Public Safety Realignment in Contra Costa County

AB 109 Annual Report for Fiscal Year 2017/18

Prepared by the Office of Reentry & Justice

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Glossary of Terms

AB 109:	Assembly Bill 109
ACER:	Arraignment Court Early Representation
ACES:	Accelerating Careers through Essential Skills
AODS:	Alcohol and Other Drugs Services
BALA:	Bay Area Legal Aid
BHS:	Behavioral Health Services
BJA:	Bureau of Justice Assistance
BOS:	Board of Supervisors
CAIS:	Correctional Assessment and Intervention System
CBO:	Community-based Organization
CCEB:	Catholic Charities of the East Bay
CCP:	Community Corrections Partnership
CDCR:	California Department of Corrections and Rehabilitation
CFRP:	Community and Family Reunification Program
CHD:	Center for Human Development
CoCo Lead+:	Contra Costa Law Enforcement Assisted Diversion Plus
DA:	District Attorney
DHS:	Detention Health Services
DPO:	Deputy Probation Officer
EBP:	Evidence Based Practice
FAST:	Foundations in Automotive Services Training (FAST)
FTA:	Failure to Appear
FY:	Fiscal Year
GA:	General Assistance

Goodwill:	Goodwill Industries of the Greater East Bay
HRS:	Housing Resource Specialist
JAG:	Justice Assistance Grant
MDF:	Martinez Detention Facility
MCDF:	Marsh Creek Detention Facility
MWP:	Men and Women of Purpose
OR:	Own recognizance
ORJ:	Office of Reentry & Justice
PD:	Public Defender
PRCS:	Post-Release Community Supervision
PSR:	Public Safety Realignment
PTS:	Pre-trial Services
RDA:	Resource Development Associates
REACH:	Reach Fellowship International
RFP:	Request for Proposals
RJTF:	Racial Justice Task Force
SLE:	Sober Living Environment
SOARS:	Sustainable Occupational Advancement and Reentry Success
SSDI/SSI:	Social Security Disability Income/Supplemental Security Income
START:	Service Technician and Auto Repair Training
TAY:	Transition aged youth
TIC:	Trauma-informed care
WCDF:	West County Detention Facility
WDB:	Workforce Development Board
YJI:	Youth Justice Initiative

Executive Summary

This report provides an overview of AB 109-funded services provided in Contra Costa County during the fiscal year 2017/18 ("FY 17/18") and concludes with priorities for FY 18/19.

As the County implemented AB 109 Public Safety Realignment ("PSR") in 2011, the need for an inclusive reentry system that individuals could access regardless of their AB 109 status became apparent. Consequently, in 2015 the County expanded access for AB 109-funded services to any local returning resident released from incarceration in the past three years. This important step ensured all individuals who leave custody have access to the services they may need to avoid recidivism and reintegrate successfully back into their families and communities.

In terms of reentry system development during the FY 17/18, the County undertook a comprehensive planning process to update its *Reentry Strategic Plan*[1]. This 5-year Strategic Plan (2018-2023) serves as the County's guiding document for reentry programs and services as a whole, including but not limited to, AB 109-funded services. The County will use the Plan to engage stakeholders to define priority areas, goals, and strategies that can help address gaps and needs of the local reentry system.

The Workforce Development Board ("WDB") contributed significantly to the development of the County's reentry system by using a state funded grant to implement its "CoCo SOARS" ("Sustainable Occupational Advancement and Reentry Success"). A collaborative County effort of the WDB and Probation, this project sought to not only provide employment training for individuals on formal probation but also led to three Fair Chance Employer Summits in the County that were aimed at improving the job prospects of the reentry population by increasing the willingness of employers to recruit and hire from this population.

Other important reentry initiatives in FY 17/18 included the launch of the *Smart Reentry* program, developed to address the particular needs of transition aged youth ("TAY"). Drawing on a Bureau of Justice Assistance funded grant, the collaborative project aims to serve 100 moderate to high risk TAY in East County who are returning home after a period of incarceration. Providing services to TAY who are homeless, or at high risk of homelessness, are a priority for this project.

The County's Local Innovation Fund, a required set-aside comprised of a portion of the revenue from several local accounts related to PSR, was used to pilot two new innovative local reentry programs during FY 17/18: the FAST START automotive training program and the ACES skill building academy. The FAST START program is operated by Fast Eddie's from its automotive repair shop in Oakley, and includes a 60-hour distance learning course for individuals incarcerated in the County's local jails using the program's *Foundations in Automotive Services Training* ("FAST") curriculum. Upon a person's release, those who have completed the foundations course are eligible to participate in the *Service Technician and Auto*

[1] Available at: http://www.contracosta.ca.gov/6867/Strategic-Planning-Project.

Repair Training ("START"), a four-week hands-on training. The second innovative program is run by the Richmond Workforce Board and consists of the Board's 60-hour *Accelerating Careers through Essential Skills* ("ACES") Academy to improve participants' ability to attain and retain gainful employment once they complete a subsequent vocational training course matched to their interests and strengths.

Central-East Ceasefire, an AB 109 funded program also launched in FY 17/18, builds on a Ceasefire program in Richmond. The program seeks to reduce firearm violence through a deterrence model that uses law enforcement data to direct resources to individuals at the highest risk of being perpetrators or victims of gun violence. The program aims to raise community awareness and support through the use of community led evening marches in impacted neighborhoods ("night walks"), and "call-ins" where law enforcement lead conversations with at-risk individuals to thwart the use of firearms in local communities.

Launched in FY 17/18, the County's Law Enforcement Assisted Diversion Plus ("CoCo LEAD+") project is led by the Health Services Department and funded through a Prop. 47 grant to the County's Health Services Department. In collaboration with HealthRIGHT 360 and the Antioch Police Department, the program's objective is to divert individuals with behavioral health needs and multiple recent low-level arrests from the justice system into an array of supportive programs. These programs include cognitive based teaching, restorative programs, employment and housing assistance.

On January 1, 2018, Stand Together Contra Costa was launched as a pilot project managed by the Office of the Public Defender in partnership with nonprofit organizations and community members. Unanimously approved by the Board of Supervisors ("BOS"), Stand Together provides no-cost rapid-response support, civil deportation defense legal services and clinics, immigrant rights education and training, and direct-service support for immigrant individuals and families in Contra Costa County. The backbone of Stand Together Contra Costa is a Rapid Response Hotline, which is staffed 24 hours a day, seven days a week to provide a single point of contact for people who witness or are targeted by federal Immigration and Customs Enforcement (ICE) actions undertaken in the County.

Finally, in FY 17/18 the BOS' 17-member *Racial Justice Task Force* ("RJTF") completed its 18-month inquiry into the local juvenile and criminal justice systems. The Task Force was commissioned with identifying racial disparities in the local justice system and providing the Board of Supervisors with a set of recommendations on how these disparities might be addressed and reduced. The Task Force completed its Final Report in June 2018 and submitted it to the Board of Supervisors for adoption the following month. Implementation of the adopted recommendations is expected to begin in FY 18-19 through the Board's newly created Racial Justice Oversight Body.

For FY 18/19, the Requests for Proposals ("RFP") process to identify vendors to provide reentry services to residents returning to local communities is a focus of work for the Office of Reentry and Justice ("ORJ"). The process will result in new or continuing contracts with community- based organizations ("CBOs") for a 3-year term during the period of July 1, 2019 through June 30, 2022. Further, in an effort to develop additional resources for the reentry system, the ORJ supports the County's efforts to compete for various state and federal grants, as well as continued advancement of the County's efforts in "Stepping Up," a national initiative to reduce the number of people with mental illnesses in jail.

Introduction

This report provides an overview of AB 109-related activities and services provided in Contra Costa County during FY 17/18. As context, the report begins with a historical overview and the legislative impact of AB 109 on California counties, followed by a discussion of Contra Costa County's response to Public Safety Realignment. Then an in-depth look at the AB 109-related supervision and services provided by each of the County's AB 109-funded departments, as well as the cross-departmental Pre-trial Services program, is presented.

The County departments, divisions, and programs included in this report, listed in alphabetical order, are:

- Behavioral Health Services (BHS)
- Detention Health Services
- District Attorney's Office
- Office of the Public Defender
- Pre-trial Services
- Probation Department
- Office of the Sheriff
- Workforce Development Board (WDB)

After summarizing the implementation and impact of AB 109 across County departments, the report describes services each of the AB 109-contracted community based organizations provides, highlighting the referrals they received from Probation and other CBOs, as well as the total number of enrollments and successful completions of program services over the course of the year. Finally, the report concludes with an overview of AB 109 population outcomes and a discussion of the County's reentry priorities for FY 18/19.

A Note on Data

The Office of Reentry & Justice worked with each County department, as well as nine community-based organizations contracted to provide AB 109 services, in order to obtain the data necessary for this report. As data were collected across a variety of departments and organizations with different tracking systems, we caution against making direct comparisons from figures across the sections of this report. Moreover, some measures such as the percentage of the AB 109 population under supervision with new criminal charges and/or convictions during FY 2017/18 could not be calculated, as tracking individuals across departments was unfeasible. Worth noting is that the ORJ is currently working with all participating agencies and community-based organizations to improve the reporting process and better ensure data validity.

Realignment & Reentry in Contra Costa County

Historical Overview of AB 109 & Legislative Impacts

Largely a response to prison overcrowding in California, the Public Safety Realignment Act (Assembly Bill 109 ["AB 109"]) was signed into law in 2011 and took effect on October 1, 2011. AB 109 transferred the responsibility of supervising individuals convicted of specific lower-level felonies, and detention for parole violations, from the state's California Department of Corrections and Rehabilitation ("CDCR") to counties, realigning three major areas of the criminal justice system. Specifically, AB 109:

- Transferred the location of incarceration for those convicted of lower-level felonies (specified non-violent, non-serious, non-sex offenders) from state prison to local county jails and provided for an expanded role for post-release supervision for this population;

- Transferred the responsibility for post-release supervision of individuals released from prison after serving a sentence for a specified non-violent, non-serious, and non-sex offense from the state to the county by creating a new category of supervision called Post-Release Community Supervision ("PRCS");

- Shifted the responsibility for processing certain parole revocations from the state Parole Board to the Superior Court;

- Shifted the responsibility for housing revoked supervisees affected by the above changes from CDCR to county detention facilities.

The County is now responsible for the housing and/or supervision of three new populations, all classified under AB 109. These populations include:

- **Post-Release Community Supervisees:** Individuals discharging from prison whose commitment offense was non-sexual, non-violent and non-serious.

- **Parole Violators:** Excluding those serving life terms – individuals who violate the terms of their parole will serve any detention sanction in the local jail rather than state prison. In addition, effective July 1, 2013 local courts are responsible for parole revocation hearings for parolees who violate the terms of their parole, rather than the state Parole Board.

- **1170(h) Sentenced defendants**: Individuals convicted of non-violent or non-serious felonies serve their sentence under the jurisdiction of the county instead of state prison. Sentences are served

either in county jail, on a term of "Mandatory Supervision" by the probation department or on a split sentence (where part of the term is served in jail and part under supervision by the county probation department).

In addition to transferring the responsibility of housing and supervision to the County, AB 109 also enables the County to use AB 109 funding towards the development of partnerships with local health and social service agencies and community based organizations. The intention of these partnerships is to provide supportive services that facilitate the successful reentry and reintegration of individuals into the community and reduce their likelihood of recidivism.

Public Safety Realignment in Contra Costa County

After the enactment of AB 109, the Executive Committee of Contra Costa County's Community Corrections Partnership ("CCP") developed an AB 109 Public Safety Realignment Implementation Plan approved by the County's Board of Supervisors. During the first two years of PSR, the County examined the impacts of AB 109 across departments and drew on the resulting data to inform decision-making surrounding how to best prepare for housing and supervision of the AB 109 population. During this time, the County also created an AB 109 Operational Plan and worked towards developing a coordinated reentry infrastructure, emphasizing the use of evidence-based practices ("EBPs") for serving the AB 109 reentry population.

The overarching approach to AB 109 implementation has largely centered on the development of formalized partnerships between different law enforcement agencies, as well as partnerships between law enforcement agencies and health or social service agencies, such as Behavioral Health Services ("BHS") and AB 109-contracted community-based organizations. For instance, the Sheriff's Department and Probation have increased coordination with each other so that Deputy Probation Officers ("DPOs") have greater access to County jails than they did prior to AB 109. In addition, Probation has increased communication and collaboration with BHS and AB 109-contracted CBOs. This cooperative effort has resulted in a greater number of referrals to supportive reentry services established to facilitate a person's successful reintegration into the community.

In recent years, the following service programs have been developed:

- In FY 13/14, the Pre-trial Services Program was developed as an evidence based collaborative between the Office of the Public Defender, Probation, the Sheriff's Department, and the District Attorney's Office to reduce the use of money bail and the number of individuals held in jail prior to trial.
- During the FY 14/15, the West County Reentry Success Center, a one-stop center where the reentry population can connect with a diverse array of reentry support providers, was opened.
- In addition, the Network Reentry System was launched in FY 15/16. The Network uses mobile Coordinators to connect the reentry population, especially those in East and Central County, with County services and AB 109-contracted service providers.
- In FY 16/17, a Pre-release Planning Pilot Program was developed to improve the transition of individuals from incarceration to services and programs that aid in their successful reentry into

the community once they are released from custody. This is accomplished by screening for and assessing a person's needs, developing an individualized transition plan related to the identified needs, and providing the person with support as they implement their plan.

Other Reentry Initiatives

In addition, during the FY 17/18, the Smart Reentry Pilot was developed to address the particular needs of transition aged youth (TAY). Drawing on a Bureau of Justice Assistance ("BJA") funded grant, the collaborative pilot seeks to serve 100 moderate to high risk TAY who will reside in East County after a period of incarceration. TAY who are or at high risk of homelessness are a priority for this project.

Stand Together Contra Costa was launched as a pilot project on January 1, 2018 and is managed by the Office of the Public Defender in partnership with nonprofit organizations and community members. Unanimously approved by the BOS, Stand Together provides no-cost rapid-response support, civil deportation defense legal services and clinics, immigrant rights education and training, and direct-service support for immigrant individuals and families in Contra Costa County. The mission of the project is to ensure that all people in Contra Costa County, regardless of citizenship or immigration status, are afforded the rights established by the United States Constitution and are protected from actions or policies that result in disparate, discriminatory, or unlawful treatment. The backbone of Stand Together Contra Costa is a Rapid Response Hotline, which is staffed 24 hours a day, seven days a week to provide a single point of contact for people who witness or are targeted by federal Immigration and Customs Enforcement (ICE) actions undertaken in the County. The pilot phase of the initiative is scheduled through June 30, 2020.

Finally, during FY 17/18, the County undertook a comprehensive planning process to update its Reentry Strategic Plan to better guide the County's development of its local reentry system, including but not limited to AB 109-funded services. The five-year strategic plan began with a needs assessment to identify key strengths and needs in the reentry system. This needs assessment built on recommendations from AB 109 evaluations conducted over previous years and was drawn on to further engage stakeholders in defining priority areas, goals, and strategies to address gaps and needs in the reentry system. The Reentry Strategic Plan serves as the guiding document for the County's reentry programs and services for 2018-2023.

County Department Impacts

Public Safety Realignment required that the County use AB 109 funding towards building partnerships between County departments to provide coordinated and evidence-based supervision of, and services for, the AB 109 reentry population. In Contra Costa County, through partnerships with local health and social service agencies, individuals supervised by the Probation Department as part of PSR are provided with access to supportive services that help facilitate their reentry and reintegration into the community when released from custody. Organized in the order a typical defendant's case would move through the justice system, the sections below summarize how AB 109 has impacted County Departments by highlighting the volume and types of supervision and services provided to the AB 109 population across the included County agencies.

District Attorney's Office

Table 1: Budget Allocation for the DA

DA Program Expenditure	FY 2017-18
Salaries & Benefits: Victim Witness Program	$ 109,231
Salaries & Benefits: Arraignment Program	$ 649,491
Salaries & Benefits: Reentry/DV Program	$ 693,512
Salaries & Benefits: ACER Clerk	$ 64,094
Salaries & Benefits: Gen'l Clerk	$ 63,536
Operating Costs	$ 86,109
Total	**$ 1,665,973**

The District Attorney's Office ("DA") functions to protect the community by prosecuting crimes and recommending sentences intended to increase public safety. The program expenditures above reflect an approximate 2 percent increase over the previous fiscal year.

Certain felony charges, if convicted, result in AB 109 sentences. As shown in both Figure 1 and Figure 2 below, on average, 13 percent of all convicted felonies in the County in FY 2017/18 resulted in AB 109 sentences.

Figure 1: Number of AB 109 sentences as a percentage of all felony sentences, by quarter

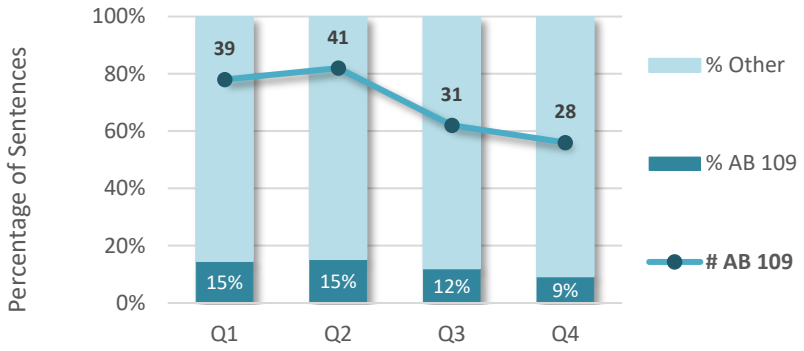
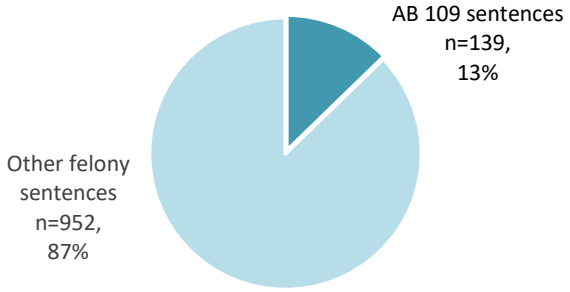
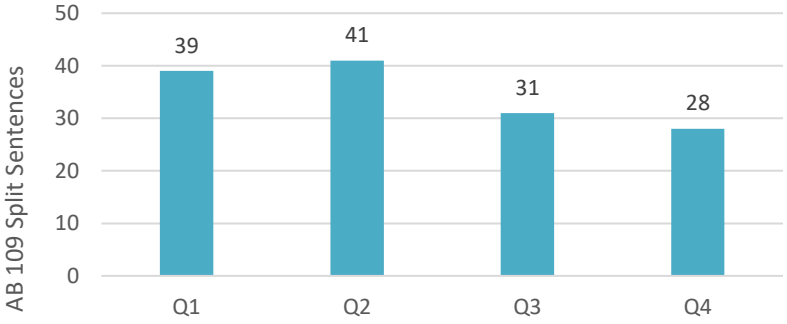


Figure 2: Number of AB 109 sentences as a percentage of all felony sentences



The Court may sentence a convicted AB 109 individual to either local custody or a split sentence, which entails local incarceration followed by Probation supervision. Increasing evidence shows that split sentences lead to better outcomes, and the County's District Attorney has been a statewide leading advocate for split sentences. In FY 17-18, 100% of AB 109 sentences in the County were a combination of custody and supervision. Figure 3 presents the number of AB 109 split sentences by quarter. Overall, 139 individuals received a split sentence with an average of 35 per quarter.

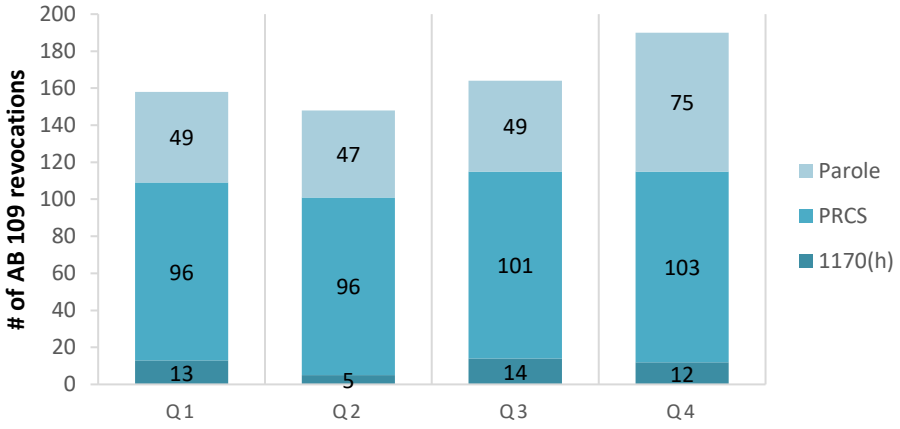
Figure 3: Number of AB 109 Split Sentences by Quarter[2]



[2] Only includes new 1170(h) sentences

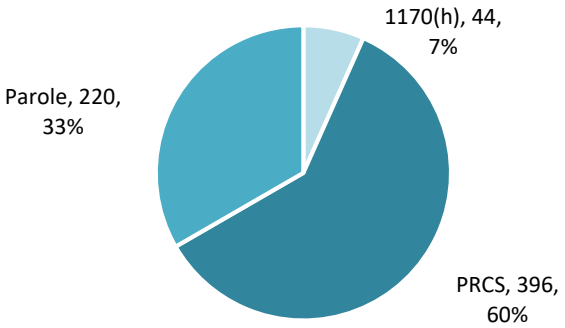
Additionally, the DA can initiate supervision revocations for probation and parole violations. Figure 4 presents the number of AB 109 supervision revocations by AB 109 classification and quarter. Over the course of FY 17/18 there were a total of 660 revocations. While there is some variation by quarter, the number of revocations by AB 109 classification are somewhat consistent over time with the highest number of parolee and PRCS revocations occurring in the 4th quarter.

Figure 4: Types of AB 109 supervision revocations



As presented below, the majority of revocations (n=396, 60%) were among the PRCS population with one-third (n=220, 33%) among parolees. The small remainder of revocations (n=44, 7%) occurred among the 1170(h) population.

Figure 5: Types of supervision revocations as a percentage of all AB 109 revocations



Office of the Public Defender

Table 2: Budget Allocation for the PD

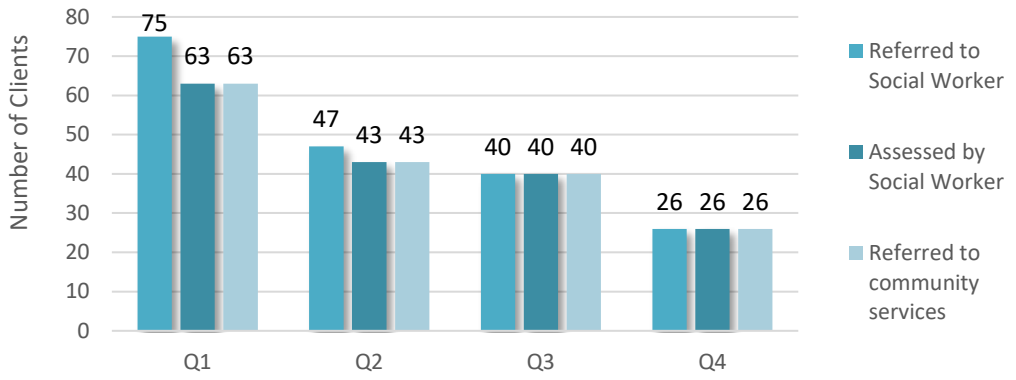
PD Program Expenditure	FY 2017-18
Salaries & Benefits: Clean Slate/Client Support	$ 397,269
Salaries & Benefits: ACER Program	$ 872,787
Salaries & Benefits: Reentry Coordinator	$ 267,971
Salaries & Benefits: Failure to Appear (FTA) Program	$ 172,575
Total	**$ 1,710,602**

The main role 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 of the Public Defender to provide legal assistant and attorney staffing for the Arraignment Court Early Representation ("ACER") and legal assistant staffing for the Pre-trial Services ("PTS") programs. Both the ACER and PTS programs are designed to reduce the County's custodial populations; by ensuring the presence of attorneys at defendants' initial court appearances, ACER is intended to increase the likelihood that appropriate defendants will be released on their own recognizance ("OR") for the duration of the court process and allow for the expedited resolution of cases. PTS supports reduced Pre-trial detention by providing judges with greater information with which to make bail and Pre-trial release decisions, and by providing Pre-trial monitoring of individuals who are deemed appropriate for release.

The Office also provides a suite of post-conviction Clean Slate services including a Clean Slate attorney and advocates who will file petitions requesting various forms of record clearance relief including expungement, reduction of felonies to misdemeanors, certificates of rehabilitation, motion for early termination from supervision, and arrest record sealing. The program expenditures above reflect a 20 percent increase over the FY 16/17 budget.

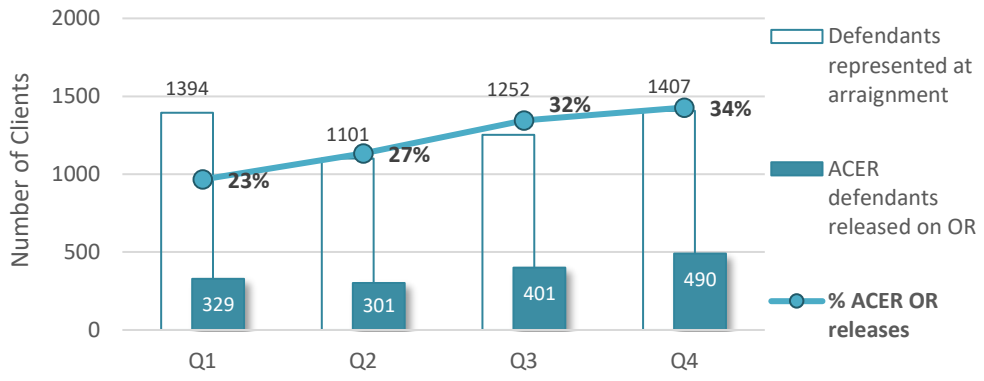
In addition, the County AB 109 funds support a social worker in the Office of the Public Defender who provides social service assessments and referrals for clients needing additional supports and prepares social history reports for court consideration in sentencing and case negotiations. As presented in Figure 6, during FY 2017/18, while not all individuals referred to a social worker were assessed, all defendants who were assessed for social service needs (n=172) were referred to community-based services intended to help address identified needs.

Figure 6: Number of individuals served by Public Defender Social Worker



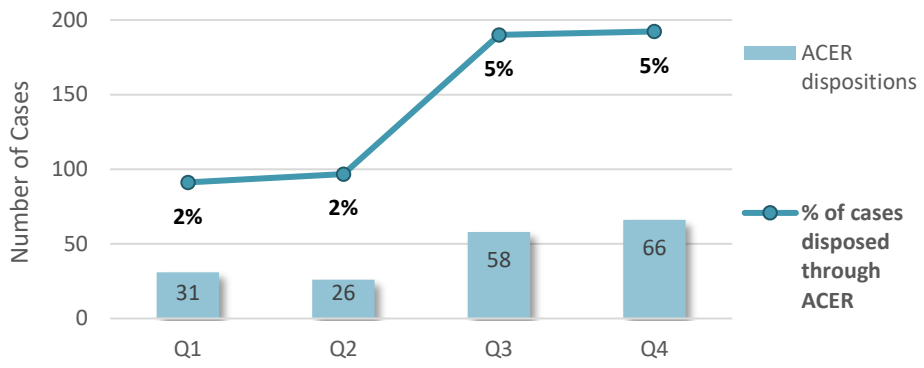
The ACER collaboration between the Office of the Public Defender and the District Attorney's Office has resulted in thousands of defendants receiving representation at arraignment and does appear to facilitate both pre-trial releases and early case resolution. As Figure 7 shows, more than 5,000 defendants were represented at arraignment though the ACER program. Over the course of the year, the percentage of defendants who were released on their own recognizance at arraignment increased from 23% to 34%. This represents an increase of almost 50% over the course of the fiscal year.

Figure 7: Number and percentage of clients released on OR



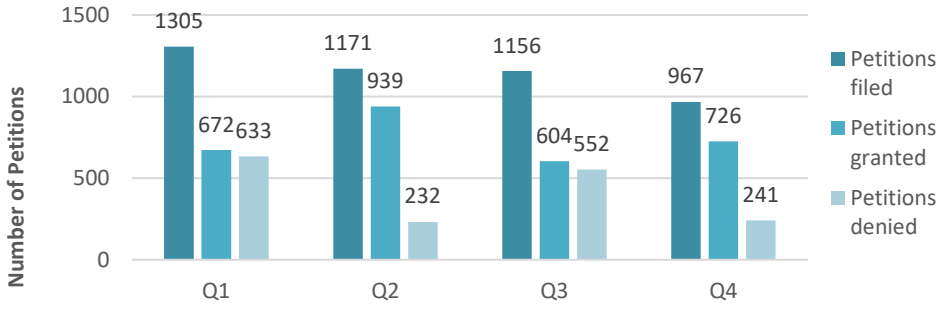
A smaller but still sizeable percentage of criminal cases were also disposed of through ACER, shown in Figure 8. Across the year, 181 cases resolved at arraignment, comprising between 2% and 5% of all cases handled by an ACER attorney.

Figure 8: Number and percentage of ACER dispositions



In addition to these services, the Office of the Public Defender dedicated significant effort to Clean State services. As Figure 9 shows, the Office of the Public Defender filed 4,599 Clean Slate petitions throughout the year. During this time, 2,941 Clean Slate petitions were granted. This represents a granted rate of 64% overall and quarterly rates of 51%, 80%, 52%, and 75%, respectively. The overall denial rate was 36% (n=1658) with quarterly denial rates of 49%, 20%, 48%, and 25%, respectively.

Figure 9: Clean Slate petitions filed, granted, or denied



Stand Together Contra Costa

Table 3: Budget Allocation for Stand Together

Stand Together Program Expenditure	FY 2017-18
Salaries & Benefits: CCEB	$ 491.843
Salaries & Benefits: Public Defender	$ 82,300
Total	**$ 574,143**

A public-private initiative managed by the Office of the Public Defender in partnership with nonprofit organizations and community members, Stand Together Contra Costa's pilot phase began in January 1, 2018 and runs through June 30, 2020. The mission of Stand Together Contra Costa is to ensure that all people in Contra Costa County, regardless of citizenship or immigration status, are afforded the rights established by the United States Constitution and are protected from actions or policies that result in disparate, discriminatory, or unlawful treatment. The project provides no-cost rapid-response support,

civil deportation defense legal services and clinics, immigrant rights education and training, and direct-service support for immigrant individuals and families in Contra Costa County. Catholic Charities of the East Bay ("CCEB") serves as the project's primary community-based partner and as lead of a coalition of seven nonprofit agencies including: CCEB, Bay Area Community Resources, Centro Legal, International Institute of the Bay Area, Jewish Family & Community Services, Oakland Community Organizations, and Monument Impact.

Pre-trial Services

Table 4: Budget Allocation for PTS

PTS Program Expenditure	FY 2017-18
Salaries & Benefits: Probation	$ 748,632
Salaries & Benefits: Public Defender	$ 190,401
Operating Costs	$ 77,762
Total	**$ 1,016,795**

PTS is a collaboration between the Office of the Public Defender, the District Attorney, Probation, and the Court aimed at reducing the Pre-trial custodial population through the use of evidence based alternatives to money bail. The program budget above reflects an approximate 8 percent increase over FY 16/17.

All eligible individuals scheduled for arraignment are screened by paralegals. Qualifying clients are then assessed for risk utilizing a validated assessment tool. In general, there are five categories of risk: low, below average, average, above average, and high.

The numbers of PTS clients assessed for risk and their resulting risk level by quarter are shown in Figure 10 below. Over the course of the year, the number of clients assessed increased 69% from 144 in Q1 to 243 in Q4. In addition, the percentage of PTS clients assessed at high risk doubled from 7% in Q1 to 14% in Q4. While the percentage increase in those assessed at above average risk was not as large as shown among those assessed at high risk, the number of those assessed at above average risk almost doubled over the course of the year, from 47 to 92, reflecting an increase of 5%, from 33% in Q1 to 35% in Q4. These increasing rates of high risk clients are mirrored with decreasing rates of lower risk clients. The percentage of clients assessed at below average risk reduced from 25% in Q1 to 15% by Q4.

Figure 10: PTS clients assessed for Pre-trial risk

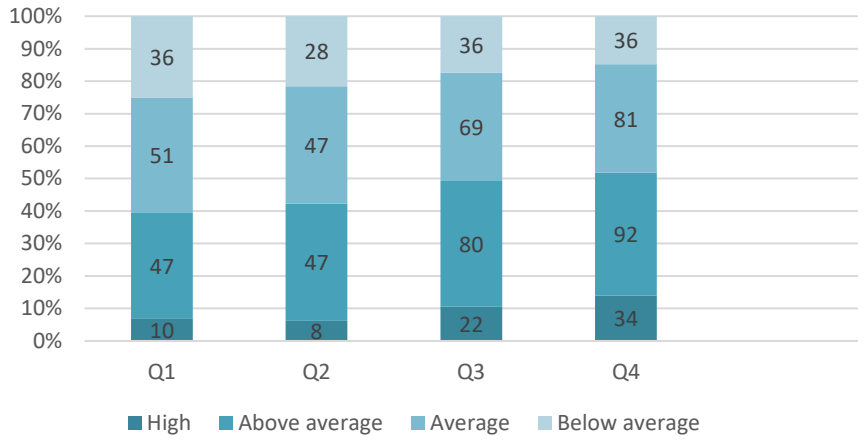


Figure 11 below displays the count of individuals under pre-trial monitoring by quarter along with the count of successful completions. As shown, the number of clients being monitored and completing PTS has grown substantially over the course of the fiscal year. Here, a 65% increase in the number of PTS clients monitored from Q1 to Q4 can be seen with a 39% increase in the number of successful completions. These differential rates in the growth in clients being monitored compared to successful completions suggests a substantial growth in the program and caseloads.

Figure 11: PTS clients being monitored and completed

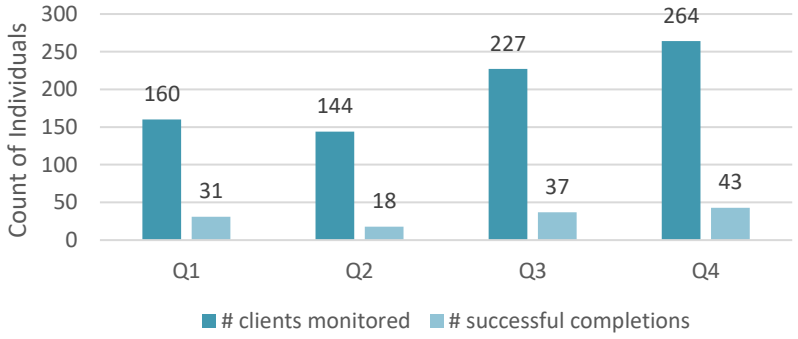


Figure 12 displays the distribution of assessed risk levels in FY 2017/18. As shown, the majority of clients (66%) scored above average or high risk during the year. Here, 674 clients were assessed at above average or high risk compared to the 341 clients who were assessed at average or below risk. As expected, clients who were assessed to be above average or high risk were much less likely to be released onto Pre-trial monitoring (32% and 18%, respectively) compared to clients who were average risk and below (49%, 41% and 44%, respectively).

Figure 12: Assessed Pre-trial risk levels

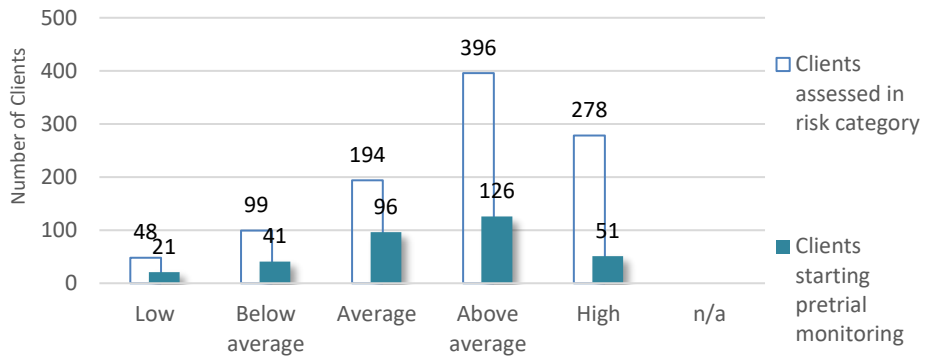
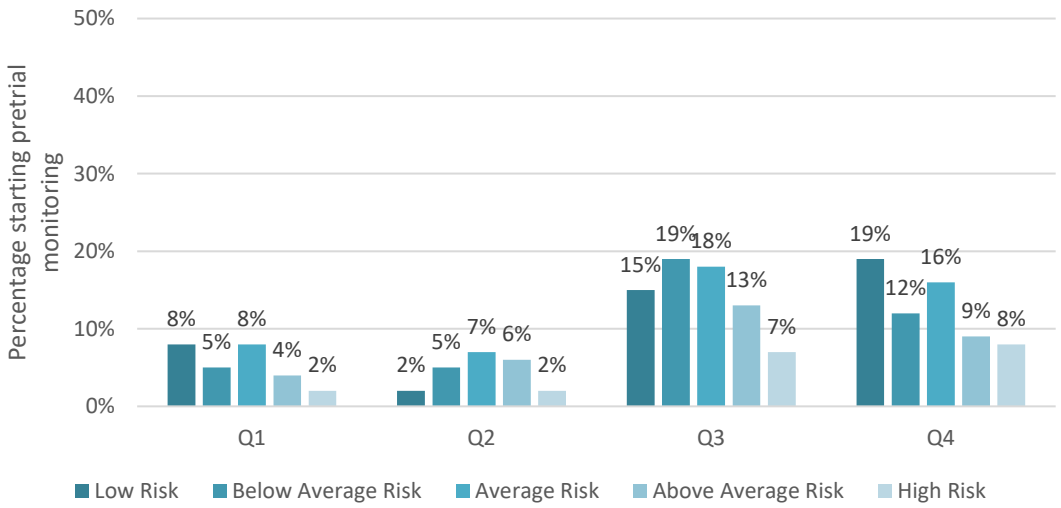


Figure 13 demonstrates that over the course of the year and for each risk group, the Court released a growing proportion of clients to PTS. The percentage of clients assessed at low risk who started pre-trial supervision increased 11% over the year, from 8% in Q1 to 19% in Q4. Across the other risk groups, the percentage of clients who started pre-trial supervision increased from 5% to 8% from Q1 to Q4. For example, among those assessed as average risk, the percentage of clients who started PTS increased from 8% in Q1 and 7% in Q2 to 18% and 16% in Q's 3 and 4. Notably, in January 2018, at the start of Q3, the Humphrey decision was released and clarified the requirement for bail to be affordable and not fashioned to ensure detention. This decision likely accounts for a high proportion of the growth in individuals who started PTS between Q2 and Q3.

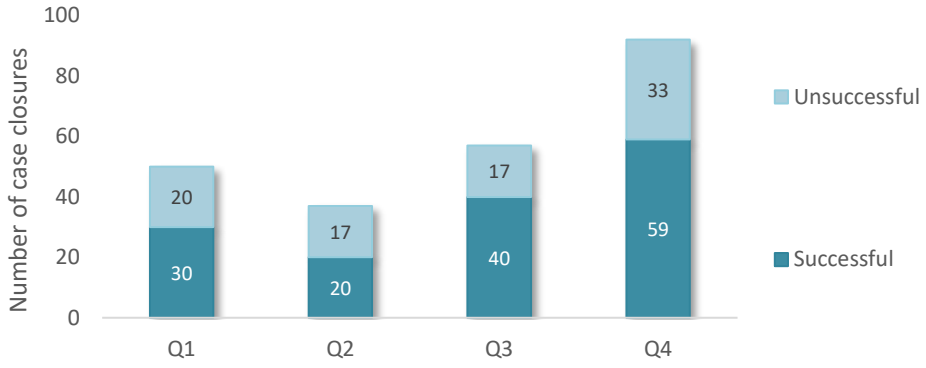
Figure 13: Percentage of assessed clients starting Pre-trial monitoring, by risk level



As Figure 14 shows, among all individuals under pre-trial monitoring whose case closed during FY 2017/18, on average, the majority (63%) successfully closed their cases. Here, a successful case closure indicates that clients appeared at their court dates and were not charged with any new offense while going through the court process. The percentage of successful case closures by quarter were 60%, 54%, 70% and 65%,

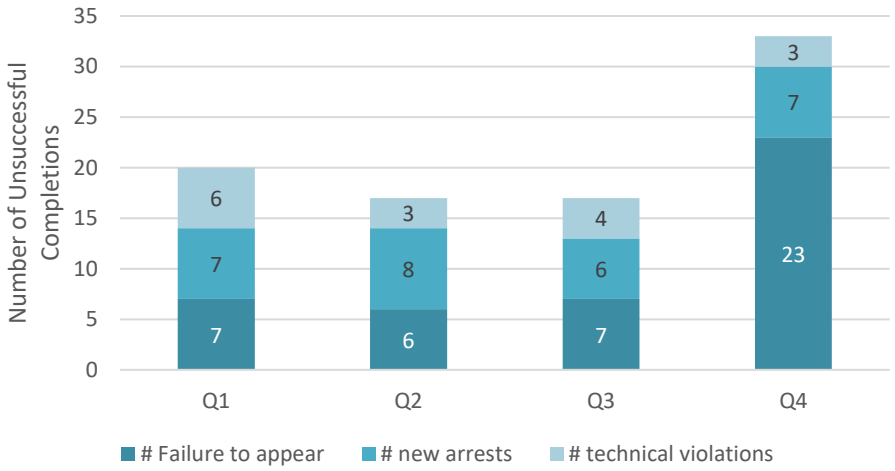
respectively with the largest number of case closures occurring in Q4. Notably, this increase may be accounted for by the Humphrey decision that we released in Q3.

Figure 14: Pre-trial monitoring case closures



Despite overall success of PTS clients, a sizeable minority of clients (36%) do not successfully complete the program. As Figure 15 shows, this is usually due to a client's failure to appear at his/her court date. On average, 49% (n=43) of unsuccessful pre-trial case closures were due to a failure to appear at court. Further, rates of failure to appear by quarter were fairly consistent early in the fiscal year with a large percentage increase in quarter 4 (35%, 35%, 41%, 70%). In addition, on average, 32% of unsuccessful case closures were accounted for by new arrests and 18% by technical violations.

Figure 15: Unsuccessful Pre-trial monitoring case closures, by type



Office of the Sheriff

Table 5: Budget Allocation for the Office of the Sheriff

Sheriff Program Expenditure	FY 2017-18
Salaries & Benefits	$ 6,649,947
Inmate Food, Clothing, Household Expenses	$ 456,250
Monitoring Costs	$ 55,000
IT Support	$ 40,000
Behavioral Health Operating Costs	$ 80,500
"Jail to Community" Program	$ 208,000
Inmate Program Services	$ 755,000
Total	**$ 8,244,697**

The primary role in AB 109 implementation of the Office of the Sheriff is to provide safe and secure housing for all incarcerated individuals, including AB 109 individuals. The Office of the Sheriff operates the County's three detention facilities – Marsh Creek Detention Facility ("MCDF"), West County Detention Facility ("WCDF"), and Martinez Detention Facility ("MDF"), plus the Custody Alternative Facility ("CAF") which offers electronic home detention. The budget expenditures above reflect a 9.25 percent increase over FY 16/17.

The MCDF is generally considered a minimum security facility and houses incarcerated individuals who have been convicted of lesser crime classifications and have already been sentenced. The facility houses an average incarcerated population of 70, with a maximum of 188. Frequently referred to as "the farm" because of its rural location, the MCDF encompasses approximately 32 acres of a land located at the base of Mt. Diablo. The WCDF, located in Richmond, is a direct supervision jail designed to operate as a co-educational, program-oriented facility. The facility houses up to 1,096 inmates within the confines of five separate housing units; four for males and one for females. The MDF is a maximum security facility and houses a diverse population of both pre-sentenced and sentenced inmates who do not qualify for less restrictive environments. Over the course of FY 2017/18, there were 1,018 AB 109-related bookings or commitments into the County's detention facilities.

All AB 109 bookings take place at the Martinez Detention Facility, and Figure 16 shows the number of AB 109 bookings during each quarter of the year, with a breakdown by AB 109 classification. As this figure demonstrates, on average over the year, 3056 parole holds (64%) and 3056 commitments (19%) make up the vast majority of AB 109 bookings. Further, the percentage of parole holds and commitments has increased dramatically by quarter with Penal Code (PC) § 3056 parole holds increasing 26% between Q1 and Q4 and 3056 commitments increasing 94% between Q1 and Q4. While the percentage of PC § 1170(h) commitments increased over the fiscal year by 33%, flash incarcerations decreased over the same period of time.

Figure 16: AB 109 bookings, by type

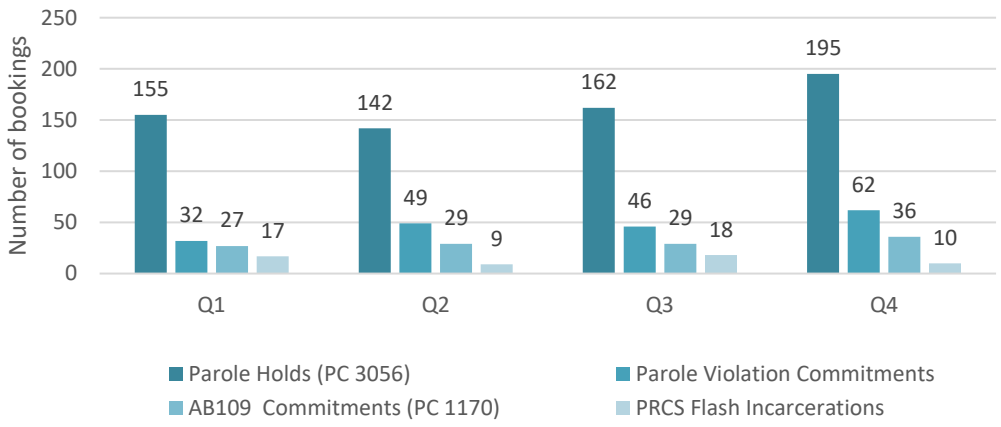


Figure 17 presents the distribution of the average daily jail population across all three detention facilities for the fiscal year. Here, a small proportion of the average daily jail population is classified as AB 109 (7.1%) while the vast majority is accounted for by individuals who are not AB 109 (92.9%).

Figure 17: Average daily jail population

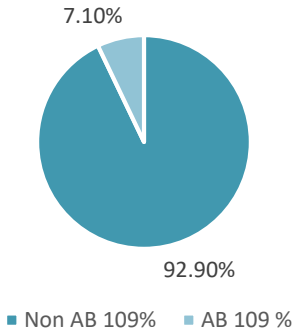
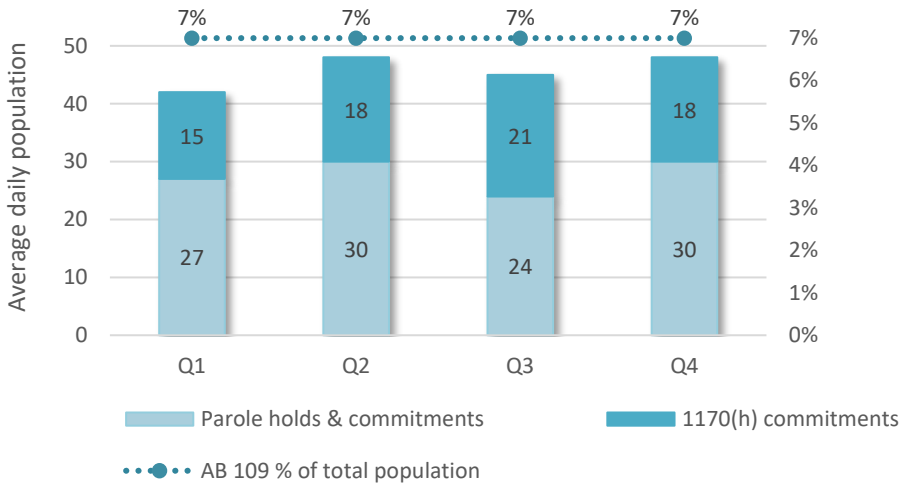


Figure 18 through Figure 20 show the average percentage of AB 109 individuals in each of the County's detention facilities, as well as the number of AB 109 individuals in custody who are serving new 1170(h) sentences versus parole holds or commitments.

On average, the MDF has an average daily AB 109 population that is 7% of the total population. Overall, parole holds and commitments are greater than 1170(h) commitments with an average of 64% parole holds and commitments compared to 36% for 1170(h) commitments throughout the fiscal year.

Figure 18: Average daily AB 109 population – Martinez Detention Facility



As presented in Figure 19, the WCDF, on average, houses an average daily AB 109 population that is 5% of the total population. In contrast to the MDF, 1170(h) commitments are more common compared to parole holds and commitments. Here, 56% of the average daily AB 109 population is accounted for by 1170(h) commitments compared to the 44% accounted for by parole holds and commitments.

Figure 19: Average daily AB 109 population – West County Detention Facility

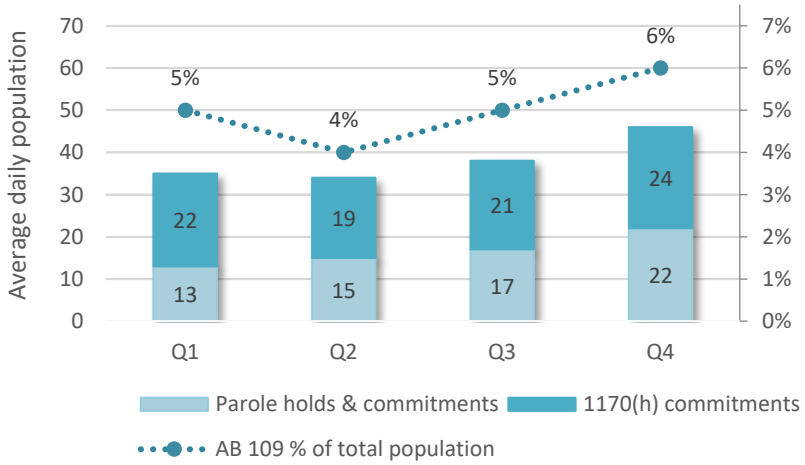
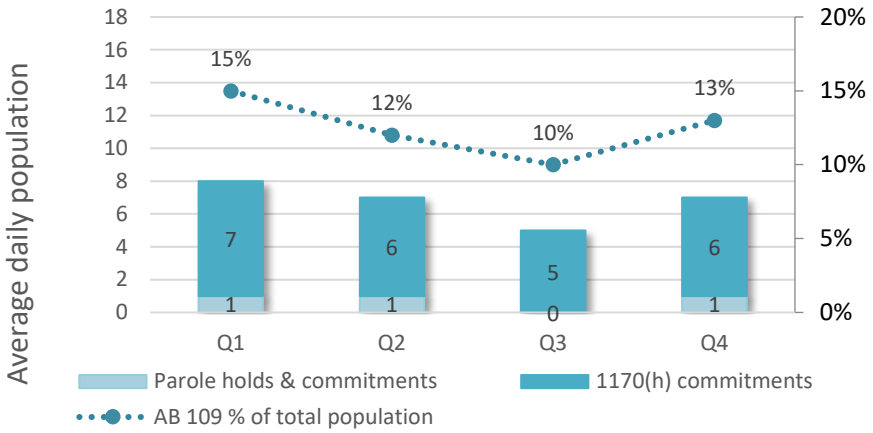


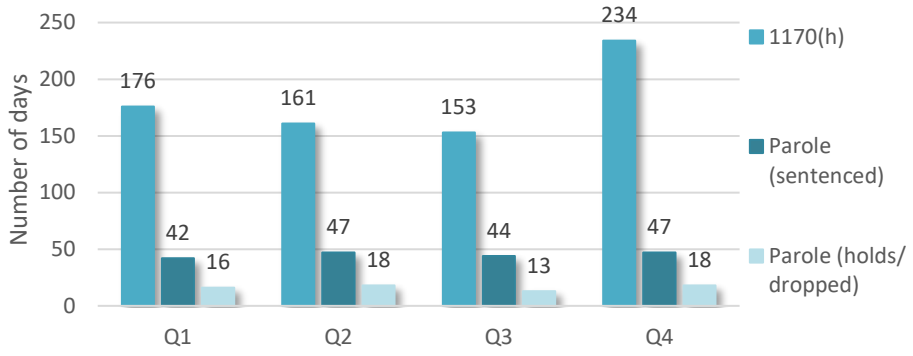
Figure 20, below, presents a more varied average daily AB 109 population in the MCDF compared to the MDF or WCDF. Here, the MCDF houses an average daily AB 109 population that is 12.5%, over the course of the fiscal year. Further, there a few parole holds and commitments at the MCDF with the vast majority of the population accounted for by 1170(h) commitments.

Figure 20: Average daily AB 109 population – Marsh Creek Detention Facility



While parolees make up a larger percentage of the AB 109 incarcerated population overall, on average, 1170(h) individuals spend much more time in custody than the parole population (who can be committed to County jail for up to six months for a parole violation). This point is illustrated in Figure 21. Notably, despite the fact that AB 109 allows for much longer sentences in local custody than was previously possible, AB 109 individuals serve, on average, much less than a year in jail, as presented below. Here, over the course of the year, 1170(h) individuals served an average of 181 custodial days or just under 6 months while parolees (committed), parolees (holds/dropped) and others served an average of 45 and 16 custodial days, respectively.

Figure 21: Average custodial days served by AB 109 clients, by classification[3]

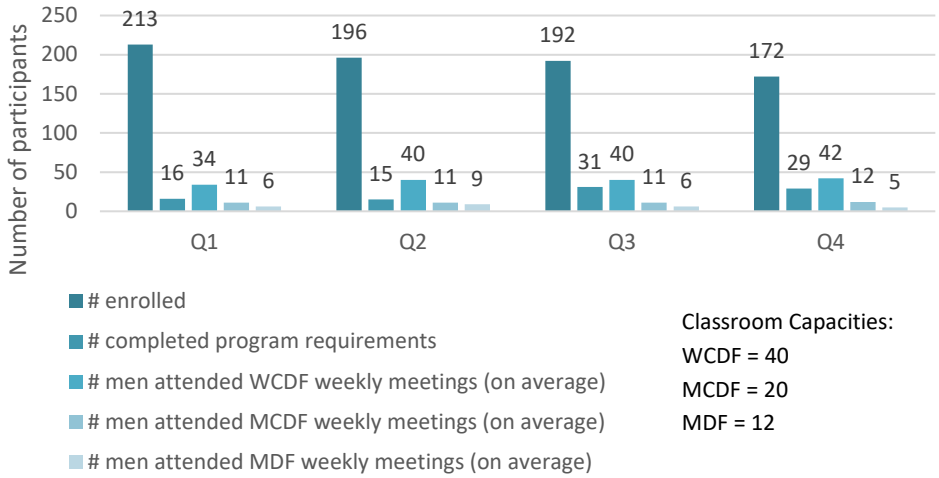


The Jail to Community Program operates out of all three of the detention facilities. Figure 22 below reflects the number of individuals, on average, who participated in weekly mentoring and support

[3] Quarterly averages are based on first day of custodial sentence. In 2017/18 Q3 two of 22 individuals served are serving sentences over 1,000 days, inflating that quarter's average. Additionally, several individuals on 3056 holds have other charges preventing parole or the courts from dropping their hold. This makes each quarter's average time served for 3056 holds/dropped appear larger than is typical.

meetings at each of the detention facilities by quarter. It is worth noting that the number of participants who attended weekly meetings is limited by the size of the meeting room in each facility.

Figure 22: Jail to Community Program



Probation Department

Table 6: Budget Allocation for Probation

Probation Program Expenditure	FY 2017-18
Salaries & Benefits	$ 2,591,428
Operating Costs	$ 169,098
Total	**$ 2,760,526**

The Probation Department's primary role in AB 109 is to supervise and support the reentry of AB 109 clients, including PRCS and 1170(h) individuals with mandatory supervision as part of their sentences, upon their return from custody to the community. As part of this process, AB 109 DPOs assess their clients for both criminogenic risk factors and for general reentry needs, and then refer interested clients to a range of supportive services. The Probation Department budget above reflects a decrease of approximately 1 percent over the FY 16/17 budget.

A total of 445 individuals were released onto AB 109 Supervision during FY 2017/18. Between these new supervision clients and continuing supervision clients, 1,120 AB 109 clients were supervised by the County Probation Department during the same time period.

As Figure 23 and 24 show, PRCS clients represent a higher proportion of both new supervisees and the overall AB 109 probation supervision population, in contrast to early State projections that estimated a reduction in new PRCS clients overtime. As per the Governor's proposed budget for the FY 18-19, this increase has been attributed to court ordered measures and Proposition 57. Figure 23 below presents the number of AB 109 clients that were newly released onto AB 109 supervision during the fiscal year by quarter. On average, PRCS supervisees represent 62% of the new supervisees while 1170(h) clients

represent 38% of the total. Here, the proportion of new supervisees under PRCS per quarter is 65%, 57%, 69% and 61%, respectively, while the proportion of new supervisees under 1170(h) per quarter is 35%, 43%, 31% and 39%, respectively.

Figure 23: Newly processed AB 109 supervisees, by classification

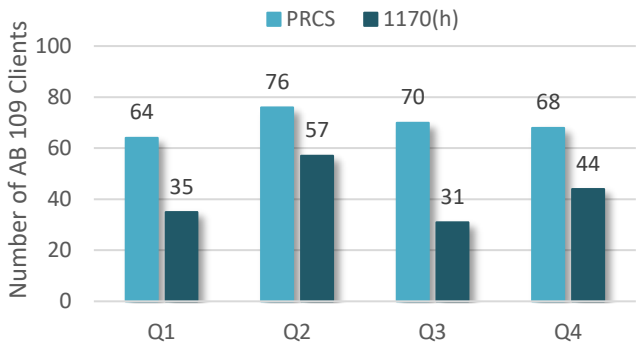
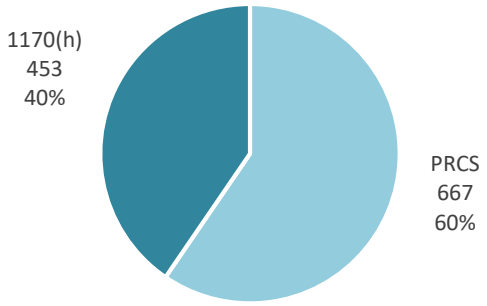


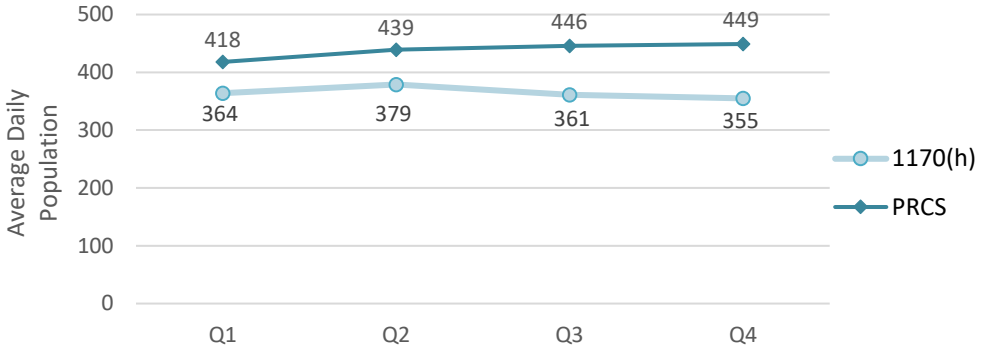
Figure 24 below graphically presents the percentage of the total AB 109 population by classification. Here we see that 40% of the total population is under 1170(h) supervision while 60% is under PRCS supervision.

Figure 24: Total AB 109 individuals under supervision



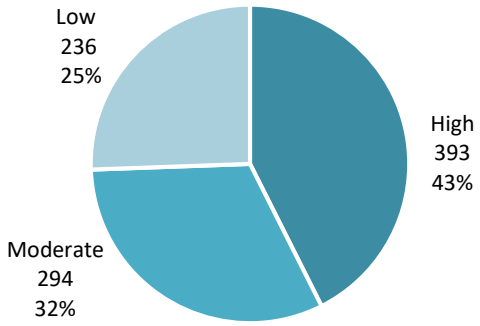
Historically, PRCS clients have made up a higher proportion of the average daily number of AB 109 clients under County supervision. As presented in Figure 25 below, this fiscal year is consistent with the historical pattern where the average daily number of AB 109 PRCS clients is greater than the average daily number of 1170(h) clients. However, it is worth noting that compared to FY 16/17, the average daily PRCS population has decreased from 429 to 388 while the average daily 1170(h) population has increased from 357 to 414. Thus, this pattern is attenuating over time.

Figure 25: Average AB 109 population under County supervision, by classification



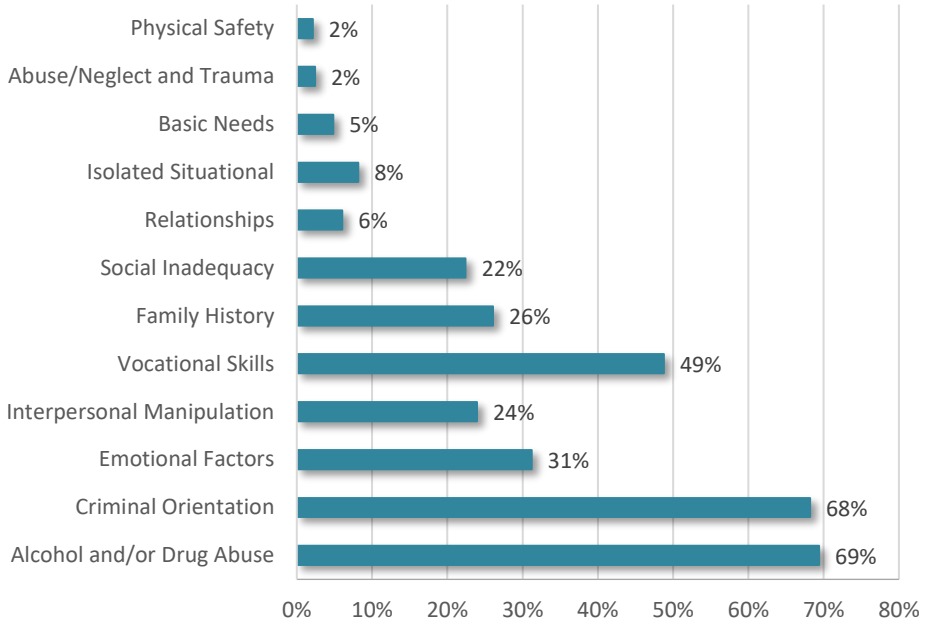
To determine each AB 109 client's appropriate level of supervision intensity upon entering County supervision, a DPO conducts an interview drawing on the Correctional Assessment and Intervention System ("CAIS") risk assessment tool, an evidence-based risk assessment tool, to determine each client's risk for recidivism and associated risk factors. Figure 26 indicates the distribution of recidivism risk for all AB 109 clients given an initial CAIS risk assessment during FY 2017/18. Here, among the 923 AB 109 clients that received an initial assessment, 43% were assessed as high risk while 32% and 25% received assessments of moderate and low risk, respectively.

Figure 26: Initial CAIS risk levels



The majority of AB 109 Probation clients were assessed to have a variety of overlapping needs that are associated with a risk for future involvement in criminal activities. As shown in Figure 27, the most common risk factor among AB 109 Probation clients is alcohol and/or drug use at 69%, followed closely by criminal orientation at 68%. Almost half, or 49%, of the AB 109 supervision population had needs to improve their vocational skills and almost one-third (31%) have emotional risk factors. Social inadequacy, family history and interpersonal manipulation were assessed as risk factors in 22-26% of the population.

Figure 27: AB 109 supervision population CAIS-assessed needs



Detention Health Services

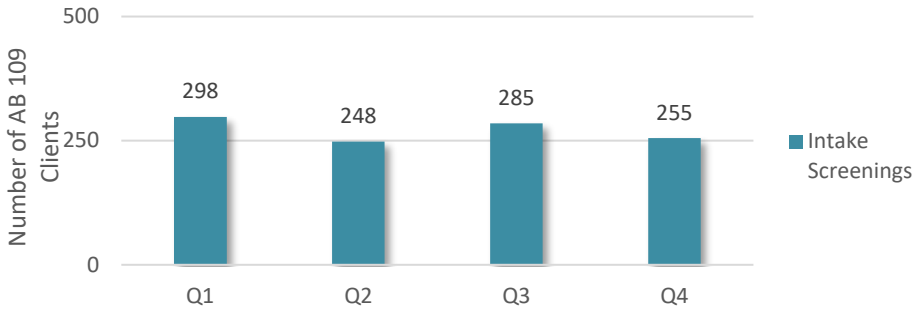
Table 7: Budget Allocation for DHS

DHS Program Expenditure	FY 2017-18
Salaries & Benefits, Fam Nurse, WCD/MCD	$ 187,537
Salaries & Benefits, LVN, WCD	$ 294,711
Salaries & Benefits: RN, MCD	$ 494,004
Salaries & Benefits: MHCS, WCD/MCD	$ 121,532
Total	**$ 1,097,784**

Detention Health Services Department ("DHS") provides health care to all incarcerated individuals – including AB 109 individuals – housed within the County. DHS provides in-custody access to nurses, doctors, dentists, mental health clinicians, and psychiatrists who provide medical and mental health care for all AB 109 individuals in custody. Further, basic health screenings to all new individuals in custody, including AB 109 individuals, are also provided. The DHS program expenditure above reflects a 4% increase over the FY 16/17 budget.

Figure 28 displays the number of AB 109 individuals who were provided with health screenings at intake across each quarter of FY 17/18. A total of 1,086 individuals received intake screenings throughout the fiscal year.

Figure 28: DHS intake screenings for AB 109 inmates



In addition to these screenings, DHS provides an array of health-related services to all individuals incarcerated in the County's detention facilities, including physical, behavioral, and dental care. Unfortunately, at this time, disaggregated data that speaks to the proportion of AB 109 inmates with physical or dental care conditions is not available.

Figure 29, below, shows that on average 25% of the incarcerated population has been identified with a mental health condition. These findings are consistent with other estimates of mental health conditions in incarcerated populations.

Figure 29: Percentage of In-Custody Population with a Mental Health Condition

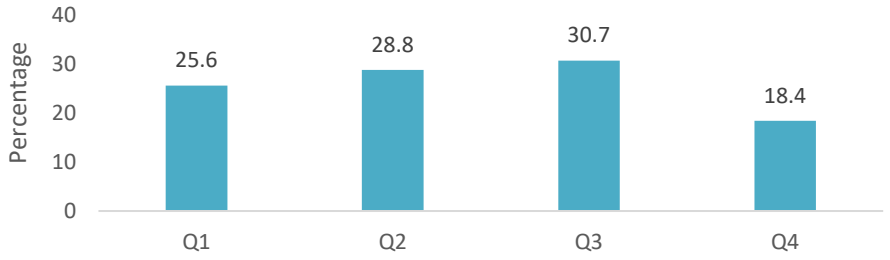
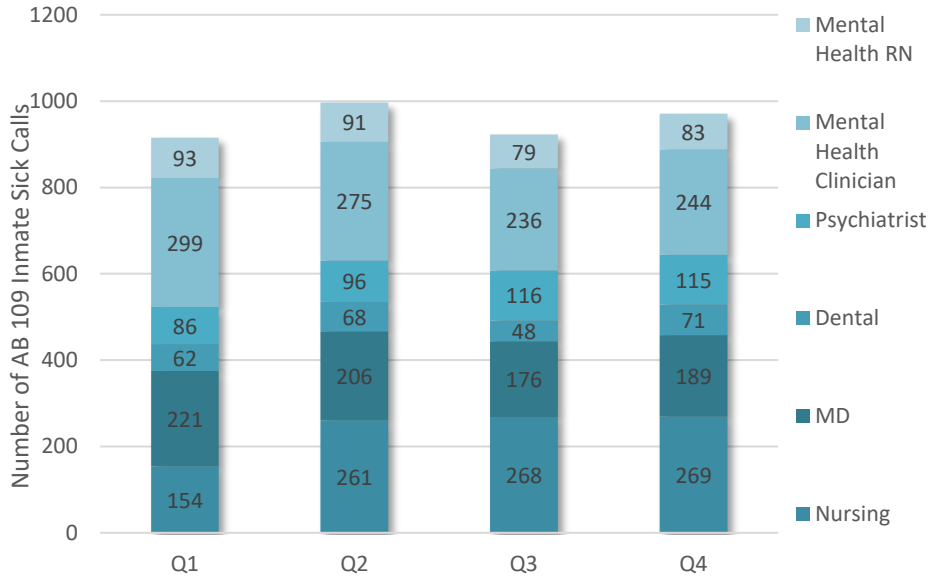


Figure 30 presents the distribution of sick calls (e.g., in-person appointments) provided for AB 109 individuals in FY 2017/18. Given the rates of mental health conditions in the in-custody population, as shown in Figure 30, it is not surprising that psychiatrist, mental health clinician and nursing calls are so common. Over the course of the year, of 3806 HS sick calls, 48% were specifically for a mental health provider while 7%, 21% and 25% were for dental, physician, and nursing providers, respectively.

Figure 30: Types of DHS sick calls for AB 109 inmates



Behavioral Health Services

Table 8: Funding Allocation for BHS

BHS Program Expenditure	FY 2017-18
Salaries & Benefits	$ 996,180
Operating Costs	$ 68,952
Contracts	$ 1,292,088
Vehicle & Maintenance	$ 22,448
Total	**$ 2,379,668**

The BHS Division combines Alcohol and Other Drugs Services ("AODS"), the Homeless Program, Forensic Mental Health Services, and Public Benefits into an integrated system of care. BHS works with clients, families, and community-based organizations to provide services to the AB 109 population. While BHS provided services for the reentry population prior to the start of AB 109, PSR resulted in an increased focus on and funding for services to this population. The BHS program expenditure above reflects a 6% increase over the FY 16/17 budget.

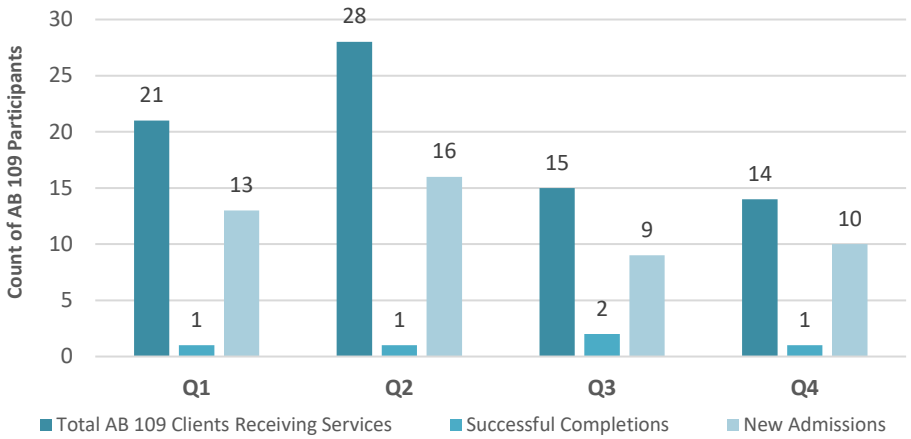
The sections below present the number of AB 109 individuals receiving services from each BHS service program over the course of the FY 17/18.

Alcohol and Other Drugs

The AODS program of BHS operates a community-based continuum of substance abuse treatment services to meet the level of care needs for each AB 109 client referred. During FY 17/18, over 400 AB 109 referrals were made for AODS treatment services. As shown in Figure 31, a total of 78 individuals received outpatient AODS services throughout the fiscal year. Of those, on average, 12 new outpatient admissions

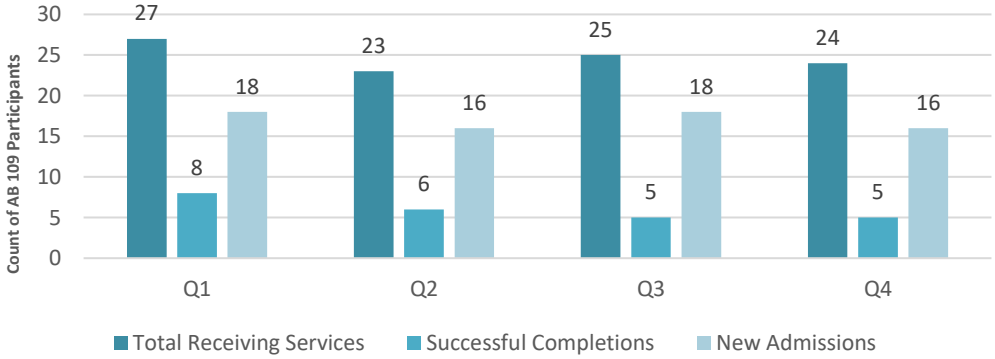
were enrolled each quarter and approximately 1 client per quarter successfully completed the AODS outpatient treatment.

Figure 31: Outpatient AODS Treatment Services



AODS also provides residential substance abuse treatment to clients on AB 109 supervision. As shown in Figure 32, AODS provided residential treatment services to 99 AB 109 clients. New admissions to residential treatment account for 68% of those receiving services while 24 clients successfully completed residential services over the course of the year, for an average of 24% per quarter.

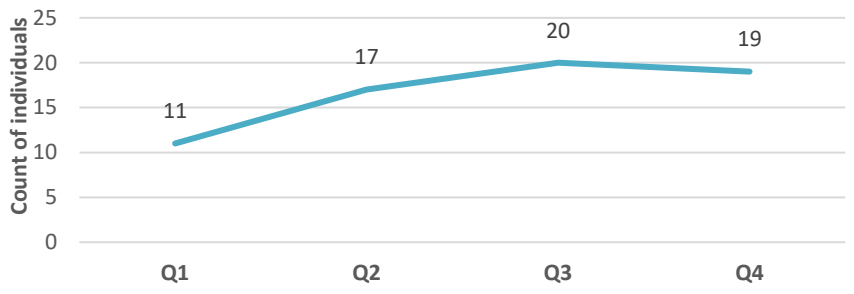
Figure 32: Residential AODS Treatment Services



Homeless Program

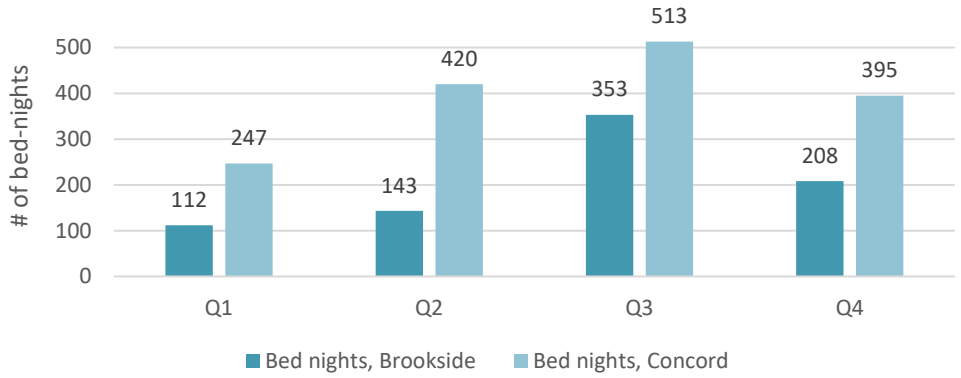
In FY 2017/18, the County's Homeless Program, provided by the Health, Housing and Homeless Division, served 11 AB 109 individuals in the first quarter, 17 in the second, 20 in the third, and 19 in the fourth, as shown in Figure 33, for a total of 67 individuals receiving homeless services.

Figure 33: Count of Individuals provided Homeless Services



The total number of emergency shelter bed-nights utilized by the AB 109 population are shown below in Figure 34. Both the Brookside and Concord shelters provide shelter and case management services to assist residents with ending their homelessness. Further, both facilities operate 24 hour a day and have the capacity to serve over 160 men and women. Services include meals, laundry facilities, mail, and telephones. If involved in case management, residents may stay for up to 120 days. Overall, 2,391 bed-nights were utilized throughout the county during the fiscal year, with 66% of bed nights provided by the Concord shelter and 34% at the Brookside shelter.

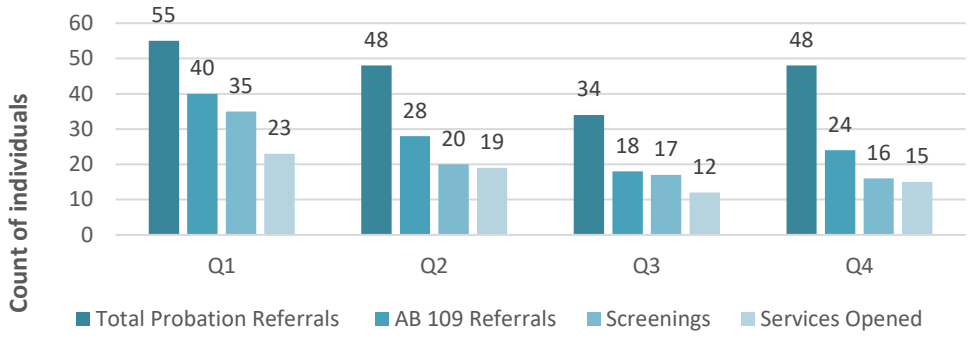
Figure 34: Total bed-nights utilized by AB 109 population



Mental Health Division

Forensic Mental Health collaborates with Probation to support successful community reintegration of individuals with co-occurring mental health and substance related disorders. Services include assessment, groups and community case management. As indicated in Figure 35, Probation referred 185 clients to Forensic Mental Health services, of whom 110 or 59% were AB 109 referrals. Of the clients referred to the Mental Health Division, 88 received mental health screenings from which 69 or 78% accepted outpatient services. Among the AB 109 referrals, 63% accepted services.

Figure 35: Clients referred to, screened for, and received Forensic Mental Health services

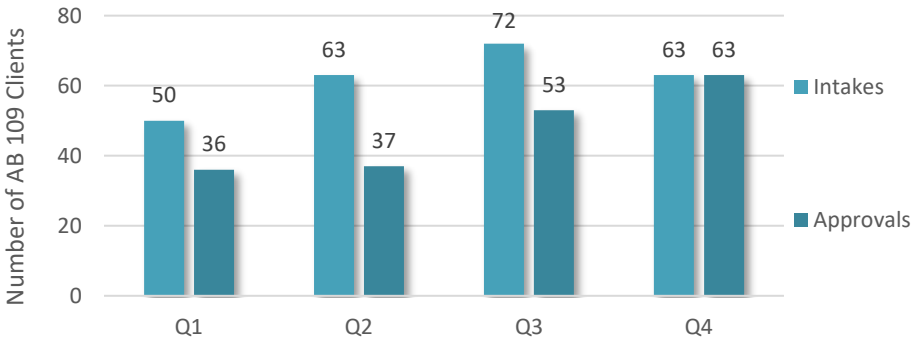


Public Benefits

BHS also assists AB 109 clients with applying for public benefits, including Medi-Cal, General Assistance, CalFresh, and Social Security Disability Income/Supplemental Security Income ("SSDI/SSI"). Medi-Cal provides medical, dental, and vision insurance to low-income individuals and their families while General Assistance (GA) provides temporary, short-term, employment focused cash grants to unemployed persons with no other means of support. GA also provides continued aid for disabled or unemployable persons while they apply for and secure SSI. The CalFresh program, formerly known as Food Stamps and federally known as Supplemental Nutrition Assistance Program ("SNAP"), provides electronic funds for low-income individuals and families that can be used to buy most foods. Finally, SSDI/SSI are federal programs that provide cash assistance to persons with disabilities. SSDI is based on an individual's work history and earnings record while SSI is based on financial need. Any of these public benefit programs may assist AB 109 clients returning to the community.

Figure 36 displays the number of AB 109 clients assisted with applications for Medi-Cal in FY 17/18, and the number of applications approved by the State. Over the course of the year, 248 Medi-Cal intakes were completed and 189 approvals were received. This amounts to, on average, an approval rate of 76%.

Figure 36: Medi-Cal intakes and approvals



In contrast, other than Medi-Cal applications, almost no AB 109 clients are enrolled in other benefits, such as General Assistance, CalFresh, and SSDI/SSI. Table 8 displays the number of AB 109 client intakes and approvals for public benefits. While 35 intakes for SSDI/SSI were completed, no approvals were received.

Table 9: AB 109 client GA, CalFresh, and SSDI/SSI intakes and approvals

	Q1		Q2		Q3		Q4	
	Intakes	Approvals	Intakes	Approvals	Intakes	Approvals	Intakes	Approvals
GA	0	0	0	0	0	0	0	0
CalFresh	0	0	0	0	0	0	0	0
SSDI/SSI	13	0	17	0	4	0	1	0

Workforce Development Board

Table 10: Budget Allocation for the WDB

WDB Program Expenditure	FY 2017-18
Salaries & Benefits	$ 204,000
Travel	$ 4,000
Total	**$ 208,000**

The role of the Workforce Development Board ("WDB") 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. The budget allocation above reflects a 4 percent increase over the FY 16/17 budget.

To date, the WDB's primary role in AB 109 implementation has been to broker opportunities for the AB 109 reentry population and to coordinate with AB 109 partners to ensure they are aware of and are able to effectively access services and resources available for the AB 109 reentry population. To that end, the WDB has hosted several Fair Chance Hiring Summits throughout the County and identified 300 employer partnerships that are appropriate for the AB 109 population; they have also conducted a number of on-site recruitments and career fairs that the AB 109 reentry clients, as well as other reentry individuals, can attend. Unfortunately, the WDB does not currently track the number of clients who have utilized their services.

The WDB was successful in leveraging their AB109 allocation for a $400,000 AB2060 Supervised Population grant and served 51 reentrants over a 2-year period with this funding (2016-2018). The WDB will also be receiving approximately $460,000 over the next 2 years (2019-2021) in Prison to Employment State funds and will be leveraging this to support their work with the AB109 community.

Community Based Service Providers

Shared values/approach (EBPs, TIC approach, etc.)

Contra Costa County's reentry approach is centered on developing an integrated and supportive service network comprised of AB 109-contracted community-based organizations, public agencies and the broader community for the AB 109 reentry population to utilize. The network works together to help create a pathway for the successful reentry and reintegration of formerly incarcerated individuals back into the community. AB 109-contracted CBOs play a large role in the reentry infrastructure, providing a range of services from housing assistance and employment services to mentorship and family reunification. When working successfully, the County's reentry services are part of a continuum that begins at the point an individual enters the justice system and continues through their successful reintegration.

Drawing on the County's 2018-2023 Reentry System Strategic Plan, County and community stakeholders agreed to the following set of guiding principles:

- **Culturally Respectful and Responsive:** Diverse perspectives that reflect the wide array of cultures, beliefs, and attitudes within our community should be reflected in the design and implementation of reentry system approaches.

- **Evidence-Based:** Better reentry outcomes require a commitment to employing evidence-based practices and continuous quality improvement, while also leaving room for innovative approaches that will produce promising results.

- **Fairness and Equity:** Procedural justice is important and must respect the dignity and experience of all justice-involved people, as well as demonstrate concern for communities experiencing criminal justice disparities that have been persistent and historical.

- **Holistic**: Community reintegration is most easily achieved by continuous, appropriate delivery of quality services that are tailored to the holistic needs of individuals and families most impacted by incarceration.

- **Inclusive:** Effective reentry strategies are best created through an inclusive approach that utilizes input from justice system professionals at all levels of government and in community and faith-based organizations, those with histories of justice system involvement, and other interested stakeholders to develop appropriate interventions that encourage community reintegration and recidivism reduction.

- **Justice Reinvestment:** Reinvesting in the communities most impacted by the criminal justice system supports public safety by addressing the root causes of crime and empowering communities.

- **Partnership:** Collaboration, coordination, information and resource sharing, and communication are essential elements of productive partnerships and critical components of a high-functioning reentry system.

- **Public Safety**: Effective implementation of reentry solutions will reduce recidivism, ensure victims' rights are protected, and ultimately result in an environment where all members of the community feel safe and secure.

- **Rehabilitation, Restoration, and Healing:** To create a safe and healthy community, rehabilitation, restoration, and healing must inform the decisions, policies, and practices of all stakeholders in a reentry system that is client-centered, trauma-informed, and culturally sensitive.

While these principles have not been explicitly tied to AB 109, they are nonetheless founding principles upon which much of the County's AB 109 work has been built.

Countywide

Across the county, AB 109 contracted community-based organizations served 1,374 justice involved individuals during FY 17-18. As presented in Figures 37 and 38, individuals, primarily men, were served across all regions of the county with the greatest service utilization in West and East County.

Figure 37: Individuals Served by Region across the County

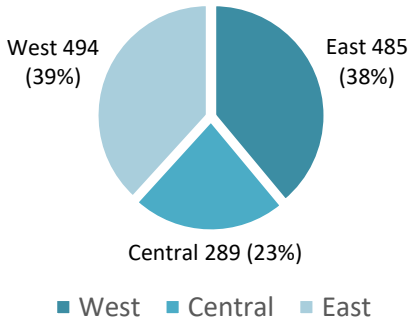
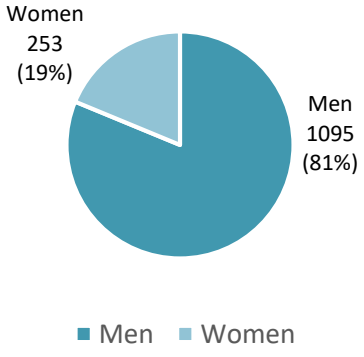
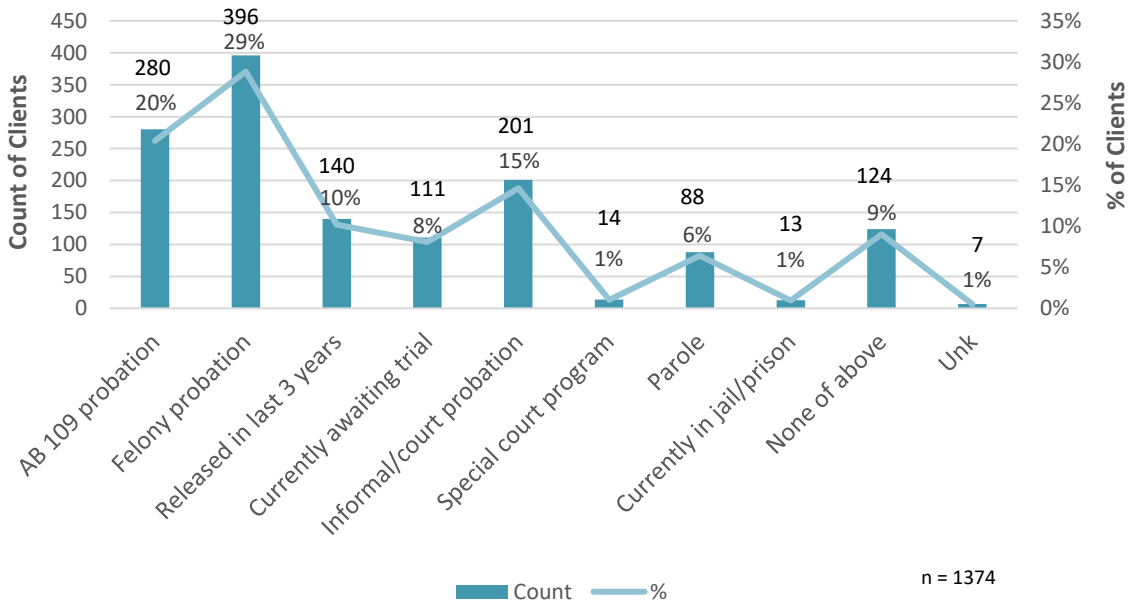


Figure 38: Distribution of Men and Women Served



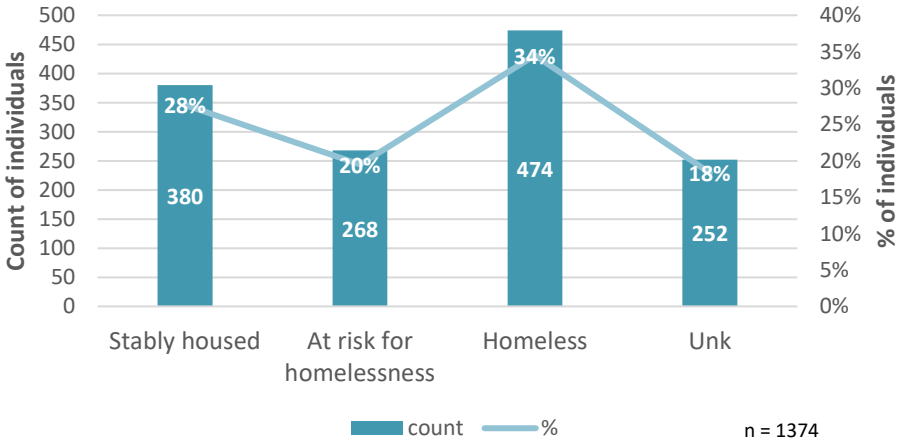
Almost half of the 1,374 justice involved individuals served were on AB 109 probation or felony probation. As shown in Figure 39 below, twenty percent of the population (n=280) were on AB 109 probation with the majority of individuals on felony probation (n=396, 29%). A smaller proportion of individuals (n=201, 15%) were on informal court probation; 6 percent (n=88) were on parole and 8 percent (n=111) were awaiting trial. It is unclear how 10 percent of those served (n=131) were involved in the criminal justice system.

Figure 39: Criminal Justice Involvement



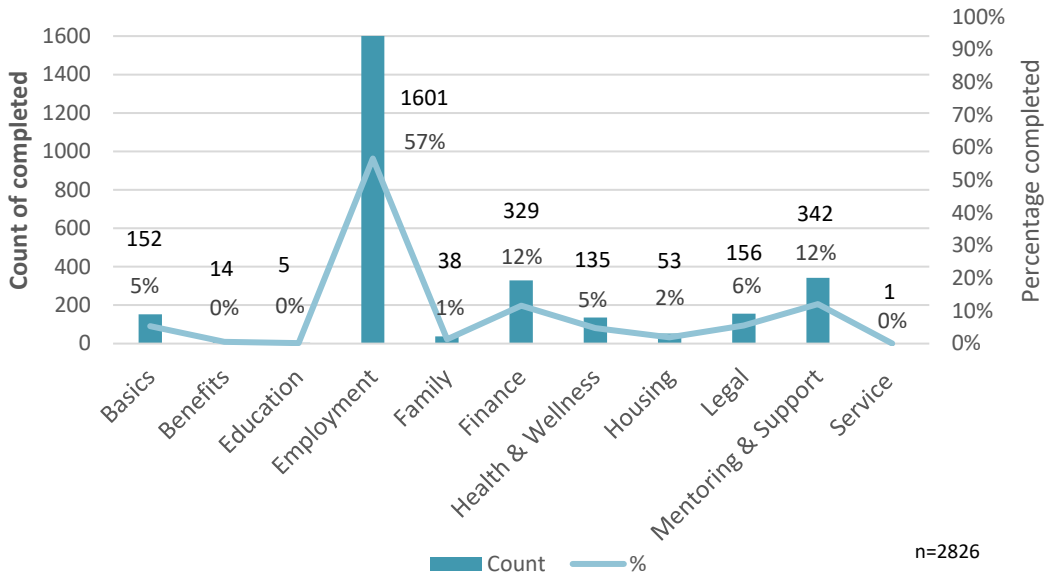
The unmet need for housing, presented in Figure 40, continues to be a barrier for community reentrants with just over one quarter of individuals reporting stable housing at service intake. One-third of individuals identified as being outright homeless with an additional 20 percent at risk for homelessness.

Figure 40: Housing Status at Service Intake with Community Based Organizations



Among those served, on average, individuals completed two goals each during the fiscal year. As expected, employment was the most common goal followed by mentoring and support, and finance. Notably, as shown in Figure 41, the count and percentage of completed housing related goals is very low.

Figure 41: Completed Goals by Domain



Overview of AB 109 Community Partnerships

During FY 15/16, Contra Costa County launched the Reentry Network, currently staffed and managed by HealthRIGHT 360, in East and Central County to coordinate support and access to services through "No Wrong Door" sites that are collectively aimed at helping returning residents reintegrate back into the community after periods of incarceration. In addition, the County established the Reentry Success Center in FY 14/15, presently staffed and managed in Richmond by Rubicon Programs, to serve as a collective impact backbone agency that provides individuals with a "one-stop" center and access to a variety of free, integrated, and effective County and community-based reentry services. Further, through the pre-release planning pilot, developed to improve the transition of individuals from custody to community services, the County's Office of Education makes referrals to post-release AB 109 contracted service providers including the Reentry Network, the Reentry Success Center and the diverse array of providers listed in Table 10 below among others. These programs provide a gateway to community based service provision for individuals returning to their community.

Table 11 describes the number of referrals each AB 109-contracted CBO received during FY 2017/18, as well as the total number of enrollments and successful service completions. It is worth noting that prior to FY 14/15, CBOs were contracted to provide services to AB 109 clients only. This changed in FY 15/16, and AB 109-funded CBOs now provide services to any reentry clients in need of those services.

Table 11: Community-based service referrals, enrollments, and completions

Organization	Total Referrals		Total Enrollments		Total Completions	
	AB 109	Other	AB 109	Other	AB 109	Other
Bay Area Legal Aid	**77**	**--**	**77**	**--**	**62**	**--**
Center for Human Development	**32**	**33**	**9**	**13**	**2**	**3**
Fast Eddie's Auto Service	**69**	**--**	**32**	**--**	**26**	**--**
Goodwill Industries	**67**	**138**	**67**	**138**	**30**	**48**
Men and Women of Purpose	**48**	**87**	**39**	**41**	**24**	**26**
Mz. Shirliz	**4**	**30**		**8**		**5**
Reach Fellowship	**42**[4]	**--**	**37**	**--**	**7**	**--**
Rubicon[5]	**527**	**--**	**238**	**--**	**19**	**--**
SHELTER Inc.	**317**	**65**	**100**	**30**	**25**	**6**

Below are brief descriptions of the services that each of the AB 109-contracted CBO service providers offer the County's population.

Bay Area Legal Aid

Budget Allocation for Bay Area Legal Aid **$ 150,000**

Bay Area Legal Aid ("BayLegal") provides legal services for reentry clients and educates them about their rights and responsibilities. The legal services BayLegal provides include: obtaining or retaining housing, public benefits, health care, financial and debt assistance, family law, and obtaining driver's licenses. The program provides post-release legal check-ups for each client to identify legal barriers that can be remediated, educates clients about early termination of probation, and assists with fines. Attorneys are also able to meet individually with clients in both jail and prison prior to their release.

Center for Human Development

Budget Allocation for the Center for Human Development **$ 90,000**

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

[4] The number here is a rough estimate due to insufficient quarterly reporting data.

[5] Please see the section on Rubicon for an explanation of their enrollments and completions.

also provides post-release large and small group presentations and workshops to returning citizens at partner agencies and other locations throughout the County.

Fast Eddie's Auto Services

Budget Allocation for Fast Eddie's Auto Services **$ 75,000**

Fast Eddie's provides workforce development skills and automotive technical training for AB 109 individuals referred to the program. They have contracted with the County to provide employment support and employment placement opportunities for AB 109 clients.

Goodwill Industries

Budget Allocation for Goodwill Industries **$ 900,000**

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

Men and Women of Purpose

Budget Allocation for Men and Women of Purpose **$ 110,000**

Men and Women of Purpose ("MWP") provides employment and education liaison services for the County jail facilities, for which the program facilitates employment and education workshops every month at the County's jails and works with Mentor/Navigators to assist the workshop participants with the documentation required to apply for employment, education, and other post-release activities. MWP also provides pre- and post-release mentoring services for West County using the organization's evidence-based program Jail to Community model. The program provides one-on-one mentoring, as well as weekly mentoring groups that focus on employment and recovery.

Mz. Shirliz

Budget Allocation for Mz. Shirliz **$ 150,000**

Mz. Shirliz Transitional provides sober living environment housing services and housing placement services to residents returning to the community from custody. A sober living environment means safe, clean, residential environments that promote individual recovery through positive peer group interactions among house residents and staff. Sober living housing is alcohol and drug-free and allows residents to continue to develop their individual recovery plans and to become self-supporting. The residential environment must co-exist in a respectful, lawful, and non-threatening manner with residential communities in the County.

Reach Fellowship

Budget Allocation for Reach Fellowship International **$ 50,000**

Centering their program services on women, Reach Fellowship International ("Reach") provides weekly workshops in West County Detention Facility ("WCDF"), in addition to pre- and post-release one-on-one case management. Reach provides employment and education liaison services to female returning citizens in fulfillment of the County's Reentry into the Community Program and also acts as a lead information specialist for County jail facilities for the AB 109 program. Finally, Reach also conducts workshops to introduce employment and educational opportunities to participants, to work with Mentor/Navigators to assist incarcerated and returning citizens with obtaining the paperwork required for those opportunities, and to screen participants for employment and educational preparedness.

Rubicon

Budget Allocation for Rubicon **$ 1,100,000**

Rubicon provides employment support and placement services, integrated with other supports, to AB 109 participants in East County and West County. Rubicon's program includes pre-release engagement, job readiness workshops, educational and vocational training, transitional employment, individualized career coaching, legal services, financial stability services, and domestic violence prevention and anger management. In order to provide a continuum of services, Rubicon partners with a number of other organizations through formal subcontracts, including vocational training partners, AB 109 providers, and other community-based organizations.

Given the breadth of Rubicon's program, the counts of total referrals, enrollments and completions presented in Table 11 is not comparable to the other CBO programs. Here, the count of Rubicon referrals speaks to all individuals referred to Rubicon including those who are seeking not only specific employment services but also other services such as educational services or vocational training. As the primary objective of their program is employment, the Total Enrollments count found in Table 11 speaks to the number of individuals enrolled in their employment specific program, called Foundations Workshop, and thus excludes other program participants. Further, the Total Completions refers to the number of individuals who have been engaged and followed by Rubicon for a period of 3 years. As most of the CBO programs are not this lengthy, the numbers reported by Rubicon would appear to be low when compared to other organizations. For this reason, completions should not be compared across organizations.

As it relates to successful employment outcomes, it is worth noting that during the FY, there was a 91% completion rate for the Foundations Workshop. Further, of those who completed Foundations, 80% secured unsubsidized employment. In addition, among those who obtained employment following completion of Foundations, an 89% retention rate was found after 30 days of employment. Consistent with other reentry populations, the employment retention rate dropped to 57% after 90 days. Unfortunately, no information is available on the average hourly rate. However, we plan to report this data in future annual reports.

SHELTER Inc.

Budget Allocation for SHELTER, Inc. **$ 980,000**

SHELTER, Inc. operates the County's AB 109 Short and Long-term Housing Access Program. This program assists incarcerated and formerly incarcerated persons who are referred to them under the AB 109 Community Programs to secure and maintain stabilized residential accommodations. SHELTER, Inc. provides a two-phased approach to clients seeking housing assistance. The first phase in the process is an option to move into a transitional housing that is provided through a Sober Living Environment (SLE). While placed in the SLE, they will receive intensive case management to assist them work through their barriers to housing. The second phase in the process is to work with a Housing Resource Specialist (HRS) that will provide tenant education and housing leads. Participants receive financial assistance to help them in the process of obtaining permanent housing. They will continue to receive case management to complete the 12 months provided as part of the program.

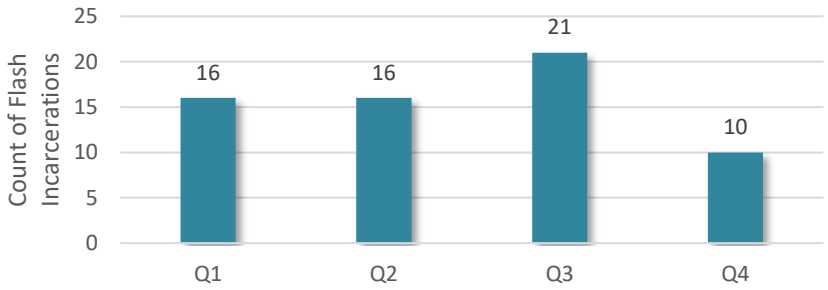
AB 109 Population Outcomes

Over the course of FY 2017/18 there were a total of 1,120 AB 109 clients under supervision at some point in time. Of these AB 109 clients, 161 individuals successfully completed the terms of their Probation during the fiscal year. The following sections demonstrate the number of AB 109 clients who violated the terms of their supervision and served flash incarcerations or had their probation revoked, as well as the number of clients with new criminal charges filed against them or new criminal convictions during the fiscal year.

Violations

Probation officers 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. Figure 42 shows that the number of flash incarcerations imposed on PRCS clients ranged from 10 to 21 per quarter.

Figure 42: PRCS flash incarcerations



Revocations of supervision were more common among PRCS clients compared to 1170(h) clients. As shown in Figures 43 and 44, 22% (193) of PRCS clients had their probation revoked over the course of FY 2017/18 while 14% (71) of the 1170(h) population experienced a revocation.

Figure 43: Percentage and number of 1170(h) clients revoked

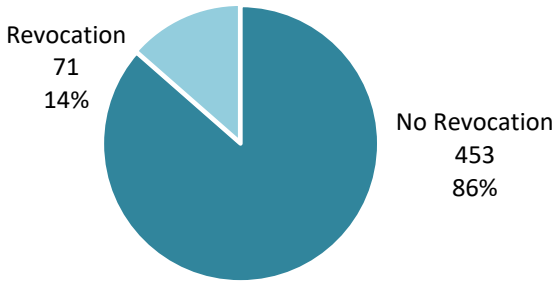
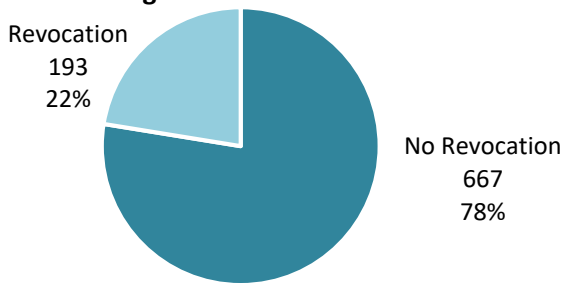


Figure 44: Percentage and number of PRCS clients revoked

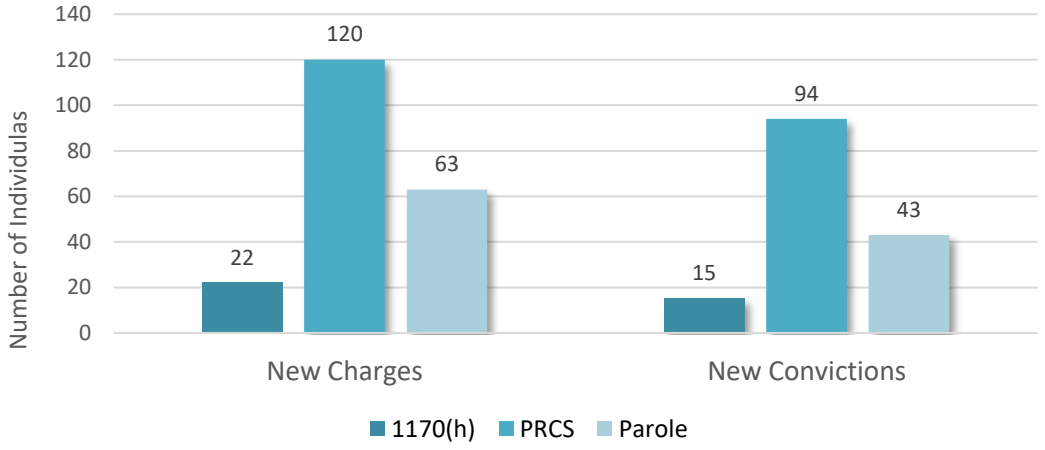


New Charges and Convictions

Figure 45 below shows the number of AB 109 individuals with new charges filed against them during FY 2017/18, as well as the number of AB 109 individuals who were convicted of a new criminal offense during FY 2017/18. Because the court does not have a record of individuals currently under AB 109 supervision, Figure 45 includes all individuals who have ever been supervised or sentenced under AB 109, including those not currently under County supervision, who had new charges filed or new criminal convictions during FY 2017/18.

The percentage of the AB 109 population with new charges or criminal convictions during FY 2017/18 is not calculated because the court does not have a record of all individuals under AB 109 supervision. As a result, there is no way to calculate this percentage without tracking individuals across data systems. Overall, there were 205 new charges filed with more than half (58%) filed among PRCS clients. Thirty-one percent of new charges were filed among parolees with 11% filed among 1170(h)s. As similar pattern can be seen among new convictions with the highest rate of new convictions in the PRCS population and the lowest among the 1170(h) population.

Figure 45: New charges or new criminal convictions, by AB 109 classification type



Looking Ahead to Fiscal Year 2018/19

Contra Costa County has responded to Public Safety Realignment in a manner that has allowed the County to provide supervision and services to the AB 109 population, while building a collaborative reentry infrastructure to support the reentry population's successful reintegration into the community. The County has followed best practice models in establishing access to services through the West County Reentry Success Center's "one-stop" model and the Central & East Network Reentry System's "no wrong door" approach. The launch of the Office of Reentry and Justice ("ORJ") in January 2017 is evidence that the County sees its Public Safety Realignment, reentry, and justice work as a high priority.

The *Reentry Strategic Plan* identified a number of reentry system-wide strengths and accomplishments as well as areas for continued improvement. One priority need area of particular importance identified by the Local Planning Group surrounds the effective use and coordination of data for on-going program evaluation and continuous quality improvement. Data collection, sharing, and review are at the foundation of a data-informed reentry system. Further, data allow providers and system leaders to make decisions about improving programs and processes to best promote the reduction of recidivism. While the County has made important progress in instituting data collection and sharing tools since the implementation of AB 109, there is still more work to be done. More specifically, issues of confidentiality have inhibited data sharing and access. In an effort to bridge this gap and enhance the use and coordination of data to inform decision-making, the ORJ will hire a Research and Evaluation Manager and Probation will hire a research analyst during the up-coming fiscal year. With research staff housed at both ORJ and Probation, the County will be better situated to develop and implement a monitoring and evaluation plan to drive decisions about the reentry system while also protecting the confidentiality of individual data.

The Youth Justice Initiative ("YJI"), a multi-year pilot study funded by a Justice Assistance Grant ("JAG") Byrne Grant will be completed in FY 18/19. This pilot seeks to improve outcomes for youth at risk for, or already involved in, the juvenile justice system by bringing together a multidisciplinary team of criminal justice agencies, community partners, and advocates to address juvenile justice in Contra Costa County. The pilot provides integrated prevention and intervention activities at key points along the spectrum from school to detention and reentry and applies innovative practices with an aim to shift culture and staff interaction with youth. Anticipated outcomes include improved school engagement, increased intrinsic resiliency, prevention of juvenile justice involvement, and reductions in recidivism.

The Requests for Proposals (RFP) process from responders to provide housing assistance, employment, mentoring and family reunification services to residents returning to communities in the County after a term of incarceration will begin in Winter/Spring 18/19. This effort will be led by the ORJ and will result in new or continuing contracts with CBOs to provide services for a three-year term during the period of July 1, 2019 through June 30, 2022.