released before plan completed <input type="checkbox"/> Incomplete for other reasons <input type="checkbox"/> Specify: _____					



Contra Costa County Board of Supervisors

Subcommittee Report

PUBLIC PROTECTION COMMITTEE

5.

Meeting Date: 05/11/2015
Subject: Results of RFP Process for the Community Recidivism Reduction Grants
Submitted For: David Twa, County Administrator
Department: County Administrator
Referral No.: N/A
Referral Name: Results of RFP Process for the Community Recidivism Reduction Grants
Presenter: Lara DeLaney, Senior Deputy County Administrator **Contact:** Lara DeLaney, 925-335-1097

Referral History:

In August 2014, the CAO's office was notified by the Board of State and Community Corrections (BSCC) that the Budget Act of 2014 had allocated \$8 million to the BSCC for the Community Recidivism Reduction Grant, as described in Penal Code section 1233.10. Counties are eligible to receive funds if the Board of Supervisors, in collaboration with the CCP, agrees to develop a competitive grant program intended to fund community recidivism and crime reduction services. On September 16, 2014, the Board of Supervisors passed item C. 51, confirming to the BSCC the County's interest in receiving the funding, of which \$250,000 was allocated to Contra Costa County.

Referral Update:

Review Panels convened April 14, 15, and 16, 2015 to review and score all proposals and to conduct interviews. For the Juvenile-related proposals, four of the seven proposers were invited to an interview. For the Adult-related proposals, three of the four West proposers were invited to an interview. Each proposer for the Central/East and East region were interviewed. Scores for all of the proposals are included on Attachment B.

For today's meeting, the PPC is being asked to consider accepting the recommendations of the review panel and forward funding recommendations to the Board of Supervisors for approval

Recommendation(s)/Next Step(s):

1. ACCEPT the recommendations of the Review Panels with regard to contract awards from the Requests for Proposals (RFP) issued for the Community Recidivism Reduction Grants.
2. RECOMMEND contract authorization by the Board of Supervisors for the following contractors, in the amount of \$50,000 each, for the period July 1, 2015 to June 30, 2016:

Adult	Region	Contractor	Partners
	West	Reach Fellowship International	
	Central	John F. Kennedy University School of Law	
	East	Rubicon Programs	Alma House, Destiny House
Juveniles		Bay Area Community Resources (BACR)	
		RYSE Center	

Attachments

Staff Report

Attachment A

Attachment B

County of Contra Costa
OFFICE OF THE COUNTY ADMINISTRATOR
MEMORANDUM

DATE: May 7, 2015

TO: PUBLIC PROTECTION COMMITTEE

FROM: LARA DeLANEY, Senior Deputy County Administrator

SUBJECT: **Results of RFP Process for the Community Recidivism Reduction Grants**

RECOMMENDATION:

1. ACCEPT the recommendations of the Review Panels with regard to contract awards from the Requests for Proposals (RFP) issued for the Community Recidivism Reduction Grants.
2. RECOMMEND contract authorization by the Board of Supervisors for the following contractors, in the amount of \$50,000 each, for the period July 1, 2015 to June 30, 2016:

Adult	Region	Contractor	Partners
	West	Reach Fellowship International	
	Central	John F. Kennedy University School of Law	
	East	Rubicon Programs	Alma House, Destiny House
Juveniles		Bay Area Community Resources (BACR)	
		RYSE Center	

BACKGROUND:

In August 2014, the CAO's office was notified by the Board of State and Community Corrections (BSCC) that the Budget Act of 2014 had allocated \$8 million to the BSCC for the Community Recidivism Reduction Grant, as described in Penal Code section 1233.10. Counties are eligible to receive funds if the Board of Supervisors, in collaboration with the CCP, agrees to develop a competitive grant program intended to fund community recidivism and crime reduction services. On September 16, 2014, the Board of Supervisors passed item C. 51, confirming to the BSCC the County's interest in receiving the funding, of which \$250,000 was allocated to Contra Costa County.

Other requirements of the statute include:

“The board of supervisors, in collaboration with the county's Community Corrections Partnership, shall establish minimum requirements, funding criteria, and procedures for the counties to award grants consistent with the criteria established in this section.

A community recidivism and crime reduction service provider that receives a grant under this section shall report to the county board of supervisors or the Community Corrections Partnership on the number of individuals served and the types of services provided. The board of supervisors or the Community Corrections Partnership shall report to the Board of State and Community Corrections any information received under this subdivision from grant recipients.”

The Public Protection Committee directed the CAO's office to develop a competitive process for distribution of the funding set at \$50,000 per region for adult reentry services and \$100,000 for juvenile programs. The County Administrator's Office, in collaboration with the Reentry Coordinator, the Probation Department, the East-Central Reentry Network Manager, and the then-director of the West County Reentry Resource Center, developed the RFP and the process timeline.

RFP PROCESS

The RFP for the Community Recidivism Reduction Grant made available up to \$250,000 (\$50,000 per grant) to provide Community Recidivism Reduction Grants to nongovernmental entities or a consortium or coalition of nongovernmental entities to provide community recidivism, crime reduction and other reentry-related services to persons who have been released from state prison, a county jail, or a juvenile detention facility, who are under the supervision of a parole or probation department, or any other person at risk of becoming involved in criminal activities, in Contra Costa County, for the period July 1, 2015 through June 30, 2016.

The RFP was posted on BidSync, the website the County utilizes for contracting opportunities, and distributed directly via email to contacts developed by the County's Reentry Coordinator and staff of the CAO's office. A Press Release was issued as well.

Review Panels were assembled by the CAO's office, comprised of the following members:

Facilitator	Donte Blue	County Reentry Coordinator
1	Todd Billeci	Assistant Chief of Probation
2	Lara DeLaney	CAO, Sr. Deputy
3	Kathy Narasaki	East-Central Reentry Network Manager
4	Rebecca Brown	CEO, Further The Work; WCRRC Steering Committee Chair
5	DeVonn Powers	Goodwill Director of Contract Services; CAB member; WCRRC Steering Committee;
Substitute for ADULT-WEST	Michele Wells	CEO, Run On Productions LLC; CAB Member;
Substitute for ADULT-WEST	Angelene Musawwir	Social Work Supervisor II, Public Defender; CAB Member

The substitutes for the review of the Adult-West proposals were required because two of the Panel members, Rebecca Brown and DeVonn Powers, were members of the West County Reentry Resource Center Steering Committee. This Committee membership may have posed a conflict of interest, given that one of the proposals was intending to provide service at the WCRRC. In the interest of avoiding even the appearance of a conflict of interest, the substitutes were recruited and provided excellent service. All Review Panel members were required to provide an Impartiality Statement, the Reentry Coordinator acted as Facilitator (no participation in development of scores), and a Consensus Scoring Method was utilized throughout the process.

Proposals were received from the following organizations:

Adult	<i>Region</i>	<u>Responder</u>
	West	1 Bay Area Legal Aid
	West	2 Contra Costa Crisis Center
	West	3 Reach Fellowship International
	West	4 San Pablo Economic Development Corporation
	Central	1 John F. Kennedy University School of Law
	East	1 Rubicon Programs
	Central/East	1 Counseling Options and Parent Education Support Center, Inc.
Juveniles		
		1 Bay Area Community Resources (BACR)
		2 Contra Costa County Service Integration Team
		3 Monument Crisis Center
		4 Renaissance Entrepreneurship Center
		5 RYSE Center
		6 The Congress of Neutrals
		7 The Youth Intervention Network

Review Panels' Recommendations

Review Panels convened April 14, 15, and 16, 2015 to review and score all proposals and to conduct interviews. For the Juvenile-related proposals, four of the seven proposers were invited to an interview. For the Adult-related proposals, three of the four West proposers were invited to an interview. Each proposer for the Central/East and East region were interviewed. Scores for all of the proposals are included on Attachment B.

The Committee will note that there was only a 0.5 point difference in the top two proposals for West-Adult services between Reach Fellowship and Bay Area Legal Aid. The Panel had the most difficulty in scoring the proposals for West County, as they were all of very high quality. Ultimately the decision reflected consideration of the need for housing resources in West County, particularly for women with children.

The Review Panel recommendations for contract award were issued on April 17, 2015 and included:

Adult Services

Central County, \$50,000:

**John F. Kennedy University
College of Law**—*Establishment of a Probation Assistance Clinic in conjunction with the Contra Costa County Homeless Court, centered on driver's license restoration.*

West County, \$50,000:

Reach Fellowship International—*Residential and Job Training Program for women of West County.*

East County, \$50,000:

Rubicon Programs—*Rental assistance in a Sober Living Environment (SLE) with career and financial coaching.*

Juvenile Services

Bay Area Community Resources (BACR)—\$50,000: *A program to engage juveniles in east Contra Costa County in a comprehensive program utilizing employment training and leadership development.*

RYSE Center—\$50,000: *Pre-release transition planning, technical skills training, and the creation of a social media application focused on youth reentry for justice-involved youth at the RYSE Center.*

The Review Panels made the following additional recommendations.

1. With respect to RYSE Center, the contractor should be encouraged to collaborate with Bay Area Community Resources and the Youth Justice Initiative (YJI). In addition, the institution access issues should be addressed with Probation prior to contract authorization and development, so that pre-release services may be considered.
2. With respect to the proposal from BACR, the Review Panel recommended that services be focused on East County juveniles. (The proposal included services in both East and

West County; however, the need was identified by the Panel for East County services.) Collaboration with the YJI was also encouraged.

3. Regarding Adult services, the Panel recommended that JFKU College of Law develop an MOU with Bay Area Legal Aid regarding the referral of cases dealing with driver's licenses and DMV related issues and that program design be further refined during contract development, with input from Panel members.

Attachments

Attachment A – RFP for Community Recidivism Reduction Grant

Attachment B – CRRG Scoring Sheet



Contra Costa County

REQUEST FOR PROPOSALS (RFP) #1503-125 *Community Recidivism Reduction Grant*

The Contra Costa County Administrator's Office is pleased to announce, on behalf of the Board of Supervisors, the availability of up to \$250,000 (\$50,000 *per grant*) to provide Community Recidivism Reduction Grants to nongovernmental entities or a consortium or coalition of nongovernmental entities to provide community recidivism, crime reduction and other reentry-related services to persons who have been released from state prison, a county jail, or a juvenile detention facility, who are under the supervision of a parole or probation department, or any other person at risk of becoming involved in criminal activities, in Contra Costa County, for the period July 1, 2015 through June 30, 2016.

This RFP is a process by which the County solicits proposals of qualified responders who may be selected to enter into a contract with the County.

Please read this entire packet carefully.

***Final proposals will be due at 651 Pine Street, 10th floor, Martinez, CA 94553
by 5:00 p.m. on Wednesday, April 8, 2015.***

Written questions about the RFP can be submitted to lara.delaney@cao.cccounty.us
by 5:00 p.m. on Thursday, March 26, 2015.

Thank you in advance for your efforts in preparing your proposal.



REQUEST FOR PROPOSALS (RFP) #1503-125
Community Recidivism Reduction Grant

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REQUEST FOR PROPOSALS (RFP) #1503-125 **Community Recidivism Reduction Grant**

RFP Timeline

1.	RFP announced	Mon., March 16, 2015
2.	Written Questions Due from Responders	5:00 p.m., Thurs., March 26, 2015
3.	Addendum Issued (<i>as needed</i>)	Mon., March 30, 2015
4.	Response Submission Deadline	5:00 p.m., Wed., April 8, 2015 County Administrator's Office 651 Pine Street, 10th Floor Martinez, CA 94553
<p align="center"><i>No response will be accepted after this date and time.</i> <i>Postmarked, facsimiled, or e-mailed submissions will not be accepted.</i></p>		
5.	Review, rating, and interview process	Mon.-Thurs., April 13-16, 2015
6.	Notification of award recommendations	Fri., April 17, 2015
7.	Appeal period	Mon.-Thurs., April 20-23, 2015
8.	Deadline to submit appeal letters	5:00 p.m., Thurs., April 23, 2015
9.	Community Corrections Partnership Review	Fri., May 1, 2015
10.	Public Protection Committee Review	Mon., May 11, 2015
<p align="center">Board of Supervisors approval and authorization to award contracts is tentatively scheduled for the May 19, 2015 Board of Supervisors' agenda</p>		



REQUEST FOR PROPOSALS (RFP) #1503-125 *Community Recidivism Reduction Grant*

Project Description

I. Introduction

The Contra Costa County Administrator's Office (CAO), in collaboration with the County Probation Department, on behalf of the Board of Supervisors, is issuing this Request for Proposals (RFP) #1503-125 to receive proposals from nongovernmental entities or a consortium or coalition of nongovernmental entities to provide community recidivism, crime reduction and other reentry-related services to persons residing in Contra Costa County who have been released from the state prison, a county jail, a juvenile detention facility, who are under the supervision of a parole or probation department, or any other person at risk of becoming involved in criminal activities.

Community recidivism and crime reduction services include, but are not limited to, delinquency prevention, homelessness prevention, and reentry services.

Based on the response to this solicitation for proposals, Contra Costa County (County) plans to contract with service providers for the period July 1, 2015 to June 30, 2016. The County will retain the discretion to renew any contract issued, contingent on availability of funding and demonstrated successful performance by funded entities during the initial contract period.

If your organization is interested in and capable of providing the requested services by contract with the County, please carefully review the Request for Proposals and submit your proposal as directed. This solicitation is not in any way to be construed as an agreement, obligation, or contract between the County and any party submitting a response, nor will the County pay for any costs associated with the preparation of any response.

II. Synonymous Terms

As used throughout this RFP and its attachments, the following terms are synonymous:

- a. Supplier, Vendor, Contractor, Successful Responder
- b. Contract, Agreement
- c. Services, Work, Scope, and Project
- d. Proposer, Responder
- e. "The County" refers to the County of Contra Costa, California.

III. Background

The state Budget Act of 2014 (Chapter 25, Statutes of 2014) allocates \$8 million to the Board of State and Community Corrections for the Community Recidivism Reduction Grant described in [Penal Code section 1233.10](#). Counties are eligible to receive funds if the Board of Supervisors, in collaboration with the county's Community Corrections Partnership, agrees to develop a



REQUEST FOR PROPOSALS (RFP) #1503-125

Community Recidivism Reduction Grant

competitive grant program intended to fund community recidivism and crime reduction services.

On September 16, 2014, the Contra Costa County Board of Supervisors approved a letter of interest agreeing to develop a competitive grant program intended to fund community recidivism and crime reduction services. On October 3, 2014, the Community Corrections Partnership voted unanimously to acknowledge the intent of the County to participate in the grant program. On October 27, 2014, the Public Protection Committee voted unanimously that the \$250,000 grant from the state should be competitively bid in the following increments:

- Two (2) \$50,000 grants to entities that propose to provide services to juveniles;
- Three (3) \$50,000 grants to entities that propose to provide services to adults.

Funding for the three adult programs will be awarded to entities that propose to serve residents in the West, Central, and East County regions distinctly--meaning one (1) \$50,000 grant directed to programming in each region of the County. The grants to entities proposing to serve juveniles will be for countywide services (no regional restrictions). Per State statute, the amount awarded to each service provider shall not exceed \$50,000.

IV. **Funding**

Up to \$250,000 is allocated in Contra Costa County to fund community recidivism, crime reduction and other reentry-related services for the period July 1, 2015 to June 30, 2016.

The amount that can be awarded per successful entity is \$50,000. Agencies are encouraged to provide a **minimum 20% match** of the funds, with consideration given to agencies with more leveraging.

The Contra Costa County Administrator's Office will administer the contracts for the adult programs, and the Probation Department will administer the contracts for the juvenile programs.

V. **Purpose, Services and Outcomes**

A. **Purpose:**

The Contra Costa Board of Supervisors has directed the County Administrator's Office to issue this Request for Proposals to identify nongovernmental agencies to provide community recidivism, crime reduction and other reentry-related services to juvenile and adult populations in the county. The client population includes persons residing in Contra Costa County who have been released from state prison, a county jail, a juvenile detention facility, who are under the supervision of a parole or probation department, or any other person at risk of becoming involved in criminal activities.



REQUEST FOR PROPOSALS (RFP) #1503-125

Community Recidivism Reduction Grant

For the purposes of this proposal, program services may focus on any of the following categories: juveniles (ages 12-18) or adults (ages 18 or over).

B. Services and Desired Outcomes:

Community recidivism and crime reduction services may include any of the following:

1. Self-help groups
2. Individual or group assistance with basic life skills
3. Mentoring programs
4. Academic and educational services, including, but not limited to, services to enable the recipient to earn his or her high school diploma
5. Job training skills and employment placement services
6. Housing placement services
7. Behavioral health services, including alcohol and drug treatment, intensive case management services for people with serious behavioral health issues, especially for those whose serious mental illness or cognitive disabilities preclude their successful access to services
8. Family support services, including reunification, custody, domestic violence services
9. Healthcare enrollment services
10. Legal services
11. Financial services, including benefits enrollment, banking services, budgeting, credit restoration
12. Post-detention services for youth after release from juvenile detention
13. Truancy prevention and school retention services
14. Literacy programs
15. Any other service that advances community recidivism reduction and crime reduction efforts, as identified by the county Board of Supervisors in the County's Reentry Strategic Plan and the Community Corrections Partnership.

Through this RFP process, the County is seeking agencies to provide services that are designed to enable persons to whom the services are provided to establish or maintain a law-abiding life, reconnect with their family members, build self-sufficiency, and contribute to their communities.

VI. Organizational Requirements

- A. *Service History*: A documented history of service delivery to individuals at moderate to high-risk of recidivism during the five years immediately prior to the application and in the service area for which funding is sought, including successful completion of contract deliverables and participation in outcome evaluation.
- B. *Staff Training*: Bidder's staff must be qualified, adequately trained to provide services,



REQUEST FOR PROPOSALS (RFP) #1503-125 *Community Recidivism Reduction Grant*

and able to maintain confidential offender record information (CORI). Staff must commit to full participation in trainings provided through the County, including trauma-informed practices, among other topics.

County has the discretion to approve or disapprove the qualifications/training level of bidder's staff working with Probation clients.

- C. *Responsivity*: Demonstrated understanding and capacity to deliver responsive services, including cultural and linguistic competency, ties to the local community, community-based service delivery, targeting multiple learning styles at varied literacy levels and relevant client engagement and retention strategies.

Demonstrated knowledge of and commitment to implement evidence-based practices related to successful engagement and recidivism reduction with people at moderate to high-risk of recidivism.

- D. *Interagency Collaboration*: Demonstrated ability and intent to collaborate with local service providers to obtain multi-disciplinary service delivery. A history of successful collaboration including shared case management and blended funding is preferred.
- E. *Data Collection and Reporting*: Demonstrated capacity and commitment to collecting and reporting all required data including service delivery statistics (number served, units of service, dosage by client), and program-related impact and outcome measures.
- F. *Matching Resources*: Current or potential sources of matching resources to supplement direct funding leveraged funding or services and volunteer hours. Since the available funding is not adequate to meet the anticipated level of need, qualified organizations that demonstrate the capacity to access additional funding may be prioritized. Applicants are encouraged to provide a minimum of 20% of matching resources.
- G. *Licensing/Certification Requirements*: Successful bidders must have and maintain all appropriate licenses, permits, and certifications as required by the laws of the United States, State of California, Contra Costa County, and all other appropriate governmental agencies.

VII. Contract Monitoring and Evaluation

The County Administrator's Office and the Probation Department will actively monitor services provided through these contracts.

At a minimum, contractors will be expected to:

- a. Be able to enter into contract and begin service delivery within 3 months of award.



REQUEST FOR PROPOSALS (RFP) #1503-125

Community Recidivism Reduction Grant

- b. Perform all services without material deviation from an agreed-upon Service Plan.
- c. Complete progress report forms supplied by County.
- d. Maintain adequate records of service provision to document compliance with Service Plan and complete forms supplied.
- e. Cooperate with the collection of other fiscal/administrative/service data as requested by the County.

The CAO (for adult service contracts) and County Probation (for juvenile service contracts) will:

- a. Monitor subcontracts written by and entered into by the contractor;
- b. Provide information to contractors concerning additional State or County data requirements not provided herein.



REQUEST FOR PROPOSALS (RFP) #1503-125 *Community Recidivism Reduction Grant*

RFP Requirements and Instructions for Responders

The responder requirements in this section are mandatory. Contra Costa County reserves the right to waive any nonmaterial variation.

1. All responders shall submit one (1) original response package and six (6) complete copies of the response, under sealed cover, by mail or hand-delivery to the CAO at 651 Pine Street, 10th Floor, Martinez, CA 94553 to be received **no later than 5:00 p.m. on Wednesday, April 8, 2015**. Any response received after the deadline will be rejected. **Postmarks, faxed and e-mailed submissions are not acceptable.**
2. A copy of a recent audit (within 12 months) or audited financial statement must be attached to the original copy of the proposal.
3. The CAO will review all received responses to make sure they are technically compliant with submission guidelines as per the RFP. Responders that are non-compliant with technical requirements will not move forward to the Review Panel.
4. Responses and required attachments shall be submitted as specified and must be signed by officials authorized to bind the responder to the provisions of the RFP. All costs incurred in the preparation of a response will be the responsibility of the responder and will not be reimbursed by the County.
5. Any questions regarding this RFP should be emailed to Lara.DeLaney@cao.cccounty.us on or before 5:00 p.m. on March 26, 2015.
6. The CAO may amend this RFP, if needed, to make changes or corrections to specifications or provide additional data. Amendments will be posted at <http://www.co.contra-costa.ca.us/2366/Services-Programs>. The CAO may extend the RFP submission date, if necessary, to allow responders adequate time to consider additional information and submit required data.
7. The RFP process may be canceled in writing by the CAO prior to awards if the Contra Costa County Board of Supervisors determines that cancellation is in the best interest of the County.
8. With respect to this RFP, the County reserves the right to reject any, some, or all responses. The County reserves the right to negotiate separately in any manner to serve the best interests of the County. All responses become property of the County, without obligation to any responder.
9. Responses will be judged on overall quality of content and responsiveness to the purpose and specifications of this RFP. Responses should be without expensive artwork, unusual printing, or other materials not essential to the utility and clarity of the response.



REQUEST FOR PROPOSALS (RFP) #1503-125

Community Recidivism Reduction Grant

Evaluation criteria and weight factors are described below.

10. A Review Panel will evaluate all compliant responses received. The panel will be comprised of CAO staff, Probation staff, a representative from West County, a representative from East and Central County, and a subject-matter expert. (*Panel composition subject to change based on participant availability.*) On the basis of panel ratings recommendations, the Community Corrections Partnership and/or Public Protection Committee will make recommendations to the Contra Costa County Board of Supervisors. Responders will be notified of this recommendation in writing. Award of a contract by the Board of Supervisors will constitute acceptance of a response.
11. Prior to making an award recommendation, the Review Panel may choose to conduct interviews with responders. The purpose of the interviews would be to ask follow-up questions that may arise from the Review Panel and to collect any additional information necessary to determine the responder's ability to perform on schedule or any other relevant information to make the award recommendation.
12. Once a decision is made by the Review Panel to make award recommendations, a notice will be mailed to all responders evaluated by the Review Panel.
13. Only responders submitting a response may appeal the RFP process. Appeals must be submitted in writing and should be addressed to Lara DeLaney, Senior Deputy County Administrator; County Administrator's Office and received at 651 Pine Street, 10th Floor, Martinez, CA 94553, no later than **5:00 p.m. on Thursday, April 23, 2015**. Notification of a final decision on the appeal shall be made in writing to the responder. When submitting, an appellant must clearly state the action appealed, the harm to the appellant, and the action sought. Appeals shall be limited to the following grounds:
 - Failure of the County to follow the selection procedures and adhere to requirements specified in the RFP or any addenda or amendments.
 - There has been a violation of conflict of interest as provided by California Government Code Section 87100 et seq.
 - A violation of State or Federal law.



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14. Notification of a final decision on the appeal by the CAO shall be made in writing to the responder within five (5) days, and the decision of the CAO shall be final and not subject to further review.
15. Successful responders will be expected to promptly enter contract negotiation with the CAO. This may result in mutually agreed upon changes in plans or activities identified in the response. As a result of this negotiation, actual contract(s) may include other agreements and clarifications of activities, consistent with the intent of this RFP.
16. Services will begin upon the signing of a contract according to a mutually agreed upon start-up schedule. The County is not liable for any cost incurred by the contractor prior to the effective date of any contract.
17. Selected contractor(s) will be responsible for all services offered in their response, whether or not contractor(s) perform them directly or through subcontractors in multiple agency collaboration.
18. The CAO will actively monitor service implementation and delivery and provide contract monitoring. Any material breach of contract requirements will constitute grounds for terminating the contract.
19. Contracts from this RFP will be for the period July 1, 2015 through June 30, 2016, with satisfactory performance as a condition of any future contract renewal. The contract(s) resulting from this RFP may potentially be renewable at the sole discretion the Board of Supervisors.
20. All contracted parties must agree to implement the County's alcohol/drug abuse prevention/treatment policy and comply with related monitoring and evaluation procedures.



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Response Instructions and Outline

RESPONSE INSTRUCTIONS

1. Responses must be in the form of a package containing a complete response and all required supporting information and documents. Each response to this RFP will be a public record that will be subject to disclosure under the California Public Records Act (Government Code, § 6250, et seq.) and the County's Better Government Ordinance (County Ordinance Code, Title 2, Division 25).
2. Each responder must submit one (1) original package and six (6) complete copies with attachments included, unless otherwise noted. *(If responding to both requests for juvenile and adult services, two complete and separate responses are required. Note that only one proposal, however, may be funded.)*
3. Response materials are to be double-spaced on 8 1/2" x 11" paper (recycled preferred) with no less than 1" margins on all sides using an easy-to-read 12-point font. Total proposal should not exceed 10 pages excluding cover sheet and required attachments.
4. Pages must be stapled together and numbered consecutively. Sections must be identified with an appropriate header.
5. Documents and materials are to be fully completed and attached in the order indicated in the Response Outline below.
6. All information in the response package must be presented in the following sequence.

RESPONSE OUTLINE

I. Response Cover Statement (Form #1)

- A. The Cover Statement with original signatures, **in blue ink**, of the responder's Authorized Representative attached to the original of the response must precede the narrative. Copies of the form must also serve as a cover page to the remaining six (6) response copies submitted.

II. Proposal (not to exceed 10 pages)

A. Responder Overview (not to exceed 3 pages)

1. Your organization's history, years in operation, and number of years providing services described herein. Also indicate your organization's form of business (non-profit, other—specify).



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2. Your organization's primary areas of expertise and current core services.
3. Your organization's qualifications (including resources and capabilities) as they relate to the scope of services and organization requirements described herein. Specifically detail experience with serving the target population and working in collaboration with other stakeholders.
4. Your organization's data management systems, including client record-keeping and financial record-keeping.
5. Proposed staffing (FTEs) for this project, including their roles on this project, their qualifications and their credentials. *(CVs, résumés, job descriptions should be included as an attachment and will not count against the page limit.)*

B. Approach to the Scope of Work (not to exceed 5 pages)

1. Please identify your program model, including:
 - a. Program goals and outcomes, including how services will be designed to assist participants in refraining from engaging in criminal activity, reconnecting with their families and contributing to their communities. Also provide justification for the proposed approach, including research demonstrating that this approach is recognized as effective with the proposed population.
 - b. Target population (including gender, age, criminogenic factors), indicating why and how this population was selected.
 - c. Specific need to be addressed, including evidence documenting this need within Contra Costa County.
 - d. Activities and services to be provided, including the specific locations within the County where services will be provided. Include duration, dosage, and frequency of activities and services.
 - e. Innovative elements that are not currently funded by the County's AB 109 Public Safety Realignment program.
 - f. If applicable, describe formal collaboration or integration with other services within the agency or provided by other agencies. If the applicant program plans to collaborate, attach a signed MOU with the partner agency or program identifying the specific methods of collaboration, calculation of monetary or in-kind agreements, and shared goals and metrics.



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2. Outcomes, including:

- a. Estimated number of participants in each individual program component.
- b. The plan for tracking participant progress as it relates to individual and collective outcomes.
- c. The plan to document the services provided to each participant.
- d. The plan to document activities performed by staff funded by the program.

C. **Proposed Budget** (*not to exceed 2 pages*)

1. Provide the budget for the program. Identify both one-time and ongoing costs. If you anticipate supporting your operations through additional funds (in-kind or hard-dollar), identify the sources and uses of those funds within the budget.
2. Provide a budget narrative, including supporting detail to ensure clear understanding of funding uses, including administrative staff, start-up costs, and in-kind service providers.

III. **Attachments**

A. **Job Descriptions and Résumés** of Executive Director and key program staff

B. **Timeline** of major project activities for the entire project period that is reasonable given the nature and scope of the project

C. **Responder's Statement of Qualifications (Form #2)**, completed and signed by Agency Executive Director and President of Agency Board of Directors.

D. **Fiscal Attachments**

1. One copy of bidder's IRS 501(c)(3) determination letter and/or Articles of Incorporation attached to original proposal copy.
2. One copy of bidder's last audit or audited financial statement attached to original proposal.
3. One copy of current Agency Operating Budget with revenues and expenses.

E. **Agency Brochure** (as available)

F. **City of Antioch Ordinance Compliance**

Note: Contractors seeking to provide services located in the City of Antioch must demonstrate compliance with Ordinance No. 2066-C-S amending Section 9-5.203 and adding Section 9-5.3836 to the Antioch Municipal Code, including providing proof of a valid use permit issued by the City of Antioch.



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Response Review and Selection

All responses submitted in compliance with the RFP requirements will be eligible for review and selection.

Response Selection Methodology:

- A. CAO staff will review each response's adherence to RFP specifications, including:
 - 1. Response Cover Statement
 - 2. Response
 - 3. Agency Information (*including required attachments*)
- B. All responses deemed responsive will be referred to the RFP Review Panel.
 - 1. The panel will be comprised of CAO staff, Probation staff, a representative from West County, a representative from East and Central County, and a subject-matter expert. (Panel composition subject to change based on participant availability.)
 - 2. The Review Panel will review all qualified responses and evaluate and score all service elements utilizing the evaluation criteria outlined.
- C. The Community Corrections Partnership and/or Public Protection Committee will make recommendations for contract awards to the Board of Supervisors after considering the recommendations of the Review Panel.



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Rating Sheet

Program elements will be rated as follows with a maximum score of 100:

Program Elements and Possible Score

I. Response Cover Statement (*required but not weighted*)

II. Responder Overview (0-30 points total)

- A. Relevancy of responder's overall services/history (5 pts.)
- B. Responder's qualifications as they relate to scope of work and organization requirements (10 pts.)
- C. Responder's data management systems (5 pts.)
- D. Relevant experience and expertise of proposed staff (10 pts.)

III. Approach to the Scope of Work (0-50 points total)

- A. Proposal includes clear description of program goals and outcomes, justification for proposed approach, specific need to be addressed and evidence of need. (20 pts.)
- B. Target population meets program goals (5 pts.)
- C. Proposal includes clear description of activities that are consistent with program goals. Proposal includes details on duration of activities. Level of activity is appropriate to level of funding provided. (10 pts.)
- D. Proposal clearly identifies intended impacts/outcomes on target population and how those impacts will be measured. (10 pts.)
- E. Proposal includes innovative elements that are not currently funded by the County's AB 109 Public Safety Realignment program. (5 pts.)

IV. Cost Estimate (0-20 points total)

- A. Project costs are reasonable. (10 pts.)
- B. Cost explanations are clear and demonstrate roles of proposed staffing. (5 pts.)
- C. Leveraging of the available grant funds is provided at a min. of 20% (5 pts.)

Total: 100 pts.



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Form #1: Response Cover Statement

Proposal: _____Juvenile _____Adult – Select region: West / East / Central

Responder: _____

Business Address: _____

Phone/Email: _____/_____Year Founded: _____

Contact Name & Title: _____

501(c)(3)? Yes_____ No_____ Exemption Expiration Date: _____

Other Form of Business? (*explain*): _____

Federal Employer Number: _____

List Collaborative Partners, if applicable: _____

We submit the attached response and attachments in response to Contra Costa County's Request for Proposals #1503-125 and declare that:

If the Board of Supervisors of Contra Costa County accepts this response, we will enter into a standard contract with Contra Costa County to provide all work specified herein as proposed or in accordance with modifications required by Contra Costa County. Funds obtained through this contract will not be used for other programs operated by the responder/contractor unless stipulated within the response and accepted by the County.

Authorized representatives: (two signatures required)

Name & Title: _____

Signature: _____Date: _____

Executive Director (or equivalent)

Name & Title: _____

Signature: _____Date: _____

Board President (or equivalent)

This form must accompany the response package when submitted and should be attached to each copy. Only one copy with original signatures is required.



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Form #2: Responder's Statement of Qualifications

1. List any licenses or certifications held by the responder, with expiration dates.

2. Financials and Fiscal Management

A. Who administers your fiscal system?

Name: _____

Phone: _____ Work Schedule: _____

Title: _____

B. What CPA firm maintains or reviews your financial records and annual audit, if applicable?

Name: _____

Phone: _____ Email: _____

Address: _____

3. Business Identity

A. Number of years responder operated under the present business name. _____

B. List related prior business names, if any, and timeframe for each.

4. Number of years providing services described in this response or related services _____

5. Has responder failed or refused to complete any contract? ☐ Yes ☐ No

If yes, briefly explain: _____

6. Is there any past, present, or pending litigation in connection with contracts for services involving the responder or any principal officer of the agency? ☐ Yes ☐ No

If yes, briefly explain: _____



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Responder's Statement of Qualifications, CONTINUED

7. Does responder have a controlling interest in any other firm(s)? ☐ Yes ☐ No

If yes, please list: _____

8. Does responder have commitments or potential commitments that may impact assets, lines of credit or otherwise affect agency's ability to fulfill this RFP? ☐ Yes ☐ No

If yes, please explain: _____

Responder attests, under penalty of perjury, that all information provided herein is complete and accurate. Responder agrees to provide to County other information the County may request as necessary for an accurate determination of responder's qualifications to perform proposed services.

Name & Title: _____

Signature: _____ Date: _____
Executive Director (or equivalent)

Name & Title: _____

Signature: _____ Date: _____
Board President (or equivalent)



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General Conditions of County Contract

1. **Compliance with Law.** Contractor is subject to and must comply with all applicable federal, state, and local laws and regulations with respect to its performance under this Contract, including but not limited to, licensing, employment, and purchasing practices; and wages, hours, and conditions of employment, including nondiscrimination.
2. **Inspection.** Contractor's performance, place of business, and records pertaining to this Contract are subject to monitoring, inspection, review and audit by authorized representatives of the County, the State of California, and the United States Government.
3. **Records.** Contractor must keep and make available for inspection and copying by authorized representatives of the County, the State of California, and the United States Government, the Contractor's regular business records and such additional records pertaining to this Contract as may be required by the County.
 - a. **Retention of Records.** Contractor must retain all documents pertaining to this Contract for five years from the date of submission of Contractor's final payment demand or final Cost Report; for any further period that is required by law; and until all federal/state audits are complete and exceptions resolved for this Contract's funding period. Upon request, Contractor must make these records available to authorized representatives of the County, the State of California, and the United States Government.
 - b. **Access to Books and Records of Contractor, Subcontractor.** Pursuant to Section 1861(v)(1) of the Social Security Act, and any regulations promulgated thereunder, Contractor must, upon written request and until the expiration of five years after the furnishing of services pursuant to this Contract, make available to the County, the Secretary of Health and Human Services, or the Comptroller General, or any of their duly authorized representatives, this Contract and books, documents, and records of Contractor necessary to certify the nature and extent of all costs and charges hereunder.

Further, if Contractor carries out any of the duties of this Contract through a subcontract with a value or cost of \$10,000 or more over a twelve-month period, such subcontract must contain a clause to the effect that upon written request and until the expiration of five years after the furnishing of services pursuant to such subcontract, the subcontractor must make available to the County, the Secretary, the Comptroller General, or any of their duly authorized representatives, the subcontract and books, documents, and records of the subcontractor necessary to verify the nature and extent of all costs and charges thereunder.



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This provision is in addition to any and all other terms regarding the maintenance or retention of records under this Contract and is binding on the heirs, successors, assigns and representatives of Contractor.

4. **Reporting Requirements.** Pursuant to Government Code Section 7550, Contractor must include in all documents and written reports completed and submitted to County in accordance with this Contract, a separate section listing the numbers and dollar amounts of all contracts and subcontracts relating to the preparation of each such document or written report. This section applies only if the Payment Limit of this Contract exceeds \$5,000.
5. **Termination and Cancellation.**
 - a. **Written Notice.** This Contract may be terminated by either party, in its sole discretion, upon thirty-day advance written notice thereof to the other, and may be cancelled immediately by written mutual consent.
 - b. **Failure to Perform.** County, upon written notice to Contractor, may immediately terminate this Contract should Contractor fail to perform properly any of its obligations hereunder. In the event of such termination, County may proceed with the work in any reasonable manner it chooses. The cost to County of completing Contractor's performance will be deducted from any sum due Contractor under this Contract, without prejudice to County's rights to recover damages.
 - c. **Cessation of Funding.** Notwithstanding any contrary language in Paragraphs 5 and 11, in the event that federal, state, or other non-County funding for this Contract ceases, this Contract is terminated without notice.
6. **Entire Agreement.** This Contract contains all the terms and conditions agreed upon by the parties. Except as expressly provided herein, no other understanding, oral or otherwise, regarding the subject matter of this Contract will be deemed to exist or to bind any of the parties hereto.
7. **Further Specifications for Operating Procedures.** Detailed specifications of operating procedures and budgets required by this Contract, including but not limited to, monitoring, evaluating, auditing, billing, or regulatory changes, may be clarified in a written letter signed by Contractor and the department head, or designee, of the county department on whose behalf this Contract is made. No written clarification prepared pursuant to this Section will operate as an amendment to, or be considered to be a part of, this Contract.
8. **Modifications and Amendments.**
 - a. **General Amendments.** In the event that the total Payment Limit of this Contract is less than \$100,000 and this Contract was executed by the County's Purchasing Agent, this



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Contract may be modified or amended by a written document executed by Contractor and the County's Purchasing Agent or the Contra Costa County Board of Supervisors, subject to any required state or federal approval. In the event that the total Payment Limit of this Contract exceeds \$100,000 or this Contract was initially approved by the Board of Supervisors, this Contract may be modified or amended only by a written document executed by Contractor and the Contra Costa County Board of Supervisors or, after Board approval, by its designee, subject to any required state or federal approval.

- b. **Minor Amendments.** The Payment Provisions and the Service Plan may be amended by a written administrative amendment executed by Contractor and the County Administrator (or designee), subject to any required state or federal approval, provided that such administrative amendment may not increase the Payment Limit of this Contract or reduce the services Contractor is obligated to provide pursuant to this Contract.
9. **Disputes.** Disagreements between County and Contractor concerning the meaning, requirements, or performance of this Contract shall be subject to final written determination by the head of the county department for which this Contract is made, or his designee, or in accordance with the applicable procedures (if any) required by the state or federal government.
10. **Choice of Law and Personal Jurisdiction.**
 - a. This Contract is made in Contra Costa County and is governed by, and must be construed in accordance with, the laws of the State of California.
 - b. Any action relating to this Contract must be instituted and prosecuted in the courts of Contra Costa County, State of California.
11. **Conformance with Federal and State Regulations and Laws.** Should federal or state regulations or laws touching upon the subject of this Contract be adopted or revised during the term hereof, this Contract will be deemed amended to assure conformance with such federal or state requirements.
12. **No Waiver by County.** Subject to Paragraph 9. (Disputes) of these General Conditions, inspections or approvals, or statements by any officer, agent or employee of County indicating Contractor's performance or any part thereof complies with the requirements of this Contract, or acceptance of the whole or any part of said performance, or payments therefor, or any combination of these acts, do not relieve Contractor's obligation to fulfill this Contract as prescribed; nor is the County thereby prevented from bringing any action for damages or enforcement arising from any failure to comply with any of the terms and conditions of this Contract.



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13. **Subcontract and Assignment.** This Contract binds the heirs, successors, assigns and representatives of Contractor. Prior written consent of the County Administrator or his designee, subject to any required state or federal approval, is required before the Contractor may enter into subcontracts for any work contemplated under this Contract, or before the Contractor may assign this Contract or monies due or to become due, by operation of law or otherwise.
14. **Independent Contractor Status.** The parties intend that Contractor, in performing the services specified herein, is acting as an independent contractor and that Contractor will control the work and the manner in which it is performed. This Contract is not to be construed to create the relationship between the parties of agent, servant, employee, partnership, joint venture, or association. Contractor is not a County employee. This Contract does not give Contractor any right to participate in any pension plan, workers' compensation plan, insurance, bonus, or similar benefits County provides to its employees. In the event that County exercises its right to terminate this Contract, Contractor expressly agrees that it will have no recourse or right of appeal under any rules, regulations, ordinances, or laws applicable to employees.
15. **Conflicts of Interest.** Contractor covenants that it presently has no interest and that it will not acquire any interest, direct or indirect, that represents a financial conflict of interest under state law or that would otherwise conflict in any manner or degree with the performance of its services hereunder. Contractor further covenants that in the performance of this Contract, no person having any such interests will be employed by Contractor. If requested to do so by County, Contractor will complete a "Statement of Economic Interest" form and file it with County and will require any other person doing work under this Contract to complete a "Statement of Economic Interest" form and file it with County. Contractor covenants that Contractor, its employees and officials, are not now employed by County and have not been so employed by County within twelve months immediately preceding this Contract; or, if so employed, did not then and do not now occupy a position that would create a conflict of interest under Government Code section 1090. In addition to any indemnity provided by Contractor in this Contract, Contractor will indemnify, defend, and hold the County harmless from any and all claims, investigations, liabilities, or damages resulting from or related to any and all alleged conflicts of interest. Contractor warrants that it has not provided, attempted to provide, or offered to provide any money, gift, gratuity, thing of value, or compensation of any kind to obtain this Contract.
16. **Confidentiality.** To the extent allowed under the California Public Records Act, Contractor agrees to comply and to require its officers, partners, associates, agents and employees to comply with all applicable state or federal statutes or regulations respecting confidentiality, including but not limited to, the identity of persons served under this Contract, their records, or services provided them, and assures that no person will publish or disclose or permit or cause to be published or disclosed, any list of persons receiving services, except as may be



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required in the administration of such service. Contractor agrees to inform all employees, agents and partners of the above provisions, and that any person knowingly and intentionally disclosing such information other than as authorized by law may be guilty of a misdemeanor.

17. **Nondiscriminatory Services.** Contractor agrees that all goods and services under this Contract will be available to all qualified persons regardless of age, gender, race, religion, color, national origin, ethnic background, disability, or sexual orientation, and that none will be used, in whole or in part, for religious worship.
18. **Indemnification.** Contractor will defend, indemnify, save, and hold harmless County and its officers and employees from any and all claims, demands, losses, costs, expenses, and liabilities for any damages, fines, sickness, death, or injury to person(s) or property, including any and all administrative fines, penalties or costs imposed as a result of an administrative or quasi-judicial proceeding, arising directly or indirectly from or connected with the services provided hereunder that are caused, or claimed or alleged to be caused, in whole or in part, by the negligence or willful misconduct of Contractor, its officers, employees, agents, contractors, subcontractors, or any persons under its direction or control. If requested by County, Contractor will defend any such suits at its sole cost and expense. If County elects to provide its own defense, Contractor will reimburse County for any expenditures, including reasonable attorney's fees and costs. Contractor's obligations under this section exist regardless of concurrent negligence or willful misconduct on the part of the County or any other person; provided, however, that Contractor is not required to indemnify County for the proportion of liability a court determines is attributable to the sole negligence or willful misconduct of the County, its officers and employees. This provision will survive the expiration or termination of this Contract.
19. **Insurance.** During the entire term of this Contract and any extension or modification thereof, Contractor shall keep in effect insurance policies meeting the following insurance requirements unless otherwise expressed in the Special Conditions:
 - a. **Commercial General Liability Insurance.** For all contracts where the total payment limit of the contract is \$500,000 or less, Contractor will provide commercial general liability insurance, including coverage for business losses and for owned and non-owned automobiles, with a minimum combined single limit coverage of \$500,000 for all damages, including consequential damages, due to bodily injury, sickness or disease, or death to any person or damage to or destruction of property, including the loss of use thereof, arising from each occurrence. Such insurance must be endorsed to include County and its officers and employees as additional insureds as to all services performed by Contractor under this Contract. Said policies must constitute primary insurance as to County, the state and federal governments, and their officers, agents, and employees, so that other insurance policies held by them or their self-insurance program(s) will not be



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required to contribute to any loss covered under Contractor's insurance policy or policies. Contractor must provide County with a copy of the endorsement making the County an additional insured on all commercial general liability policies as required herein no later than the effective date of this Contract. For all contracts where the total payment limit is greater than \$500,000, the aforementioned insurance coverage to be provided by Contractor must have a minimum combined single limit coverage of \$1,000,000.

- b. **Workers' Compensation.** Contractor must provide workers' compensation insurance coverage for its employees.
 - c. **Certificate of Insurance.** The Contractor must provide County with (a) certificate(s) of insurance evidencing liability and worker's compensation insurance as required herein no later than the effective date of this Contract. If Contractor should renew the insurance policy(ies) or acquire either a new insurance policy(ies) or amend the coverage afforded through an endorsement to the policy at any time during the term of this Contract, then Contractor must provide (a) current certificate(s) of insurance.
 - d. **Additional Insurance Provisions.** No later than five days after Contractor's receipt of: (i) a notice of cancellation, a notice of an intention to cancel, or a notice of a lapse in any of Contractor's insurance coverage required by this Contract; or (ii) a notice of a material change to Contractor's insurance coverage required by this Contract, Contractor will provide Department a copy of such notice of cancellation, notice of intention to cancel, notice of lapse of coverage, or notice of material change. Contractor's failure to provide Department the notice as required by the preceding sentence is a default under this Contract
20. **Notices.** All notices provided for by this Contract must be in writing and may be delivered by deposit in the United States mail, postage prepaid. Notices to County must be addressed to the head of the county department for which this Contract is made. Notices to Contractor must be addressed to the Contractor's address designated herein. The effective date of notice is the date of deposit in the mails or of other delivery, except that the effective date of notice to County is the date of receipt by the head of the county department for which this Contract is made.
21. **Primacy of General Conditions.** In the event of a conflict between the General Conditions and the Special Conditions, the General Conditions govern unless the Special Conditions or Service Plan expressly provide otherwise.
22. **Nonrenewal.** Contractor understands and agrees that there is no representation, implication, or understanding that the services provided by Contractor under this Contract will be purchased by County under a new contract following expiration or termination of this



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Contract, and Contractor waives all rights or claims to notice or hearing respecting any failure to continue purchasing all or any such services from Contractor.

23. **Possessory Interest.** If this Contract results in Contractor having possession of, claim or right to the possession of land or improvements, but does not vest ownership of the land or improvements in the same person, or if this Contract results in the placement of taxable improvements on tax exempt land (Revenue & Taxation Code Section 107), such interest or improvements may represent a possessory interest subject to property tax, and Contractor may be subject to the payment of property taxes levied on such interest. Contractor agrees that this provision complies with the notice requirements of Revenue & Taxation Code Section 107.6, and waives all rights to further notice or to damages under that or any comparable statute.
24. **No Third-Party Beneficiaries.** Nothing in this Contract may be construed to create, and the parties do not intend to create, any rights in third parties.
25. **Copyrights, Rights in Data, and Works Made for Hire.** Contractor will not publish or transfer any materials produced or resulting from activities supported by this Contract without the express written consent of the County Administrator. All reports, original drawings, graphics, plans, studies and other data and documents, in whatever form or format, assembled or prepared by Contractor or Contractor's subcontractors, consultants, and other agents in connection with this Contract are "works made for hire" (as defined in the Copyright Act, 17 U.S.C. Section 101 et seq., as amended) for County, and Contractor unconditionally and irrevocably transfers and assigns to Agency all right, title, and interest, including all copyrights and other intellectual property rights, in or to the works made for hire. Unless required by law, Contractor shall not publish, transfer, discuss, or disclose any of the above-described works made for hire or any information gathered, discovered, or generated in any way through this Agreement, without County's prior express written consent. If any of the works made for hire is subject to copyright protection, County reserves the right to copyright such works and Contractor agrees not to copyright such works. If any works made for hire are copyrighted, County reserves a royalty-free, irrevocable license to reproduce, publish, and use the works made for hire, in whole or in part, without restriction or limitation, and to authorize others to do so.
26. **Endorsements.** In its capacity as a contractor with Contra Costa County, Contractor will not publicly endorse or oppose the use of any particular brand name or commercial product without the prior written approval of the Board of Supervisors. In its County-contractor capacity, Contractor will not publicly attribute qualities or lack of qualities to a particular brand name or commercial product in the absence of a well-established and widely accepted scientific basis for such claims or without the prior written approval of the Board of Supervisors. In its County-contractor capacity, Contractor will not participate or appear in any commercially produced advertisements designed to promote a particular brand name or commercial product, even if Contractor is not publicly endorsing a product, as long as the



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Community Recidivism Reduction Grant

Contractor's presence in the advertisement can reasonably be interpreted as an endorsement of the product by or on behalf of Contra Costa County. Notwithstanding the foregoing, Contractor may express its views on products to other contractors, the Board of Supervisors, County officers, or others who may be authorized by the Board of Supervisors or by law to receive such views.

27. **Required Audit.** (A) If Contractor is funded by \$500,000 or more in federal grant funds in any fiscal year from any source, Contractor must provide to County, at Contractor's expense, an audit conforming to the requirements set forth in the most current version of Office of Management and Budget Circular A-133. (B) If Contractor is funded by less than \$500,000 in federal grant funds in any fiscal year from any source, but such grant imposes specific audit requirements, Contractor must provide County with an audit conforming to those requirements. (C) If Contractor is funded by less than \$500,000 in federal grant funds in any fiscal year from any source, Contractor is exempt from federal audit requirements for that year; however, Contractor's records must be available for and an audit may be required by, appropriate officials of the federal awarding agency, the General Accounting Office (GAO), the pass-through entity and/or the County. If any such audit is required, Contractor must provide County with such audit. With respect to the audits specified in (A), (B) and (C) above, Contractor is solely responsible for arranging for the conduct of the audit, and for its cost. County may withhold the estimated cost of the audit or 10 percent of the contract amount, whichever is greater, or the final payment, from Contractor until County receives the audit from Contractor.
28. **Authorization.** Contractor, or the representative(s) signing this Contract on behalf of Contractor, represents and warrants that it has full power and authority to enter into this Contract and to perform the obligations set forth herein.
29. **No Implied Waiver.** The waiver by County of any breach of any term or provision of this Contract will not be deemed to be a waiver of such term or provision or of any subsequent breach of the same or any other term or provision contained herein.



Contra Costa County

REQUEST FOR PROPOSALS (RFP) #1503-125 *Community Recidivism Reduction Grant*

Addendum: *Questions and Answers*

1. We're interested in applying for the Community Recidivism Reduction Grant and wanted to inquire whether we can provide services within Juvenile Hall under the RFP guidelines.

We would propose to serve transitional youth within juvenile detention centers who are about to exit the system with readiness skills as well as serve youth about to re-enter the system. These transitional services would take part exclusively within the juvenile justice transitions center versus the community at-large. Would we still be eligible to apply?

Answer: In terms of providing services to individuals preparing to exit Juvenile Hall, that would be an appropriate use of the funds. In regards to transition centers, however, such a proposal wouldn't work for Contra Costa because our juvenile system doesn't include this component. Traditionally, we would have the youth in custody, and if there was a transition period needed between full custody and release back to the home we would use electronic monitoring for a transition period of around 90 days or so. Thus if their proposal would focus on use at a transitional center it wouldn't likely be appropriate for our County.

2. If our agency's 2014 audit is not complete in time to attach it to the application, may we include the 2013 audit and forward the 2014 as soon as it is complete (it is in process).

Answer: Yes.

3. Prospective applicants asked whether they can get a grant and also be a subcontractor for another organization that gets a grant. Will the cap come into play for subcontractors of orgs that get grants so they can't be awarded other grants as the primary applicant?

Answer: Cap of \$50k to provider. So either as prime or sub-contractor, that is their cap.

4. I am writing to inquire whether you have the From #1 Cover Statement and Form #2 Responder's Statement of Qualifications as Word documents. This would allow us to type directly into the forms.

Answer: Yes. (*Word documents sent.*)

5. It is not clear from the grant announcement whether sex offenders who are released on Post Release Community Supervision (a population to whom we provide services in



REQUEST FOR PROPOSALS (RFP) #1503-125 *Community Recidivism Reduction Grant*

other counties) would be included in the population to be served – and whether there would be a sufficient number of such individuals – particularly in the east county area - that they would be seen as any sort of priority population.

Answer: As you can see in the RFP, the population to be served is defined quite broadly: “persons who have been released from state prison, a county jail, or a juvenile detention facility, who are under the supervision of a parole or probation department, or any other person at risk of becoming involved in criminal activities.” Based on this definition, an organization who wishes to provide services to anyone on PRCS would be welcome to apply. Active PRCS cases, in East County. On PRCS for a Sexual related charge : 1 Not on PRCS for a sex charge, but is a registered sex offender : 1

6. I work for a local nonprofit with a budget of approximately \$350,000 per year. Is there any potential waiver of audited financials available for a smaller organization (with significant experience working with juvenile populations and recidivism) to apply? We could provide financial statements but our organizational budget is under the requirements to submit audited financials for most foundations proposals. Please let me know if we are ineligible or if there is any alternate fiscal documentation we might supply with our application that might fit the guidelines.

Answer: With prior RFPs that contained the audit requirement, we have allowed that if the organization did not have an audit, the proposer was required to submit the most recent unaudited financial statements, a brief statement of reasons for not ever having conducted an independent audit, and a certification from the Chair of the Board of Directors, Executive Director, and the agency accountant that the information accurately reflects the agency’s current financial status.

7. Is there a mandatory meeting before applying? I maybe missing it but I don't see it.

Answer: No, there is no mandatory meeting or bidders’ conference.

			JUVENILE SERVICES						
Scoring Element		Points	RYSE	BACR	Congress of Neutrals	Renaissance	YIN	Monument Crisis Ctr.	SIT
2a	Relevancy of Services/History	5.0	5.0	4.0	4.0	3.0	4.0	3.0	3.0
2b	Qualifications of Org.	10.0	9.0	8.5	7.5	6.0	6.5	6.0	3.0
2c	Data Mgmt.	5.0	4.0	4.0	2.5	3.0	1.0	4.0	2.0
2d	Staff Expertise/Experience	10.0	8.0	6.0	6.0	6.0	6.5	6.0	4.0
Sub		30.0	26.0	22.5	20.0	18.0	18.0	19.0	12.0
3a	Program Goals/Outcomes, Need	20.0	17.0	17.0	13.0	13.0	13.5	11.0	5.5
3b	Target Pop. Meets Goals	5.0	3.5	4.0	3.0	2.0	3.0	2.0	2.0
3c	Activities	10.0	8.5	8.0	4.0	4.5	5.0	4.0	3.0
3d	Impact & Outcomes	10.0	8.5	7.0	5.5	4.5	2.0	3.0	3.0
3e	Innovative Elements	5.0	4.0	4.0	3.0	2.5	2.5	2.0	2.0
Sub		50.0	41.5	40.0	28.5	26.5	26.0	22.0	15.5
4a	Reasonable Costs	10.0	9.0	8.0	4.0	5.0	4.5	3.5	3.5
4b	Cost explanations, staffing demonstration	5.0	4.0	4.0	2.5	2.5	2.5	2.0	1.0
4c	Leveraging	5.0	5.0	5.0	2.0	4.0	2.0	2.0	1.0
Sub		20.0	18.0	17.0	8.5	11.5	9.0	7.5	5.5
Total		100.0	85.5	79.5	57.0	56.0	53.0	48.5	33.0

ADULT SERVICES

CENTRAL	EAST	CENTRAL/EAST	WEST	WEST	WEST	WEST
JFKU	Rubicon	COPE	Bay Legal	Contra Costa Crisis Center	Reach	San Pablo EDC
3.0	4.0	2	5	4	5	4
7.0	8.0	6	9	8	8	7
4.5	5.0	2.5	5	4	4	3
8	3	4.5	9	7.5	8	7.5
22.5	20.0	15	28	23.5	25	21.5
15.5	17.5	10	15	14	16.5	16
4	3.5	3	3.5	4	5	2
7	8.5	5.5	8	7.5	7	6
7	7.5	5	6	8	6	6
4	3.5	3	1	4	4.5	5
37.5	40.5	26.5	33.5	37.5	39	35
9	8.0	6	8.5	7	8	8
4	4.0	2.5	4.5	3.5	3	3
5	5	2.5	5	0	5	5
18.0	17.0	11	18	10.5	16	16
78.0	77.5	52.5	79.5	71.5	80	72.5



Contra Costa County Board of Supervisors

Subcommittee Report

PUBLIC PROTECTION COMMITTEE

6.

Meeting Date: 05/11/2015

Subject: CY2014 STATUS UPDATE ON PUBLIC ASSISTANCE FRAUD
INVESTIGATION AND PROSECUTION EFFORTS

Submitted For: PUBLIC PROTECTION COMMITTEE,

Department: County Administrator

Referral No.: N/A

Referral Name: CY2014 STATUS UPDATE ON PUBLIC ASSISTANCE FRAUD
INVESTIGATION AND PROSECUTION EFFORTS

Presenter: Mark Peterson, District Attorney & Kathy Gallagher, EHS Director **Contact:** Timothy Ewell, (925) 335-1036

Referral History:

This referral began in September 2006, when the Employment and Human Services (EHS) Department updated the Internal Operations Committee (IOC) on its efforts to improve internal security and loss prevention activities. The IOC had requested the department to report back in nine months on any tools and procedures that have been developed and implemented to detect changes in income eligibility for welfare benefits.

The EHS Director made follow-up reports to IOC in May and October 2007, describing what policies, procedures, and practices are employed by the Department to ensure that public benefits are provided only to those who continue to meet income eligibility requirements, explaining the complaint and follow-through process, and providing statistical data for 2005/06, 2006/07, and for the first quarter of 2007/08.

Upon creation of the PPC in January 2008, this matter was reassigned from the IOC to the PPC. PPC received a status report on this referral in October 2008 and, again, in June 2010. The Committee requested staff to report back on how the County's program compares to a statewide fraud rate, if such a rate exists. The Committee also requested a follow-up report on the IHSS fraud program and the transition of welfare fraud collections from the Office of Revenue Collection (now disbanded) to the Employment and Human Services Department.

On October 18, 2010, the PPC received a status report from the District Attorney and the Employment and Human Services Director on the Welfare Fraud Investigations and Prosecutions Program, addressing the specific questions of the PPC from the June 21 meeting. As the PPC wishes to monitor performance of the welfare fraud program, it is recommended that this matter be retained on referral with a follow-up report in one year.

At the December 2013 meeting, the Committee received an update on CY 2013 Public Assistance fraud programs in the County and directed Committee staff to continue this referral to the following year. Due to scheduling, the Committee has not been able to receive a report on CY 2014 programs until today's meeting.

Referral Update:

The District Attorney's Office and Employment and Human Services department have submitted individual reports this year and will present each to the Committee separately.

Recommendation(s)/Next Step(s):

ACCEPT a status report from the District Attorney and the Employment and Human Services Director on Public Assistance Fraud investigation and prosecution efforts within the County.

Fiscal Impact (if any):

No fiscal impact. This report is informational only.

Attachments

District Attorney Report

Employment and Human Services Department Report

OFFICE OF THE
CONTRA COSTA COUNTY
DISTRICT ATTORNEY
900 Ward Street
Martinez, California 94553

TO: Public Protection Committee of the Board of Supervisors

FROM: District Attorney Mark Peterson

DATE: May 11, 2015

SUBJECT: Report on Public Assistance Fraud Investigations and Prosecutions

The Public Protection Committee (PPC) of the Board of Supervisors has requested a yearly status report from the Employment and Human Services Department (EHSD) and the District Attorney (DA) that demonstrates their combined efforts to reduce public assistance fraud through early investigation, quality assurance, and prosecution. This report is the DA portion of the response to that request. This report provides a summary on staffing, referral and investigative processes, prosecutions, and statistical summaries for fiscal year 2013/2014 as well as insight into the barriers facing prosecution of public assistance fraud within our county.

1. PUBLIC ASSISTANCE FRAUD

DA Staffing

Throughout the 13/14 Fiscal Year, the Public Assistance Fraud Unit was housed in the Office of the District Attorney Special Operations Division, where insurance fraud, environmental crimes, and both major and consumer fraud are prosecuted both criminally and civilly.

Transferring into the Public Assistance Fraud Unit in March 2014, **Deputy District Attorney Sophea Nop** has been with the office for 5 years and was a Deputy District Attorney in San Joaquin County for 2.5 years prior. She was actively involved in the evaluation and investigation of cases during FY 13/14.

Senior Inspector Todd Almason has been in the unit since December 2012 and brings to the position over thirty-three years of experience as a law enforcement officer and an investigator in criminal cases. Notably, his previous experience includes eight years with the Santa Clara County Department of Social Services, assigned to the Special Investigations Unit; and seventeen years with the Santa Clara County District Attorney's Office, over ten of which were in the Public Assistance Fraud Unit. He is able to bring his experience and knowledge of Federal, State, and local public assistance laws and regulations to bear on any case he is assigned. As the Senior Inspector, he regularly coordinates his investigations

with attorneys in the Office of the Deputy District and communicates regularly with EHSD investigative and non-investigative staff. He meets with and assists EHSD staff, as requested, with issues related to the prevention, detection, investigation, and prosecution of public assistance fraud. He also initially screens all fraud referrals received from EHSD.

Fraud Referrals

In addition to public assistance fraud hotlines at the California Department of Social Services (CDSS) and EHSD, the public is encouraged to report public assistance fraud directly to the DA. Citizens can report suspected public assistance fraud by calling the following numbers or by emailing the Deputy District Attorney or Senior Inspector:

Contra Costa County Public Assistance Fraud Hotline: (888) 646-2507
Contra Costa County District Attorney's Office: (925) 957-2200 or (925) 521-5080
Contra Costa County Senior Inspector: talmason@contracostada.org

In appropriate cases, the EHSD Fraud Prevention Division Manager forwards fraud complaints to the Eligibility Workers (EW) and the Eligibility Worker Supervisors (EWS) of record for review and potential Early Fraud Investigation referrals. Completed Early Fraud Investigations are reviewed by the EHSD Fraud Prevention Division Manager and returned to the EW for necessary action. Completed investigations that identify potential long term fraud are referred to the District Attorney's Office for further investigation.

DA Investigation and Prosecution

The cases selected for DA investigation, and cases referred from other sources, are prioritized based on a number of factors that may include the amount of the suspected loss or fraud, the number of suspects involved, the nature of the scheme involved, and whether the suspect has been previously suspected of fraud or has other criminal activities on their record. In 2011, the threshold for filing potential public assistance fraud cases was reduced from \$5,000 to \$3,000. While the threshold for filing potential public assistance fraud cases generally remains at \$3,000, it can be lower if the suspect has a history of public assistance fraud or a significant criminal history. As recently as September of 2014, the DA attempted to lower the general filing threshold to \$950 but was informed by EHSD's fraud prevention manager that EHSD was not in agreement with the lowering of the threshold. Ms. Cox indicated that EHSD intended to handle cases under \$3000 via the Administrative Disqualification Hearing Process because it was more a more cost-effective route for the county.

To date, the DA is unaware of any action taken by EHSD to staff and train a unit to handle the administrative hearings and develop any protocols to put the process in place. (Per CDSS Welfare Fraud Prevention Coordinator, Scott Nielsen at a training held at EHSD's Pleasant Hill Office on July 24, 2014, CDSS is putting pressure on counties to begin implementing ADH unless the county's DA can commit to filing cases at the \$950 threshold.)

If criminal charges for Public Assistance Fraud are filed, the charges generally filed by the DA include:

- Welfare & Institutions Code § 10980 – Unlawfully Obtaining Public Aid
- Welfare and Institutions Code § 14107– False Claims to a Medicare Program (for IHSS cases)
- Penal Code § 487 – Grand Theft (for IHSS cases)

- Penal Code § 118 – Perjury
- Penal Code § 72 – Fraudulent Claims

Depending upon the nature of the case, the sophistication of the alleged fraud, and the criminal history of the individual, the DA generally requests that charged defendants be sent a Notice to Appear in Court or requests that the Court issue a warrant for their arrest. Defendants who have been convicted have received sentences including the following:

- Time in prison or jail, ranging from a few days to several years (not all defendants receive custodial time as this is generally dependent on the amount of the loss and prior criminal record.)
- Probation (for jail sentences) up to five years, or parole (for State prison sentences)
- Community Service hours ranging from 20 to 360 hours
- Restitution and fines
- Work programs

In fiscal year 2013/2014 and up to the present, the DA and the Income Employment Verification System Unit (IEVS) of EHSD have continued their positive working relationship. The DA supplies prosecution and follow up investigation for public assistance fraud cases referred primarily by EHSD. Additionally, the DA provides complete investigation for more complex cases of suspected fraud and then refers those cases back to EHSD for an overpayment calculation prior to prosecution.

Public Assistance Fraud Filing and Prosecution Statistics Fiscal 2013/2014:

DISTRICT ATTORNEY WELFARE FRAUD INVESTIGATIONS

INVESTIGATIONS	CASH	FOOD STAMPS	TOTAL
Referrals Received	17	20	37*
Investigations Completed	21	23	44*
PROSECUTIONS			
Cases Filed for Prosecution	16	19	35*
Convictions	8	10	18*
	Public Assistance		
Court Ordered Restitution	\$93,862.00		

*It should be noted that the numbers in the “total” column reflect cases being double counted. Most cases involve both cash and food stamps so they are counted twice, once for each category.

Looking Forward: Barriers to Prosecution

Despite the Office of the District Attorney’s proactive efforts to secure case referrals from non-traditional sources, public assistance fraud referrals for prosecution continue to be alarmingly low. Unfortunately, the scarcity of referrals is not reflective of a lack of fraud itself within our county’s public assistance programs. Instead, it is attributable to problems in finding and proving the fraud. The problems with finding and proving the fraud appear to be a result of insufficient staffing of the program integrity arm of our Employment and Human Services Department as well as process and statutory changes on both the state and local level.

A. Dearth of Referrals from EHSD

Referrals from EHSD have been on the decline for the past several years. One obvious reason for the decline is the fact that EHSD is no longer referring IHSS cases to us. This issue was discussed at length in the Public Protection Committee report submitted by the District Attorney's Office for fiscal year 2012-2013. (For an update on the status of that issue, see below.) Aside from the IHSS fraud issue, however, the DA is particularly troubled by the paltry number of Income and Eligibility Verification System ("IEVS") referrals we have received in the past few years. Once the "bread-and-butter" of public assistance fraud prosecutions, these IEVS referrals continued to be low in fiscal 2013/2014 and are poised to be non-existent for fiscal 2014/2015. In fiscal 2011-2012, 11 IEVS cases were referred while fiscal 2012-2013 saw 14 cases and fiscal 2013-2014 saw 13 cases.

We are now ten months into fiscal 2014-2015 and the District Attorney's Office has not received a single IEVS referral this fiscal year. The situation is clearly at a crisis point and calls for immediate attention. From the DA's perspective, there seems to be 3 main reasons IEVS cases are not being referred.

1. Lack of sufficient personnel

The IEVS/Overpayment Unit: Every quarter, the State Social Services computer communicates with the state EDD computer to cross-reference information about who is working and who is on aid. When there is a match, an Integrated Fraud Detection report (IFD 440) is generated and sent to the local EHSD. Federal rules and State regulations require that the IFDs be acted upon within 45 days. In Contra Costa, these IFDs are received by the IEVS unit of EHSD. Contra Costa EHSD interprets the regulations to require them, within 45 days of receipt of the IFD 440 to review the information and determine whether: 1) the IFD was generated in error (for example, the social security number was transposed, etc.), 2) the IFD should be referred back to the worker to resolve a discrepancy, 3) the case should be investigated for unreported income, resulting in an overpayment of aid, or 4) the IFD was generated as a result of an administrative error.

Many years ago, the IEVS unit was separate and apart from the "Overpayment" unit, which investigated unreported income to calculate overpayments. At that time, there were 20 full time people who would do this work, with 10 exclusively handling general case reviews and 10 exclusively handling the overpayment computations required to file a criminal case. At some point, presumably due to budget cuts, etc., these units were consolidated into the current IEVS Unit. At this point, the IEVS Unit consists of six full-time specialists and one part-time specialist. Every quarter, the unit performs the general case reviews based on the IFDs and only when they are finished do they begin calculating the amount of any overpayment, the information required for a criminal prosecution. Our estimate, based on historic caseloads, is that there are approximately 2,400 cases awaiting overpayment calculations. The IEVS specialists cannot complete these overpayment cases because the general case reviews take most, if not all, of the quarter. Without the overpayment calculations, the District Attorney's Office cannot file criminal cases based on Public Assistance Fraud.

The last IEVS referral the District Attorney's Office received from EHSD was at the end of June 2014. At that time, we were told that the earliest we would see another IEVS case from EHSD was September of 2014. When September came and went with no referrals, we were told the next IEVS referrals would come in early January. January came and went, again with no referrals. It is now May of 2015 and we still have not seen an IEVS case in FY 14/15. Based upon the estimated backlog of 2,400 overpayment cases, and taking into account the issues with administrative error, discussed below, we estimate that there are between 250 and 400 cases that are likely to be identified as involving fraud and which meet the current referral threshold. Unfortunately, these cases continue to sit, waiting for action, while the statute of limitations continues to run.

To put this situation in perspective, Sacramento County (with a population 34% bigger than Contra Costa) has 9 overpayment specialists who work just on calculating overpayments and 20 specialists who do the reviews. This enables the DA in Sacramento County to file an average of 140 cases a year despite having a relatively high filing threshold of \$10,000 (these numbers do not include IHSS cases which are separate). In Alameda County (with a population 41% bigger than Contra Costa), the IEVS unit consists of 18 workers with 3 devoted solely to overpayment computations. The filing threshold in Alameda County is \$3000 and in 2014, they filed 59 cases, not including IHSS cases. On the other hand, in Ventura County (with a population 23% smaller than Contra Costa), the IEVS staff consists of just 1.5 people and not surprisingly, they are experiencing the same difficulty that we are in terms of dearth of referrals. So far this year, Ventura's social services department has not referred ANY IEVS cases to the DA because the 1.5 people in the unit have been exclusively dealing with healthcare enrollment. The Ventura DA filed about 6 welfare fraud cases in 2014. As in our county, they are not contracted to prosecute IHSS cases. Clearly, one key indicator of a strong anti-fraud program is a commitment to sufficient EHSD staffing to conduct timely overpayment calculations in all appropriate cases.

Investigations: District Attorney Senior Inspector Todd Almason is the lone sworn investigator tasked with following up on referrals that we get from EHSD. In Sacramento County, they have 16 sworn investigators and 35 unsworn investigators in total. This enables them to investigate absent parent in the home cases as well as self-generate cases (aside from the IEVS cases) by conducting various sting operations, particularly in the area of food stamp trafficking. Alameda County has 6 sworn investigators plus 1 for Section 8 only cases. These investigators are separate from the early fraud investigators housed at the social services agency which number 11 full time positions. In Ventura County, there are 5 sworn investigators who handle everything from early fraud to ongoing fraud. To their credit, they were able to get 30-40 misdemeanor cases filed in 2013 (in addition to the previously mentioned 6 felony cases) as a result of their EBT Trafficking operations.

2. **Administrative Error:** In researching the issue of declining referrals, we have found that the vast majority of cases (approximately 85%) that are processed for overpayment are ultimately deemed non-referable to the DA due to administrative error. Administrative error generally falls into 2 categories: a situation where the client reported information that would materially affect their grant of aid and the worker failed to take any action or a situation where the documents necessary for prosecution cannot be located (copies of id, signed reporting docs, etc). Our understanding is that about 1/3 of the administrative error cases fall

into the first category and when this type of error is caught, there is no concrete protocol in place to make sure the caseworker is: 1) held accountable and 2) that it doesn't happen again.

a. Task Based system

Public assistance cases used to be assigned to a particular case worker. Presently, EHSD uses a task based system where any number of workers can have their hands on a case. The lack of continuity makes it more likely for errors to occur and for no one to be held accountable when errors do come to light. The general consensus seems to be that there is much more worker based error since the system became task based.

b. Computer System: Compass Pilot

The county moved to the Compass Pilot computer data system which required all case documents to be scanned and housed electronically. The system, though, is purportedly very difficult to navigate and accordingly, it can be very labor intensive to track down the necessary scanned documents. Additionally, when the documents were first scanned in mass numbers, temps were doing the work and it was subsequently found that a significant number of documents were missing and /or scanned into the wrong case files. As mentioned previously, the inability to locate these lost/improperly scanned documents has prevented the IEVS unit from referring a significant number of cases to the District Attorney for prosecution. Interestingly, Ventura County and Alameda County, while on different systems, report having a similar problem.

c. Lack of training

There also appears to be a lack of reinforcement training which contributes to high worker error. CDSS regulations are difficult to understand and changes occur often yet there is not adequate on-going training to ensure that workers remain abreast of the requirements.

3. Switch from Quarterly reporting to Semi-annual reporting

Reporting requirements are statutory and are not subject to change by the counties. Recipients of CALWORKS and CALFRESH used to be required to report income information on a monthly basis. In June of 2004, quarterly reporting took over. Now, as of October 2013, recipients are only required to report semi-annually. This will impact the number of referrals we get because it will be more difficult to show their fraudulent intent.

UPDATE ON IHSS FRAUD INVESTIGATION AND PROSECUTION

In July of 2013, EHSD began referring IHSS cases of suspected fraud (involving more than \$500 worth of loss) to the CA Department of Health Care Services (DHCS), rather than the office of the District Attorney, for investigations. In support of EHSD's decision to refer cases to DHCS, EHSD noted that "[w]ith the adoption of the protocols, the DHCS has added investigators and the effectiveness of the State's efforts are expected to increase." Unfortunately, these expectations have not been met.

As we reported last year, Contra Costa County's IHSS program is served by a single DHCS investigator,

Lottie Bloxom, who is also responsible for Medi-Cal Provider Fraud, General Benefits Fraud, including Early Fraud Detection, Drug Diversion, Social Security Income (SSI) Fraud, fraud in the Women, Infants, and Children program (WIC), the Alcohol Drug Program (Medi-Cal assisted drug and alcohol treatment counseling facilities), and on occasion, Income Employment Verification System cases. According to Investigator Bloxom, it is common for DHCS investigators to be pulled into DHCS priority projects which go on for months, at the exclusion of all other cases, including IHSS. In fact, on several occasions, Investigator Bloxom has been assigned to priority projects while she has been assigned as Contra Costa's sole investigator. Furthermore, Investigator Bloxom indicates that there are many DHCS investigator vacancies which have not been filled and their resources are stretched so thin that it is simply impossible to give IHSS cases adequate attention. Aside from the paltry number of referrals Investigator Bloxom has received from Contra Costa County IHSS, she has a queue of 19 cases which come from the State's "Stop Medi-Cal Fraud" hotline that she has not been able to investigate. Referring to those tips she stated they are cases "I absolutely wish I could tap into the DA's office to work some [of those cases]."

The gravity of the situation is reflected in the numbers. In fiscal year 2013-2014, the DHCS investigator responsible for Contra Costa County accepted only 7 referrals for investigation from our county. Out of those 7, none have been referred to the District Attorney for prosecution. The cases were not referred for prosecution due to the fact that key documents (such as provider and recipient enrollment forms) could not be located in the county's electronic database. (This is the same issue which plagues the traditional public assistance fraud cases as previously discussed.) For informational and comparative purposes, the chart below shows Contra Costa's IHSS fraud figures for the last three years in which EHSD funded a part-time DA Inspector to handle IHSS fraud investigations.

DISTRICT ATTORNEY IHSS INVESTIGATIONS

	2010-2011	2011-2012	2012-2013	2013-2014
IHSS INVESTIGATIONS				
Referrals Received	93	312	170	0
Referrals Closed ¹			83	0
Investigations Completed ²	18	28	9	0
IHSS PROSECUTIONS				
Cases Filed for Prosecution	4	6	9 ³	0
Convictions	4	1	8	0
Court Ordered Restitution	\$88,775	\$24,245.19	\$115,012.88	\$0

¹"Referrals Closed" refers to IHSS referrals reviewed by the DA Investigator for feasibility of prosecution. Depending on the referral, some investigation may be done including running criminal histories, DMV records, appropriately conferring with other agencies and departments, and even site visits, but a full investigation was not conducted.

²"Investigations Completed" refers to full investigations of referrals likely to become criminal prosecutions and include record collection, search warrants, and interviews.

³Approximately five IHSS cases filed for prosecution in FY 2012-2013 were based on investigations completed in FY 2011-2012.

In Sacramento County where IHSS fraud is now also being investigated solely by DHCS, the situation is similar. The assigned investigator for that county, James Sigl, echoes the same sentiments as Investigator Bloxom regarding inadequacy of resources and indicates that IHSS fraud is, for all intents and purposes, no longer being referred for prosecution in Sacramento County.

In stark contrast to Contra Costa and Sacramento counties is Alameda County, where IHSS fraud investigations have not been turned over to the state. In calendar year 2013, the Alameda County District Attorney's Office filed 53 IHSS fraud cases and in calendar year 2014, it filed 24 IHSS fraud cases (the disparity between 2013 and 2014 is based on the fact that many 2013 cases were filed at the very end of 2013). Given these numbers from Alameda County, the obvious conclusion must be that IHSS fraud is alive and well in Contra Costa County and quite simply, not enough is being done to stop it.

Impact

As a result of the lack of cases being referred to the Public Assistance Fraud Unit of the District Attorney's Office, and in an effort to save public funds, in March 2015, the dedicated Deputy District Attorney assigned to the Public Assistance Fraud Unit was transferred out of the unit. The remaining cases and any new cases, if any are received, will be given to our Felony Trial Team for prosecution. Those attorneys will submit Functional Timesheets for hours worked on Public Assistance Fraud Unit cases. While it is unfortunate that these cases will no longer be handled by a Deputy District Attorney who is intimately familiar with the Public Assistance rules, it does not make financial sense to the taxpayer for EHSD to pay for a dedicated attorney to handle the paltry number of cases remaining in the Public Assistance Fraud Unit. Senior Inspector Almason's hours in the unit were also significantly reduced. Senior Inspector Almason will continue to be available, as his first priority, to meet with and assist EHSD staff, as requested, with issues related to the prevention, detection, investigation, and prosecution of public assistance fraud.

The District Attorney's Office remains committed to fighting fraud in public assistance programs. The District Attorney's Office pledges to re-staff the Public Assistance Fraud Unit at FY 13/14 levels if and when EHSD begins referring cases at a level that warrants a dedicated prosecutor and investigator.

Conclusion

The Office of the District Attorney is highly concerned about the integrity of the public assistance program in our county. The lack of actual public assistance fraud prosecutions could lead one to believe that there is no fraud occurring in the public assistance program. The truth, however, is that criminal fraud in our public assistance program exists and is probably increasing. Unfortunately, because of the factors outlined in this report, our office is unable to prosecute the existing fraud.

The Office of the District Attorney remains committed to raising awareness about the barriers that our office and the system are facing in fighting fraud. If we do not fight fraud, the very limited resources available to our eligible, indigent citizens will not reach them. The commitment of the District Attorney's Office, by itself, however, is not enough. Without adequate funding and, more importantly, buy-in from all stakeholders, we simply cannot fulfill our mission, to the detriment of the citizens of Contra Costa County.



EMPLOYMENT &
HUMAN SERVICES

M E M O R A N D U M

Kathy Gallagher, Director

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To: Public Protection Committee of the Board of Supervisors Date: May 11, 2015

From: Kathy Gallagher, Director, Employment and Human Services Department

Subject: EHSD Report on Welfare Fraud Prevention, Detection and Investigation

This annual report requested by the Public Protection Committee (PPC) of the Board of Supervisors documents the continuing efforts of the Employment and Human Services Department (EHSD) with support from the District Attorney (DA) in preventing, detecting, and investigating suspected fraud in public benefits programs. The results shown in this report reflect the strong commitment that staff at all levels in EHSD have toward our mission of assisting individuals and families to achieve self-sufficiency while ensuring that only those eligible for benefits receive them. This commitment starts with our Eligibility Workers and in appropriate cases, with referrals to our EHSD Social Services Welfare Fraud Investigators. We also refer cases to the DA for investigation and prosecution. This report provides summaries on fraud detection, prevention, fraud referral, investigative processes, prosecutions, EHSD collection and recovery activities, and statistical data for fiscal year 2013/2014.

The California Department of Social Services (CDSS) mandates that County Welfare Departments establish and maintain written agreements with the local District Attorney for investigation and prosecution of fraud that may be detected in the CalWORKs Program (including Childcare and Welfare to Work) and the CalFresh (Food Stamps) Program. Historically, in Contra Costa County, the DA's Office of Public Assistance Fraud Unit has this responsibility. For fiscal year 2013/2014, the agreement provided funding of over \$400,000 for all costs for one full-time Deputy District Attorney, one half-time Senior Investigator, one half-time clerk and a vehicle. The agreement also provides for training for the DA staff. While not part of the CDSS mandate, EHSD and the DA also investigate and the DA prosecutes fraud in the General Assistance (GA) Program.

It is worthy of note that the passage of the Personal Responsibility and Work Opportunity Reconciliation Act of 1996 popularly called Welfare Reform and the availability of more electronic verification systems increased the disincentives to successfully attempt to commit welfare fraud. The EHSD receives information from a number of Federal and State agencies that provide data matches of CalWORKs and CalFresh recipients with other data bases to show if the recipients are receiving income, have jobs or have experienced other changes that could impact their eligibility for benefits. These reports also allow EHSD to determine if statements customers have made about income or family composition are accurate. These reports, coupled with a well trained staff at EHSD, timely follow up by EHSD staff and EHSD Social Services Welfare Fraud Investigators, and an excellent working relationship with the DA investigator and prosecutor combine to prevent fraud, shorten the duration of any fraud that

might take place and can result in the prosecution of those that commit fraud. This quick action, while shortening the length of any fraudulent payments also results in the recoupment of overpayments, either through repayment from benefits the individual or family is eligible to receive or through EHSD's collection actions.

WELFARE FRAUD PREVENTION, DETECTION, INVESTIGATION AND REFERRAL PROCEDURES

Under the California Welfare and Institutions Code, Division 20, each county with more than 1,000 CalWORKs cases is required to maintain a Special Investigations Unit (SIU) with staff that are trained and qualified to prevent, detect and investigate welfare fraud. Of the counties that are required to have a SIU, the prevailing model is to maintain their SIUs as part of the welfare department. This model is used in nearly 60% of counties. As outlined below, EHSD has an effective process in place to quickly respond to concerns raised by eligibility staff, or the public, that welfare fraud might be contemplated or taking place. Our Social Services Senior Welfare Fraud Field Investigators are stationed in our District Offices and are immediately available to eligibility staff. The goal is a rapid response to concerns to identify and stop any potential fraud quickly to minimize any overpayment of benefits. Our Field Investigators are considered an extension of the eligibility process. Any process, e.g., a referral to a DA criminal investigator, that extends the period to determine whether or not benefits should be issued, or to stop the issuance benefits that have been authorized based on inaccurate or fraudulent information, increases the amount of money that could be paid out pending the resolution of the issue.

Fraud Prevention: EHSD uses a variety of methods to prevent fraud. EHSD eligibility staff is trained to ask questions and obtain verifications of information submitted by customers when they apply for benefits and during the renewal process. Cases are reviewed by supervisors and EHSD also has a Quality Assurance unit that reviews a number of CalFresh cases each month. When there is a concern that information provided in connection with a CalWORKs, CalFresh or General Assistance application may not be accurate or they suspect fraud, the Eligibility Worker initiates an electronic referral through the Early Fraud Investigation (EFI) referral system.

Fraud Detection and Investigation: The EFI referral system is automated and greatly speeds up reporting of suspected fraud. It allows the EW to provide all the needed information to open a fraud investigation case. Once a referral is made by the EW, the EHSD Social Services Fraud Prevention Supervisor reviews and assigns them to an EHSD Social Services Senior Welfare Fraud Field Investigators for investigation. EHSD Social Services Senior Welfare Fraud Field Investigators are professionals and are required by California law to have and maintain Peace Officer Standards and Training (POST) certification. When the field investigation is complete, the information is returned to the EW for necessary action. When potential long term fraud has been identified, the EW is required to refer the case to the District Attorney's Office for further investigation. When fraud is found, depending on the status of the case, the EW of record takes quick and appropriate case action, including:

- Denying the case, or
- Discontinuing the case, or
- Reducing benefits, and
- Referring the case for overpayment computation and collection

The above actions by EHSD Eligibility Workers result in substantial savings and cost avoidance as applicants determined ineligible are prevented from collecting benefits and future aid benefits are quickly terminated for recipients determined to be engaging in potentially fraudulent activities. While there are several means used to fight fraud at all levels, there is a strong focus

on prevention and early detection. The Early Fraud program is a continuum of efforts that start with the Eligibility Workers and continues through the field work of the Social Services Welfare Fraud Field Investigators. These combined efforts are highly beneficial and focus on prevention and early detection of fraud. It enables the department to concentrate on ensuring that only those that are eligible to receive public assistance benefits are receiving them.

In addition to the early fraud investigations cited above, citizens can report suspected public assistance fraud by calling any one of the following numbers or by emailing the California Department of Social Services, EHSD or the Deputy District Attorney. EHSD recently updated its public website to include a button that provides the public with information on the most common types of fraud and information on how to report possible fraud. There are multiple ways to report possible welfare fraud and it can be done at any of the phone numbers or sites below:

California Department of Social Services Fraud Hotline: 1-800-344-8477
 California Department of Social Services: <mailto:FraudHotline@dss.ca.gov>
 Contra Costa County Deputy District Attorney: <mailto:SNop@contracostada.org>
 EHSD website for fraud information and reporting: ehsd.org
 EHSD and DA fraud reporting line: (925) 521-5080

The avenues for reporting fraud are widely published on the CDSS, DA, and EHSD websites. These numbers are also posted in EHSD offices and listed in various publications. During the period covered by this report, EHSD received 414 phone calls to its Fraud Reporting line and during this same period received 14 complaints of potential fraud from the email on its website.

When information comes in through one of the sources above, the EHSD Social Services Fraud Prevention Supervisor reviews the information. When this review indicates that further action is needed, the Eligibility Worker (EW) and the Eligibility Work Supervisor (EW Supervisor) of record are notified about the information received. The EW follows up on the reported information to assist in determining the appropriate action, which may include an Early Fraud Investigation referral or, in some cases a direct referral to the DA. The EW then advises the EHSD Social Services Fraud Prevention Supervisor on the disposition of the complaint. All actions are taken very quickly to prevent unwarranted issuance of benefits or to quickly stop benefits if the case has been granted. When called for, an EHSD Social Services Senior Welfare Fraud Field Investigator will visit the household and take other actions to determine if the information provided by the person making the tip can be verified.

Below are the Early Fraud Investigation referral statistics for FY 2013/2014.

EARLY FRAUD INVESTIGATIONS (EFI)

REFERRALS	CASH	CalFresh
Investigation Referrals Received	249	362
Investigations Completed	143	194
Fraud Found	89	114
Fraud Not Found	54	80
INVESTIGATION RESULTS		
Denials	22	39
Discontinuances	33	41
Benefits Reduced	17	16
Fraud Found no financial impact	17	18

Each year CDSS provides information on Fraud Cost Savings (cost avoidance) that result from early prevention and detection of fraud activities. While the official report for fiscal year 2013/2014 has not been issued, CDSS is projecting the savings for Contra Costa County as follows:

CalWORKs Fraud Cost Savings:	\$222,607
CalFresh Fraud Cost Savings:	\$132,420
Total:	\$355,027

These avoided costs document the effectiveness of the continued and combined efforts of EHSD's Eligibility Workers and Social Services fraud prevention and investigation processes in preventing benefits from going to ineligible individuals and families.

Referral to the DA: When long term or intentional fraud is suspected, EHSD refers cases over \$3,000 or other cases on mutual agreement to the DA for investigation and prosecution in accordance with the written agreement between the Departments. A summary of the number of cases referred to the DA and the results is reported later in this report. Referral of cases to the DA is continuous as cases are identified. In addition to the number of cases referred during the period covered by this report, EHSD has referred ten (10) cases so far in the current year.

Administrative Disqualifications Hearings: State regulations afford additional ways to address potential fraud. These regulations, issued by the California Department of Social Services and the California Department of Health Care Services, state that when an intentional program violation is suspected in the CalWORKs or CalFresh programs and the amount of the potential fraud is below the threshold for referral to the DA, the County Welfare Department, i.e., EHSD may elect to ask the customer to sign an Administrative Disqualification Hearing (ADH) Waiver. An Intentional Program Violation (IPV) is defined as the customer intentionally giving the County wrong information or intentionally not telling the truth. If the customer agrees to sign the ADH waiver, they are giving up their right to pursue an appeal and they will be disqualified from receiving benefits for a significant period of time, from six (6) months to a number of years to permanent disqualification. In addition, signing the waiver still allows the County to collect any overpayments and pursue the case in court if needed. If the person does not sign an ADH Waiver, the County may still go ahead with appropriate action and the customer may request a fair hearing before a state Administrative Law Judge (ALJ) where the County and the customer can present evidence to the ALJ about the issues raised in the case. Whether the customer signs the waiver or asks for a hearing the Administrative Disqualification process is a very cost effective method of closing cases where an IPV is believed to have occurred. It sets up the process for collecting any overpayments or over issuances from the customer. EHSD staff has been trained in the ADH process. We are currently working with County Human Resources to recruit for an Appeals Officer and other staff that will be dedicated to the ADH process.

IN-HOME SUPPORTIVE SERVICES FRAUD AND QUALITY ASSURANCE PLAN

The California Department of Health Care Services (DHCS) is the State agency responsible for providing oversight to the In-Home Supportive Services (IHSS) program. California law, specifically the Welfare and Institutions (W&I) Code, Section 12305.82 gives DHCS the authority to investigate IHSS fraud. This section also cites the In-Home Supportive Services Uniform Statewide Protocols issued by CDSS in September 2013. These protocols were established to provide a framework to enable collaborative and coordinated efforts by all agencies involved in fraud detection and prevention activities. Fraud in the IHSS program most often involves an intentional attempt by providers or beneficiaries to receive unauthorized benefits or payments they are not eligible to receive. The most common forms of fraud are

knowingly billing for services not performed or providers billing for care of more beneficiaries than they can actually serve. DHCS maintains a website and an IHSS Fraud Hotline with information to report suspected IHSS fraud.

Since the implementation of the protocols in 2013, all IHSS fraud referrals over \$500 are required by state law and regulation to be submitted to DHCS for investigation. This has not changed. The DHCS has IHSS Fraud Investigators on its staff responsible for investigating any fraud referred to them by counties or other means. The State maintains jurisdiction over these IHSS fraud investigations.

EHSD is in the process of querying the State and other counties regarding the ability to work around this limitation. We are equally interested in being able to send additional referrals to the DA, but only if there is revenue to support the work of the DA. EHSD is not requesting nor recommending that county general funds backfill the State's responsibility to conduct these investigations.

There are ample ways for citizens that suspect IHSS fraud can report it to DHCS or EHSD as follows:

State Hotline Number: 1-800-822-6222

State Fraud by e-mail: IBREF@dhcs.ca.gov

EHSD Quality Assurance and Fraud: (925) 363-3688, (925) 522-7682, (510) 231-8305

D.A.'S PUBLIC ASSISTANCE FRAUD INVESTIGATION/PROSECUTION UNIT

As in the past, the majority of referrals to the DA Public Assistance Fraud Unit are made directly by EHSD. The EHSD staff and members of the DA's Public Assistance Fraud Unit have had an excellent working relationship. EHSD staff has worked closely with Deputy District Attorney Sophia Nop and Todd Almason, Senior Investigator. They are both very knowledgeable and experienced, and are committed to maintaining the integrity of public assistance programs. We appreciate the help and support they provide to our efforts to deal with public assistance fraud. However, we were recently informed that the DA's Office has moved staff out of the Public Assistance Fraud Unit. This was done without discussion with EHSD even though the two Departments have a written agreement that covers investigations and prosecutions and provides funding. We remain hopeful that the DA will dedicate the resources needed to combatting public assistance fraud with trained and experienced staff.

EHSD STAFFING ISSUES

There are a number of key components to EHSD's fraud prevention and investigation processes. As with other Divisions in EHSD, the Social Services Fraud Division has to rebuild its resources after experiencing a significant number of retirements and other losses. We recently filled our Fraud Prevention Supervisor position but we are currently recruiting for three (3) Social Services Fraud Investigators. We have vacancies and new staff in the unit that processes and calculates overpayments. This unit is essential to both EHSD's and the DA's efforts since the accurate calculation of overpayments are an integral part of investigations, prosecutions and collection activities. The Department is also recruiting for additional staff in the Appeals unit. Concurrent with the loss of trained staff, the Department has experienced caseload growth in the CalFresh and General Assistance programs with a continuing high caseload for CalWORKs, resulting for a higher demand for services. The Department relies on the County's Human Resources Department to assist it in filling its vacant positions. All these positions are nearly totally funded with State allocations.

COLLECTION EFFORTS

Federal and State regulations mandate that counties collect and recover welfare benefits overpayments due to fraud, inadvertent client errors, and administrative errors. Since October 2010 when the Office of Revenue Collection was disbanded and collection activities were transferred to EHSD, the Public Protection Committee has requested information regarding the department's collection activities. The EHSD collection efforts continue to be handled by the Collections Unit and the Fiscal Division and they are highly successful. Customers currently receiving aid are subject to grant reduction to repay debts. CalWORKs and CalFresh debts are computed by the Eligibility Worker via the CalWIN system or by the Fraud Overpayment Unit. Former customers are subject to collection action. When collection action is necessary, EHSD uses the activities listed below:

Voluntary payment – Customers are sent a series of letters for demand of payment. Payment plans can be established. Customers make payments by check, money order, or credit card.

Welfare Intercept System (WIS) – This program is administered by the California Department of Social Services Fraud Bureau for CalWORKs and CalFresh debts. CalWORKs debts are eligible for Franchise Tax Board (FTB) intercepts. CalFresh debts are eligible for both FTB and U.S. Treasury/IRS offset. Repayments are collected by the state or federal IRS from tax refunds or other payments and used to offset the debts.

Court-ordered Debt (COD) Program – Court-ordered debts are fines, fees, and restitution orders imposed by a court. EHSD has a small number of COD accounts that the Probation Department continues to administer.

The Collections and Recovery Summary Report for fiscal year 2013/2014 is also attached and provides the impact to County revenue.

STATISTICAL REPORTS

The information for the statistical reports is extracted from the California Department of Public Assistance (DPA) Form 266, Fraud Investigation Activity Reports. These monthly reports are completed by EHSD and submitted to the State Fraud Bureau. The attached report for fiscal year 2013/2014 covers the following:

- Fraud Overpayment Unit
- District Attorney Public Assistance Fraud Investigations and Prosecutions

CONCLUSION

EHSD and the DA's office continue to work together to prevent, investigate and prosecute public assistance fraud.

Contributors to this report include:

Laura Cox, Fraud Prevention Division Manager, EHSD
Jackie Foust, Fraud Overpayment Supervisor, EHSD
Jennifer Posedel, Administrative Services Assistant III, EHSD
Catherine Osterlund, Senior Level Clerk, DA

STATISTICAL OUTCOMES FY JULY 1, 2013 – JUNE 30, 2014

FRAUD OVERPAYMENT UNIT

	CASH	CalFresh
Overpayment Computation Referrals Received	192	827
Number of Overpayments Established	69	368
Dollar Amount of Overpayments	\$283,297	\$677,942
CalWORKs/CalFresh Combo Cases Referred for Prosecution	12/12	
Public Assistance CalFresh Cases Referred for Prosecution	1	
Non Assistance CalFresh Cases Referred for Prosecution	2	

DISTRICT ATTORNEY WELFARE FRAUD INVESTIGATIONS

INVESTIGATIONS	CASH	CalFresh	TOTAL
Referrals Received	18	22	40
Investigations Completed*	21	23	44
PROSECUTIONS			
Cases Filed for Prosecution	16	19	35
Convictions	8	10	18
	Public Assistance		
Court Ordered Restitution	\$93,862		

* An investigation completed can include referrals from prior fiscal years.

EHSD COLLECTION & RECOVERY SUMMARY FY July 1, 2013 – June 30, 2014

Program Type	Cash Collection (includes tax intercepts)	Grant Reduction & EBT Repayments	Annual Totals
CalWORKs	\$317,099	\$584,598	\$901,697
CalFresh	\$1,135,966	\$1,441,387	\$2,577,353
IHSS	\$21,358	-	\$21,358
General Assistance	\$12,032	\$15,143	\$27,175
Totals	\$1,486,455	\$2,041,128	\$3,527,583

IMPACT TO COUNTY REVENUE

Most of the cost of aid issued by Contra Costa for CalWORKs, CalFresh, and IHSS is funded with Federal and/or State revenue. All collection recoveries, with the exception of General Assistance are returned to the funding source, with the County retaining a small percentage.

For CalWORKs, 2.5% of all collection recoveries reduce the county benefit costs. An annual incentive is also paid to the county based on recoveries. For CalFresh, a local retention amount that is shared equally with the State is calculated based on the recoveries (cash and non-cash) by error type. The local retention rates are 0% for Administrative Error, 10% for Inadvertent Household Error and 17.5% for Intentional Program Violation. Because General Assistance is all county funds, 100% of collection recoveries are returned to the county.

CalWORKs – Collections and reductions/repayments totaling \$901,697 which reduced benefit costs by \$22,542. Contra Costa also earned a Fraud Recovery Incentive of \$45,569.

CalFresh -- Collections and reductions/repayments totaling \$2,557,353 resulted in a \$158,574 county retention amount for FY13/14.

IHSS – Collections totaled \$21,358. In this program, Contra Costa is responsible for a Maintenance of Effort. In order to return the collected funds to the State, the State invoices Contra Costa for the amount of collections reported in the CMIPS II payroll system each year.

General Assistance -- Collections and recoupments totaling \$27,175 resulted in a \$27,175 reduction in county benefit costs for FY13/14.



Contra Costa County Board of Supervisors

Subcommittee Report

PUBLIC PROTECTION COMMITTEE

7.

Meeting Date: 05/11/2015

Subject: Update on the Status of the County Gas Shut-Off Device Ordinance

Submitted For: John Kopchik, Director, Conservation & Development Department

Department: Conservation & Development

Referral No.: N/A

Referral Name: Update on the Status of the County Gas Shut-Off Device Ordinance

Presenter: Jason Crapo, DCD Deputy Director **Contact:** Jason Crapo, 925-674-7722

Referral History:

On September 25, during a presentation on Emergency Preparedness within Contra Costa County, the Board of Supervisors referred to the Public Protection Committee a report on the county Gas Shut-Off valve ordinance (Ordinance Code § 718-8 *et seq.*). Originally, the former Building Inspection Department was responsible for regulation related to the Ordinance, now the Department of Conservation and Development provides oversight through its Building Inspection Division.

The PPC received an initial report on this issue at the November 5, 2012 regular meeting and asked for a follow up presentation from Conservation and Development staff at a future meeting date. The department returned to the Committee on February 11, 2013 to provide that update. Following the report, the Committee directed staff to keep the issue on referral for future consideration by the Board.

Referral Update:

Contra Costa County has been a leader among local governments in California by requiring the installation of gas shut-off devices in many new and existing structures. The County first established requirements for gas shut-off devices in 2000. Since that time, thousands of these devices have been installed throughout the County, protecting both lives and structures from harm in the event of an earthquake or other incident resulting in ruptured gas lines.

In its current form, the County's Gas Shut-Off Device Ordinance requires the installation of a gas shut-off device at the main gas meter for all residential, commercial and industrial structures in any of the following circumstances:

1. All newly constructed buildings with gas plumbing;
2. When a building permit is issued for construction work on an existing structure that involves gas plumbing and the value of the construction is greater than \$5,000; or if the construction does not involve gas plumbing and the value of the construction is greater than \$15,000;
3. At the time a property is sold

These three factors have resulted in a gradual and sustained increase in the proportion of the County's built environment that contains gas shut-off devices. Recognizing the need to balance safety with costs imposed on property owners, the County has chosen triggers for requiring gas shut-off devices that coincide with other circumstances that facilitate cost-effective installation of the device and do not create a disproportionate financial burden on property owners.

By establishing three separate triggering events that require installation of the device, the County has created a regulatory framework that results in thousands of gas shut-off devices being installed every year. Over time, an increasing share of all structures in the County will contain these devices, resulting in an overall improvement in community safety and resiliency to a large seismic event.

Since the adoption of the initial gas shut-off device ordinance by the County Board of Supervisors in 2000, staff estimates that 11,520 devices have been installed at the main gas meter of new structures, 7,185 have been installed in connection with building remodels or additions, and approximately 2,400 have been installed when buildings have been sold. In total, staff estimates that over 21,000 gas shut-off devices have been installed in the County's jurisdiction.

Recommendation(s)/Next Step(s):

ACCEPT report on the status of the Gas Shut-Off Device ordinance in Contra Costa County.

Fiscal Impact (if any):

No fiscal impact.

Attachments

No file(s) attached.
