Executive Summary

In April 2011 Governor Jerry Brown signed the Public Safety Realignment Act (AB 109) mandating the reinvestment of State resources, primarily spent on prisons and parole, to local community corrections and county programs. The shift of State prisoners to California counties, where they now serve their jail sentences or probation supervision, created opportunities to build upon and expand evidence-based programs to effectively increase public safety while simultaneously holding offenders accountable through county and community based treatment. The County in partnership with internal and community stakeholders is implementing the Community Corrections Partnership (CCP) Implementation Plan adopted by the Board of Supervisors on September 27, 2011 and the Adult Reentry Strategic Plan adopted by the Board of Supervisors in May 2012. Stakeholders continue to work in collaboration towards facilitating the goals set forth in these two plans, ultimately to reduce recidivism, streamline processes to link inmates to effective in-custody and community-based programming, and successfully re-integrate our clients back into their communities.

In response to AB 109, the Office of the Sheriff/Department of Correction established the Custodial Alternative Supervision Unit (CASU) for early release programs and expanded the Reentry Correctional Program Phase II. Additionally, a new program staffed by a multi-disciplinary team from Behavioral Health, Custody Health, Social Services Agency, and Probation was developed to assist formerly incarcerated individuals making a successful transition to the community. The County’s Reentry Resource Center (RRC) was opened in 2012 and represents a new way of doing business by focusing on recidivism reduction strategies: streamlining processes to link inmates to effective in-custody and community-based programming; identify cost-saving methods; and support the realignment of parolees and low-level prisoners under the Public Safety Realignment Act (AB 109). The RRC is made possible through strategic partnerships with State, County departments, and community-based entities. Currently, sixteen partners including Sheriff/Department of Correction, Behavioral Health, Social Services Agency, Adult Probation, Public Defender’s Office, Ambulatory Care, Office of Reentry Services, and California Department of Rehabilitation and Correction reside in the building and work collaboratively to provide seamless service delivery and supervision of individuals. The RRC sees on average 350 new clients each month and 1,700 returning clients. The programs and services offered at the RRC consist of the following:

- Custodial Alternative Supervision Program
- Probation Intake and Assessment
- Parolee Reentry Program
- Behavioral Health and Housing Services
- Public Benefits & Health Coverage
- Reentry Mobile Clinic (Primary Health and Psychiatric Services)
- Education; Employment; Family Reunification
- Expungement and Legal Advice
- Peer Mentor/Support
- Faith-Based Reentry Services
- Food Pantry/Clothing

The County has set an excellent foundation for a proactive, rehabilitative justice network with untold capacity for continued improvement over the years.

Key Findings and Trends in the First Three Years

During the first three years of implementation, between October 2011 and December 2014, the total realignment population was 4,502. Of those, 49% were classified as Post Release Community Supervision (PRCS), 35% were classified as 1170(h) individuals sentenced to local jail instead of state prison, and 16% as 1170(h)MS locally sentenced under AB 109.

As of December 31, 2014 there were 1,275 active AB 109 cases, of which 804 are being supervised under PRCS and 471 1170(h)MS. This does not include individuals with a bench warrant. Additionally, as of December 31, 2014 there were 526 AB 109 offenders at the Main Jail and Elmwood Correctional Facility, of which 251 are
1170(h) Jail, 113 are 1170(h)MS, 7 both 1170(h) and 1170(h)MS, 145 PRCS Flash incarceration or PRCS Revocation, and 10 MS violation cases.

Following is a snapshot of the services AB109 clients received October 2011 through December 2014.

### Findings and Enrollment Related to Services
October 2011 through December 2014

<table>
<thead>
<tr>
<th>Services</th>
<th>Number of Unique Clients</th>
</tr>
</thead>
<tbody>
<tr>
<td>1170(h) and 1170(hMS) Clients enrolled in in-custody programs</td>
<td>293</td>
</tr>
<tr>
<td>Custodial Alternative Supervision Program participants (out-of-custody)</td>
<td>269</td>
</tr>
<tr>
<td>AB 109 clients enrolled in Substance Abuse Treatment residential, outpatient, and/or transitional treatment</td>
<td>1,503</td>
</tr>
<tr>
<td>AB 109 clients enrolled in Mental Health Services</td>
<td>232</td>
</tr>
<tr>
<td>AB 109 clients enrolled in Cognitive Behavioral Services</td>
<td>501</td>
</tr>
<tr>
<td>AB 109 clients enrolled in Employment, Vocational, and Educational Services</td>
<td>740</td>
</tr>
<tr>
<td>AB 109 clients enrolled in Social Services Benefits</td>
<td>1,173</td>
</tr>
<tr>
<td>AB 109 clients accessing Reentry Services</td>
<td>205</td>
</tr>
<tr>
<td>AB 109 clients accessing Housing Programs</td>
<td>56</td>
</tr>
<tr>
<td>AB 109 clients accessing Faith Based Centers</td>
<td>45</td>
</tr>
</tbody>
</table>

Programs and efforts are evaluated to understand the ways in which participation in programs and services impact rates of recidivism within the AB 109 population. The County approved the following definition for determining recidivism: The occurrence of convictions or sustained petitions of new law violations (both misdemeanors and felonies) within five years of exiting custody or entering supervision or dispositional outcomes. Charge dispositions categorized as convicted, conviction-awaiting sentencing, and certified/guilty plea, including only misdemeanors and felonies, are used to determine whether or not an individual recidivated. Additional contextual measures will include arrests, demographic factors such as race/ethnicity, risk level, and/or age. Recidivism will be tracked by offense type such as misdemeanor, general felony, and serious felony/violent felony.

With three years of data now available (3,742 AB 109 population with a supervision start date, release date, or Custodial Alternative Supervision Unit date) on the service linkages and whether an individual has reoffended, the Office of Reentry Services can report the recidivism rate for the AB 109 population. Based on the County’s definition, the County has an overall AB 109 recidivism rate of 34.5%. Specifically, out of the 3,472 individuals, 1,290 were arrested and subsequently convicted. The Office of Reentry Services and reentry partners will provide a more detailed recidivism rate report to the Public Safety & Justice Committee on June 18, 2015.

### Achievements

An important goal is a continued effort at facilitating cross-systems communication and collaboration. In order to fully make use of the County’s reentry programs and resources, there is a need to share what is working and what needs improvement. Following is a list of achievements during the third year of implementation and during the first half of calendar year 2015:

- Created the new welcoming reception center at the RRC
- Implemented the Reentry Parolee Program at the RRC leveraging $1.8 million funding from California Department of Corrections and Rehabilitation (CDCR)
- Executed the first of a two-year Adult Reentry Services Program for education, employment, family reunification, and health & well-being services leveraging $2.7 million of funding from AB 109
- Completed the first of a two-year Reentry Housing Program leveraging $4 million of funding from AB 109
- Opened additional 42 residential treatment beds for inmates waiting placement while in-custody, leveraging $2.3 million funding from the Measure A Sales Tax Program
- Implemented the AB 720 Health Care Enrollment for Inmates Program, successfully approving 1,339 applications for Medi-Cal leveraging $1.3 million of General Funds to support this program
- Opened Reentry Resource Center office hours on Tuesdays in San Martin as a pilot project to provide essential reentry intake, referral and assessment support for South County AB 109 residents
Launched the Transitions Clinic Network in partnership with the Reentry Medical Mobile Unit to fund a Community Health Worker that links high risk patients from prison to community primary health care.

State Funding Allocation Detail:
For FY 2016 the County expects to receive $39.6 million in Realignment State Allocation and $2.7 million in FY 2015 Growth Amount for a total of $42.3 million. To maintain current ongoing operations approved by the Board of Supervisors as part of the FY 2015 Adopted Budget and adjustments during FY 2015, $41.7 million is required. The balance will be budgeted as an ongoing reserve for anticipated needs that may arise during the FY 2016 budget. Additionally, the County expects to receive $3.4 million in One-time Transition and Stabilization Growth Amount, of which $575,000 will be used for the FY2016 Recommended One-time needs. The reserve is budgeted in the Criminal Justice System-Wide Costs budget unit.

In FY2012 (October 2011 - June 2012), the County received $13.6 million and in FY2013 the County received $33.7 million for AB 109 programs and services. For FY 2016 the County anticipates to receive $37.4 of which approximately $600,000 is mandated for the District Attorney and the Public Defender Parole Revocation Proceedings. The following charts depict how the Realignment funds have been distributed among the key funding domains. Funding for Health Services and Community-Based Treatment for both in-custody and out-of-custody increased by 10% from FY 2012 to FY 2016. This shows the commitment the County has focused on providing direct services to individuals while in custody and services after being released.

Goals for FY 2016
In 2012 the County contracted with Resource Development Associates (RDA) to perform an interim evaluation of AB 109 to measure alignment between implementation activities and the CCP Plan, and to determine preliminary outcome findings related to client recidivism and service referral, enrollment and completion rates. Currently, RDA is performing a three-year evaluation of the County’s reentry services, including the RRC, Adult Reentry Strategic Plan and AB 109 efforts. Part of this evaluation consists of focus groups with clients and community-based organizations, performance measure review with
department staff and contracted partners, and key informant interviews with department stakeholders to determine the extent of progress, and assess successes and challenges.

Following is a list of recommendations and goals for FY 2016:

- Implement the Countywide policy for an integrated transition and discharge efforts and planning for in-custody clients;
- Launch the Interim Referral Tracking System for clients accessing the Reentry Resource Center;
- Expand Reentry programming into jail prior to release by expanding the transition clinic network process;
- Improve our understanding of Evidence-Best Practices by evaluating all of our reentry programs, both in-custody and in the community;
- Validate our needs assessment to ensure we are targeting the high risk individuals in need of services;
- Evaluate the service linkages and number of clients accessing the office in South County;
- Establish a formal referral process to RRC with the Superior Court of Santa Clara and South County Police Chiefs;
- Implement the Realignment Business Intelligence Solution that interfaces with other county data systems to collect, share and report on data for AB 109 clients by January 1, 2016;
- Implement the Community Recidivism Reduction Grant Program with the qualified service providers/agencies to provide in-reach substance abuse interventions, education, employment, family reunification and support, and transitional housing services to work with individuals that have a high risk of re-offending;
- Identify strategies for safely reducing over-reliance on local jails and expand reentry programming in the Main Jail and Elmwood.

Current and Emerging Issues:

Jail Capacity and Reentry Programming

Responding to AB 109, the County created an effective, restorative, and rehabilitative Reentry Network which is cultivating a county-wide collaboration effort. Reentry efforts have been funded and evaluated to assist with individuals leaving State Prison and exiting the County’s local correctional facilities. However, racial and ethnic over-representation in the public safety and justice system continues to be a concern.

The number of inmates requiring special mental health management has recently swelled to 25% of the jail population, further frustrating efforts to minimize risk of inmates harming themselves and others. Alarmingly, 25% to 30% of inmates take daily mental illness medication and 10% of inmates suffer serious mental illnesses. Sadly, 39% of the homeless are mentally ill and many are recently released from jail and struggle with their illness alone.

Additionally, County jails are at 95% of inmate capacity with a pretrial population of 75%. The national average is 62%, which many argue is too high. The current length of stay for all inmates is 207 days and growing. Despite efforts of proactive, evidence-based pretrial services, the County relies to a great degree, on charge and resource-based bail schemas. Opportunities exist to increase the number of individuals eligible for citation or summons vs. arrest, pretrial screening and pretrial release. Assessments of jail inmates reveal significant numbers presenting low and moderate risk for community supervision. The County plans to seek assistance to make measurable, sustainable, system-wide improvements and overcome the above challenges to benefit the community in the following ways:

- Effectively manage the dynamic demands of cultures, socio-economy, physical and mental illness, addictions, gender and age by enhancing evidence-based and needs-specific practices (eliminating ineffective entanglement and ensuring effective inclusion in optimal practices).
To achieve better coordination with reentry partners at the Reentry Resource Center and reduce recidivism, transition planning will be conducted with high risk or high need offenders 30 days prior to release from County's Main Jail or Elmwood beginning on July 1, 2015. A transition plan will be completed for identified offenders to ensure he/she will receive a continuum of services and care upon release. Specifically, an individualized transition plan will be prioritized for inmates who are at the highest risk of re-offending as demonstrated by the Correctional Assessment and Intervention System (CAIS) risk assessment and/or by past criminal history including individuals who are recovering from substance abuse issues, mentally ill, homeless or any combination. The Administration will return to the Board of Supervisors in early FY 2016 requesting AB 109 appropriations.

**Referral Tracking System**

The RRC requires a tracking system to provide information regarding service referrals and delivery provided to re-entry clients within Santa Clara County. Currently, each agency or department, whether County or Non-County, provides services to these clients, then stores service and case data in their own departmental systems. There is a need to more clearly understand the referrals that are made between agencies, so that service and outcome data can be effectively measured and assessed. Additionally, there is a need to ensure the client is placed in a treatment slot immediately upon assessment, and to track the client's entry and exit dates. A centralized referral tracking system, managed by the RRC, will enhance the County's ability to coordinate services between agencies, measure outcomes, accurately track service delivery, and more effectively allocate resources to support the success of Re-Entry initiatives.

Information Systems Department (ISD) understands the critical nature of this system and the reporting needs related to referrals and services provided to Public Safety Realignment and Reentry clients accessing the RRC. ISD has been working closely with Office of Reentry Services, other stakeholders at the RRC and other County agencies to develop requirements for an interim tracking referral system that can be used by internal County departments. Because of technical challenges, this solution will not be...
available to service providers. There are two longer-term technical solutions available to meet the referral tracking needs to include service providers, however, either of these solutions will require a significant amount of time and funding to implement, and further analysis needs to be performed before a selection can be made. Initial one-time cost estimates for a longer-term solution range between $1.3 million to $1.65 million and ongoing cost estimates depend on the staffing required to implement and support this technology.

ISD and the partners at the RRC will continue to evaluate the various systems being created in other counties to assess the options available. The Administration will return to the Board of Supervisors in early FY 2016 requesting AB 109 appropriations.

Reentry Housing
In FY 2014 the Board of Supervisors approved $4 million in one-time AB 109 funds to develop a housing plan that includes one-time emergency assistance and rental subsidies or housing funds for permanent supportive and/or long-term transitional housing with supportive services. These supportive services include intensive case management and much needed treatment programming. Based on initial housing data, individuals who received some level of housing support were able to focus on seeking employment, accessing treatment services and meeting their community supervision conditions. In FY 2016, the Office of Reentry Services will continue to implement the housing plan with the existing fund balance and work with reentry stakeholders to develop strategies for permanent supportive housing and identify new housing slots. The Administration will return to the Board of Supervisors in late FY 2016 requesting AB 109 appropriations.

<table>
<thead>
<tr>
<th>Department</th>
<th>FTE</th>
<th>FY 2016 Recommended Base Cost</th>
<th>FY 2016 Recommended Ongoing Changes</th>
<th>FY 2016 Recommended One-time Changes</th>
<th>FY 2016 Total</th>
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<td>County Executive/Office of Reentry Services</td>
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<td>Facilities &amp; Fleet</td>
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<td>Custody Health</td>
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