

Contra Costa County AB 109 Evaluation

Review of AB 109-Funded Department Performance



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Executive Summary

Introduction

Since November 2013, RDA has worked with Contra Costa County to support the County's AB 109 implementation and operations through a series of evaluation and data collection-related activities, including the following activities:

- An assessment of the County's AB 109-related data capacity and infrastructure;
- An evaluation of the County's preliminary implementation of the AB 109 Operational Plan;
- An evaluation of the AB 109-contracted community-based service providers; and
- An analysis of the impact of the County's AB 109 programs and services on client recidivism.

This report builds on those efforts by assessing the performance of County departments receiving AB 109 funding and involved in AB 109 program implementation in relation to the goals and objectives of the Contra Costa County Board of Supervisors, as delineated in the County's AB 109 Operational Plan, and in relation to best practices in the fields of criminal justice and reentry.

In order to establish performance measures for each department and for the County overall, RDA reviewed a range of countywide and department-specific documentation related to AB 109, including the County's Strategic Reentry Plan, the AB 109 Operational Plan, department funding requests, past evaluation reports, and best practices in reentry programs and services. Additionally, RDA worked with the Quality Assurance Committee (QAC) and representatives from each AB 109-funded department to develop department-specific and countywide performance measures across four domains - direct services, communication and coordination, data capacity, and training – that align with the goals set forth in the County's AB 109 Operational Plan.

Methods

In order to assess the performance of AB 109-funded County departments involved in AB 109 implementation, RDA collected a range of quantitative and qualitative data, including department-specific and countywide documentation related to AB 109 planning and implementation, quantitative data from department's data systems or other data tracking collection tools, interviews with both leadership and staff from each County Department, and focus groups with AB 109 individuals in custody and post release.

Cross System Findings

Below we provide an overview of evaluation findings across Contra Costa County's AB 109 departments. The full report provides additional information on findings for each department included in this review.



Direct Services

Across County Departments, there has been an increased use of evidence-based practices (EBPs) and best practices across domains including community corrections, sentencing, and more. EBP's used across the County's AB 109 system include Cognitive Behavioral Therapy, the Correctional Assessment and Intervention System, Dialectical Behavioral Therapy, Graduated Responses to Supervision Infractions, Motivational Interviewing, Thinking for a Change, Virginia Pretrial Risk Assessment Instrument, and the Wellness Recovery Action Plan.

AB 109 clients overwhelmingly report positive experiences with the post-release system of care. AB 109 clients, most of whom have previous experience under probation and/or parole supervision, repeatedly noted that AB 109 supervision is substantively different from past community supervision experiences in a way that clearly aligns with the County's AB 109 objectives as well as the language in the AB 109 and associated legislation.

There is limited continuity between in-custody and community-based services as well as little-to-no coordinated pre-release planning. Because individuals are not assessed for criminogenic risk and need factors upon entry to custody, there is no process by which to ensure that they receive in-custody programs and services that are aligned with their criminogenic risks and needs or with the programs and services they may receive upon release. Pre-release planning is conducted almost exclusively by the Probation Department

Communication and Coordination

Over the 4+ years since AB 109 started, Contra Costa County has built a more collaborative criminal justice and reentry system than previously existed. The availability of funding for community-based services has clearly increased the extent to which community supervision occurs alongside community services; in addition, the Pretrial Services program and ACER also indicate that increased communication and coordination occur at numerous junctures across the County criminal justice system, including during the adjudication processes.

Despite enormous progress toward building a County-wide reentry system, there are additional opportunities for additional coordination and collaboration. For example, pre-release planning is limited and does not usually involve collaboration between a multidisciplinary group of relevant partners, such as DHS, BHS, and CBOs; this is one area of opportunity for greater collaboration and coordination. There are also opportunities for greater collaboration between AB 109 partner departments post-release.

There is some divergence about the relationship between County-wide AB 109 goals and department-level AB 109 goals. Both within and between Departments, the County's AB 109 operations have evolved enormously in the last three years. Almost all CCP members interviewed for this report noted



that the County's AB 109 Operational Plan, which was approved in November 2012, may no longer be the most appropriate guiding document for Countywide or department-specific AB 109 operations

Data Capacity

The County has developed multiple systems and processes for collecting and reviewing AB 109 data on a regular basis. The implementation of the ServicePoint data system for AB 109-funded CBOs with limited data capacity has been critical for the County's understanding of the service delivery infrastructure; moreover, electronic case management systems (CMS) have been developed or are in the development process across multiple AB 109 partner agencies, including the District Attorney's Office, the Probation Department, and the Office of the Public Defender.

Many Departments still lack sufficient data capacity. Delays in data system implementation or procurement and limitations to preexisting data systems have resulted in several partner departments lacking sufficient capacity to collect and report important data on AB 109 and AB 109 individuals.

Training

Almost all Departments have participated in trainings related to increasing their capacity to implement their AB 109-related operations. Different County departments have widely varying training needs related to AB 109. Nonetheless, almost all departments have demonstrated a commitment to understanding the impact of AB 109 on their operations and on the County by participating in trainings, conferences, and other learning opportunities.

Recommendations

- ❖ **Update the County's AB 109 Operational Plan to reflect changes to the County's AB 109 system and processes over the last several years.**
- ❖ **Establish greater continuity between in-custody and post-release supervision and services, including an in-custody needs assessment, comprehensive data collection on in-custody services, and more coordinated pre-release planning processes.**
- ❖ **Continue to build the County's data infrastructure by implementing updated data systems for those departments with limited data capacity.**
- ❖ **Increase eligibility criteria for the Pretrial Services program, so that more defendants can be screened for pretrial release.**
- ❖ **Increase the County's operational capacity for cross-department planning and implementation efforts by adding additional staffing to support this work.**



Introduction

Since November 2013, RDA has worked with Contra Costa County to support the County's AB 109 implementation and operations through a series of evaluation and data collection-related activities. To date, RDA has worked with Contra Costa County to evaluate the implementation and efficacy of various components of the County's AB 109 system through the following activities:

- An assessment of the County's AB 109-related data capacity and infrastructure;
- An evaluation of the County's preliminary implementation of the AB 109 Operational Plan;
- An evaluation of the AB 109-contracted community-based service providers; and
- An analysis of the impact of the County's AB 109 programs and services on client recidivism.

This report builds on those efforts by assessing the performance of County departments receiving AB 109 funding and involved in AB 109 program implementation in relation to the goals and objectives of the Contra Costa County Board of Supervisors, as delineated in the County's AB 109 Operational Plan, and in relation to best practices in the fields of criminal justice and reentry. This report examines both countywide and department-specific progress across four domains of AB 109 implementation: direct services, communication and coordination, data capacity, and training.

Because there were not pre-established performance measures by which to assess County or department performance related to AB 109, RDA began this effort by facilitating a collaborative planning process to establish performance measures for each department and for the County overall. Toward this end, RDA reviewed a range of countywide and department-specific documentation related to AB 109, including the County's Strategic Reentry Plan, the AB 109 Operational Plan, department funding requests, past evaluation reports, and best practices in reentry programs and services. Additionally, RDA worked with the Quality Assurance Committee (QAC) and representatives from each AB 109-funded department to agree on performance measures across the four domains.

It is important to note that County departments have widely varying roles in AB 109 implementation in terms of both the scope of their AB 109-related activities and the degree to which their AB 109-related activities differ from those provided to other County residents. For example, the Probation Department interacts with the vast majority of AB 109 clients and has an AB 109-specific supervision unit, which is able to provide a wider range of supportive services to AB 109 clients than have traditionally been available to other clients (although the County is making efforts to make these services available to other formerly incarcerated individuals). By contrast, Detention Health Services, although providing services to all locally sentenced (1170(h)) AB 109 individuals, does not interact with these clients any differently from their interactions with other individuals incarcerated in County detention facilities. These differences impact the nature of departments' AB 109-related activities and are thus reflected in this report.



Methods

In order to assess the performance of AB 109-funded County Departments involved in AB 109 implementation, RDA collected a range of quantitative and qualitative data, including department-specific and countywide documentation related to AB 109 planning and implementation, quantitative data from departments' data systems or other data tracking collection tools, interviews with both leadership and staff from each County Department, and focus groups with AB 109 individuals in custody and post release. Tables 1 – 3 below provide greater detail on data collected for this evaluation.

Table 1: Focus Groups with AB 109 Clients

Custody Status	Participants
Community	Central County Supervisees (5)
	East County Supervisees (7)
	West County Supervisees (5)
	Pretrial Release Supervisees (3)
	Supervisees referred to Diablo Valley Ranch, AODS (7)
	Supervisees referred to Forensic Mental Health (5)
Custody	West County Detention Facility (4)
	Marsh Creek Detention Facility (10)

Table 2: Department Staff Interviewed

Department	Participants
Behavioral Health Services	Forensic Mental Health, Program Manager
	Forensic Mental Health, Program Manager
	Homeless Program, Chief of Homeless Services
	Homeless Program, Supportive Housing Manager
	Alcohol and Other Drug Services, Program Manager
County Administrator's Office	Senior Deputy County Administrator
	Senior Deputy County Administrator
Detention Health Services	Health Services Administrator
District Attorney's Office	Senior Deputy District Attorney
	Deputy District Attorney
	Arraignment Court Attorney
	Revocation Attorney
Office of the Public Defender	Chief Public Defender
	Supervising Attorney



Probation Department	Arraignment Court Attorney
	Reentry Coordinator
	AB 109 Unit Supervisor
	Assistant Chief Probation Officer
Sheriff's Office	AB 109 Unit Probation Officers (4)
	Captain, Custody Bureau
	Assistant Sheriff
	AB 109 Administrative Services Assistant
Workforce Development Board	Deputy Officer, Classification Unit
	Executive Director
	Business Services Representative

Table 3: Quantitative Data Sources

Department	Data Sources
Behavioral Health Services	Forensic Mental Health Client Log
	Homeless Management Information System (HMIS)
	Alcohol and Other Drug PSP Billing System
Contra Costa County Superior Court	Court Database
Detention Health Services	Electronic Health Records (EHR) Database
Office of the Public Defender	Case Management System
Probation Department	AB 109 Access Database
	Pretrial Services Access Database
Sheriff's Office	AB 109 Inmate Excel Tracking Workbook

Limitations

There are a few important limitations to take into account when reviewing the findings presented in this report. First, the performance measures RDA developed with the County for the AB 109 Department performance reviews were not established prior to this endeavor. Despite not having concrete and specific performance measures in place, County Departments were performing activities in accordance with the AB 109 Operational Plan, and RDA vetted performance measures with each County Department to corroborate the department-specific and countywide AB 109 performance measures that are used to frame our findings. Second, because different County Departments have variously defined roles in AB 109 implementation, there is no standardized benchmark for measuring department performance. As a



result, as noted above we measure department-specific performance around AB 109 implementation according to agreed upon measures that reflect department-specific and countywide goals outlined in the AB 109 Operational Plan. This allows us to maintain focus on the extent to which County Departments are able to engage in activities that help the County achieve the goals outlined in this Plan. Finally, Contra Costa County's AB 109 infrastructure has evolved significantly over the past four years, and continued to evolve during the evaluation period, making it difficult to delineate a discrete timeframe for the evaluation to address. As a result, the data we collected covers periods for which AB 109 implementation had been adopted to varying degrees. Nevertheless, because our evaluation team conducted key informant interviews with representatives from each County Department in November and December of 2015, recent Department developments related to AB 109 performance measures were likely reported on by our participants and reflected in our findings.

Organization of the Report

The report begins with an overview of key evaluation findings across Contra Costa County AB 109 partners departments in each of the four domains identified for this analysis—direct services, communication and coordination, data capacity, and training—followed by a series of cross-system recommendations. These cross system findings and recommendations are followed by department-specific findings and recommendations for the eight departments include in this evaluation. These departments, listed in alphabetical order, are:

- Behavioral Health Services
- County Administrator's Office
- Detention Health Services
- District Attorney's Office
- Office of the Public Defender
- Probation Department
- Sheriff's Office
- Workforce Development Board

Each department section begins with a brief overview of that department's role in the County's AB 109 system, as well as an overview of the department's AB 109 budget allocation for fiscal years 2013/14 and 2014/15. While this evaluation is not an audit or an assessment of each department's fiscal operations, these budget details are included to provide some context related to that department's scope of responsibilities for AB 109. These department overviews are followed by department-specific findings in each of the four domains discussed above. Finally, each department section concludes with a set of recommendations to support improved AB 109 operations. A summary of all recommendations is provided in Appendix B.



A Note on Abbreviations and Acronyms

Due to the number of departments and programs included in this evaluation and the multiplicity of services provided therein, there are many abbreviations and acronyms used throughout the report. The first time an abbreviation or acronym is used it is spelled out to ensure that the reader understands what it refers to. For additional reference, Appendix A provides a list of all abbreviations and acronyms used in this report.



Cross System Findings

Direct Services

Across County Departments, there has been an increased use of evidence-based practices (EBPs) and best practices across domains including community corrections, sentencing, and more.

Both the State's AB 109 legislation and Contra Costa County's AB 109 Operational Plan explicitly call for the use of EBPs as part of AB 109 implementation. Contra Costa County has made huge strides toward this end, using a number of EBPs within and across departments. A number of County Departments either implement or support the implementation of cognitive behavioral programming, with both Probation and Behavioral Health Services (BHS) using cognitive behavioral approaches, and the County Administrator's Office (CAO) supporting community based organizations' (CBO) use of cognitive behavioral programming in some CBO service contracts. The Probation Department also uses the validated Correctional Assessment and Intervention System (CAIS) tool to determine appropriate levels of supervision based on risk to reoffend and, to a lesser extent, to inform service referrals. In addition, Probation uses a graduated response approach to supervision violations, including using flash incarcerations of Post-Release Community Supervision (PRCS) clients to reduce the likelihood of supervision revocations. Several departments, including the Office of the Public Defender, the District Attorney's Office, the Sheriff's Office, and the Probation Department, have worked together to implement the Pretrial Services (PTS) program, using the evidence-based Virginia Pretrial Risk Assessment Instrument (VPRAI), a modified version of which is currently being validated for Contra Costa County's local population.

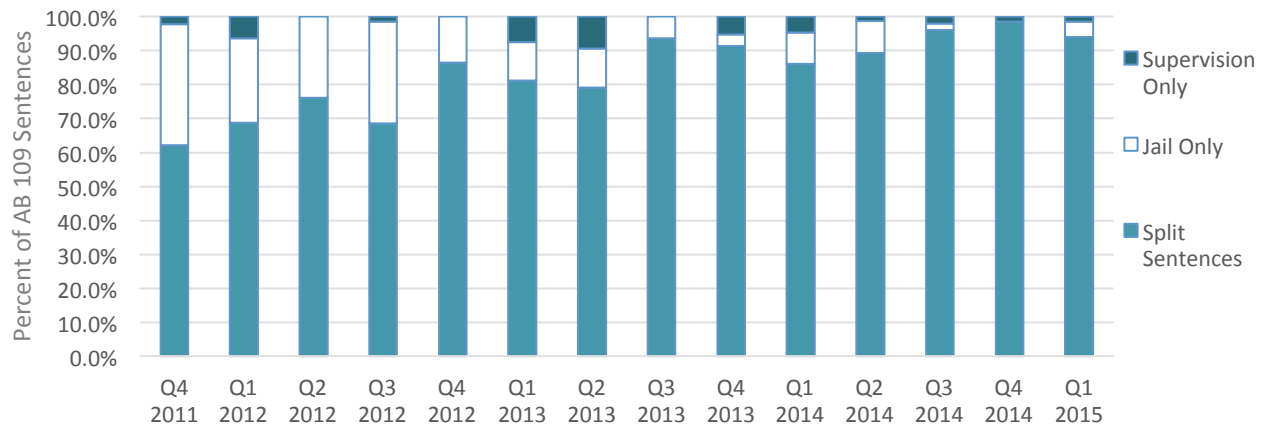
Table 4. Evidence Based Practices Used across Contra Costa County's AB 109 System

Evidence Based Practices
Cognitive Behavioral Therapy
Correctional Assessment and Intervention System (CAIS)
Dialectical Behavioral Therapy
Graduated Response to Supervision Infractions
Motivational Interviewing
Thinking for Change (T4C)
Virginia Pretrial Risk Assessment Instrument (VPRAI)
Thinking for a Change (T4C)
Wellness Recovery Action Plan (WRAP)



Contra Costa County has also consistently increased the use of split sentences, over the 4+ years since AB 109 began. The use of split sentencing, while not a research-established EBP, is increasingly recognized as a best practice in sentencing because of the importance of community supervision in linking formerly incarcerated individuals to services in the community.

Figure 1: AB 109 Sentences (Split, Jail Only, and Supervision Only), by Quarter



Data Source: Office of the Public Defender

AB 109 clients overwhelmingly report positive experiences with the post-release system of care.

Focus groups with clients under AB 109 supervision for this report as well as for several past reports have almost unanimously indicated positive experiences with the County's post-release AB 109 reentry system. AB 109 clients, most of whom have previous experience under probation and/or parole supervision, repeatedly noted that AB 109 supervision is substantively different from past community supervision experiences in a way that clearly aligns with the County's AB 109 objectives as well as the language in the AB 109 and associated legislation. In particular, clients spoke about positive and supportive relationships with Probation Officers, as well as with BHS staff, BHS providers, and AB 109 contracted service providers. In addition, clients reported appreciating the tangible supports they were accessing through AB 109 service referrals, including supports for behavioral health, housing, jobs, and legal assistance.

There is limited continuity between in-custody and community-based services as well as little-to-no coordinated pre-release planning.

Despite impressive progress in the post-release system of care, there has been less progress toward establishing a true custody-to-community continuum of care and comprehensive pre-release planning. Because individuals are not assessed for criminogenic risk and need factors upon entry to custody, there is no process by which to ensure that they receive in-custody programs and services that are aligned



with their criminogenic risks and needs or with the programs and services they may receive upon release.

Some of the County's pre-AB 109 service infrastructure does support a continuum of care; for example, the education programs run by the County Department of Education use the same entry assessments and curricula as the County's non-custodial adult education programs to ease inmates' transition into school upon release. In addition, the Department of Education has a transition specialist available to help inmates enroll in school upon release. That said, there has been no comprehensive effort to align in-custody services with inmate needs or best practices in custodial program and services.

In addition, pre-release planning is conducted almost exclusively by the Probation Department, which sends a Deputy Probation Officer to meet with AB 109 inmates prior to release to administer the CAIS assessment and assign a supervisory Probation Officer. There is limited participation by other AB 109 partners in this effort, despite the potential value of their participation. For example, Detention Health Services (DHS) currently provides a two-week supply of medication for individuals with chronic health or mental health issues only if those individuals know their release date and reach out to make the request. Establishing a formal, collaborative pre-release planning process could standardize this practices for all inmates with medication needs.

Communication and Coordination

Over the 4+ years since AB 109 started, Contra Costa County has built a more collaborative criminal justice and reentry system than previously existed.

As the discussion above demonstrates, over the past four years, Contra Costa County has built a collaborative reentry system that is much more robust and coordinated than what existed before. Although Probation Officers report always having encouraged clients' service participation, the availability of funding for community-based services has clearly increased the extent to which community supervision occurs alongside community services. In addition, Probation and BHS both report increased coordination and collaboration.

The PTS program and Arraignment Court Early Representation (ACER) also indicate that increased communication and coordination are not limited to community supervision, but occur at numerous junctures across the County criminal justice system, including during the adjudication processes.

Despite enormous progress toward building a countywide reentry system, there are opportunities for additional coordination and collaboration.

Despite the impressive progress Contra Costa County has made, there are opportunities for additional collaborative endeavors to meet the County's stated AB 109 objectives and to support improved client outcomes. As noted above, pre-release planning is limited and does not usually involve collaboration between a multidisciplinary group of relevant partners, such as DHS, BHS, and CBOs. Given the high



volume of in-custody programs operated by the County Department of Education, they might also be an important partner for pre-release planning.

There are also opportunities for greater collaboration between AB 109 partner departments post-release. Of all departments included in this report, Workforce Development Board (WDB) appears to be the least integrated into the reentry system, despite the importance of employment for clients' success. Although WDB provides a range of services that could be of use for AB 109 clients, other AB 109 partner departments—and thus AB 109 clients—did not demonstrate an awareness of these services, indicating an opportunity for greater collaboration and coordination. In addition, over the past two and a half years, RDA's evaluations have found that a number of behavioral health clients engage in services through self-referral or other non-AB 109 referral mechanisms, which indicates an opportunity for the Probation Department and BHS to work together to improve their processes for identifying, referring, and engaging clients with behavioral health needs.

There is some divergence about the relationship between countywide AB 109 goals and department-level AB 109 goals.

Almost all Community Corrections Partnership (CCP) members interviewed for this report noted that the County's AB 109 Operational Plan, which was approved in November 2012, may no longer be the most appropriate guiding document for countywide or department-specific AB 109 operations. Both within and between departments, the County's AB 109 operations have evolved enormously in the last three years, which likely makes some of the County's objectives in the Operational Plan less relevant.

Data Capacity

The County has developed multiple systems and processes for collecting and reviewing AB 109 data on a regular basis.

Since the start of AB 109, the County has developed a number of different systems and processes for collecting and reporting a wide range of AB 109-related data. The implementation of the ServicePoint data system for AB 109-funded CBOs with limited data capacity has been critical for the County's understanding of the service delivery infrastructure. In addition, new electronic case management systems (CMS) have been developed or are in the development process across multiple AB 109 partner agencies, including the District Attorney's Office, the Probation Department, and the Office of the Public Defender. Although these systems will take time for full implementation, they are a critical step toward countywide capacity of AB 109 data collection and reporting.

Processes such as the Quarterly Reports from all AB 109-funded departments and CBOs have also supported the County's data collection goals, creating a mechanism for ongoing reporting of AB 109 related activities and establishing a standard of regular data collection and reporting. These reporting processes have also been revised and refined based on department feedback, although processes for



reviewing these reports and providing feedback to the departments and providers who submit them on an ongoing basis have yet to be developed.

Many departments still lack sufficient data capacity.

Although the County has made progress toward implementing data collection and reporting processes, because of delays in data system implementation or procurement, or because of limitations to preexisting data systems, several partner departments lack sufficient capacity to collect and report important data on AB 109 and AB 109 individuals. The Sheriff's Office outdated jail management system (JMS) is a major barrier to assessing the impact of AB 109 on the County's custodial population, despite clear efforts by the Sheriff's Office to manually track data on AB 109 clients. The WDB's statewide CalJobs Information System also does not allow for the tracking of AB 109 clients.

Training

Almost all departments have participated in trainings related to increasing their capacity to implement their AB 109-related operations.

Different County departments have widely varying training needs related to AB 109. For the Office of the Public Defender and the District Attorney's Office, AB 109 has had a direct impact on what they do and how they do it, which has required training and education for their attorneys about how the new statutory environment impacts adjudicatory processes. Other departments, such as the Sheriff's Office and DHS, have participated in less AB 109-specific training, largely because the work they do has changed less as a result of AB 109. Nonetheless, almost all departments have demonstrated a commitment to understanding the impact of AB 109 on their operations and on the County by participating in trainings, conferences, and other learning opportunities.

Cross System Recommendations

- ❖ **Update the County's AB 109 Operational Plan to reflect changes to the County's AB 109 system and processes over the last several years.** Updating the County's AB 109 Operational Plan would also be an opportunity to revisit the County's primary goals and objectives related to AB 109 and ensure that there is a common vision across AB 109 partners.
- ❖ **Establish greater continuity between in-custody and post-release supervision and services, including an in-custody needs assessment, comprehensive data collection on in-custody services, and more coordinated pre-release planning processes.** This should include reviewing the programs and services available at each County Detention Facility to ensure their alignment with the criminogenic needs of the custodial population and with best practices in the field.



- ❖ **Continue to build the County's data infrastructure by implementing updated data systems for those departments with limited data capacity.** The CAO is currently supporting an extensive planning and implementation process to update the data systems used by many criminal justice partners, including the District Attorney (DA), Office of the Public Defender (PD), and Probation Department. The DA's system went live this year and the Probation Department's system is now in the development phase, with the PD's system slated to begin development when Probation's has progressed further. As this process progresses and additional systems begin to come online, it will be important for the County to continue to engage in collaborative data review and planning processes to make sure that newly available data is being used to inform decision-making. In addition, those departments that are not included in this effort, including the Sheriff's Office and BHS, should continue to upgrade their data systems and processes.
- ❖ **Increase eligibility criteria for the PTS program, so that more defendants can be screened for pretrial release.** Data on the PTS program indicates that this effort is successfully reducing the County's custodial pretrial, without negatively impacting public safety or court appearance rates. Given this success, the County should expand the eligibility criteria to allow screening of additional defendants.
- ❖ **Increase the County's operational capacity for cross-department planning and implementation efforts.** As the two primary positions that oversee cross-department AB 109-related efforts, the Senior Deputy County Administrator and the Reentry Coordinator support and/or facilitate a wide range of AB 109 operational efforts related to direct services, communication and coordination, data capacity, and training. As the County continues to build its AB 109 service and supervision systems and processes, it may be necessary to increase operational capacity for cross-system efforts. For example, there is already limited capacity for some cross-department data-related efforts, such as reviewing Quarterly Reports and maintaining web-based data dashboards. Over the next year or two, the County will also need to identify entities to oversee the development of Annual Reports, to support the implementation of evaluation recommendations, and to oversee the implementation of an updated AB 109 Operational Plan. Increasing operational capacity for cross-department planning and implementation through additional staff positions would go a long way toward supporting these efforts.



Behavioral Health Services

Department Role in AB 109

Contra Costa County's BHS provides and contracts a number of services in the County's AB 109 continuum of care, integrating three programs: Forensic Mental Health (FMH), Alcohol and Other Drug Services (AOD), and the Homeless Program (HP). FMH is a program of the County's Mental Health Services, providing comprehensive programs and crisis services for AB 109 clients with mental health needs. AOD provides outpatient and residential treatment services to the AB 109 population. The County's HP links AB 109 clients with emergency shelter and housing placement services to provide the stability that enables them to launch a successful reentry into the community.

Although FMS, AOD, and HP are all part of the larger Behavioral Health Division, they have somewhat distinct regulations, operations, including decision-making processes and data system. Below, we provide a brief overview of BHS Department-wide findings, followed by more detailed discussions of each of the three programs. The table below provides an overview of this department's AB 109 funding for fiscal years 2013/14 and 2014/15.

Table 5. Behavioral Health Services Division AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits	\$716,083	\$725,011
Operating Costs	\$127,000	\$120,524
Contracts	\$1,391,775	\$1,388,880
Vehicle Purchase and Maintenance	\$9,018	\$ 9,018
Total AB 109 Budget	\$2,243,876	\$ 2,243,433

BHS Department-wide Findings

BHS has established procedures and protocols to coordinate care plans for AB 109 clients with other County departments and community-based providers, but does not have a coordinated data system to enable cross-division data sharing, care coordination, and reporting on client outcomes.

BHS has established internal meetings with leadership from all divisions to plan and communicate regarding client cases. In addition, all BHS divisions coordinate with Probation to participate in case conferences that include the full range of AB 109 service providers.

However, differing confidentiality requirements regarding substance abuse diagnoses, mental health care, and physical health status have impeded BHS's ability to integrate data systems to report holistically on client needs and outcomes. Although care managers from each division coordinate case plans for AB 109 clients with dual diagnoses, each division maintains its own case files for the clients. To



date, BHS has not implemented a department wide waiver of confidentiality for clients who are willing to have their data shared either within or outside of the department, although doing so could increase care coordination.

The lack of coordinated pre-release case planning interferes with BHS' ability to support the County's objective to develop an integrated AB 109 custody-to-community continuum of care.

Because the County does not have a centralized approach to release, pre-release care plans for BHS clients are developed only infrequently and, even when developed, are often incomplete. Although AOD was able to successfully negotiate pre-release contact to assess AB 109 clients for treatment needs, FMH relies upon referrals from Probation to conduct in-custody mental health assessments. HP did not report evaluating AB 109 clients for housing needs pre-release. These elements of a client's reentry plan occur after the client leaves custody. In addition, existing delays between the Sheriff's Office, Probation, and FMH regarding a client's release date interrupts the seamless delivery of reentry services and destabilizes a key moment in an AB 109 client's reentry.

"This is the problem: if you don't have comprehensive pre-release planning you are always scrambling. And that is the current standard." – BHS staff

As such, staff observed that the vast majority of contact with AB 109 clients occurs post-release.

Findings: Forensic Mental Health

Direct Services

In accordance with the County's goal to provide access to a full continuum of reentry services, FMH expanded mental health services during AB 109 implementation to meet the needs of AB 109 individuals with severe and persistent mental illness.

FMH provides services to AB 109 individuals who require mental health care to support their successful reintegration into the community, including outreach, engagement, case management, and referral to community-based mental health providers. During the County's implementation of AB 109, FMH added staff to support the increased care needs of the justice-involved population.

In addition, FMH provides health care navigation to assist AB 109 clients with accessing a comprehensive range of health services provided by the County. FMH staff screen clients for Medi-Cal enrollment and FMH service eligibility, and, if needed, connect the client to the outpatient provider network, County primary care physicians, or other community-based organizations providing services to the AB 109 population.

In line with the Board of Supervisors' AB 109 objective to further the use of evidence-based recovery practices, staff report utilizing the validated Wellness Recovery Action Plan (WRAP) to help consumers plan for their mental health stability, substance abuse, and healthy interactions with others. Mental



health providers also employ Dialectical Behavioral Therapy, motivational interviewing, and various cognitive behavioral therapy approaches with AB 109 clients.

"Here [FMH] they have been great. They provided me transportation to appointments. At one point we were working on a WRAP plan. A few weeks before I was leaving the Farm [March Creek Detention Facility] one of the people that came to me was my forensic case worker. In the first two weeks they gave me all of the contacts to people I would need to talk to. They even picked me up from the BART station and I have been here ever since. They have referred me to everything and taken me to all of my appointments and I can't complain about that at all." – AB 109 FMH Client

The perception of mental health stigmatization can prevent AB 109 clients from seeking out needed services, limiting FMH's ability to facilitate access to the County's AB 109 continuum of care.

Because mental health services are voluntary, an individual's readiness and desire to change is a major indicator of success in mental health treatment. A probation officer can refer an AB 109 individual to FMH services, but the client must affirmatively seek out the service. Because of this, FMH staff indicated that fear of stigmatization, as well as other underlying issues such as substance abuse, can prevent clients from engaging in mental health services consistently and continuously.

Additionally, several AB 109 clients noted that they do not want to acknowledge having mental health diagnoses while in custody at the County's detention facilities, which in turn can reduce the likelihood that they will be referred for FMH upon release. As noted in the Sheriff's Office section of this report, in focus groups with AB 109 clients, several respondents reported not seeking mental health services while in custody out of concern that they would be transferred to the most restrictive wing of Martinez Detention Facility (MDF), the County's maximum-security jail facility, where they would have less access to the programs, services, and privileges available at the County's other detention facilities.

"When I got there I never told them that I took a pill because then they stress me out and that caused me to have a stroke while I was in the jail. I never tell them I have mental health and I take a pill. I learned that if I say I have a problem they take you right away to Martinez." – AB 109 client

To the extent that this is the case, it impedes AB 109 partners from identifying clients in need of mental health services. In general, fear of stigma both in custody and in the community can be a barrier to delivering FMH services as part of the County's AB 109 custody-to-community continuum of care, which is designed to help clients resolve the individual factors that lead to recidivism, prevent successful stabilization, and prevent positive reentry outcomes.



Communication and Coordination

To the extent currently possible, FMH coordinates mental health care services with other County departments and community-based providers to promote the seamless delivery of wraparound services that further the County's AB 109 objective to reduce recidivism by reducing barriers to successful reentry.

If an AB 109 client has identified mental health needs and has already established contact with FMH, the program's staff can coordinate with Probation to establish a release date, when available from the Sheriff, and coordinate pre-release care plans. Staff coordinate two weeks of take-home medication with DHS to ensure no post-release break in psychotropic medications, and with Probation to ensure the client has an appointment with a mental health service provider, as well as with AODS if the client has a dual diagnosis. However, staff report that the vast majority of contact with AB 109 clients occurs post-release. Toward this end, FMH participates in monthly case conferences for high-needs clients and maintains hours at Probation to ensure adequate and regular case coordination with other AB 109 providers.

Like other Behavioral Health services, FMH coordinates client care through an initial referral from Probation. However, if a community-based provider identifies a client with potential psychiatric need, the CBO can contact FMH, who can then request the referral from Probation.

AB 109 hastened the need to emphasize risk assessment for the increased justice-involved mental health consumer population. In line with the Board's AB 109 Operational Plan goal to protect client and staff safety, FMH collaborated with the Sheriff's Office to establish safety plans and protocols to respond to mental health crises and possible violent outbursts in custody.

The lack of coordinated pre-release case planning limits FMH's ability to coordinate transition plans for clients with serious mental illness.

Because FMH services are voluntary, clients opt-in to FMH contact, assessment, and treatment. If the client does not initiate first contact, there are no existing mechanisms to screen AB 109 clients for mental health needs or connect them with a FMH case manager. Along these lines, FMH staff emphasized that the "toughest part [to coordinating care] is the release date." Staff from multiple County departments observed that the Sheriff may release AB 109 clients after hours, limiting the client's ability to seek emergency services.

As noted above, the County's lack of a centralized approach to release, and the lack of information regarding release dates can lead to chaos and disruptions in care for FMH clients.



Data Capacity

FMH does not have the capacity to comprehensively track client data or share information with other Behavioral Health divisions, limiting its ability to coordinate with County departments and community-based providers within the County's AB 109 continuum of care and to report on client outcomes.

Although the Mental Health Program uses the PSP data system to track client diagnoses and services, FMH has also created an Excel-based tracking log to monitor AB 109 client services and progresses. Although these worksheets make it easy for FMH staff to track AB 109 clients in a discrete place, they do preclude more extensive data querying or data analysis.

In addition, concerns about legal statutes (such as HIPPA & 42 CFR) preclude AOD and FMH from sharing client data with the Homeless Program or other CBOs, although this data could be shared if the program received client consent via a signed waiver.

Training

FMH has supported an integrated AB 109 continuum of care by conducting and attending trainings on the mental health-related criminogenic factors that lead to recidivism.

FMH has conducted trainings for Probation and other County departments on Trauma Informed Care, de-escalation of violence, risk assessment, safety planning, and motivational interviewing. FMH staff have also attended trainings on criminogenic risk factors to increase their expertise for working with reentry populations.

Findings: Alcohol and Other Drug Services

Direct Services

In order to provide quality AODS services as part of the County's AB 109 continuum of care, AODS adapted its service model during AB 109 implementation to meet the population's unique needs.

Before AB 109, AODS-contracted service providers discharged clients rapidly for small rules infractions. When AODS staff recognized many AB 109 clients were being discharged early for this type of infractions and, thus not receiving sufficient services, AODS staff worked with treatment providers to change their internal policies and procedures to meet the needs of this difficult-to-engage population. AODS also provided utilization review to reveal the increased need for intensive case management for those individuals with severe acuity and chronic relapsing conditions, and consequently diverted funding to contractors to provide that service for the highest-needs AB 109 individuals.

AODS added a substance abuse counselor to the staff team to provide mobile case management for AB 109 clients and care coordination. Staff convey that within 72 hours of receiving a referral and the



coordinator screens incarcerated AB 109 individuals at the detention facility to reduce or eliminate waiting periods for treatment upon release. The AODS coordinator schedules on-site dates with CBOs so clients can access AODS screenings and services where they already are. The coordinator also serves as a liaison between AB 109 clients and other community services, providing referrals to HP, FMH, and other CBOs, or assisting with necessary paperwork and identification.

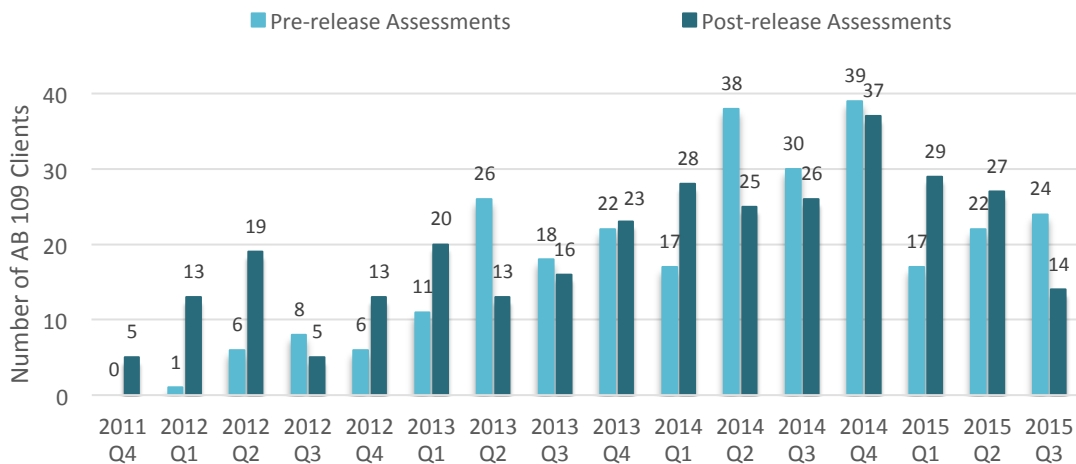
Though AODS does not currently include EBPs in their contracts with service providers, both staff and CBOs utilize motivational interviewing, cognitive behavioral therapy, and the matrix model. AODS is currently working on a planning process that includes adjustments to the contracting model that will mandate the use of EBPs in client service delivery.

As is true for other Behavioral Health divisions, individual readiness for change is a determining factor in an individual's AODS success.

"Another barrier is clients that don't want to come down and refusing the screening. There has been a lot of that. They didn't volunteer for a referral—Probation or the Court insisted on treatment—but they are not motivated." – AODS staff

Internal to AODS, leadership initiated a coordinated AB 109 AODS provider meeting to collaborate and troubleshoot client issues. It also serves as an opportunity to disseminate information regarding reporting procedures and other AB 109 requirements.

Figure 2: AB 109 Clients Assessed for AODS Needs Pre- and Post-release, by Quarter



Data Source: Alcohol and Other Drug Services



Communication and Coordination

AODS has effectively coordinated services with other County departments and community-based providers to promote the seamless delivery of custody-to-community services that further the County's AB 109 objective to reduce recidivism by reducing barriers to successful reentry.

AODS staff have cooperated with the Sheriff's Office to gain entry to all three detention facilities to be able to coordinate face-to-face contact with incarcerated AB 109 individuals who report substance abuse or seek treatment. These in-person connections build client rapport before release, increasing a client's receptiveness to treatment, and thus leading to more successful AODS outcomes. Several AB 109 clients affirmed positive relationships developed with the AODS coordinator while still in jail, and described the provider's help successfully linking them with AODS treatment directly from jail. As shown in Figure 2, AODS has screened roughly equal numbers of pre-release AB 109 clients (averaging 18 per quarter) and post-release AB 109 clients (averaging 20 per quarter) for AODS need.

In addition to in-person screenings, AODS staff participate in the monthly regional case conferences with the East and Central Network and the West County Reentry Center and have a standing on-site day with FMH to ensure the coordination of care within the Behavioral Health Division. AODS staff expressed a desire to have better communication with HP so they can know when a client is exhibiting substance abuse behaviors prior to the shelter dismissing the client.

Data Capacity

AOD utilizes technology to comprehensively track and report on client data and outcomes, but confidentiality requirements limit the ability to coordinate with County departments and community-based providers within the County's AB 109 continuum of care and report on client outcomes.

Although AB 109 did not provide the funds for AODS to implement ServicePoint, they decided to implement the technology after seeing the benefit to tracking unique and returning clients and referrals. Unlike the CBOs, AODS cannot share client information with other CBOs or County departments due to stringent confidentiality requirements surrounding substance abuse.

Training

AODS has supported an integrated AB 109 continuum of care by conducting and attending trainings on behavioral health-related topics including client confidentiality, specialty populations, and de-escalation.

Because AODS clients are protected by more stringent confidentiality requirements, staff have attended trainings on confidentiality of client information conducted by UCLA. Staff also attended trainings on trauma-informed care and invited all the AODS community providers to attend.



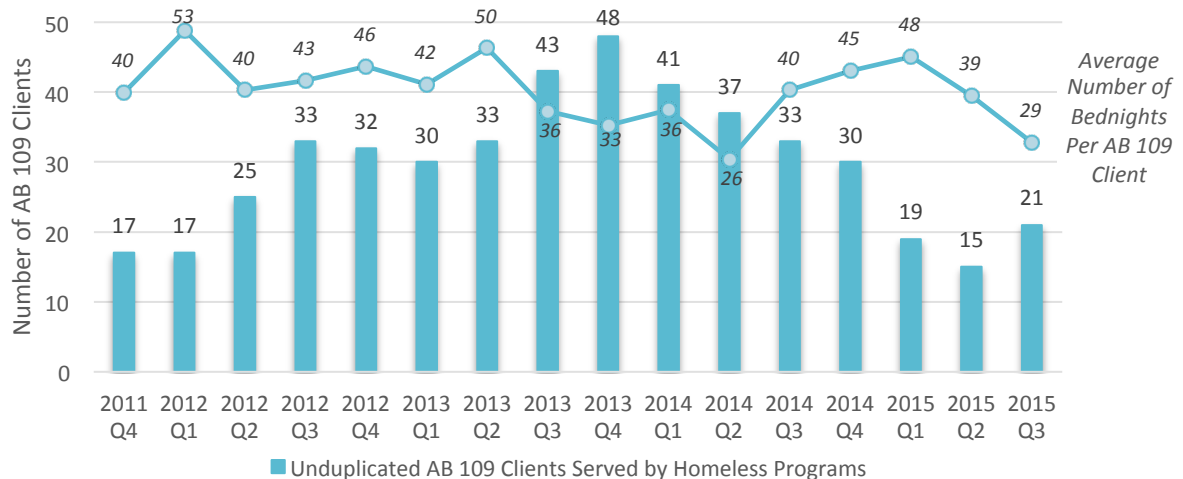
Findings: Homeless Program

Direct Services

Although temporary and permanent housing resources are limited, the County's HP connects AB 109 clients to available emergency housing shelters and the supportive housing programs that assist clients with obtaining the stable environment that will enable successful community reentry.

HP has received on average, 18 unique client referrals per quarter for an emergency shelter since the beginning of AB 109 implementation in the County. Unfortunately, staff predict that while housing provides stability to AB 109 clients and alleviates criminogenic factors that can lead to recidivism, these referrals do not meet the emergency or permanent housing needs for the AB 109 population. County-wide housing resources are scarce, market competition is increasing, and AB 109 client legal or credit histories become huge barriers. Housing is a critical issue for many AB 109 clients, but the County does not currently have the housing resources to meet the demand.

Figure 3: Number of AB 109 Shelter Referrals and Clients Served, with Average Number of Quarterly Bednights per Client, by Quarter



Regarding the use of EBPs, the HP's approach to client care focuses on harm reduction, trauma-informed care, and motivational interviewing to ensure the services meet the individual needs of each AB 109 client.



Communication and Coordination

The HP coordinates with other BHS divisions and contracted CBOs to coordinate care plans for high-needs clients, but due to low client utilization of emergency shelter services, X have participated less at the case conference meetings hosted by Probation.

HP staff report participating in the weekly BHS meetings to go through each client's needs and care plans, and coordinate with Mental Health, AODS, and community-based providers working with a particular AB 109 client. HP staff have been less likely to participate in case conferencing with Probation than have staff from FMS or AODS, although fewer AB 109 clients appear to use the County's shelter services than FMH and AODS services.

Data Capacity

The HP utilizes the Homeless Management Information System (HMIS) to track clients and coordinate data with community homeless providers, but the lack of an integrated enterprise data warehouse prevents HP from tracking AB 109 clients that receive services from multiple County departments and other BHS divisions.

When HP staff make contact with a client, they enter that individual's information into HMIS, and case managers consistently monitor and update client data. Staff conduct an exit assessment to capture client outcomes, which enables HP to report on AB 109 client outcomes in the quarterly reports. HP has also supported countywide data capacity by promoting the use of HMIS by AB 109-contracted CBOs, including developing reports and providing technical assistance.

Data sharing continues to be a main barrier with other BHS divisions. Staff throughout BHS reported that BHS leadership are currently working on a universal release, but that has not yet been implemented. Confidentiality requirements with FMH and AODS are more stringent than with Homeless Services. HP staff indicated a desire to look more deeply at cross-system client case management and data sharing.

Training

The Homeless Program has supported an integrated AB 109 continuum of care by conducting and attending trainings on behavioral health factors including trauma-informed care, crisis intervention, and de-escalation.

Although Homeless Program staff do not report attending AB 109-specific trainings, they regularly attend a range of trainings on issues of relevance for AB 109 clients, such as trauma, crisis intervention, and de-escalation.



Recommendations

- ❖ **Work with the Sheriff's Office, Detention Health Services, and the Probation Department to develop a collaborative pre-release planning process.** This should include the development of protocols regarding communication to partners related to inmates' impending release dates, clear roles and responsibilities for different departments, timeframes for planning, and protocols for linking clients to post-release services and supports.
- ❖ **Implement a universal information-sharing waiver for clients so that the three divisions can begin to coordinate more efficiently regarding client cases and outcomes.** Despite robust data systems in AOD and Homeless Program and consistent data collection by Forensic Mental Health, the department struggles with internal data sharing, which limits the efficacy of client care planning.



County Administrator's Office

Department Role in AB 109

The County Administrator's Office functions within Contra Costa County's AB 109 implementation to coordinate, communicate, administer, and oversee execution of the directives of the County's Board of Supervisors. The CAO provides staffing for the County's AB 109-related committees including the Community Corrections Partnership and the Public Protection Committee (PPC), and also provides representation at the CCP's Quality Assurance Committee and Community Advisory Board meetings, including the CAB's Data and Evaluation Subcommittee (DEC). Their role is to provide administrative and oversight functions to ensure the County implements the goals and objectives of the Board of Supervisors, as well as to provide a conduit from AB 109 partners to the Board. (As a part of these functions, the CAO also holds the contract with RDA for this and previous evaluation efforts.)

Table 6. County Administrator's Office AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits	\$252,000	\$225,000
Data Collection/Program Overview	\$198,000	\$225,000
Total AB 109 Budget	\$450,000	\$450,000

Findings

Direct Services

As the administrator of the Board's AB 109 directives, the CAO supports the County's custody-to-community continuum of care by contracting with and overseeing community-based organizations (CBOs) that provide direct services to the AB 109 population.

To learn and adopt best practices in contracting for the direct provision of services to the reentry population, the CAO conducted benchmarking research from other counties across California to develop an RFP process and contracting language. Through this process, the CAO facilitates the County's identification of appropriate organizations to support the County's custody-to-community continuum of care. They also work with the Reentry Coordinator to coordinate communication between CBOs and the various County departments involved in AB 109.

The CAO has helped the County achieve its objective of increasing the use of EBPs in service provision by assessing providers' knowledge of EBPs and incorporating their use into service contracts.

The County's AB 109 Operational Plan outlines several goals that refer to the use of evidence-based practices within reentry services. Because the document represents the Board's AB 109 objectives, in early phases of AB 109 CAO staff spoke with providers to assess their awareness of various EBPs. Subsequent to this early assessment, in following contract years the CAO incorporated the utilization of



EBPs in some contracts with CBOs, such as the Insight Prison Project curriculum with Men and Women of Purpose and Cognitive Behavior (CB) workshops with Goodwill Industries. Despite these efforts, the majority of provider contracts do not mandate the use of EBPs.

Communication and Coordination

By staffing Contra Costa County's AB 109-related committees, the CAO facilitates communication and coordination between County departments, CBOs, legislative staff, and the Board of Supervisors to further the County's AB 109 implementation goals.

In partnership with the CCP, the CAO established meeting protocols and schedules, develops agendas on an ongoing basis, and provides committee members with all required documents and materials. Since the start of AB 109, CAO staff have also facilitated a quarterly administrative meeting to follow up on the implementation of AB 109 directives and to discuss system-wide issues, policies, practices, and programming with key staff from County departments and CBOs.

Additionally, the County Administrator maintains regular communication with the County's AB 109 partners through daily email distribution of AB 109 and general public safety clippings in policy, legislation, and politics. With contracted providers, the County Administrator and the Reentry Coordinator have established both formal and informal check-in processes to develop service plans and iron out contract specifics as needed.

Although the CAO has served as an important conduit between the Board of Supervisors, the PPC, and the CCP, CCP-member departments indicate a need to revisit and update some of the County's guiding documents related to AB 109 implementation and operations.

The CAO has played a direct and engaged role in facilitating alignment between the Board of Supervisors, the PPC, and the CCP in the implementation of the County's AB 109 policies, processes, and systems. For example, when the PPC revised the service receipt criteria for AB 109-funded services to allow all formerly incarcerated Contra Costa County residents to enroll in these services, the CAO took the lead in overseeing the implementation of this directive. The CAO worked with the CCP and the Reentry Coordinator to develop policies and processes that allowed non-AB 109 reentry clients to engage in these services, while still prioritizing the needs of AB 109 individuals; the CAO also worked with partners, including CBOs to ensure that data collection mechanisms were in place to differentiate between services provided to AB 109 clients and those provided to other formerly incarcerated individuals to ensure the County's ability to track AB 109 implementation.

Despite these efforts, interviews with CCP members indicated a lack of clarity regarding the County's AB 109-related priorities, now that the legislation has been in effect for several years and the County has a better understanding of how the local public safety landscape has changed as a result. In discussing department-level AB 109 goals and objectives for this report, several CCP members expressed concern that the County's AB 109 Operational Plan is no longer an appropriate document by which to assess



their performance, given that the Operational Plan is now three years old and the County's AB 109 infrastructure has evolved significantly since its adoption in November 2012.

Data Capacity

The CAO has expanded the County's AB 109 system-wide data capacity by supporting the implementation of the ServicePoint data system.

The CAO has played an essential role in building the data capacity of AB 109 contracted CBOs, as well as of the County's AB 109 data infrastructure more generally through the adoption of ServicePoint, a human-service-oriented data management system that was previously used only by the County's Homeless Service Program as their Homeless Management Information System (HMIS). The CAO supported a series of database demonstrations from database providers to give County partners the opportunity to see and give input on different database options. Once the County identified ServicePoint as the most appropriate database for AB 109 providers, the CAO supported the adoption and implementation of this system, working with the CCP to identify and allocate funding for licenses, planning, and training. As the contract administrator, the CAO has required CBOs that do not have a data management system to utilize ServicePoint through contract stipulations, and has provided extensive training to these providers to build up their capacity to use the system effectively.

CAO staff collaborated with County AB 109 justice partners to identify, test, and plan for updated data systems to improve the criminal justice system's data capacity, including tracking and reporting on AB 109 cases and outcomes; however full data system integration has been slow and key departments, such as the Sheriff's Office, still lack a clear plan for implementing a data management system.

As part of the County's efforts to replace the outdated mainframe data system used by the Superior Court, DA, PD, and Probation Department, the CAO engaged in an extensive planning process to identify data system vendors and allocated funds for each department to implement the selected system. As part of this planning process, the County agreed on a phased approach, whereby the DA is first implementing it CMS, followed by the Probation Department, and then the PD. Although the extensive planning and phased approach make sense for an extensive multi-department process like this one, it has also made for a lengthy process. At the time of this report only the DA had implemented a case management system and they are still not fully utilizing its capabilities, with DA staff reporting that they are still learning what their system is and how to use it. On the other hand, the Office of the Public Defender is eager to implement a defense case management system but do not report currently knowing the timeline for implementation, since their implementation will not begin until the Probation Department's system is further along in implementation.

The CAO aims to have a robust data infrastructure five to ten years down the road. To achieve that, all justice partners will need to implement and adopt integrated data systems, and the CAO will need to help coordinate data sharing protocols and processes between departments.



In addition, because the Sheriff's Office has always maintained a separate Jail Management System (JMS) outside of the County mainframe system, they have not been involved in the current modernization efforts. Although this may allow the Sheriff's Office to identify a more tailored data system for their unique needs, in the meantime it does contribute to cumbersome and lengthy information sharing processes and duplication and error in data entry. Both of these present barriers to case coordination for AB 109 clients. Completing the foundation of departmental data systems will enable the County to more fully track client outcomes, refine and expedite collaboration processes, adjudicate all cases more quickly, and more successfully deliver services for an integrated custody-to-community continuum-of-care for the AB 109 population.

In partnership with the CCP, the DEC, and the QAC, the CAO has implemented a number of processes and mechanisms by which to collect and review data on AB 109 implementation and impact.

The County Administrator's Office has overseen the implementation of a number of different data collection and reporting mechanisms, including the Quarterly Reports and a series of evaluation reports. The quarterly reporting process, which requires all CBOs and County departments that receive AB 109 funding, to report on client services, as well as broader issues including successes, challenges, and collaboration is designed to provide ongoing information on the implementation of AB 109-activities to ensure contract compliance and to inform county-wide decision making. Following concerns from County Departments and CBOs about the clarity of some of the questions on the Quarterly Reports, the CAO facilitated two processes to help refine them, first meeting with each County Department to help tailor their reports and then incorporating a review and refinement of the reports into RDA's contract. Together, these activities have helped refine and clarify the Quarterly Reports, making them easier to complete and more tailored to different departments and CBOs.

The CAO has also leveraged its contract with RDA to implement a number of different data collection and reporting processes, including evaluating CBO performance, analyzing AB 109 client recidivism, developing an Annual Report, and conducting this review of County departments. The biggest data gap in the CAO's oversight of County AB 109 data reporting processes appears to be continuing uncertainty regarding a review process for the Quarterly Reports. RDA conducted a review and assessment of previously completed Quarterly Reports, there is yet not a clear process for reviewing these reports on an ongoing basis, although the QAC is in the process of developing one. In the meantime, both County Departments and CBOs have expressed frustration about dedicating a significant amount of time to completing the reports on a regular basis, but not having a clear understanding of whether and how they are being used.

Training

The CAO supports the County's goal to increase professional training for AB 109 partners by advocating for funds to be allocated to education and training for partner departments, the QAC, and CBOs.



CAO staff report notifying County departments about training opportunities as they arise. Office staff suggest that a regional or County-wide convening of cities to talk through criminal justice reform issues, including AB 109, would benefit the County and the region or the County.

Recommendations

Because of its administrative role in AB 109 programming, the County Administrator's Office has the unique opportunity to enhance existing practices and conduct new activities to further the County's AB 109-related objectives:

- ❖ **Use the request for proposal (RFP) and contracting process to increase the use of EBPs by CBOs.** Although some AB 109 contracted CBOs use EBPs, writing EBPs into service contracts could encourage their use more widely. Because some CBOs may not have training in EBPs, the CAO might consider leveraging available training funding to promote greater knowledge about EBPs among service providers.
- ❖ **Continue to support ongoing AB 109-related trainings throughout the County by centralizing administration and coordination of AB 109-related trainings.** This can be accomplished by creating a protocol for community-based providers and County departments to communicate AB 109-related trainings to CAO staff, who could then outreach to the entire reentry system for greater participation and attendance.
- ❖ **Continue to support and enhance existing data collection and monitoring activities throughout all AB-109 related departments and providers, and system-wide, in order to refine County reentry services and supports.** The office can encourage the CCP to assign review of the quarterly reports to the QAC so the committee can provide budgetary recommendations. If CBOs and County departments struggle to provide complete and accurate data through ServicePoint, the CAO should continue to provide technical assistance and additional training to both CBOs and departments to improve overall system-wide data collection and reporting. Additionally, the CAO should advocate for data systems implementation and upgrades for the Sheriff's Office.
- ❖ **Engage in a comprehensive planning process to improve overall system coordination and provide for the regular updating of County-wide documents guiding AB 109 implementation, such as the Operational Plan.** As AB 109 administration continues into the future, the County should emphasize continuous improvement and prioritize ongoing monitoring, planning, and evaluation. For example, the CAO can support County decision-making bodies to review and update these documents on a regular basis.



Detention Health Services

Department Role in AB 109

Contra Costa County's Detention Health Services Department (DHS) is charged with providing a community standard of care to all inmates - including AB 109 inmates - housed at Marsh Creek Detention Facility (MCDF), West County Detention Facility (WCDF), and Martinez Detention Facility (MDF). DHS provides the same services for all inmates, including AB 109 inmates. They are responsible for providing in-custody access to nurses, doctors, dentists, mental health clinicians, and psychiatrists who provide medical and mental health care for all AB 109 inmates. In addition, DHS supports the custody-to-community continuum of care by providing AB 109 inmates who request the following services at least two weeks prior to their release date with take home medications (two week supply), prescriptions, TB test results, Medi-Cal application assistance, medical records, and assistance scheduling outside appointments for inmates with chronic health conditions. Unlike some of the other County departments receiving AB 109 funding, the services that DHS provides to AB 109 clients do not differ from those services provided to any inmate.

Table 7. Detention Health Services Division AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits - Family Nurse, WCD/MCD	\$180,324	\$180,324
Salaries & Benefits - LVN, WCD	\$259,524	\$283,376
Salaries & Benefits - RN, MCD	\$507,046	\$475,004
Salaries & Benefits - MH Clinician, WCD/MCD	\$116,858	\$116,858
Total AB 109 Budget	\$1,063,752	\$1,055,562

Findings

Direct Services

DHS provides a comprehensive array of health services to inmates, including intake health screenings and multidisciplinary in-custody health services.

Upon intake at Martinez Detention Facility, intake nurses conduct health screenings on each inmate and provide information to them on how to access in-custody health services. During each health screening, nurses assess the physical and mental health of AB 109 inmates to ensure that immediate needs are met right away and additional health needs are addressed throughout their incarcerations. After these initial health screenings, nurses connect with DHS staff to write necessary prescriptions for inmates with chronic medical issues as well as with a staffed psychiatrist to assist with making connections to mental health clinicians for individuals with verifiable mental health needs.



While in custody, AB 109 inmates have access to a multidisciplinary healthcare team including nurses, doctors, dentists, psychiatrists, and mental health clinicians. The DHS Service Administrator noted that many AB 109 inmates (like many other incarcerated individuals) have little-to-no health care access—including mental health care or dental care—in the community prior to incarceration; thus for many AB 109 inmates, DHS meet a range of needs that were likely unmet for significant periods of time. Detention health service records, as shown in Table 8 below, support the notion that AB 109 inmates receive a high volume and diverse array of medical attention in custody. The data demonstrates that over the past 2+ years, AB 109 inmates have made over 13,000 total contacts with DHS services. Notably, a majority of contacts with the DHS healthcare team are with mental health clinicians who were seen over 4,000 times by AB 109 inmates since the start of fiscal year 13/14, comprising over half of all sick calls made by AB 109 inmates over this period.

Table 8. Detention Health Services Provided to AB 109 Inmates

	FY 13/14	FY 14/15	FY 14/15*	Total
Intake Health Screenings	2,030	2,306	541	5,550
DHS Services				
Nursing	277	287	84	648
Medical Doctor	556	562	184	1,302
Dentist	373	349	89	811
Psychiatrist	378	422	90	890
Mental Health	934	770	204	1,908
Mental Health RN	1,221	1,009	229	2,459
Total Contacts with DHS	6,442	5,705	1,421	13,569

* Data available through 2015 Q1 and unavailable prior to FY 13/14

Despite a high number of DHS services received by AB 109 inmates, current and former AB 109 inmates reported difficulty accessing in-custody health services.

AB 109 inmate and supervisee focus group respondents reported that they receive health screenings upon entering custody. Beyond intake health screenings, they suggested that it is difficult to access in-custody medical services. Many AB 109 inmates and supervisees expressed that they do not feel they are taken seriously when reporting medical issues to nursing staff. As a result, they often have to make numerous requests prior to receiving medical attention. Focus group participants also suggested that there are long waits for medical services, including over-the-counter or prescription medication, dental services, and surgical procedures.

"I had a back injury...I called 15 times and they blew me off. The doctor came to see me and told me I needed a stronger dose and nothing happened. I couldn't get anything until I could not move. Then they finally thought I wasn't full of shit." – AB 109 client

Although DHS data could not verify wait times for various health services, recent DHS budget narratives and quarterly reports noted that DHS is having a difficult time finding and retaining qualified healthcare



staff and that the implementation of AB 109 has increased their workload, which may lead to a delay in access to services.

Communication and Coordination

The DHS Service Administrator provides a connection between the County's health services and the Sheriff's Office, working to deliver in-custody health services while maintaining the safety of inmates as well as healthcare and jail staff.

DHS has always had a strong partnership with the Sheriff's Office, working with them to provide transportation for inmates requiring off-site medical attention. Since AB 109 implementation, DHS has hired an additional mental health service provider to provide in-custody mental health services at MDF and WCDF. Individuals with mental health needs are not housed at MCDF because DHS does not support mental health service provision at MCDF.

Additionally, in compliance with HIPPA regulations, DHS also works with Probation and community based organizations to help provide information about patients and/or verify medications.

Despite an expressed interest in supporting the custody-to-community continuum of care, DHS is not currently involved in any pre-release transition planning.

The DHS Service Administrator noted that his department does not participate in pre-release needs assessments and, because they are not notified about inmates' releases in advance, they are not able to help plan for individual's post release medication or other health needs. Although DHS can provide a two-week supply of medication, TB test results, Medi-Cal application assistance, medical records, and assistance scheduling outside appoints for inmates with chronic health conditions to any inmate prior to release, currently this only happens if an inmate knows his/her release data and makes a request to DHS. Unfortunately, few inmates are aware of and able to take advantage of these services. DHS noted the need to identify a multidisciplinary group, including individuals from County departments and CBOs, to help establish a transitional system of care for chronic care patients with immediate medical needs upon release from jail.

Data Capacity

DHS has an electronic medical records system that documents and tracks patient information, including AB 109 status.

Using the electronic medical records system that they have in place, DHS has the capacity to extract AB 109 inmate data, including the number of outpatient contacts, in-custody clinician contacts, and medications administered. The department does not currently track patient outcomes or use data to help inform their service delivery, but the DHS Service Administrator suggested that moving forward he



would like to see data used in day-to-day service delivery so that AB 109 partners could work together to deliver services and track client outcomes.

The AB 109 Service Administrator suggested that it would be useful, for instance, if DHS had a data system that could be integrated with CCBHS. If the two data systems were integrated, DHS could provide BHS with a list of all AB 109 inmates they provided with Medi-Cal application assistance and track who applied for and received Medi-Cal assistance upon release. This would facilitate coordination between county departments and enhance the County's capacity to track referrals and services received. Moreover, an integrated data system could help streamline the Medi-Cal application process for AB 109 inmates by having AB 109 inmates complete the Medi-Cal application in custody and having DHS submit it electronically to CCBHS immediately upon release.

Training

DHS provides information at Community Advisory Board (CAB) meetings about the in-custody services they offer AB 109 inmates, as well as ways that they can assist with the custody-to-community transition. DHS staff also connects with AB 109 system partners at CAB meetings where they can coordinate to schedule appointments in order to learn more about in-custody and transitional services DHS provides AB 109 inmates.

DHS staff attended a training related to the CAIS risk assessment tool in the early phases of AB 109 implementation, but since then have not attended any AB 109-specific trainings. Because the nature and array of in-custody health services that DHS provides do not differ for AB 109 inmates compared to other inmates, there does not appear to be a need for significant AB 109-specific trainings.

Recommendations

- ❖ **Assess wait time for in-custody health services to ensure that inmates are getting health care in a timely manner.** While DHS clearly provides a wide range and high volume of in-custody health services, individuals sentenced under AB 109 reported delays in receiving those services. Unfortunately, DHS was not able to verify the amount of time that passes between a health services request and an appointment. Further investigating this issue will help ensure that AB 109 inmates receive adequate access to health care while housed in county jail.
- ❖ **Participate in pre-release case planning to assist AB 109 inmates' with accessing necessary medication and health services in the community.** Because DHS can provide a two-week supply of medication, TB test results, Medi-Cal application assistance, medical records, and assistance scheduling outside appoints for inmates with chronic health conditions upon release, including them in pre-release case planning will help ensure AB 109 individuals have access to necessary medication and health services when they leave county jail.



District Attorney's Office

Department Role in AB 109

The District Attorney's Office (DA) functions to protect the community by prosecuting crimes and recommending sentences that ensure public safety and reduce recidivism. To ensure these outcomes, the DA collaborates with other AB 109 criminal justice partners, including the Public Defender, the Courts, Probation, and the Sheriff's Office. The District Attorney is independently elected to protect public safety, therefore the balance of the office's objectives may be weighted differently than the Board's AB 109 objectives and those of other County departments.

Table 9. District Attorney's Office AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits-Victim Witness Program	\$83,245	\$83,245
Salaries & Benefits-Arrestment Program	\$705,383	\$705,383
Salaries & Benefits-Reentry/DV Program	\$690,288	\$690,288
Total AB 109 Budget	\$1,478,916	\$1,478,916

Findings

Direct Services

The District Attorney's Office has supported the County's public safety and criminal justice goals for AB 109 by making adjustments to the Office's staff and prosecution procedures in order to collaborate in the County's new justice programs.

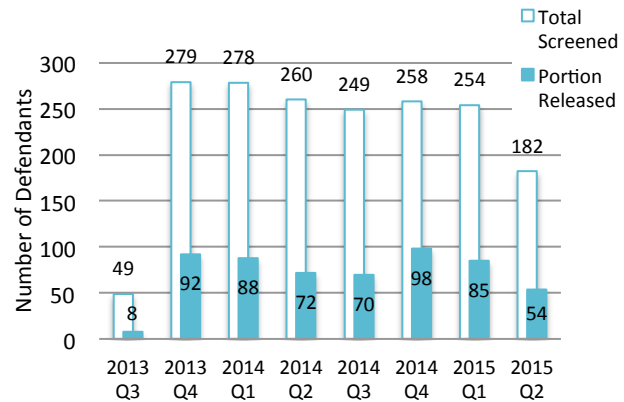
The DA works with the Pretrial Services collaboration partners to negotiate custody release for defendants awaiting trial. PTS partners from the PD and Probation prepare validated assessments¹ that identify a defendant's risk of failure to appear in court. The DA utilizes these evidence-based reports to negotiate "own recognizance," conditional, or supervised released with the PD and the Court. The DA's inclusion of PTS reports into case proceedings represents a change in the Office's prosecution procedures, which has served to help the County reduce the pretrial detention population by up to 50 - 100 defendants each quarter since the program launched in 2013. (It is likely that some of the individuals would have been released on recognizance without support from PTS, making it difficult to isolate the impact of PTS on defendant releases.)

¹ Virginia Pre-trial Risk Assessment Instrument (VPRAI)



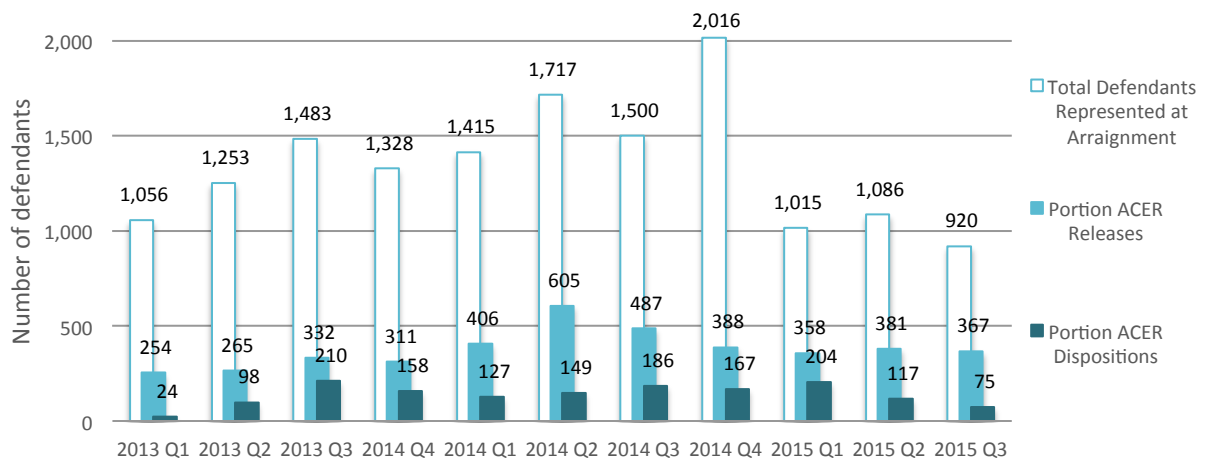
In addition to PTS, the DA provides AB 109-funded attorneys for the County’s Arraignment Court Early Representation (ACER) program. The DA’s attorneys appointed to ACER represent the prosecution at arraignment in order to facilitate pre-trial dispositions. The County’s ACER collaboration provides an early opportunity for the prosecution and defense to come together to negotiate cases, thereby expediting the County’s adjudication proceedings. The DA’s participation in ACER leads to successful early dispositions, effectively reducing the pretrial detention population while preserving public safety. As shown in Figure 5, the DA’s ACER cooperation led the County to release roughly 250 to 350 defendants each quarter pre-trial. In addition, the data shows that ACER facilitated many pre-trial dispositions, expediting early adjudication for approximately 100 and 200 cases each quarter since the start of the program in 2013.

Figure 4: PTS Defendants Screened and Released Pre-trial, by Quarter



Data Source: Office of the Public Defender

Figure 5: ACER defendants, including the portion of ACER pre-trial releases and the portion of ACER dispositions, by Quarter



Data Source: Office of the Public Defender

Though participation in ACER formalized the DA’s approach to early dispositions, the DA has also used “felony expeditors” to support the County’s AB 109 implementation. These attorneys primarily, although not funded by AB 109, do serve the County’s AB 109 goals by expediting dispositions by making plea bargain offers before preliminary hearings for cases that have progressed beyond arraignment and ACER stages.

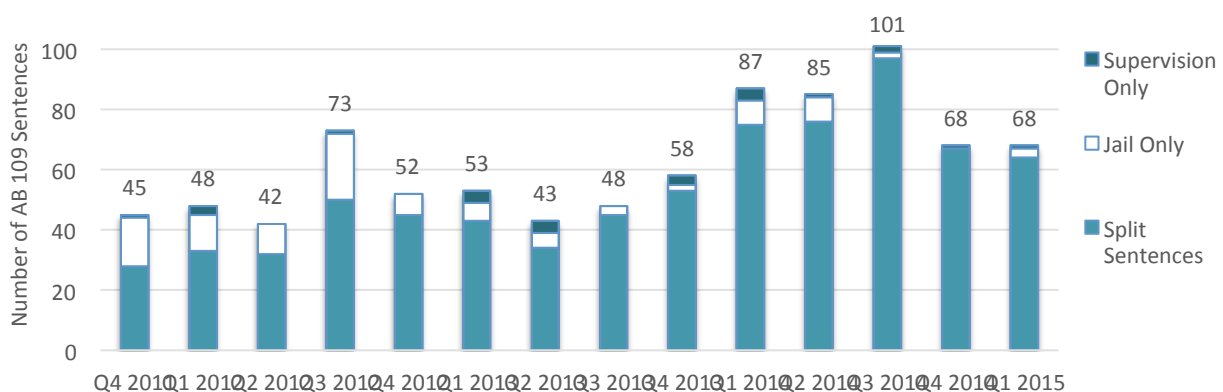


The DA has promoted public safety within the County by collaborating with Probation to ensure supervision compliance, by prosecuting crimes to reduce criminal behavior, and by promoting evidence-based criminal justice practices.

The DA supports probation revocations for AB 109 supervision clients by collaborating with Probation to perform compliance checks and by dedicating an attorney to revocation hearings. However, DA staff do not universally agree or disagree whether AB 109 has affected case filing and other prosecutorial decisions. One DA staff member reported that only a case's individual evidence influence filing decisions. However, other staff reported that AB 109's realigned sentences (as well as the reduced penalties from Proposition 47) do affect prosecutorial decisions. AB 109 increased the likelihood that certain offenders would serve little or no time in custody post-trial, which, according to some attorneys, lowered the incentives to file new charges and lowered the chance of dedicating DA resources toward a new case. On the other hand, AB 109 has bolstered the County's reentry continuum-of-care, which increases the DA's ability and incentive to forgo traditional incarceration-focused sentences in order to connect AB 109 individuals with programs and services that may help them reduce criminogenic factors. This led one DA staff member to report that AB 109 shifted the balance between violating and filing new charges, motivating prosecution to violate more frequently.

Though the DA is committed to promoting public safety by prosecuting each case in accordance with that case's individual factors, the office has also demonstrated leadership as a promoter of alternative AB 109 sentences. By promoting violence prevention programs, and by advocating for alternative dispositions such as treatment-involved sentences, split sentences, and evidence-based community supervision practices, the District attorney supports the County's goal of implementing the evidence-based criminal justice practices shown to reduce recidivism.

Figure 6: AB 109 Sentences (Split, Jail Only, and Supervision Only), by Quarter



Data Source: Office of the Public Defender

Contra Costa County has one of the state's highest number of split sentences, due largely to the DA's collaboration with the PD and the Court. Alternative disposition reports prepared by the Public Defender's social worker team contribute to successful negotiations between the DA and the PD that



support appropriately tailored dispositions for the defendant while at the same time preserving public safety. However, the data shows that the County could do more to reduce its pre-trial detention population and further other AB 109 objectives.

Prosecutor ambivalence toward newer evidence-based justice practices and collaboration challenges between the DA and the PD impede broader success for the County's AB 109-funded legal programs.

Attorneys within the DA's Office report growing awareness of the evidence that the PTS assessment tool (VPRAI) identifies defendants who can be safely released pre-trial, although some staff members express skepticism about VPRAI's adequate accounting for public safety. The adversarial nature of the criminal justice system can lead some attorneys within the DA's Office to resist folding PTS results into case negotiations, and DA prosecutors demonstrate varying levels of trust that the PTS model protects public safety.

This ambivalence can form a barrier to collaboration between the DA and PD during court proceedings, impeding the success of PTS and ACER. However, other County staff attribute their ambivalence to a lack of sufficient education and training about the PTS model's evidence regarding public safety.

Staff from the District Attorney's office also noted that they do not staff the Pittsburg courthouse for ACER, which means that the program is only available at the County's other courthouses. DA staff also reported challenges sharing case information between the Pittsburg and Martinez offices, which may also obstruct the DA's ability to participate in ACER negotiations.

Communication and Coordination

AB 109 has hastened closer collaborations between the DA and other County justice partners to promote public safety, reduce criminogenic factors, and support the appropriate and timely resolution of cases.

Under AB 109, the DA has strengthened its relationships with Probation, the Public Defender, the Court, and the Sheriff because of new programs such as PTS, ACER, and enhanced community supervision. These relationships provide more opportunities for the DA to collaborate with the County's justice partners, negotiate dispositions earlier in the process, and make collaborative decisions about whether to violate, flash incarcerate, file new charges, or settle out-of-court.

By incorporating a defendant's social history into case negotiations, the DA also coordinates more closely with the PD to utilize alternatives to traditional incarceration. Because AB 109 has provided more timely access to direct services for AB 109 individuals, the DA has worked with the PD to promote sentences that include referrals to treatment.



“We used to wonder how many weeks or months it would take to get a bed. [The defendant] would sit in custody and now that we have a good sense of the timeframe, we can sentence someone knowing they will have that bed because they have priority.”

– DA staff

Existing procedural obstructions limit the DA’s ability to coordinate with the County’s criminal justice partners and work toward optimal public safety outcomes.

While the DA’s recommendation can impact whether a convicted individual will be considered for incarceration alternatives as part of his/her sentence, the decision to grant alternatives to custody after sentencing remains at the discretion of the Court and Sheriff. The Sheriff operates independent protocols to assess and grant electronic monitoring or other early release methods, but this impedes the DA’s ability to contribute to the proliferation of custody alternatives and communicate release dates to victims and witnesses of crimes.

In addition, existing prosecutorial practices do not promote the use of the County’s specialized courts. DA staff do not report establishing a process to increase access to Homeless Court or other legal services that would remove legal barriers to successful reentry for AB 109 individuals.

Data Capacity

The District Attorney currently lacks sufficient data capacity to comprehensively gather and report on cases and outcomes, but is in the process of integrating electronic data tracking and reporting protocols into the prosecutorial workflow.

The DA recently implemented a case management system (CMS) funded by the County in order to increase its ability to track cases and outcomes. At present, the DA manually maintains case metrics—including violations, offers made, and outcomes—and reports being in early stages of transferring data and case information to the CMS. However, at present the DA does not analyze that data to revise or refine its prosecution model. DA attorneys express hope that the CMS’s improved data accuracy and reporting abilities will inform future prosecution decisions and improve public safety.

“That is one of the big drivers of our new CMS. To get something that would allow us to put together info that might not be on someone’s rap sheet. Those aren’t always accurate.” – DA staff

Staff also anticipate the CMS will reduce paperwork and improve internal workflows in the near future.



The DA does not plan to facilitate improved electronic case collaboration and coordination with other County justice partners.

The County Administrator's Office intends to fund and assist the PD, the Court, and Probation to implement different versions of the same CMS in order to facilitate electronic case coordination and increase system-wide data capacity and efficiency within the County's criminal justice system. However, staff from the District Attorney's Office did not report plans to utilize one of the key features of enterprise case management. The Office does not have protocols or plans to facilitate electronic discovery or case information sharing between justice partners, and ensured this split by requesting a separate server partition.

Training

The District Attorney has supported the integration of the County's AB 109 justice system by providing professional trainings related to AB 109 and other related criminal justice issues, though not all attorneys report awareness of best and evidence-based criminal justice practices.

In addition to changing statutory law, AB 109 and Proposition 47 indicate a new approach to criminal prosecution and sentencing in the State of California. Correspondingly, the DA has conducted trainings on AB 109 for attorneys to better understand and implement the range of sentencing options under AB 109. While some DA staff report learning about the evidence in support of public safety behind AB 109-funded programs such as PTS and ACER, the trainings have not changed prosecution strategies for all of the DA's attorneys.

Recommendations

- ❖ **Schedule trainings regarding the Pre-trial Services, the effectiveness of split and treatment-involved sentences, and AB 109 reentry services.** The State and County's AB 109 objective to implement and expand evidence-based justice practices requires continuous education on behalf of all justice partners. The DA should implement additional trainings to ensure all attorneys remain current on the law, the research behind County's PTS model, and the effects of services on recidivism.
- ❖ **Expand ACER to the Pittsburg courthouse.** The ACER Program currently exists only at the Martinez and Richmond Courthouses, where in-custody arraignments are heard. While early case resolution may be less pressing for defendants who are not in custody, expanding ACER to the Pittsburg would nonetheless increase the efficiency of the County's criminal justice system and streamline the adjudication process.
- ❖ **Educate staff on the uses of specialized courts, and work with the PD to establish processes that increase client access.** Specialized courts provide individualized responses to high-needs



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clients, and reduce the overall burden on the system by addressing the unique criminogenic factors that lead to recidivism. For example, Homeless Court and Traffic Court can address some of the financial, identification, and misdemeanor burdens that obstruct successful reentry into the community.



Office of the Public Defender

Department Role in AB 109

The main role of Contra Costa County's Office of the Public Defender (PD) within AB 109 implementation is to provide legal representation, assistance, and services for indigent persons accused of crimes in the County. Before the adjudication process begins, the County's AB 109 funds enable the office to provide paralegal and attorney staffing for the Arraignment Court Early Representation (ACER) and Pre-trial Services (PTS) programs. While cases are pending adjudication, attorneys from the Public Defender's Office provide representation to any and all indigent clients—including but not limited to potential AB 109 clients—through each phase, from arraignment through sentencing. After adjudication, the office provides a suite of post-disposition Clean Slate and other reentry services for returning citizens and for clients within the community. In addition, AB 109 also funds a Social Worker to provide social service assessments and referrals for clients needing additional supports, and prepare social history reports for court negotiations. Apart from direct client services, the Office of the Public Defender also provides education and outreach to the County's criminal justice partners and to the public about changes in the law, emerging and evidence-based legal practices, and the rights of those they represent.

Table 10. Office of the Public Defender's AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits - Paralegal/Social Worker	\$209,000	\$209,000
Salaries & Benefits - Arraignment Program	\$665,000	\$665,000
Salaries & Benefits - DV Representation	\$250,000	\$250,000
Vehicle Purchase	\$28,129	--
iPad	\$1,367	--
Total AB 109 Budget	\$1,153,496	\$1,124,000

Findings

Direct Services

The Office of the Public Defender has furthered the County's AB 109 objectives through its contributions to the Pretrial Services program.



The AB-109 funded Pretrial Services program was developed through a collaborative process made up of the Sheriff's Office, the Probation Department, the District Attorney's Office, and the Court, and the Office of the Public Defender. The pretrial program uses a risk assessment tool to identify defendants who are eligible to be safely released from custody while awaiting trial, thereby reducing the pre-trial detention population. As part of the program design, two public defender legal assistants staff the in-custody arraignment courts. Each morning of the Arraignment Court calendar, the legal assistants screen all defendants for initial PTS eligibility and conduct preliminary interviews of those who are eligible for screening. This preliminary information is provided to a probation officer, who then completes the research-based tool (a modified version of the Virginia Pretrial Risk Assessment Instrument or VPRAI) that assesses the defendant's risk of reoffending or failure to appear in court. The probation department then forwards a completed report to the court that provides the court with a risk score and release recommendations.

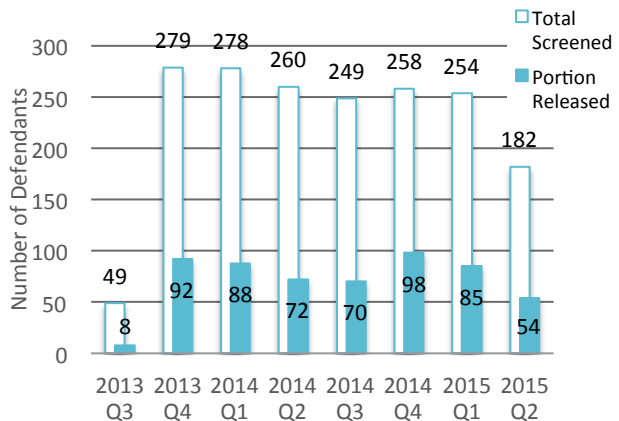
PD attorneys utilize the pretrial reports to advocate with the court for "own recognizance," conditional, or supervised release. Through this process, PTS has successfully reduced the County's pre-trial detention population by up to 70 -100 individuals each quarter since initiated in March 2013 (although the exact impact of PTS is difficult to measure, since some of these clients likely would have been released on recognizance or posted bail even without the PTS program). The low levels of pretrial re-offense indicate the program's further success, especially considering most released defendants were assessed to be average (29%) or above average (44%) risk.

The PD's Arraignment Court Early Representation (ACER) program has furthered the County's AB 109 goals to reduce the detention population and expedite adjudication.

Through ACER, the Office of the Public Defender provides legal representation to defendants at their first court appearance. Prior to ACER, the Court would delay a case for several days between the first appearance and the arraignment date. By providing representation for all in-custody clients at the first court appearance, the Public Defender has successfully expedited adjudication of low level felony cases and has reduced the overall number of days that clients spend in custody pretrial.

"ACER was designed to see if we can deal with cases without a lengthy period of litigation—to get to the place where everyone agrees the case should resolve." – PD staff

Figure 7: PTS Defendants Screened and Released Pre-trial, by Quarter



Data Source: Office of the Public Defender



Each quarter since the start of this AB 109-funded program, public defenders have secured the release several hundred pre-trial clients at the first appearance, roughly between 20% and 40% of all detained defendants. Additionally, ACER dispositions expedited adjudication for roughly 10% of all cases since the start of the program, further reducing overall time spent in custody. Both of these ACER successes reduce the County's jail populations, thereby limiting jail overcrowding and costs.

Collaboration challenges between the PD and the DA and the lack of ACER guidelines have inhibited ACER's ability to further the County's AB 109 objectives.

ACER is still new in Contra Costa County. The District Attorney has faced difficulties staffing both ACER courts consistently. In addition, the adversarial nature of the justice system make it difficult for PDs and DAs to develop guidelines for the appropriate cases to adjudicate at arraignment. Finally, ACER's ability to further the AB 109 goals of expediting adjudication and reducing the detention population depends heavily on the individual attorneys and judges in the arraignment court departments.

"I think that they need to set out clear parameters clear as to what cases should be designated and what resolution we should be expecting. ACER depends too much on the players and if everyone had more guidance we could be able to figure this out a little better." – PD staff

PD staff report that uneven DA staffing at the County's two arraignment courts negatively affect the program's success because ACER can only further the County's goals when both attorneys are present.

In alignment with the Board's goals for AB 109, the Office of Public Defender has reduced criminogenic factors that lead to recidivism by providing linkages to the County's continuum-of-care, promoting alternative and treatment-based sentences, and remedying legal barriers.

AB 109 enabled the PD to hire a social worker who works with a team of social work interns that conduct client needs assessments and provide referrals to community services during the pretrial and trial phases in order to help clients navigate complex social service systems, initiate benefits enrollment, and coordinate post-release care plans. In so doing, the PD helps AB 109 clients alleviate criminogenic barriers to successful reentry, including housing needs and substance abuse issues. The social worker can identify placement and service opportunities before and after adjudication to assist clients with their integration back into society.

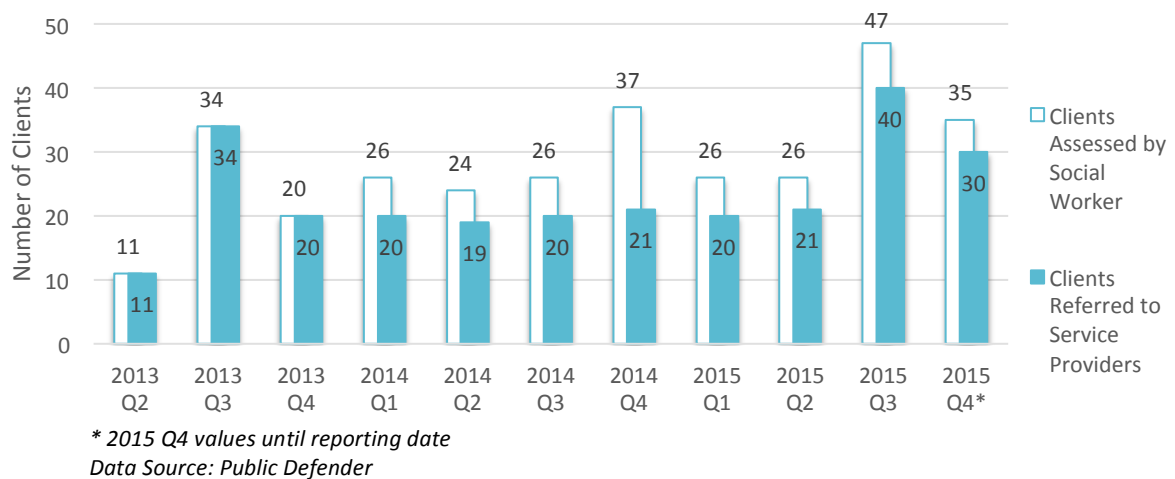
In addition, the Public Defender promotes alternatives to traditional incarceration sentences by providing alternative disposition reports that factor a client's social history and service needs into sentencing recommendations. At the attorney's request, the social worker assesses a defendant's "social history," including criminal, mental health, and/or substance abuse histories. The team prepares an alternative disposition report for the Court, which the PD and DA can utilize to negotiate appropriately tailored sentences that account for an individual's specific rehabilitation needs. Attorneys from both the defense and the prosecution agree this information benefits the adjudication process. As



one defense attorney commented, these social histories provide “meaningful and relevant information for the Court and prosecution to achieve fair and equitable sentences for our clients.”

By advocating for the inclusion of alternative disposition reports into case negotiations, and by providing ongoing education to the prosecution and the bench about their importance, the PD has successfully promoted evidence-based criminal justice policies that lead to detention population decreases and support the County’s goals for AB 109.

Figure 8: Clients Assessed and Referred to Services by Public Defender Social Worker, by Quarter



In addition to a defense attorney referring clients to the social worker for additional service needs, the Public Defender also participates in Homeless Court to provide clean slate services to homeless court clients to further positive recidivism outcomes. The Office’s Clean Slate program provides a range of post-conviction legal services, including advocacy for misdemeanor charge removal, expungement and record sealing, obtainment of certificates of rehabilitation, motion for early termination, and petitions for factual innocence.

Currently, the Office of the Public Defender does not have sufficient resources to address all the queued Clean Slate services, leading to a backlog of work. On the other hand, the demand for post-conviction legal assistance demonstrates the Office’s successful community outreach promoting Clean Slate services. As one example of the type of advocacy outreach conducted, the Public Defender currently reports looking into a way to notify the thousands individuals who may be eligible for traffic amnesty in 167,000 eligible cases.



Communication and Coordination

Since the start of the County's AB 109 planning, the PD has collaborated with other County and community partners to promote and provide the legal defense services that further the County's AB 109 objectives.

The Public Defender provides education and outreach to Probation, the Employment and Human Services Department (EHSD), and other County departments to promote the Clean Slate services to AB 109 clients and other County residents. The Public Defender collaborates with Probation for expungement cases, and with EHSD for job program participants who seek to clean up their legal records to obtain successful employment outcomes. Staff report that the AB 109 expansion of the Office's reentry services, including Clean Slate and Homeless Court services, enhanced the PD's relationships with Contra Costa County's AB 109 community providers, including Bay Area Legal Aid, Rubicon, and Goodwill.

The Office of the Public Defender collaborates with County Departments and community-based organizations to provide a range of post-release services to the whole client population that remedy and remove barriers to successful reentry.

PD attorneys serve on several of the County's AB 109 committees including the CCP and the CAB. PD staff also attend the monthly "Reentry Solutions" working group and, in collaboration with Bay Area Legal Aid and the County's AB 109 Coordinator, are working to expand the use of specialized courts. For example, this group looks at procedures and protocols from other jurisdictions and brainstorms ways to remove traffic-related legal barriers for AB 109 clients. Staff also report working with the Court to develop a model for implementing a Veteran's Court and a model to expand Homeless Court services beyond infractions into misdemeanor and low-level felony cases.

"As the county has grown to recognize the importance of reentry services to reduce recidivism, it has caused all the partners to communicate more effectively. The CCP and CAB bring folks together, which has been transformational." – PD staff

The PD has supported the development of several new collaborative programs aimed at achieving the County's AB 109 goals, including Pre-trial Services and ACER.

The PD successfully developed a PTS program along with the Probation Department, the DA's Office, the County Reentry Coordinator and the Sheriff's Office to incorporate the use of evidence-based decision making to pretrial releases while maintaining public safety. Additionally, through the ACER program the PD coordinated new procedures and timelines with the DA and the Court to enable early adjudication of cases and expedited client representation.



Due to the adversarial nature of the justice system, the PD and the DA can only collaborate a limited amount.

As noted above, the differing objectives of the defense and the prosecution can lead to cooperation challenges. For example, the PD, DA, and the Court have not coordinated specific protocols guiding the identification of appropriate cases to adjudicate early. Clearer guidelines would help advance ACER goals, defense outcomes, and the County's AB 109 goals

Data Capacity

The Office of the Public Defender lacks sufficient data capacity and infrastructure to comprehensively gather and report on AB 109 client cases, referrals, and outcomes.

The County Administrator's Office has queued the Public Defender to receive CMS implementation and technical assistance following the completion of CMS implementation for both the District Attorney's Office and the Probation Department. .

Because there are no comprehensive reporting systems, there are no department-wide procedures for reviewing AB 109 client data and outcomes, due in part to not having cohesive and comprehensive data systems. Some staff within the office track AB 109 clients and cases manually in Excel spreadsheets, and others retain physical case files. These methods affect productivity and are prone to error.

Staff remain optimistic about the opportunities a CMS will provide, including tracking court appearances, workloads, caseloads, dispositions, and the ability to produce a variety of reports in a timely and efficient manner.

"It will give us a greater capacity to collect and utilize data. It will allow us to track case progress, our numbers and volume, the sentencing outcomes we are achieving, how long it is taking us to process cases, and how better to deploy our limited resources in our office in different ways. [It could] improve communication between us and the DA and Probation." – PD staff

In the future, the method the DA, the Court, and the PD will utilize to share client data and case information remains unknown. Though the County plans for all justice partners to implement different versions of the same CMS, enabling rapid data coordination and sharing, the DA requested a partitioned server, citing legal concerns regarding electronic discovery.



Training

The Public Defender has supported integration of the County's AB 109 justice and service systems by providing professional trainings related to AB 109 and other related criminal justice issues.

Though the PD does not officially track the number and variety of trainings, the Office's ten-member Training Committee implements a regular, comprehensive series of trainings on AB 109 statutory law and related topics throughout the year among the juvenile, misdemeanor, and felony units. Multiple PD staff report both conducting and attending a variety of AB 109-related trainings including topics such as the ACER program, Pretrial Services, Clean Slate and immigration services, alternatives to custody, and Proposition 47.

Additionally, PD attorneys have attended and presented at national and regional conferences regarding pretrial services and evidence-based practices in sentencing. Attorneys also provide community trainings in collaboration with CBOs to educate the community about record expungement, Proposition 47, AB 109 client rights, and the PD's other legal services.

Regarding the pretrial services program, PD staff report variation in buy-in from DAs and judges, and "are working on setting up a lunchtime training to give them additional info about PTS, the science behind it... and who are the partners in the process." Staff report working with these justice partners to provide education about PTS, ACER, and alternative sentencing practices.

Recommendations

- ❖ **Increase eligibility for Pre-trial Services so more clients can be evaluated for release before trial.** PTS appears to be a very successful collaboration between the PD and other departments. Given its success, the Public Defender's Office should work with other partners to expand eligibility criteria to allow for the assessment of additional defendants.
- ❖ **Collaborate with the DA to develop additional protocols for the ACER program, including guidelines and parameters for cases that would be good candidates for early resolution at arraignment.** This would increase the success of the ACER program, expedite adjudication, decrease the in-custody population, free up County resources, and provide better client outcomes.
- ❖ **Collaborate with justice partners for clearer Homeless Court protocols and processes and educate partner departments about available Homeless Court and other alternative court services.** Advocate for the expansion of Homeless Court services, including services for misdemeanor cases and, potentially, low-level felonies.



Probation Department

Department Role in AB 109

The Probation Department's primary role in AB 109 is to supervise and support the reentry of AB 109 clients, including Post Release Community Supervisees (PRCS) and locally sentenced (1170(h)) individuals with split sentences, upon their return from custody to the community. As part of this process, AB 109 Deputy Probation Officers (DPOs) assess their clients for both criminogenic risk and need factors and for general reentry needs, and then refer interested clients to a range of supportive services. In addition, Probation Officers are responsible for ensuring their clients' compliance with the conditions of their release and, if appropriate, use sanctions or initiate revocation proceedings. To achieve these support and supervision goals, AB 109 DPOs are responsible for coordinating with a number of partner departments and agencies, including BHS, local law enforcement agencies, and the District Attorney's Office. In addition, the Probation Department supports the County's Pretrial Services program by assessing defendants' risk for failure to appear or commit a new crime with a modified version of the Virginia Pretrial Risk Assessment Instrument (VPRAI), and then reporting those results to PTS partners.

Table 11. Probation Department's AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits	\$2,375,093	\$2,435,818
Operating Costs	\$307,925	\$247,200
Radios	\$4,787	--
Vests	\$648	--
DPO Outfitting	\$148	--
Desktop PCs	\$889	--
iPads	\$847	--
Cell Phones	\$85	--
Total AB 109 Budget	\$2,690,422	\$2,683,018

Findings

Direct Services

The Probation Department plays an integral role supporting the custody-to-community transition by having a dedicated probation officer who conducts pre-release interviews with AB 109 inmates.

One probation officer from the AB 109 unit is assigned to conduct pre-release risk assessments on AB 109 inmates who are being released from state prison or county jail and will be under AB 109 Probation supervision. (Time constraints preclude this officer from meeting with individuals who are incarcerated in state prison that are difficult to reach.) This probation officer conducts an interview and uses the



Correctional Assessment and Intervention System (CAIS) risk assessment tool, an evidence based risk assessment tool used to determine each client's risk for recidivism and associated risk-factors, to determine each AB 109 client's appropriate level of supervision intensity and to help identify immediate service needs upon clients' release from custody.

The probation officer who interviews AB 109 inmates prior to their release seeks to meet with them at least 30 days prior to release to help ease the transition back into the community. During this process the DPO completes required paperwork with AB 109 inmates and the client is assigned a supervisory probation officer. If AB 109 clients have immediate needs, such as behavioral health or housing needs that are identified during the interview, the DPO begins the referral process with BHS or AB 109-contracted service providers to connect the client with support services as soon as possible during their transition back to the community.

In focus groups, AB 109 clients reported mixed experiences with the pre-release planning process. Several clients expressed appreciation for the process, while others noted that despite getting the pre-release assessment, they were not linked to services or benefits until after they were released.

"I had an assessment in custody. The PO came in and helped me while I was locked up, she helped me get my license, which was great because I never got one before. I got it for five bucks when I got out then I got the food stamps thing set up. One thing though was that somebody that came and saw me inside was not my probation officer when I got out. It switched like three times so that kind of slowed down the process because we had to start the process over." – AB 109 Client

"I think they should start that process [service connection] earlier. They start it too late, but it should begin 3 or 4 weeks before you get out... It takes too long. It should start before you get out and need that referral from the PO. It would be nice to get the paperwork for food stamps in jail too, that would be helpful because that transition time is crucial that's when you are most likely to say 'I am just going to go back to using' and commit crimes or whatever." – AB 109 Client

Probation contributes to the County's goal of fostering successful reintegration of individuals back into the community by using cognitive based intervention strategies and connecting clients with BHS and AB 109-contracted CBOs that provide reentry support.

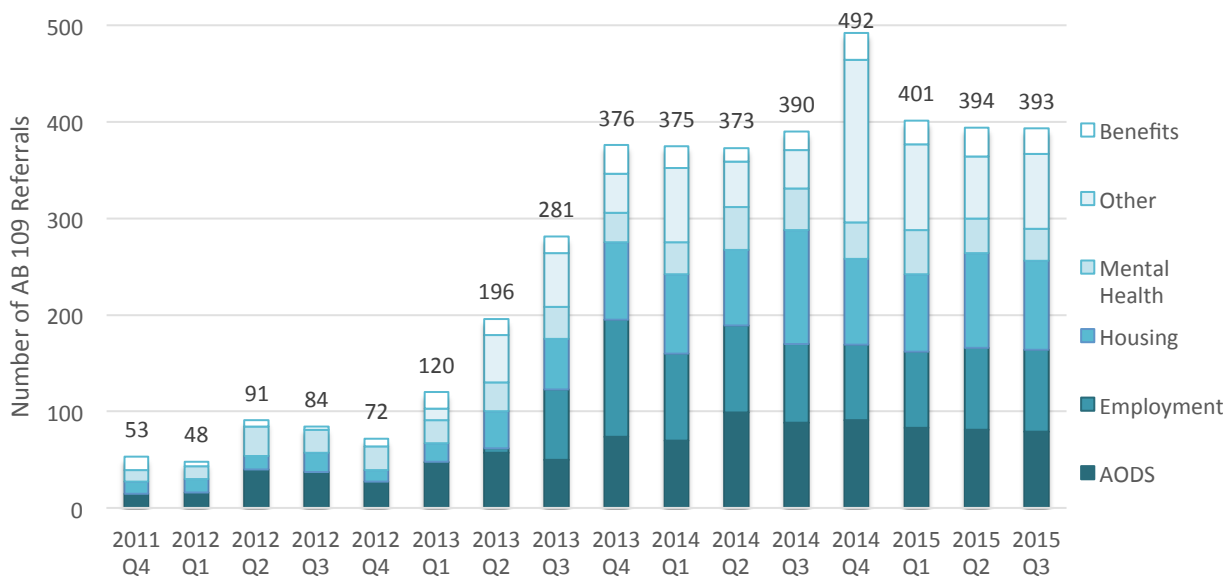
Probation officers in the AB 109 unit use cognitive based strategies such as motivational interviewing and Thinking for a Change (T4C) to provide support for their clients. Motivational interviewing is a goal oriented, client centered counseling style that seeks to elicit behavioral change by helping clients explore their ambivalence towards making behavioral changes; T4C focuses on cognitive restructuring and the development of social skills and problem solving skills to elicit behavioral change. Using these



techniques allows clients to explore the motivations behind their actions and to develop skills in support of their successful reintegration into the community.

In addition to using cognitive based techniques to support AB 109 clients, Probation Officers provide referrals for AB 109 clients to BHS and other AB 109-contracted service providers such as Men and Women of Purpose, Brighter Beginnings, Reach Fellowship International, the Center for Human Development, Bay Area Legal Aid, Goodwill Industries, Rubicon, and SHELTER Inc. that provide behavioral health support as well as housing, employment, mentoring, and legal services, among others. While support services have long been in place for individuals under Probation supervision in Contra Costa County, members of the AB 109 reentry population receive priority for enrolling in AB 109 services. As a result, more AB 109 clients have access services that facilitate stability in the custody-to-community transition. Figure 9 below demonstrates the number of referrals probation officers have made for AB 109 clients.

Figure 9: AB 109 Client Service Referrals, by Quarter



A majority of individuals we spoke with under AB 109 Probation supervision expressed that they feel supported by probation officers in a way they have not in the past. They suggested that most Probation Officers appear to genuinely care about their well-being, and that resources are available if they need them.

"When I talked to my PO for first time, she asked what I needed because I was homeless. She hooked me up to a housing service and AOD program. Whatever my PO officer has put in a referral for, it has happened immediately." – AB 109 Client

Despite this overarching sentiment among AB 109 clients, some individuals mentioned that they were not aware of all the services available to them, and that it was sometimes difficult to utilize available



services because they lack transportation. In addition, some AB 109 clients expressed that in their experiences there have been long waiting lists for receiving some integral support services, including housing from Shelter Inc.; as a result, there are AB 109 clients that do not have some of their basic needs met upon being released from custody.

Although Probation Officers connect AB 109 clients with a network of service providers, they do not develop formal and collaborative case plans with clients to additionally support their community reentry.

Although Probation Officers regularly meet with AB 109 clients and discuss their service needs, they do not develop service-oriented case plans that detail the appropriate services or supports for clients to participate in, nor do they proactively coordinate with CBOs to validate whether or not referred clients are engaging in services or making progress through this service engagement. If clients report engaging in CBO services, their Probation Officers do reach out to the providers to receive a copy of the clients' case plans, although AB 109 Unit Probation Officers who we spoke with suggested that beyond receiving a copy of the plan, they only informally monitor their clients' participation and completion of program services.

In accordance with the County's operational plan, the Probation Department uses EBPs in their provision of AB 109 client supervision.

As noted above, Probation Officers use evidence based cognitive intervention strategies to support their clients with the custody-to-community transition. In addition to using CBT and motivational interviewing, Probation uses clients' risk, as measured by the validated CAIS, to determine supervision intensity. Individuals who assess as high risk must report every two weeks, while individuals who score moderate report monthly, and those who score low report every three months. This allows individuals with little risk of recidivating to reintegrate into their community without having to check-in with their PO frequently, while others who are at greater risk are required to check-in more often and demonstrate they are meeting the conditions of their supervision. Probation officers also routinely reassess their clients to determine changes and change supervision requirements as appropriate.

Probation officers also use graduated sanctions with AB 109 clients. For instance when clients have dirty drug tests they are typically referred to inpatient or outpatient treatment rather than having their supervision term revoked, and returned to custody. This allows them to receive treatment without further justice involvement. AB 109 Probation Officers may also use flash incarcerations of up to ten days in county jail for PRCS clients. This serves as an intermediate sanction where individuals must serve a short period of time in county jail, but do not have further criminal charges filed against them.

Despite using a number of EBPs, Probation Officers in the AB 109 unit have caseloads of 60-65 clients, which is somewhat higher than the best practice of approximately 40 moderate-to-high risk clients. The AB 109 Probation Supervisor acknowledged that this is not a best practice, and noted that as a result



they rarely schedule meetings with AB 109 clients who have low CAIS recidivism risk scores. He suggested that he would like to see a few more Probation Officers hired in the future for the AB 109 unit in order to reduce caseloads and be able to provide increased support for the AB 109 reentry population in the future.

Communication and Coordination

The Probation Department has increased coordination and communication with a number of County Departments and AB 109-contracted service providers to help improve the continuum of care for AB 109 inmates while enhancing public safety.

As noted above, since the start of AB 109 Probation has played an integral role in the custody-to-community transition by conducting pre-release interviews with AB 109 inmates to streamline the process of connecting them with Probation Officers and services providers. Probation has also developed stronger partnerships with AB 109-contracted service providers and BHS, which has allowed them to electronically send referrals for AB 109 clients who are prioritized for enrollment within these programs. Moreover, staff from FMH reported that they maintain hours at Probation to ensure adequate and regular case coordination with AB 109 clients. These partnerships have helped minimize the amount of time it takes to connect clients to critical services that provide stability in the custody-to-community transition.

Probation also holds monthly case conferences that provide a structured opportunity for AB 109 partners, including representatives from Probation, BHS, and AB 109-contracted service providers, to discuss client progress and challenges. This provides a structured opportunity for collaboration, and to discuss how partners can improve client utilization of services, and communicate lessons learned in order to more effectively provide services for the AB 109 reentry population moving forward.

Another way Probation collaborates with other County departments is through the County's Pretrial Services Program. Probation develops a report from a modified version of the VPRAI that is based on information from interviews conducted by paralegals from the Public Defender's Office. Probation then provides the score from this assessment to the Court, which is then used to guide their recommendation for pretrial release. Individuals who are released into the Pretrial Services program, are then supervised by deputies from the Probation Department at various levels based on their risk score. By participating in this process, and supervising individuals who are released, Probation supports the County's goal to lower the pre-trial detention population.

Finally, Probation also works with local law enforcement and BHS to conduct home verification compliance checks and warrant sweeps. In these instance, to maintain the safety of community members and officers alike, Probation officers typically receive support from local law enforcement officers; in instances when they are seeking AB 109 clients with severe mental health disorders, they do extensive pre-planning with FMH to coordinate safe field strategies.



Despite increasing coordination between AB 109 partners, especially in the community, there is only limited coordination for prerelease planning.

As noted above, prerelease planning is conducted by one AB 109 DPO, who assesses clients to determine the appropriate level of supervision intensity, as well as to do limited service need planning. In some circumstances, these clients are referred to BHS for additional pre-release planning related to mental health, substance use, and/or housing needs. Nonetheless, staff from BHS and DHS staff as well as AB 109 clients interviewed for this report indicated that this pre-release planning is limited, as did CBOs interviewed for a prior evaluation report.

Data Capacity

The Probation Department has a high overall data capacity; however because they do not have access to the ServicePoint data system that AB 109-contracted service providers use, they do not track AB 109 client service receipt and outcomes.

The Probation Department has developed a series of Microsoft Access databases to collect and analyze data on different clients, while they await the development of a more comprehensive client management system (CMS). At the start of AB 109, the Probation Department developed a Microsoft Access database to collect data on AB 109 clients, and since then they have developed a database for Pretrial Services clients and for General Supervision clients. Using the AB 109 Database, the Probation Department is able to track most important information about their AB 109 clients enter and exit supervision and whether they successfully or unsuccessfully complete the terms of their supervision. They also track AB 109 revocations and flash incarcerations, among other AB 109-specific data points. While Probation is able to track quite a bit of information, the Probation Department does not have a data analyst dedicated to working with the information to inform decision making. As a result, despite having a fairly high overall data capacity, members of the Probation Department and AB 109 unit we spoke with suggested they mostly use data to determine caseloads for Probation Officers.

In addition, because client service receipt is tracked in BHS databases or in ServicePoint, Probation Officers do not have access to AB 109 client service data. As a result, Probation Officers from the AB 109 unit suggested that they do not formally monitor the services AB 109 clients receive after referrals are made. This suggests that Probation Officers are likely unaware of situations when AB 109 clients are not able to enroll in services because of long wait lists, or when they do not engage in services that would support their reintegration into the community.



Training

The Probation Department conducts trainings for Probation Officers each year; the majority of these trainings are not AB 109-specific because general Felony Probation Officers and AB 109 Probation Officers use similar practices working with clients.

The Assistant Chief Probation Officer and the Supervisor of the AB 109 unit suggested that the majority of training done within the Probation Department is targeted towards all Probation Officers. Each probation officer receives a minimum of 40 hours of training including training focused on cognitive based interviewing techniques such as T4C and motivational interviewing, as well as assault management and defense tactic techniques. Probation Officers from some units, including AB 109, also receive firearms trainings since Officers in these units are armed.

Aside from these trainings, members of the Probation Department attend regularly scheduled AB 109 meetings such as the CCP, QAC, DEC, etc. and occasionally attend conferences that are related to AB 109 and reentry related topics to varying degrees.

Recommendations

- ❖ **Work with the Sheriff's Office, Detention Health Services, and the Behavioral Health Services to develop a collaborative pre-release planning process.** This should include the development of protocols regarding communication to partners related to inmates' impending release dates, clear roles and responsibilities for different departments, timeframes for planning, and protocols for linking clients to post-release services and supports.
- ❖ **Work with CBOs to track clients' service engagement to encourage clients to engage in recommended services and to help the County identify service gaps.** Although the Probation Department does not have the ability to track client service receipt in ServicePoint, following up with clients and providers to find out whether or not service referrals are resulting in service engagement would increase Probation Officers' ability to support their clients' service participation. In addition, if service shortage is identified as a barrier to engagement, this information can inform County decision-making related to service funding allocations.
- ❖ **Reduce AB 109 caseloads, in alignment with best practices in supervision.** Probation data indicates that almost half of AB 109 supervisees are high-risk, which means that they require frequent supervision contact. Reducing Probation Officers' caseloads would allow increased supervision as well as greater capacity to track service receipt.



Sheriff's Office

Department Role in AB 109

The Sheriff's Office (SO) primary role in AB 109 implementation is to provide safe and secure housing and facilitate access to in-custody services for all inmates, including AB 109 inmates. The Sheriff's Office operates the County's three detention facilities—Marsh Creek Detention Facility (MCDF), West County Detention Facility (WCDF), and Martinez Detention Facility (MDF)—and is also responsible for supervising AB 109 inmates referred to Custody Alternative Facilities (CAF), such as the Work Alternative Program, Electronic Home Detention Program, and County Parole, while maintaining the safety of the community. The Sheriff's Office supports in-custody service provision and AB 109 inmates' custody-to-community transition by facilitating access to county jails for service providers and county personnel who work with AB 109 inmates to support their rehabilitation and community reentry process.

Table 12. Sheriff's Office AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits	\$5,488,080	\$5,712,230
Inmate Food/Clothing/Household Exp	\$391,700	\$391,700
Monitoring Costs	\$54,750	\$54,750
IT Support	\$40,000	\$40,000
Vehicle Maintenance/Depreciation	\$47,000	\$47,000
Behavioral Health Court Operating Costs	\$80,492	\$80,492
Behavioral Health Court/ Deputy Sheriff	\$224,150	--
Transport Bus Maintenance	\$79,032	\$79,032
"Jail to Community" Program	\$200,000	\$200,000
Facility Maintenance/ improvements (WCDF, MDF)	\$1,600,000	\$1,100,000
Total AB 109 Budget	\$8,205,204	\$7,705,204

Findings

Direct Services

AB 109 has resulted in a greater number of inmates, including parole violators, spending longer periods of time in county jail; to maintain safe and secure jail facilities, the Sheriff's Office has increased their use of the special classification system to separate inmates from the general population who pose safety risks to the facility or who are at risk of becoming victims of violence.

Since the start of AB 109, Contra Costa County's inmate population—like those of other California counties—has shifted somewhat, and is comprised of a larger number offenders spending increased



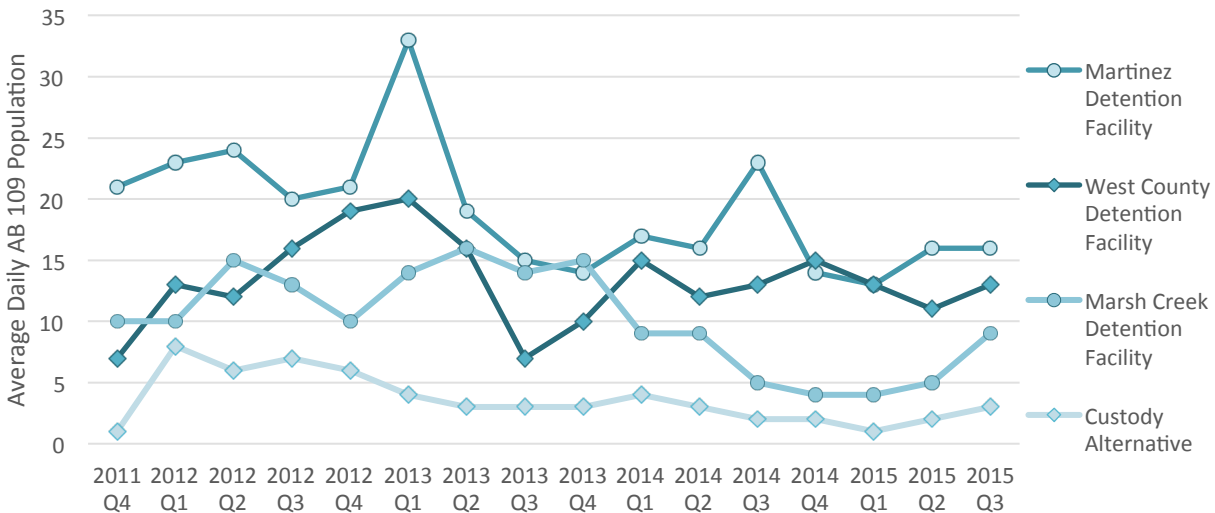
time in county jail. In order to maintain the safety and security of the County's jails, the Sheriff's Office uses the special classification system to separate inmates who pose potential safety risks to the general inmate population or who themselves might be at risk of violence. Although the Sheriff's Office's Jail Management System does not allow them to track whether and to what extent the overall classification risk levels have changed since the start of AB 109, interviews with staff from the Sheriff's Office indicate that more inmates are being classified as high risk. This is corroborated by the addition of a new module at WCDF for high risk inmates who are not housed with the general population. In order to determine which inmates to separate from the general population the Sheriff's Office evaluates the current charges, as well as prior histories in custody, gang affiliations, and mental health risks among other factors. Inmates who are specially classified and separated from the general inmate population typically include inmates with gang affiliations and mental health needs, among other inmates involved with in-custody batteries and assaults (victims and offenders). Although classifying inmates to separate them from the general inmate population helps maintain safer and more secure facilities, it is worth noting that the intake and classification process does not include the use of a validated criminogenic risk and needs assessment, which would take into account dynamic risk factors that can be addressed through services. Although the vast majority of inmates are classified as general population, where they have access to programs and services, separating out inmates considered a safety risk likely means that some of the individuals with the greatest risk to reoffend have the most limited access to rehabilitative in-custody services.

In order to reduce the County's detention population Contra Costa County maintains a progressive release policy; nevertheless, very few AB 109 inmates are released to CAF.

In addition to ensuring the safety and security of county jails, the Sheriff's Office supports a progressive release policy for sentenced inmates posing little risk to the community (in addition to the cite and release program). Inmates who are released to CAF are supervised by deputy officers from the Sheriff's Office, but as demonstrated in Figure 10 below very few are AB 109 inmates because AB 109 individuals tend to be classified as higher risk. Nevertheless, AB 109 inmates, like all inmates, can request to be assessed for a custody alternative program.



Figure 10: Average Daily AB 109 Population at the County's Detention Facilities, by Quarter



Data Source: Sheriff's Office

Consistent with the County's AB 109 goals, the Sheriff's Office has increased the number and type of in-custody services provided since the start of AB 109, contracting with new providers and relaxing their jail clearance restrictions to allow access for formerly incarcerated individuals to serve as mentors to AB 109 inmates.

The Sheriff's Office has always facilitated access for service providers and County personnel into each of the County's jails to work with inmates so that they can gain skills and prepare for transitioning back into the community. Since AB 109 began, the Sheriff's Office has relaxed some of their jail clearance restrictions and increased their partnerships with community based organizations to provide inmates including AB 109 inmates with additional opportunities to receive support from a diverse array of contracted service providers. Relaxing visitation restrictions has allowed formerly incarcerated individuals working with contracted CBOs, such as Men and Women of Purpose, to provide in-custody mentoring services to AB 109 inmates; prior to AB 109 it was very unlikely that formerly incarcerated individuals would have been granted access to county jail facilities.

Currently Men and Women of Purpose, Brighter Beginnings, Reach Fellowship International, the Center for Human Development, Bay Area Legal Aid, Goodwill Industries, Rubicon, and SHELTER Inc. have the ability to provide in-custody services as AB 109-funded programs. Other in-custody programs include a cognitive based substance abuse program called Deciding, Educating, Understanding, Counseling, and Evaluation (DUECE); Computer Applications in Web Design; Adult Education; GED/High School Diploma test preparation; Independent Study; and English as a Second Language. MCDF also offers vocational programming including wood shop and landscaping, while WCDF offers landscaping, frame shape and an



engraving/sign shop as well. Additionally, county department personnel from Probation, DHS, BHS, and Child Protective Services have access to each of the county's jail facilities.

Despite increasing the number and type of services available in custody, access to programs—especially vocational programs—continues to be an issue for AB 109 inmates. In addition, there is almost no programming available to those inmates who likely need it the most, the highest risk clients housed at MDF

While the Sheriff's Office has helped facilitate greater access to County jails for service providers, AB 109 inmates from focus groups held at MCDF and WCDF, as well as focus groups with individuals under Probation supervision expressed concerns that there are still not enough opportunities to participate in meaningful programs in County jail. Inmates at MCDF noted that there are long waiting lists to enroll in vocational programs that have a limited number of spaces, such as woodshop. In addition, because many of the County's vocational programs, such as woodshop and the engraving/sign shop involve using power tools, there is strict eligibility criteria that limits the number of inmates who can access these programs. Finally, space and time constraints limit the number and type of services that can be offered across detention facilities, especially at MDF.

There have also been challenges seamlessly implementing some of the AB 109-contracted programs. As noted in RDA's FY 2014/2015 evaluation of the County's AB 109-contracted programs, there is not agreement between the Sheriff's Office and some of the CBOs about the amount of time with and access to inmates the programs need to appropriately deliver services. According to the AB 109 Administrative Assistant, over the last year, several of the AB 109-contracted service providers that only have access to jail facilities during visiting hours have not been visiting the jail on a consistent basis because they do not believe this access is sufficient for high quality service delivery.

In addition to these challenges, there are even fewer services available to AB 109 inmates housed at MDF because the maximum-security facility does not have adequate space for a large number of specially classified inmates to attend programs or services in group settings. As a result, AB 109 inmates at MDF have almost no access to rehabilitative services that could help increase their likelihood of successfully reentering the community upon release from jail. This is especially troubling given that those inmates who are classified as high risk for safety infractions in custody are likely to also be at high risk to recidivate and thus most in need of services.

In focus groups with AB 109 supervision clients, multiple respondents discussed program restrictions and general isolation while in custody, especially at MDF. Several clients reported that the Sheriff's Office transfers identified consumers of mental health care to the most restrictive wing of the MDF, where they have limited access to the programs, services, and privileges available at the County's other detention facilities. Because of this concern, individuals with mental health needs noted not wanting to seek appropriate mental health care, which in turn increases the opportunity for mental health crises.



“When I got there I never told them that I took a pill because then they stress me out and that caused me to have a stroke while I was in the jail. I never tell them I have mental health and I take a pill. I learned that if I say I have a problem they take you right away to Martinez.” – AB 109 client

Although other data make clear that not all individuals with mental health diagnoses are incarcerated at MDF, clients participating in Forensic Mental Health services indicated feeling like they have to choose between receiving mental health services and participating in in-custody programming.

Because the Sheriff’s Office does not use a criminogenic needs assessment to determine AB 109 inmates’ service needs, there is no way to ensure that individuals are receiving programs and services that align with their individual needs, as delineated in the County’s Operational Plan.

Although the Sheriff’s Office coordinates with the County Office of Education and CBOs to provide a wide array in custody programs and services, neither the Sheriff’s Office nor any of the in-custody service providers conducts a comprehensive, validated criminogenic risk and needs assessment of AB 109 inmates—or other inmates—when they enter custody. Because of this, there is no process for identifying the particular needs of each inmate and ensuring that he/she has access to the appropriate programs and services to address those needs. Using a criminogenic risk/need assessment tool, such as the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS), at booking would allow the Sheriff’s Office and in-custody service partners such as the County Office Education, CBOs, and DHS to ensure that inmates are referred to in-custody programs and services that align with their recidivism-related risk/need areas.

Communication and Coordination

The Sheriff’s Office has increased coordination and communication with a number of County Departments and community based service providers to improve the continuum of care for AB 109 inmates in accordance with the County’s goals.

The Sheriff’s Office has an established partnership with DHS to provide health care services to all inmates while maintaining safe and secure facilities. Since the start of AB 109, and especially over the course of the last two years, the Sheriff’s Office has placed greater emphasis on providing appropriate services to inmates with mental health needs. To that end, the Sheriff’s Office has strengthened their collaborative partnership with CCBHS. A Captain from the Sheriff’s Office discussed recently meeting with mental health services to work on streamlining the process for individuals with mental health needs to receive proper medication upon entering custody. Moreover, the Sheriff Office’s classification unit collaborates with mental health services to ensure that inmates with mental health needs are classified correctly and have access to necessary medication in custody.

Another way the Sheriff’s Office collaborates with other county departments is through the County’s pretrial services program. The Sheriff’s Office provides the Public Defender’s Office a list of inmates to



assess for pretrial release each day, as well as time and space in court holding for paralegals to conduct risk assessments and interviews to determine the candidacy of inmates for pretrial release.

The Center for Human Development, Bay Area Legal Aid, Goodwill Industries, Rubicon, and SHELTER Inc. are also all cleared to provide services during visiting hours and MWP, Brighter Beginnings, and Reach Fellowship International all have scheduled service times at WCDF. MWP has scheduled time to provide in-custody services at MCDF and MDF as well.

Disagreements between the Sheriff's Office and AB 109-contracted service providers about the amount of time and extent of access necessary to provide in-custody services has resulted in some AB 109-contracted service providers not delivering in-custody services at all.

As noted above, while all AB 109-contracted service providers are cleared to provide services during visiting hours at county jail facilities, only MWP, Brighter Beginnings, and Reach have scheduled times to deliver in-custody services. In the past AB 109-contracted service providers suggested that they needed greater access to county jails, beyond visiting hours, to provide in-custody services; at the same time the Sheriff's Office maintains that a number of AB 109-contracted service providers could spend time providing useful information and beginning the enrollment processes for AB 109 inmates during currently allocated visiting hours. As a result of this disagreement, it appears a number of AB 109-contracted service providers do not utilize visiting hours to deliver services to AB 109 inmates.

Despite increased communication and coordination with County departments and AB 109-contracted service providers, there is very limited pre-release case planning for AB 109 inmates.

Pre-release case planning for AB 109 inmates is not a formalized collaborative process in Contra Costa County; staff from the Sheriff's Office, Detention Health Services, or other AB 109 partners do not typically participate in pre-release case planning. Instead, the Probation Department is notified by the Sheriff's Office about individuals who are being released from custody and a designated probation officer from the AB 109 unit is assigned to conduct pre-release interviews with all AB 109 inmates prior to their release from custody. This probation officer conducts interviews with these individuals and uses the CAIS assessment tool—an evidence based risk assessment tool used to generate recidivism risk scores—to determine the needs of each AB 109 inmate who is about to be released. If immediate needs are identified, such as behavioral health or housing needs, the probation officer can begin the referral process to help connect AB 109 clients with services upon their release. In addition, the probation officer completes required paperwork and assign a probation officers to AB 109 inmates at this time.

Despite having a probation officer who conducts pre-release interviews with as many AB 109 inmates as he can, a number of AB 109 clients are not interviewed because the County does not have a formal collaborative pre-release case planning process in place for AB 109 inmates. As a result there is not always sufficient time for Probation to schedule pre-release interviews if they are notified of release dates too late; in addition, because there is no multidisciplinary team in place to provide case planning,



a number of AB 109 clients' needs, such as medical needs, may remain unaddressed prior to their release.

Data Capacity

An outdated jail management system (JMS) has limited the Sheriff Office's ability to track data on AB 109 inmates.

The Sheriff's Office's JMS was developed by a vendor who has since gone out of business; as a consequence, the data system has not been updated in several years, and cannot be used to track any data specific to the AB 109 population. Because the JMS cannot be programmed to track AB 109 individuals in custody, this system also cannot provide data on how AB 109 has affected the inmate population, such as length of stay, severity of offense, and more. To address some of the gaps created by the JMS, the Sheriff's Office has developed a manual process for tracking data on AB 109 individuals in custody using a Microsoft Excel workbook. A Deputy from the jail classification unit maintains this workbook, reviewing the JMS and Court reports on a daily basis to identify newly booked and/or committed individuals who fall under AB 109. This process is inefficient and inevitably results in missing data; moreover, because of the inefficiency of this system, the Sheriff's Office only collects minimal data on AB 109 individuals.

The Sheriff's Office is aware of the shortcomings of the existing JMS and of the Department's ability to collect, analyze, and report on the AB 109 custodial populations. The Sheriff's Office is in the process of choosing a vendor to update their JMS so they can efficiently collect data and run queries on AB 109 inmates (and other inmates).

The Sheriff's Office does not track AB 109 inmates' service participation in a systematic way.

In addition to the JMS shortcomings noted above, the Sheriff's Office is not currently able to track service participation by AB 109 inmates. Although in-custody service providers—including CBOs and the County Office of Education—do track participation in their programs, there is not currently a systematic process for collecting data on all service participation for all individuals incarcerated in County detention facilities. Although the Sheriff's Office does collect data on inmate program participation from contracted CBOs, the absence of a unified place for collecting all inmate service participation data limits the County's ability to assess the efficacy of in custody programs.

Training

The Sheriff's Office conducts trainings for deputy officers and service providers each year; these trainings are not AB 109-specific because inmates are not treated differently based on AB 109 status.

The Sheriff's Office conducts trainings for all new deputies, and also provides continuous training in areas such as crisis intervention to teach deputies how to respond to dangerous situations. In addition



to conducting trainings for deputy sheriff's officers, the Sheriff's Office also provides monthly civilian orientations to service providers approved for any level of jail clearance so that they learn general safety and facility rules. These trainings are not specific to AB 109, but they do include information about the fact that AB 109 has resulted in more individuals, including parole violators, spending more time in County jail and how this may impact security within each jail facility.

Representatives from the Sheriff's Office attend regularly scheduled AB 109 meetings as well as other conferences and trainings that are held intermittently and related to AB 109 to varying degrees.

Representatives from the Sheriff's Office consistently attend scheduled AB 109 meetings such as Reentry Guide Workshops, Pretrial Workgroups, CCP, CAB, DEC, PPC, and QAC meetings, among others. Active participation in these meetings is important for the County because these meetings provide a space for County departments and contracted service providers to come together and discuss what is and is not working with AB 109 implementation, and how they can work together to improve processes. In addition to attending regularly scheduled meetings, representatives from the Sheriff's Office also attend conferences such as the 4th Annual Conference on Public Safety Realignment and the California Association of Pretrial Services' 29th Annual Training Conference, among others, that are related to AB 109 to varying degrees.

Recommendations

- ❖ **Assess inmates for criminogenic risk/needs upon intake to ensure programming aligns with needs.** Conducting validated criminogenic risk/need assessments is an established evidence-based practice for all correctional settings. The COMPAS and other tools are designed specifically for in-custody needs assessments and subsequent service delivery and would help ensure in custody service align to inmates needs and to their post-release services.
- ❖ **Continue to increase access to and availability of programming, especially vocational programming and programming MDF.** The Sheriff's Office has made a clear effort to increase access to programing through CBO contracts and the County Department of Education provides a wide array of additional programming. Still, there are few openings in many of the vocational education programs, particularly for inmates with a high risk classification, including many AB 109 individuals. In addition, the lack of programming at MDF is a shortcoming that has been acknowledged by all County stakeholders. The Sheriff's Office should look to expand vocational education opportunities in all facilities and work to ensure that all inmates—including those with the greatest risks and needs—have access to the programs and services that have demonstrated efficacy at reducing recidivism.
- ❖ **Work with Probation, BHS, and DHS to develop a formal and collaborative pre-release case planning process for AB 109 inmates who are going to be released from custody.** Identifying a multidisciplinary group, including individuals from County departments and CBOs, to help



establish a transitional system of care for inmates being released from custody will help ensure AB 109 inmates have necessary support during the custody-to-community transition.

- ❖ **Prioritize the purchase of a data system that can run queries on AB 109 inmates and be integrated with systems used by other county agencies.** Doing so will allow the Sheriff's Office to streamline the data entry process with the Courts, and enhance coordination among county departments tracking AB 109 inmate service receipt and outcomes. Moreover, this will allow the Sheriff's Office to analyze AB 109 inmate trends and outcomes.
- ❖ **Build an Access Database or some other interim data collection system for collecting data on AB 109 inmates.** The current manual AB 109 data tracking system has become increasingly difficult to use as the AB 109 population has increased. Although the Sheriff's Office has taken initial steps to purchase an updated JMS, the procurement, development, and implementation process will be lengthy. In the meantime, creating a Microsoft Access database would be a relatively simple and inexpensive interim step for tracking data on AB 109 inmates.



Workforce Development Board

Department Role in AB 109

The role of the Workforce Development Board (WDB) in Contra Costa County is to strengthen local workforce development efforts by bringing together leaders from public, private, and non-profit sectors to align a variety of resources and organizations to help meet the needs of businesses and job seekers. Although the WDB provides a number of resources that are available to the AB 109 reentry population, the WDB does not offer AB 109-specific direct services and/or programming; instead, the primary role of the WDB in AB 109 implementation is to broker opportunities for the AB 109 reentry population and coordinate with AB 109 partners to ensure they are aware of and are able to effectively access services and resources available to the AB 109 reentry population. Some of these services include career counseling and skill-building workshops provided at one of four career centers located in Contra Costa County, on-site recruitment opportunities where employers hire job seekers, and career fairs held throughout the County.

Table 13. Workforce Development Board's AB 109 Public Safety Realignment Budget

AB 109 Expenditures	FY 2013/14	FY 2014/15
Salaries & Benefits	\$200,000	\$200,000
Total AB 109 Budget	\$200,000	\$200,000

Findings

Direct Services

The WDB contributes to the County's post-release system of care by offering a range of employment-related resources that are available to the AB 109 reentry population; however, the WDB has not adapted or customized its programming to specifically target AB 109 individuals.

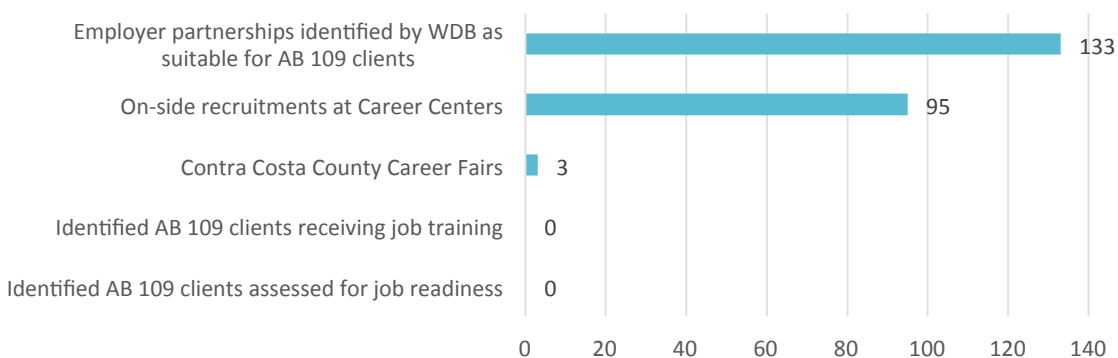
The WDB provides a range of employment-related services for Contra Costa County residents, including organizing career fairs and overseeing the operations of five (5) career centers across the county where individuals can learn about vocational training and employment opportunities. Although all of these services are available for AB 109 individuals living in the County, there are not specific services exclusively for the AB 109 reentry population.

The WDB looks to generate opportunities for job seekers by organizing career fairs where large numbers of employers and service providers distribute information about local employment opportunities and career development services. In addition, the WDB organizes a number of on-site recruitment opportunities held at each of the career centers throughout the year. Here employers deliver presentations and conduct interviews with individuals who are interested in being hired for one of their



positions. The Executive Director and Business Services Representative expressed that the WDB has made a number of connections with employers who hire individuals with criminal records, and that job ready AB 109 individuals can always participate in on-site recruitments. However, attendance records do not specifically identify AB 109 clients who might be attending these on-site recruitments, as there are not adequate systems to track them separately from other job seekers. The WDB enlists the AB 109-funded community partners and service providers to outreach to inform AB 109 individuals about the on-site recruitments or employers who are willing to hire individuals with criminal records. County residents can also connect with career case managers and other One-Stop Career Center staff who work with clients to attain pre-employment documentation (e.g., driver's license, identification card, and social security card) and to provide basic skills and career interest assessments and referrals to basic skills and career technical education programs. In addition, case managers help clients access online credential and certification programs as well as online job boards.

Figure 11: Resources and Services Provided to AB 109 Reentry Population



Despite providing an array of important opportunities for job seekers, there are insufficient tracking mechanisms to validate the extent to which AB 109 individuals are receiving these services, as indicated by **Error! Reference source not found.** above. Only one AB 109 client from our focus groups reported awareness of the WDB or their services, although many noted that finding employment is one of the largest obstacles for establishing stability while transitioning back to the community. The WDB's Business Services Representative also suggested that very few AB 109 individuals utilize their career centers, noting that this is likely because a majority of the AB 109 reentry population have hurdles such as housing, substance use, and transportation issues to address first. Focus groups with AB 109 clients and probation officers also indicate that AB 109 clients are more likely to be referred to CBOs providing employment services than to WDB. Because the WDB does not have a database that enables it to disaggregate AB 109 status, there is currently no efficient way of more effectively tracking the extent to which AB 109 individuals access the WDB's resources.

According to the WDB's Executive Director and the Business Services Representative, the WDB does not provide direct services to the AB 109 reentry population because the WDB made a conscious decision



not to try and duplicate services or compete for AB 109 funding against community-based organizations that may have better capacity to provide the more intensive and specialized services required by the reentry population (interestingly, the CAB has recommended that the WDB take a larger role in the employment contracts in the future, perhaps even holding them to ensure that contracted providers are able to leverage programs around services that are readily available through the WDB). Instead, the WDB maintains focus on brokering opportunities for the AB 109 reentry population by developing partnerships with employers willing to hire applicants with criminal records and communicating with AB 109 partners to ensure they are aware of the WDB's resources available to the AB 109 population.

The WDB does not provide in-custody services for AB 109 inmates in county jail facilities despite the SO being able to facilitate access into county jails.

Although the WDB has provided substantive material to AB 109 partners in order to help individuals in custody become aware of services that they can access when they are released, WDB staff do not themselves go into the County's detention facilities to provide services or information to AB 109 inmates about resources that are available through the WDB.

Communication and Coordination

The WDB's Business Services Representative supports the post-release system of care by serving as a liaison between the WDB and AB 109 partners; however, not all partners are aware of resources available to the AB 109 reentry population.

The WDB's Business Services Representative coordinates with AB 109 partners to help ensure that all partners are aware of resources the WDB offers the AB 109 reentry population. The WDB also works to develop employment opportunities for the AB 109 reentry population by leveraging established relationships and making new connections with employers open to hiring applicants with criminal records. The WDB's Business Services Representative and other WDB staff communicate employment opportunities to AB 109 Network Field Operations Coordinators when employers who hire applicants with criminal records are hiring. In this way, the WDB helps make connections for the AB 109 reentry population with potential employers.

The WDB's Business Services Representative (and on occasion, other WDB staff) also attends regularly scheduled meetings such as the QAC and CCP where service providers can connect with him to schedule meetings at career centers and learn more about them. Despite this regular attendance at collaborative meetings, several AB 109 partners reported having little information about WDB services, and members of the AB 109 reentry population we spoke with were not aware of resources available to them through the WDB either.



The WDB has not received a consistent pipeline of AB 109 referrals from the Probation Department.

AB 109 individuals are connected to AB 109 services mostly through referrals from Probation. The WDB expressed that they do not often receive AB 109 referrals from Probation; this is at least in part due to the fact that a large percentage of the AB 109 reentry population is not job ready and other AB 109-contracted CBOs provide job readiness training.

WDB staff suggested that AB 109 referrals who are most likely to experience success using their services would have stable housing, reliable transportation, and stable mental health in addition to pre-employment documentation and a high school diploma. While a large portion of the AB 109 reentry population do not meet these criteria, the WDB can help overcome some of these obstacles by making referrals to educational and vocational training opportunities. Moreover, the local *EASTBAY Works* One-Stop Career Center system is useful for anyone from the AB 109 reentry population seeking employment. Thus, it is imperative that the WDB and Probation Department maintain a collaborative partnership.

Data Capacity

The WDB has strong overall data capacity; however, their dependence on the State's CalJOBS Information System limits their ability to track data on AB 109 specifically, since this statewide system does not have capacity to separately track AB 109 status.

The WDB does not have the database capacity to track the number of AB 109 individuals they serve, as the State of California's CalJOBS system (www.caljobs.ca.gov) only tracks whether or not individuals have criminal records and not the category of their offense/status. Neither AB 109 individuals nor other job seekers are obliged to and often do not disclose their status relative to criminal history. In short, tracking the extent to which AB 109 individuals utilize their resources has not been possible; as a result, the WDB is unable to evaluate their effectiveness working with the AB 109 population.

The WDB uses data to identify growing industries and employment opportunities for job seekers.

Separate from its work related to AB 109, the WDB conducts research to identify industries that are growing as well as declining in order ensure they are connecting with industries and employers that are able to provide opportunities for job seekers. The WDB has currently designated six (6) priority industry sectors for specific investment and focus, including: advanced manufacturing, healthcare, biomedical/bioscience, transportation/logistics, information communication technology (ICT), and construction.

While maintaining up to date knowledge about the ins and outs of the local labor market is imperative for helping job seekers to gain employment, the WDB could better assist the AB 109 population by tracking whether growth industries for the reentry population align with growth industries of the



general market, since traditionally individuals with criminal records have been relegated to specific fields and professions.

Training

Members of the WDB attend regularly scheduled AB 109 meetings but they do not conduct or attend AB 109 specific trainings.

Members of the WDB attend regularly scheduled AB 109 meetings where they distribute information to service providers about vocational training and employment opportunities for the reentry population. Network Coordinators have been to Antioch, Concord and Brentwood to provide training on AB109 and the Network, and all One-Stop/AJCC staff receives training on the work of the CCP and CCP Community Advisory Board (CAB). Because the nature and services the WDB provides do not differ for the AB 109 reentry population compared to other individuals, they do not conduct or attend other AB 109-specific trainings beyond this, though there is willingness and interest to do so if and when appropriate

Recommendations

- ❖ **Take advantage of visiting hours at each jail facility to offer regular opportunities for inmates to learn about resources available to them through the WDB.** Conducting outreach in county jails would provide a great opportunity for AB 109 inmates to learn about resources available to them upon release.
- ❖ **Increase coordination with the Probation Department and AB 109 CBOs to increase their awareness of WDB services.** Despite the fact that WDB provides a range of services that could be of use to AB 109 clients, there is little indication that AB 109 partners are aware of their services, which are thus underutilized by AB 109 clients.
- ❖ **Tailor job development and outreach for AB 109 and other reentry clients.** As numerous AB 109 clients noted, obtaining employment is a huge challenge for individuals with felony convictions and traditional workforce development and programming is often not applicable. The WDB should continue to develop employment partners who will hire individuals with felony convictions and conduct targeted outreach so that these individuals can learn about viable employment opportunities as well as the opportunity to receive on-site job interviews. Identifying industries that are growing for the reentry population will help to ensure that the WDB can connect the AB 109 population with industries and employers that are able to provide opportunities for job seekers with criminal records.



Appendix A: List of Abbreviations and Acronyms

Abbreviation or Acronym	Full Name
AODS	Alcohol and Other Drugs Services
ACER	Arrestment Court Early Representation
AB 109	Assembly Bill 109
BHS	Behavioral Health Services
CMS	Case Management System
CBT	Cognitive Behavioral Therapy
CAB	Community Advisory Board
CBO	Community Based Organization
CCP	Community Corrections Partnership
CAIS	Correctional Assessment and Intervention System
CAO	County Administrator's Office
CAF	Custody Alternative Facility
DEC	Data Evaluation Subcommittee
DPO	Deputy Probation Officer
DHS	Detention Health Services
DA	District Attorney's Office
DUECE	Drinking, Education, Understanding, Counseling, and Evaluation
EHSD	Employment and Human Services Department
EBP	Evidence Based Practice
FY	Fiscal Year
FMH	Forensic Mental Health
HMIS	Homeless Management Information System
HP	Homeless Program
JMS	Jail Management System
MCDF	Marsh Creek Detention Facility
MDF	Martinez Detention Facility
MWP	Men and Women of Purpose
PD	Office of the Public Defender
PTS	Pretrial Services
PRCS	Post Release Community Supervision
PPC	Public Protection Committee
RN	Registered Nurse
QAC	Quality Assurance Committee
RDA	Resource Development Associates
T4C	Thinking for Change
VPRAI	Virginia Pretrial Risk Assessment Instrument
WCDF	West County Detention Facility
WDB	Workforce Development Board
WRAP	Wellness Recovery Action Plan



Appendix B: Summary of Recommendations

Recommendations
Cross System
Update the County's AB 109 Operational Plan to reflect changes to the County's AB 109 system and processes over the last several years.
Establish greater continuity between in-custody and post-release supervision and services, including an in-custody needs assessment, comprehensive data collection on in-custody services, and more coordinated pre-release planning processes.
Continue to build the County's data infrastructure by implementing updated data systems for those departments with limited data capacity.
Increase eligibility criteria for the Pretrial Services program, so that more defendants can be screened for pretrial release.
Increase the County's operational capacity for cross-department planning and implementation efforts.
Behavioral Health Services
Work with the Sheriff's Office, Detention Health Services, and the Probation Department to develop a collaborative pre-release planning process.
Implement a universal information sharing waiver for clients so that the three divisions can begin to coordinate more efficiently regarding client cases and outcomes.
County Administrator's Office
Use the RFP and contracting process to increase the use of EBPs by CBOs.
Continue to support ongoing AB 109-related trainings throughout the County by centralizing administration and coordination of AB 109-related trainings.
Continue to support and enhance existing data collection and monitoring activities throughout all AB-109 related departments and providers, and system-wide, in order to refine County reentry services and supports.
Engage in a comprehensive planning process to improve overall system coordination and provide for the regular updating of County-wide documents guiding AB 109 implementation, such as the Operational Plan.
Detention Health Services
Assess wait time for in-custody health services to ensure that inmates are getting health care in a timely manner.
Participate in pre-release case planning to assist AB 109 inmates' with accessing necessary medication and health services in the community
District Attorney's Office



Schedule trainings regarding the Pre-trial Services, the effectiveness of split and treatment-involved sentences, and AB 109 reentry services.

Expand ACER to the Pittsburg courthouse.

Educate staff on the uses of specialized courts, and work with the PD to establish processes that increase client access

Office of the Public Defender

Increase eligibility for Pretrial Services so more clients can be evaluated for release before trial.

Collaborate with the DA to develop additional protocols for the ACER program, including guidelines and parameters for cases that would be good candidates for early resolution at arraignment.

Collaborate with justice partners for clearer Homeless Court protocols and processes and educate partner departments about available Homeless Court and other alternative court services

Probation Department

Work with the Sheriff's Office, Detention Health Services, and the Behavioral Health Services to develop a collaborative pre-release planning process.

Work with CBOs to track clients' service engagement to encourage clients to engage in recommended services and to help the County identify service gaps.

Reduce AB 109 caseloads, in alignment with best practices in supervision.

Sheriff's Office

Assess inmates for criminogenic risk/needs upon intake to ensure programming aligns with needs.

Continue to increase access to and availability of programming, especially vocational programming and programming MDF.

Work with Probation, BHS, and DHS to develop a formal and collaborative pre-release case planning process for AB 109 inmates who are going to be released from custody

Prioritize the purchase of a data system that can run queries on AB 109 inmates and be integrated with systems used by other county agencies.

Build an Access Database or some other interim data collection system for collecting data on AB 109 inmates.

Workforce Development Board

Take advantage of visiting hours at each jail facility to offer regular opportunities for inmates to learn about resources available to them through the WDB.

Increase coordination with the Probation Department and AB 109 CBOs to increase their awareness of WDB services.

Tailor job development and outreach for AB 109 and other reentry clients