

Public Safety Realignment in Contra Costa County

AB 109 Annual Report for Fiscal Year 2014/15



Prepared by:

Resource Development Associates





The following AB 109 Public Safety Realignment Annual Report was prepared by Resource Development Associates (RDA), with oversight from the Community Corrections Partnership of Contra Costa County.

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Introduction to the Report

This report provides an overview of AB 109-related activities undertaken in Contra Costa County during the 2014-2015 Fiscal Year (FY 14/15), with a focus on understanding the impact of AB 109 County Departments and contracted service providers. Toward this end, this report describes the volume and type of services provided by all of the County's AB 109 partners over the course of the year followed by a brief overview

As context for these activities, the report begins with an overview of the legislative impact of AB 109 on California counties and a discussion of Contra Costa County's response to Public Safety Realignment. This is followed by an in-depth look at the AB 109-related supervision and services provided by each of Contra Costa County's AB 109-funded departments, as well as the cross-departmental Pretrial Services program. The departments included in this report, listed in alphabetical order, are:

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

After summarizing the implementation and impact of AB 109 across County departments this report describes services each of the AB 109-contracted community based organizations provides, highlighting the referrals they received from Probation, as well as the total number of enrollments and successful completions of program services over the course of the year. Finally this report concludes with an overview of AB 109 population outcomes and a discussion of the County's AB 109 priorities moving forward into FY 15/16 and beyond.

A Note on Data

The RDA team worked with each County Department, as well as seven community-based organizations (CBOs) contracted to provide AB 109 services, in order to obtain the data necessary for the following report. Because data was collected across a variety of departments who track AB 109 client measures differently, we caution against making direct comparisons from figures across department sections. Moreover, because each department has a separate data system and track AB 109 client data disparately, some measures such as the percentage of the AB 109 population under supervision with new criminal charges and/or convictions during FY 14/15 could not be calculated without tracking individuals across departments.



Realignment in Contra Costa County

Legislative Impacts of AB 109

Largely a response to prison overcrowding in California, the Public Safety Realignment Act (Assembly Bill (AB) 109) was signed into law in 2011, taking effect on October 1, 2011. AB 109 transferred the responsibility of supervising specific lower-level incarcerated individuals and parolees from the 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 individuals incarcerated for lower-level offenses (specified non-violent, non-serious, non-sex offenders) from state prison to local county jail and provided for an expanded role for post-release supervision for these offenders;
- ❖ Transferred the responsibility for post-release supervision of individuals incarcerated for lower-level offenses (those released from prison after having served a sentence for a non-violent, non-serious, and non-sex offense) from the state to the county level 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 local court system; and
- ❖ Shifted the responsibility for housing revoked supervision clients affected by the above changes from CDCR to county detention facilities.

There are three new populations for which the County is now responsible for housing and supervising, all classified under AB 109. These populations include:

- ❖ **Post-Release Community Supervisees:** County probation departments now supervise a specified population of incarcerated individuals discharging from prison whose commitment offense was non-violent and non-serious.
- ❖ **Parolees:** Parolees – excluding those serving life terms – who violate the terms of their parole serve any detention sanction in the local jail rather than state prison. In addition, as of July 1, 2013 local courts are now 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 now



served either in county jail, on felony probation 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 supervising these populations from the state to the County, AB 109 also required that the County use AB 109 funding towards building partnerships with local health and social service agencies and community based services to provide supportive services designed to facilitate the successful reentry and reintegration of AB 109 individuals into the community and reduce the likelihood that they would recidivate.

Contra Costa County's Approach to Public Safety Realignment

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 Public Safety Realignment the County focused on absorbing the impacts of AB 109 across County Departments, using data to inform decision making around how best to prepare for housing and supervising the AB 109 population. During this time Contra Costa County also established 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.

Contra Costa County's overarching approach to AB 109 implementation has largely centered on developing 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 (CBOs). 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. Probation has also increased communication and collaboration with BHS and AB 109-contracted CBOs resulting in a greater number of referrals to reentry support services that are in place to help returning citizens successfully reintegrate into the community.

With Public Safety Realignment no longer new to the County by FY 13/14, Contra Costa County shifted its focus from adapting to AB 109 to further developing County capacity to serve the AB 109 population. During FY 13/14 the County launched the Pretrial Services Program, a collaborative endeavor with the Office of the Public Defender, Probation, the Sheriff's Department, and the District Attorney's Office aimed at reducing the pretrial custody population; Contra Costa County also hired Resource Development Associates (RDA) to support their AB 109 operations through a series of evaluation and data collection activities including an assessment of the County's data capacity and infrastructure as well as an evaluation of AB 109 implementation.

FY 14/15 was devoted to the further development of the County's reentry system, as collaborative partnerships between law enforcement partners and community based service providers continued to develop and evolve. In particular, FY 14/15 saw the opening of the Network Reentry System of Services



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for Returning Citizens in East and Central County. In addition, significant progress was made toward establishing the Reentry Success Center in West County, which opened in October 2015.

The County continued to invest in evaluative efforts as well during FY 14/15; Contra Costa County invested in an evaluation of AB 109-contracted community-based service providers and an analysis of the impact of the County's AB 109 programs and services on client recidivism in order to better inform their understanding of the effectiveness of the County's reentry system in helping the AB 109 reentry population successfully reintegrate into the community.



County Department Impacts (FY 14-15)

Public Safety Realignment shifted the responsibility of housing and supervising certain individuals incarcerated for lower-level offenses from the state to the County, and also 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. 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 County.

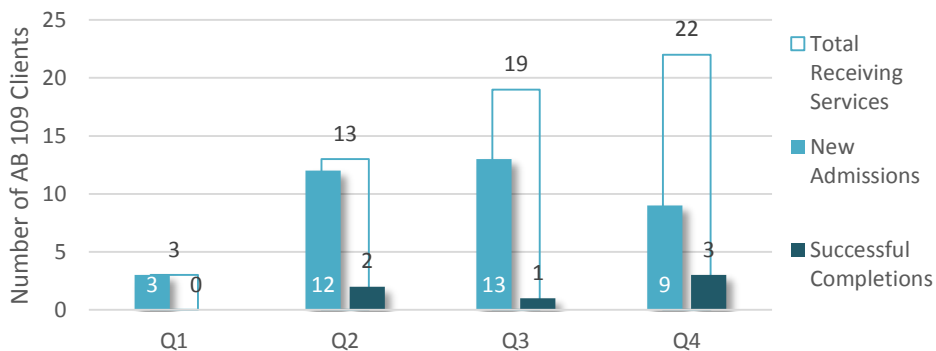
Behavioral Health Services

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 partners 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, Realignment resulted in an increased focus on and funding for serving these clients. The sections below demonstrate the number of AB 109 individuals receiving services from each department over the course of the 14/15 fiscal year.

Alcohol and Other Drugs Division

The AODS division 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. As shown in Figure 1, AODS provided outpatient services to an increasing number of AB 109 clients throughout FY 14/15. During that timeframe, a total of 37 clients were admitted to outpatient treatment and six successfully completed outpatient treatment services.

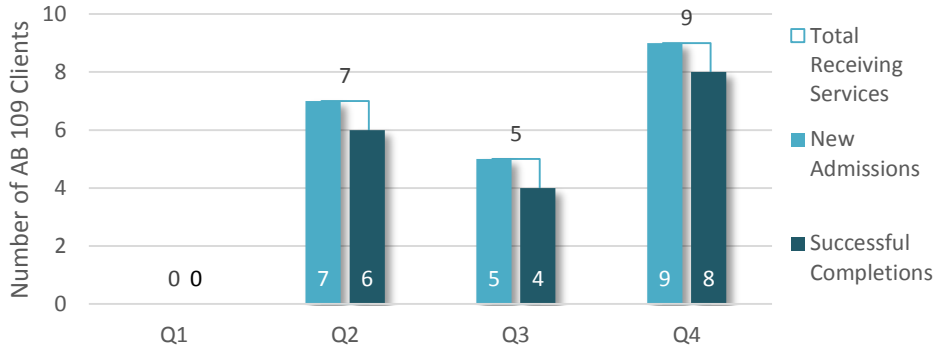
Figure 1: Outpatient Treatment Services





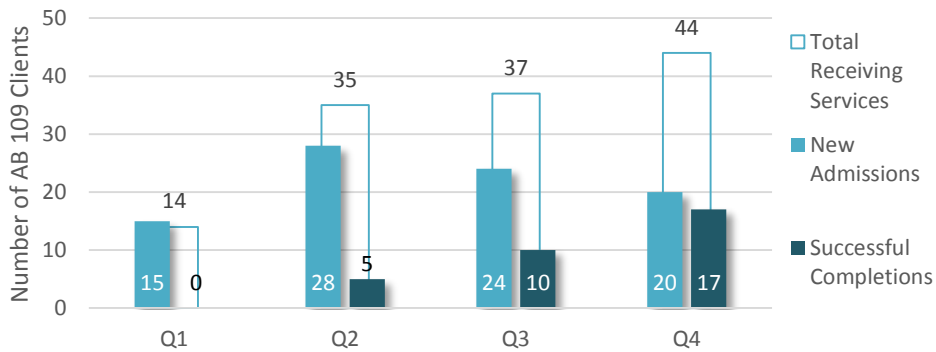
For AB 109 clients in need of acute withdrawal services, AODS provides residential detoxification treatment. During FY 14/15 AODS providers admitted 21 AB 109 clients to residential detox. As shown in Figure 2, 18 clients successfully completed residential detox during that year.

Figure 2: Residential Detoxification Services



AODS also provides residential substance abuse treatment to clients on AB 109 supervision. As shown in Figure 3, AODS provided residential treatment services to an increasing number of AB 109 clients as the year progressed. During FY 14/15 the County admitted 87 AB 109 clients to residential treatment, and 32 clients successfully completed residential services. Additionally, the number of clients completing services increased throughout the year.

Figure 3: Residential Treatment Services

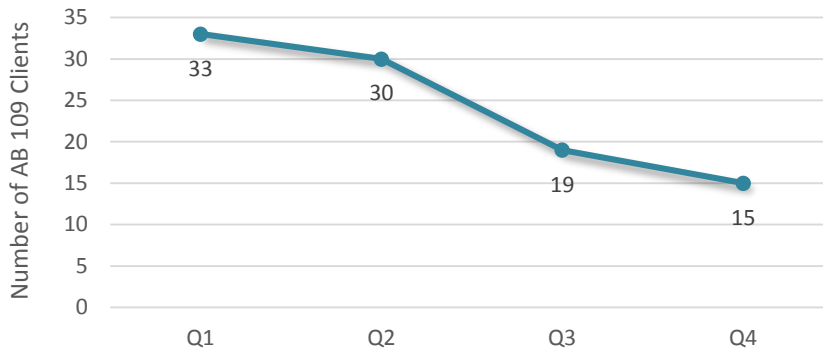


Homeless Program

In FY 14/15, the County’s Homeless Program served 33 AB 109 individuals in the first quarter, 30 in the second, 19 in the third, and 15 in the fourth, as shown in Figure 4.

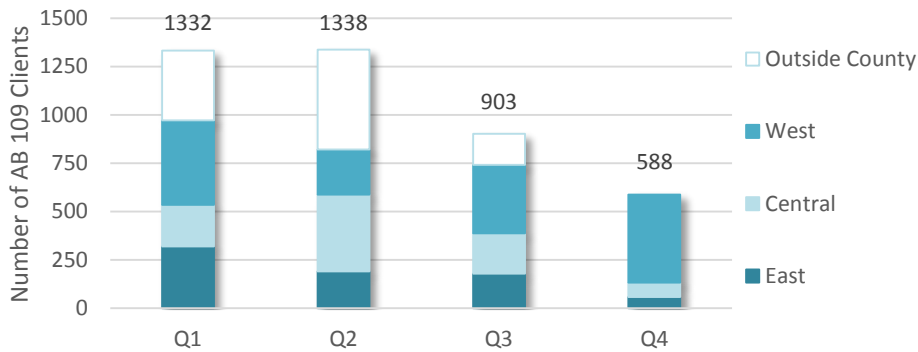


Figure 4: AB 109 individuals provided Homeless Services



The total number of bed-nights utilized by the AB 109 population are provided in Figure 5 below, which shows that total bed-nights utilized by the AB 109 population at shelters in and out of the County declined during the fiscal year.

Figure 5: Total bed-nights utilized by AB 109 population

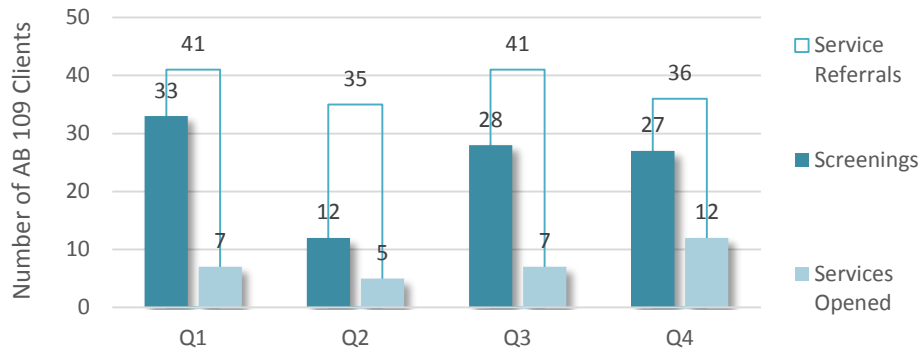


Mental Health Division

Forensics 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 6, Probation referred over 150 AB 109 clients to Forensic Mental Health services, of whom 100 received mental health screenings, and from which 31 opened services.



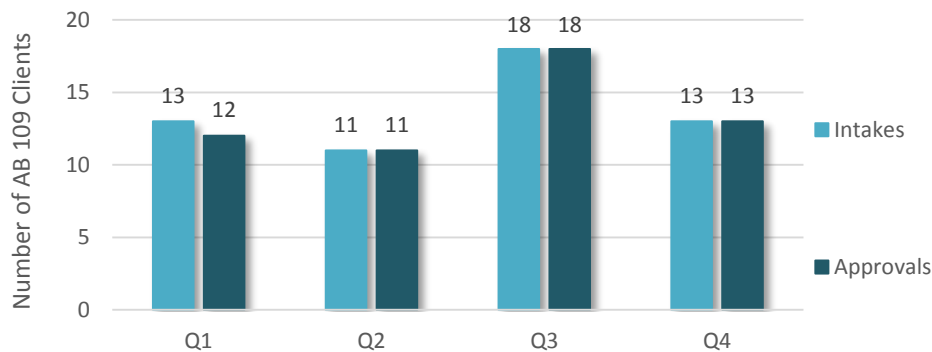
Figure 6: Clients referred to, screened for, and received Forensic Mental Health services



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). Figure 7 displays the number of AB 109 clients assisted with applications for Medi-Cal in FY 14/15, and the number of applications approved by the State.

Figure 7: Medi-Cal intakes and approvals



In contrast, almost no AB 109 clients are assessed for or enrolled in other benefits, such as General Assistance, CalFresh, and SSDI/SSI benefit applications than Medi-Cal applications. Table 1 displays the number of AB 109 client intakes and approvals for public benefits.

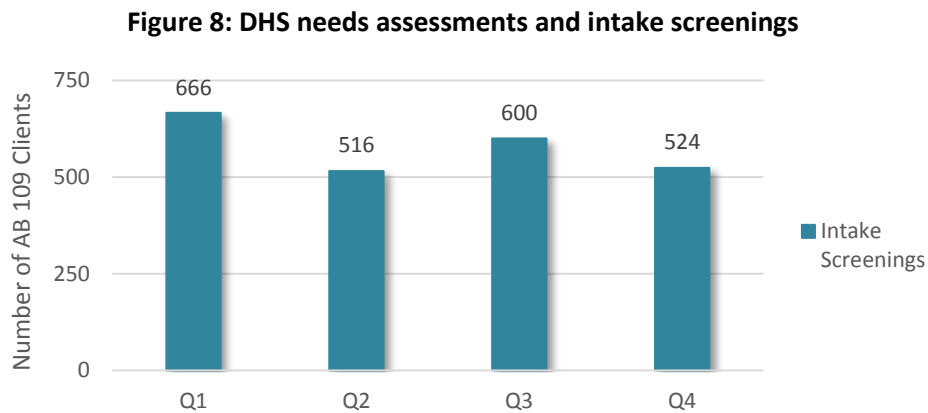
Table 1: AB 109 client GA, CalFresh, and SSDI/SSI intakes and approvals

	Q1		Q2		Q3		Q4	
	Intakes	Approvals	Intakes	Approvals	Intakes	Approvals	Intakes	Approvals
GA	2	2	0	0	0	0	0	0
CalFresh	2	1	0	0	0	0	1	1
SSDI/SSI	2	0	2	0	5	0	1	0



Detention Health Services

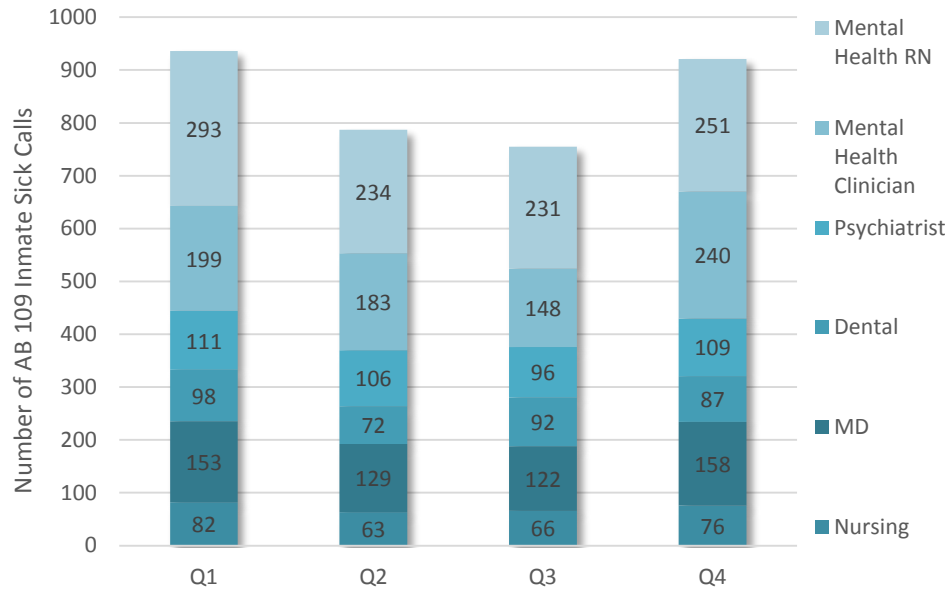
Contra Costa County’s Detention Health Services Department (DHS) provides health care to all incarcerated individuals – including AB 109 individuals – housed within the County. DHS provides in-custody access to nurses, doctors, dentists, mental health clinicians, and psychiatrists who provide medical and mental health care for all AB 109 individuals in custody. The County’s detention facilities provide basic health screenings to all new individuals in custody, including AB 109 individuals. Figure 8 displays the number of AB 109 individuals who were provided intakes health screening across each quarter of FY 14/15.



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. Figure 9 displays the distribution of sick calls (i.e., in person appointments) provided for AB 109 individuals in FY 14/15.



Figure 9: Types of DHS sick calls





District Attorney's Office

The District Attorney's Office (DA) functions to protect the community by prosecuting crimes and recommending sentences intended to increase public safety. Certain felony charges, if convicted, result in AB 109 sentences. As shown in both Figure 10 and Figure 11 below, slightly over 10% of all convicted felonies in the County in FY 14/15 resulted in AB 109 sentences.

Figure 10: Number of AB 109 sentences as a percentage of all felony sentences, by FY 14/15 quarter

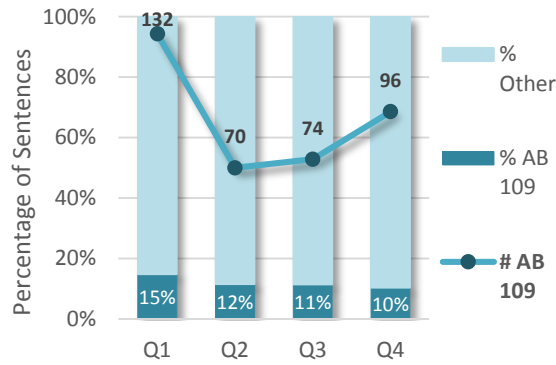
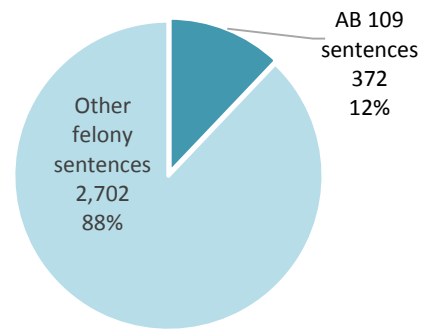


Figure 11: Number of AB 109 sentences as a percentage of all felony sentences, all FY 14/15



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. As shown in both Figure 12 and Figure 13, the vast majority of AB 109 sentences in the County were a combination of custody and supervision. Sentences labeled "Supervision" are instances where individuals were sentenced to custody and supervision as well; in these instances individuals were released upon sentencing after receiving credit for time served prior to their sentence.



Figure 12: Types of sentences as a percentage of all AB 109 sentences, by FY 14/15 quarter¹

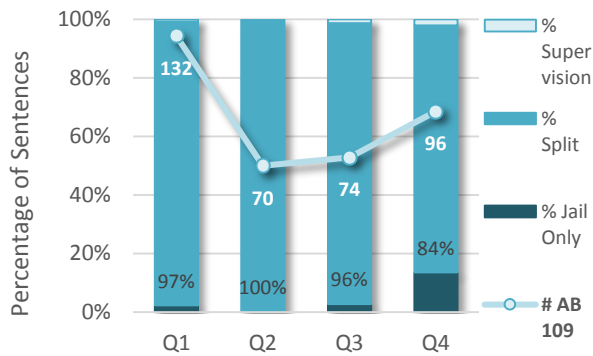
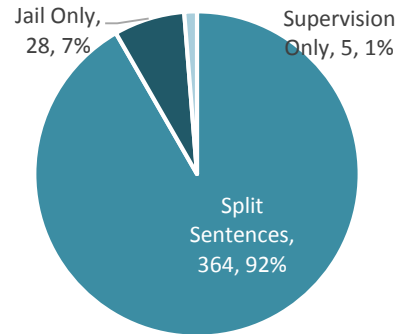


Figure 13: Types of sentences as a percentage of all AB 109 sentence, all FY 14/15¹



Additionally, the DA can initiate supervision revocations for probation and parole violations. Figure 14 and Figure 15 illustrate the number of AB 109 supervision revocations in FY 14/15, by AB 109 classification types.

Figure 14: Types of AB 109 supervision revocations

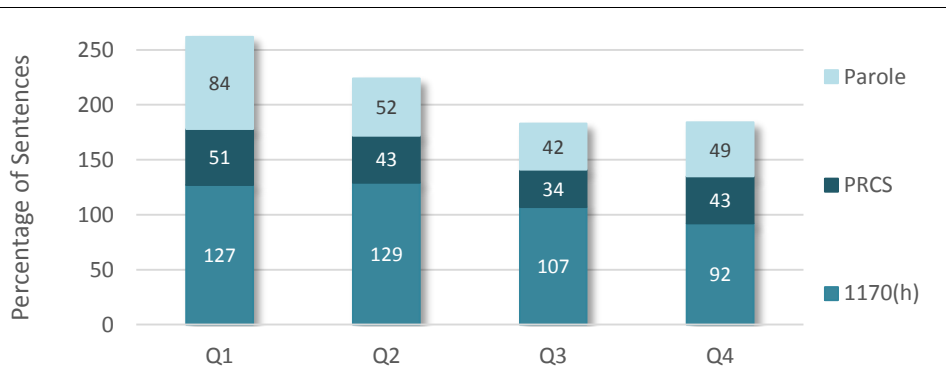
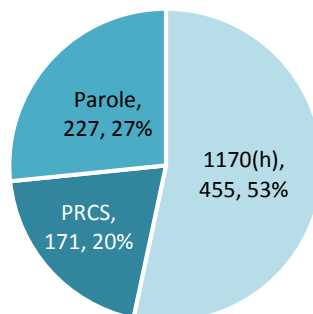


Figure 15: Types of supervision revocations as a percentage of all AB 109 revocations, all FY 14/15



¹ Only includes new 1170(h) sentences



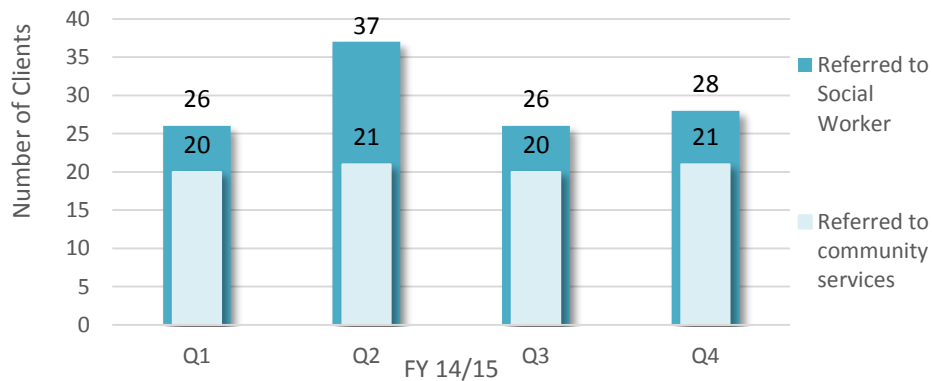
Office of the Public Defender

The main role of the Public Defender 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 paralegal and attorney staffing for the Arraignment Court Early Representation (ACER) and 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 pretrial detention by providing judges with greater information with which to make bail and pretrial detention decisions, and by providing pretrial supervision of individuals who are deemed appropriate for release.

County AB 109 funds also support a social worker who provides social service assessments and referrals for clients needing additional supports and prepares social history reports for court negotiations. The Office also provides a suite of post-conviction Clean Slate services including advocacy for expungement and record sealing, obtainment of certificates of rehabilitation, motion for early termination, and petitions for factual innocence.

During FY 14/15, the social worker in the Office of the Public Defender assessed 117 defendants for social service needs and referred 82 of these individuals to community-based services intended to help address identified needs.

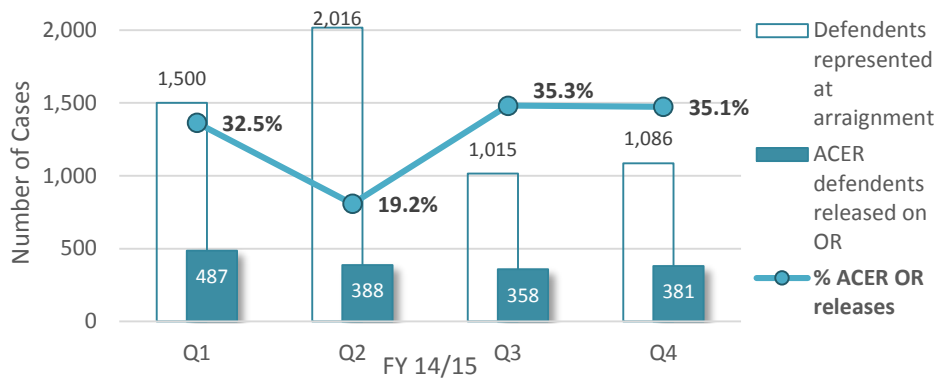
Figure 16: Clients referred to, assessed by, and referred to service providers by Social Worker



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 pretrial releases and early case resolution. As Figure 17 shows, more than 5,500 defendants were represented at arraignment though the ACER program; of these between approximately 19% and 35% were released on recognizance.

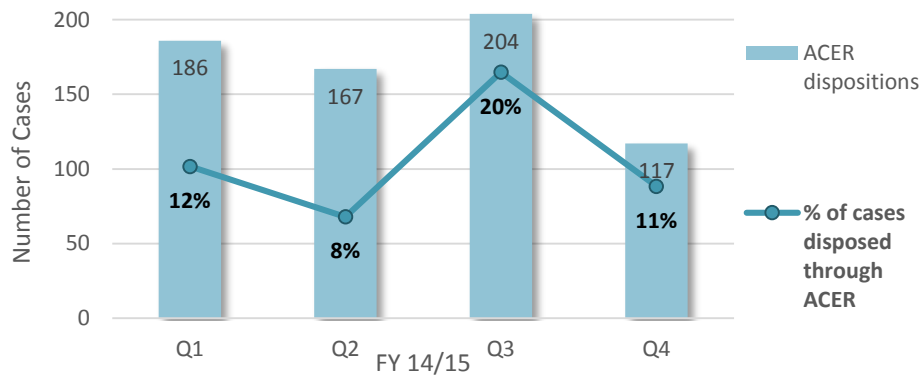


Figure 17: Number and percentage of clients released on own recognizance



A smaller but still sizeable percentage of criminal cases were also disposed through ACER. Across the year, 683 cases were disposed at arraignment, comprising between 8% and 20% of all cases that went through the ACER process.

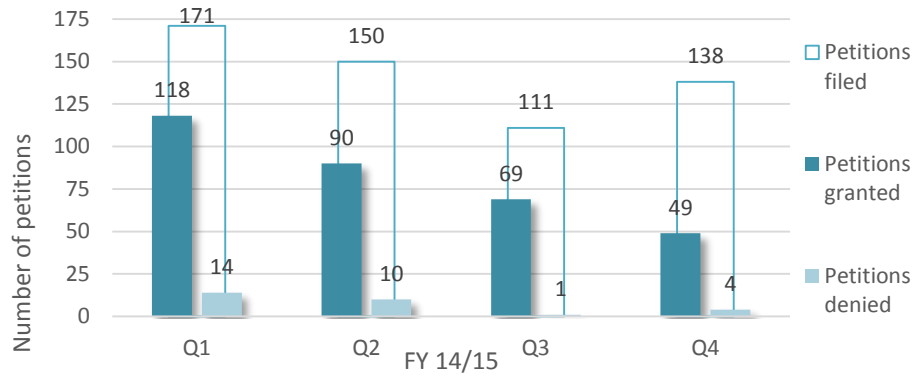
Figure 18: Number and percentage of ACER dispositions



In addition to these services, the Office of the Public Defender dedicated significant effort to Clean State services. As Figure 19 shows, the Office of the Public Defender filed 570 Clean Slate petitions. Over the same period of time, 326 Clean Slate petitions were granted and 29 were denied. (Due to time lags between the filing of petitions and the review thereof, the number of petitions ruled on does not align with the number filed.)



Figure 19: Clean Slate petitions filed, granted, or denied

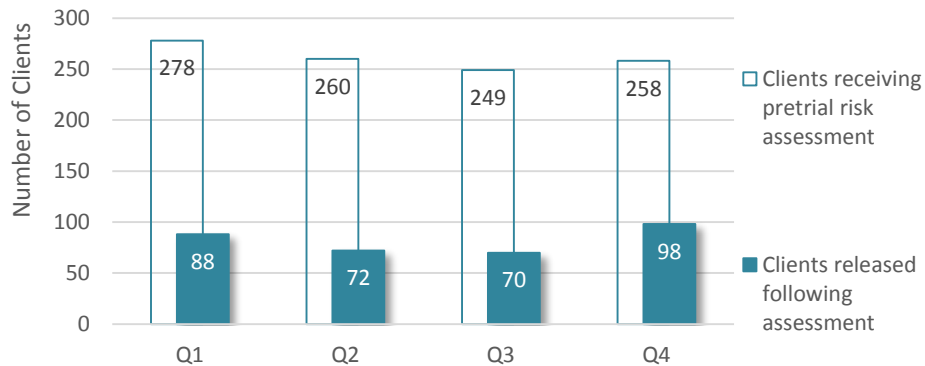




Pretrial Services

PTS is a collaboration between the Office of the Public Defender, the District Attorney, Probation, and the Court that is aimed at reducing the pretrial custody population. Paralegals screen all eligible individuals scheduled for arraignment, and qualifying clients are then assessed for risk utilizing a validated assessment tool. The numbers of PTS clients assessed for risk, and then released pretrial following the assessment are shown below in Figure 20.

Figure 20: PTS clients assessed for pretrial risk, FY 14/15



There are five categories of risk: low, below average, average, above average, and high, although some clients are screened for pretrial assessment but do not receive a score. Figure 21 displays the distribution of risk levels in FY 14/15, showing that the majority of clients scored above average or high risk during this period. As expected, clients who are assessed to be above average or high risk are much less likely to be released onto pretrial supervision than are clients who are average risk and below.

Figure 21: Assessed pretrial risk levels, FY 14/15

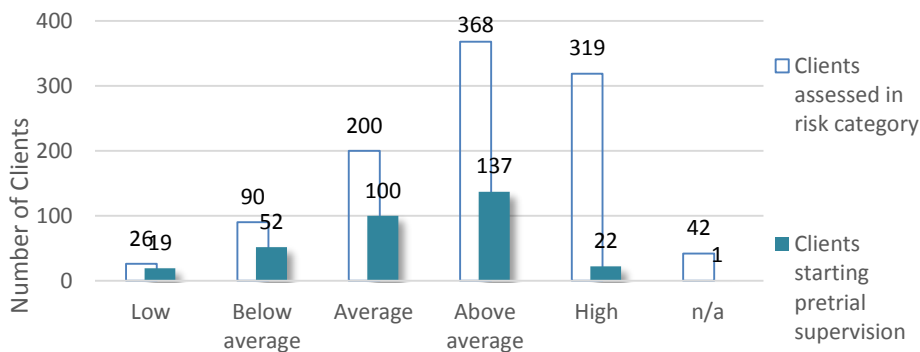
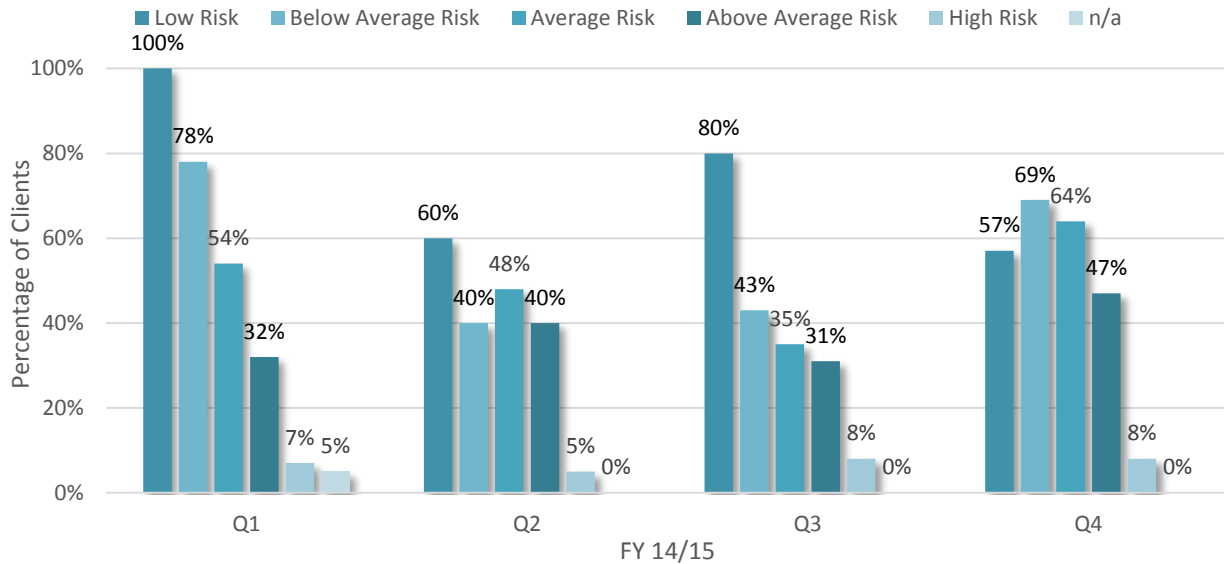


Figure 22 demonstrates that in the early part of FY 14/15, the Court did release a higher proportion of low and below average risk clients, but in the later part of the fiscal year, the Court released a greater proportion of above-average risk clients as well as a lower proportion of low risk clients.

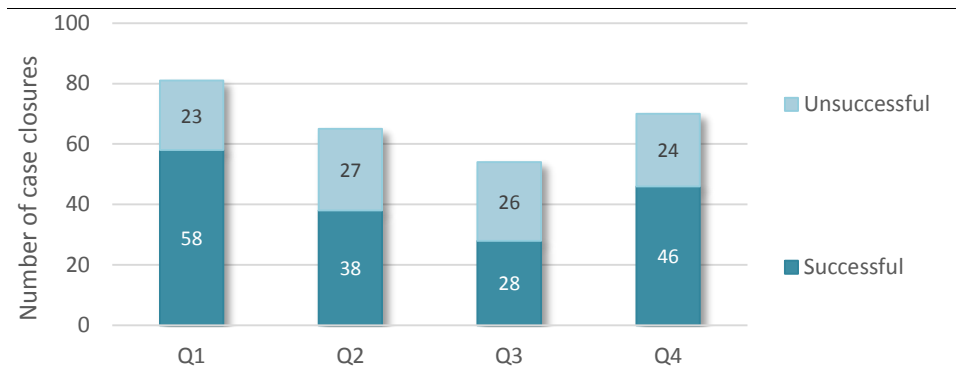


Figure 22: Percentage of assessed clients starting pretrial supervision, by risk level



As Figure 23 shows, among all individuals under pretrial supervision whose case closed during FY 14/15, the majority successfully closed their cases, meaning that clients successfully appeared at their court dates and were not charged with any new offense while going through the court process. Because going through the court process can take months or years, the number of individuals whose pretrial supervision cases closed is smaller than the number of individuals who started pretrial supervision over the year.

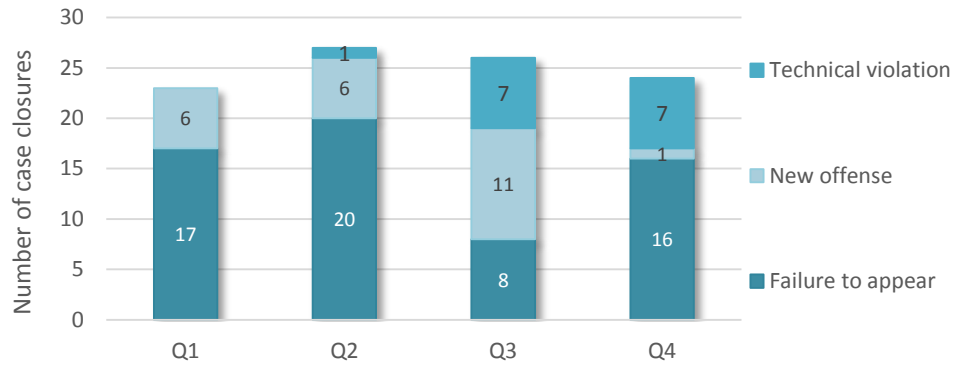
Figure 23: Pretrial supervision case closures, by type



Despite overall success of PTS clients a sizeable minority of clients do not successfully complete the program. As Figure 24 shows, this is usually due to a client's failure to appear at his/her court date, although this is sometimes due to a client being charged with a new criminal offense or being returned to custody for a technical violation of the terms of pretrial supervision.



Figure 24: Unsuccessful pretrial supervision case closures, by type





Probation Department

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.

A total of 571 individuals were released onto AB 109 Supervision during FY 14/15. Between new supervision clients and continuing supervision clients, 1,194 AB 109 clients were supervised by the County Probation Department during the same time period. As Figure 25 and Figure 26 show, PRCS clients continue to be a substantial proportion of both new supervises and the overall AB 109 probation supervision population, in contrast to early State projections that estimated a reduction in new PRCS clients overtime.

Figure 25: Newly processed AB 109 supervisees, by classification

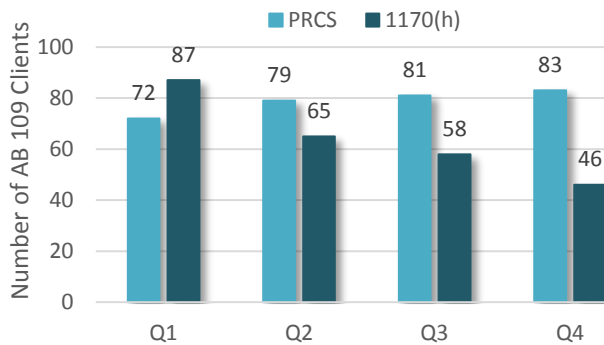
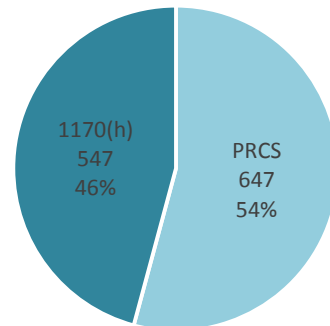
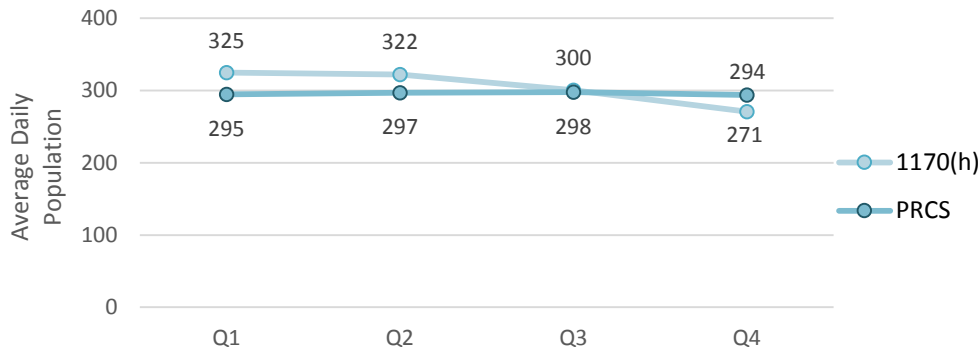


Figure 26: Total AB 109 individuals under supervision during FY 14/15 (n=1,194)



PRCS clients also continue to make up a substantial proportion of the average daily number of AB 109 clients under County supervision, as demonstrated in Figure 27.

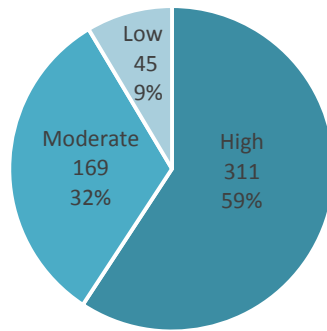
Figure 27: Average AB 109 population under County supervision, by classification





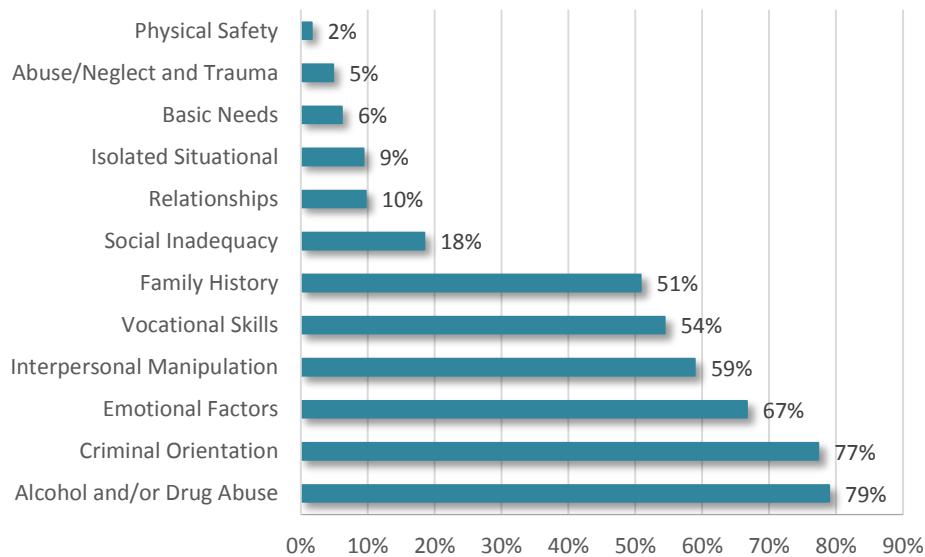
A DPO conducts an interview and uses the Correctional Assessment and Intervention System (CAIS) risk assessment tool, an evidence based risk assessment tool used to determine each client’s risk for recidivism and associated risk-factors, to determine each AB 109 client’s appropriate level of supervision intensity upon entering County supervision. Figure 28 indicates the distribution of recidivism risk for all AB 109 clients given an initial CAIS risk assessment during FY 14/15.

Figure 28: Initial CAIS risk levels, FY 14/15 (n=525)



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 29, the most common risk factor among AB 109 Probation clients is alcohol and/or drug use, followed closely by criminal orientation.

Figure 29: AB 109 supervision population CAIS-assessed needs, FY 14/15 (n=309)





Sheriff's Office

The Sheriff's Office primary role in AB 109 implementation is to provide safe and secure housing for all incarcerated individuals, including AB 109 individuals. The Sheriff's Office operates the County's three detention facilities—Marsh Creek Detention Facility (MCDF), West County Detention Facility (WCDF), and Martinez Detention Facility (MDF).

Over the course of FY 14/15, there were 1266 AB 109-related bookings or commitments into the County's three detention facilities. Figure 30 - Figure 32 show the number of AB 109 bookings into each County detention facility during each quarter of the year, with a breakdown of AB 109 population types. As these figures demonstrate, Parolees make up the vast majority of AB 109 bookings across the County's detention facilities.

Figure 30: AB 109 bookings, by type – Martinez Detention Facility

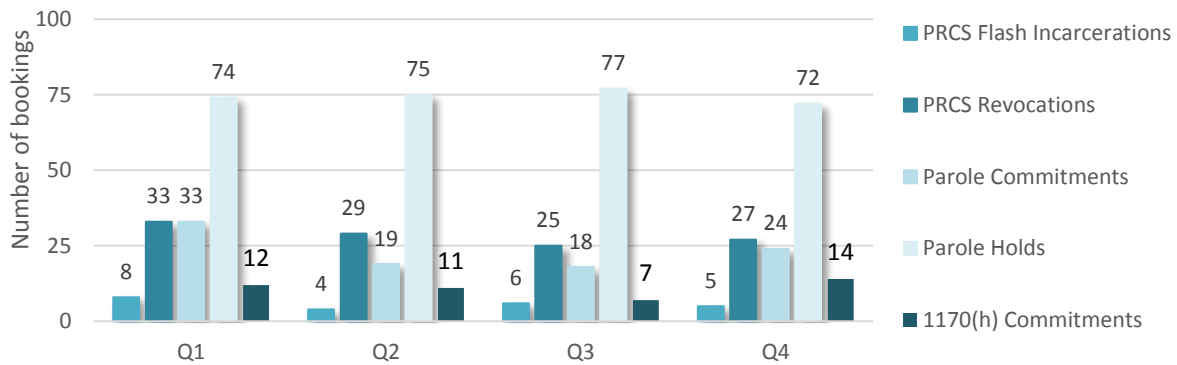


Figure 31: AB 109 bookings, by type – West County Detention Facility

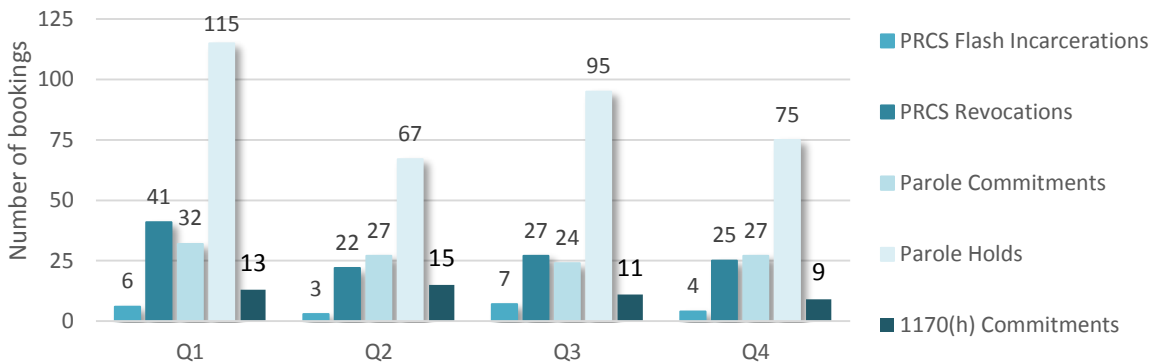
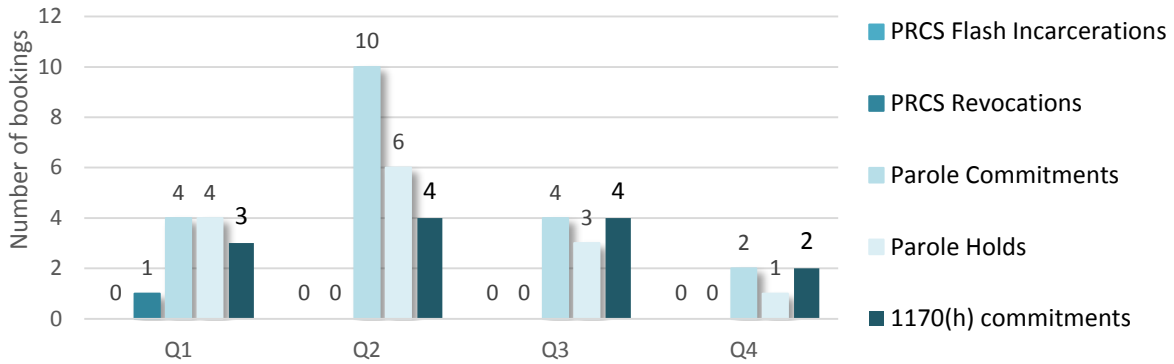




Figure 32: AB 109 bookings, by type – Marsh Creek Detention Facility



Despite the relative high total number of AB 109 bookings and commitments that occurred over the year, AB 109 individuals in custody still make up a very small percentage of the County’s average daily incarceration population. As demonstrated in Figure 33, over the course of the year, AB 109 individuals comprised 6.5% of the County’s average daily custodial population.

Figure 33. Average daily jail population, AB 109 vs. Non-AB 109

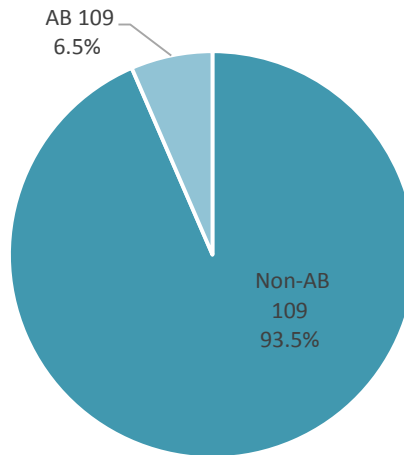


Figure 34 - Figure 36 show the average percentage of AB 109 individuals in each of the County’s detention facilities, as well as the number of AB 109 individuals in custody who are serving new 1170(h) sentences versus parole holds or commitment.



Figure 34: Average daily AB 109 population – Martinez Detention Facility

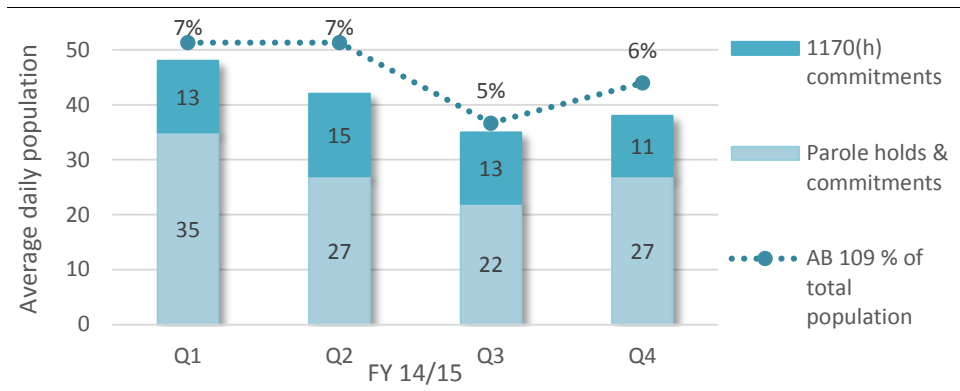


Figure 35: Average daily AB 109 population – West County Detention Facility

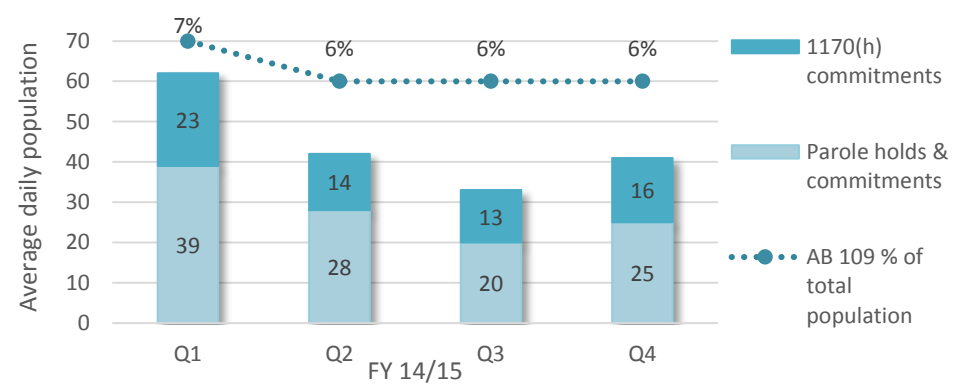
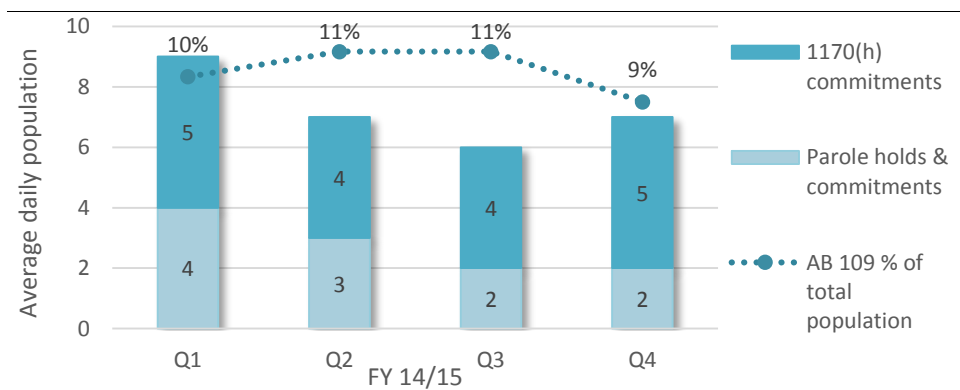


Figure 36: Average daily AB 109 population – Marsh Creek Detention Facility

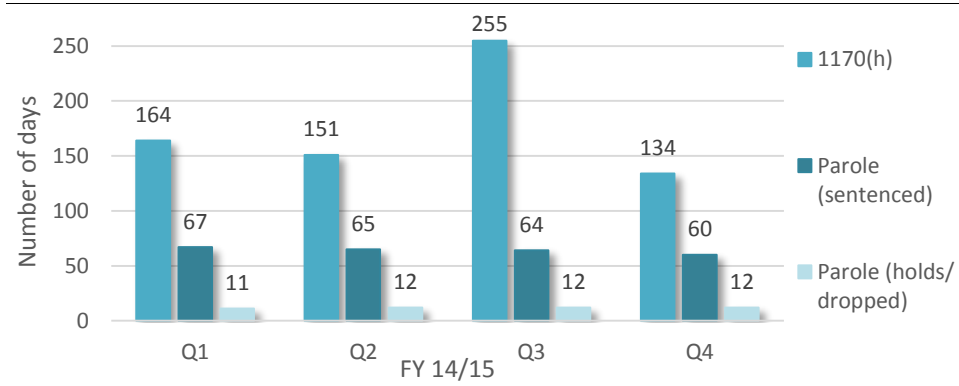


While parolees make up a larger percentage of the AB 109 incarcerated population, on average 1170(h) individuals spend much longer time in custody than the parole population (who can be committed to County jail for up to six months for a parole violation). Notably, despite the fact that AB 109 allows for



much longer sentences in local custody than was previously possible, AB 109 individuals serve, on average, much less than a year in jail.

Figure 37: Average custodial time served by AB 109 clients, by population type²



² Quarterly averages are based on first day of custodial sentence. In FY 14/15 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.



Workforce Development Board

The role of the Workforce Development Board (WDB) in Contra Costa County is to strengthen local workforce development efforts by bringing together leaders from public, private, and non-profit sectors to align a variety of resources and organizations to help meet the needs of businesses and job seekers.

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 identified 133 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 AB 109 clients who have utilized their services.



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, government and 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 successful reintegration.

In the County's 2011 Reentry Plan, County and community stakeholders agreed to the following set of principles:

- ❖ The County seeks to provide increased awareness about the value of formerly incarcerated individuals and their loved ones to their communities.
- ❖ Individuals are more likely to experience success when they are part of a supportive, integrated system. Reentry and reintegration begin while the individual is incarcerated.
- ❖ While leaving room for innovation, evidence-based practices are utilized when developing programs and policies.
- ❖ Collaboration, coordination, information, and communication are critical to the success and sustainability of Contra Costa County's reentry infrastructure.
- ❖ The good of the community comes before one's self and/or organizational interests

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.

Overview of AB 109 community partnerships

During FY 14/15, Contra Costa County launched the Network Reentry System of Services for Returning Citizens in East and Central County to help connect AB 109 clients to a diverse array of AB 109-contracted reentry support providers listed in Table 2 below, among other service providers. In addition the County made significant progress toward establishing the Reentry Success Center in West County, a "one-stop"



reentry center which opened in October 2015 and helps link reentry clients to both County and community-based services.

Table 2 describes the number of referrals each AB 109-contracted CBO received from Probation during FY 14/15, as well as the total number of enrollments and successful service completions. It is worth noting that Reach Fellowship, which provides in custody services, worked with both AB 109 and non-AB 109 incarcerated individuals. During FY 14/15, other the other CBOs were only contracted to provide services to AB 109 clients. This changed in FY 15/16, and AB 109-funded CBOs can now provide services to any reentry clients in need of those services.

Table 2: 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	62	*	52	*	58	*
Center for Human Development	12	*	12	*	3	*
Goodwill Industries	138	*	76	*	28	*
Men and Women of Purpose	23	*	16	*	6	*
Reach Fellowship	29	4	95	212	46	137
Rubicon	168	*	113	*	34	*
Shelter Inc.	255	*	112	*	64	*

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

Bay Area Legal Aid

Bay Area Legal Aid (BayLegal) provides legal services for AB 109 clients and educates them about their rights and responsibilities. The legal services BayLegal provides include: obtaining or retaining housing, public benefits, and health care, financial and debt assistance, family law, and obtaining driver’s licenses. The program provides post-release legal check-ups for each client to identify legal barriers that are able to be remediated, educates clients about early termination of probation, and assists with fines, and attorneys are also able to meet individually with clients in both jail and prison prior to their release.

Center for Human Development

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



Goodwill Industries

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

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.

Reach Fellowship

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

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.

Shelter Inc.

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



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Community Programs to secure and maintain stabilized residential accommodations. Shelter, Inc. provides a two-phased approach to clients seeking housing assistance. Before the program refers clients to the Housing Services section, the staff conducts social service assessments/intake procedures to ensure that clients will have success. The program places the majority of their clients into transitional housing situations (such as room or apartment shares) to allow them time to develop the resources for stable housing.



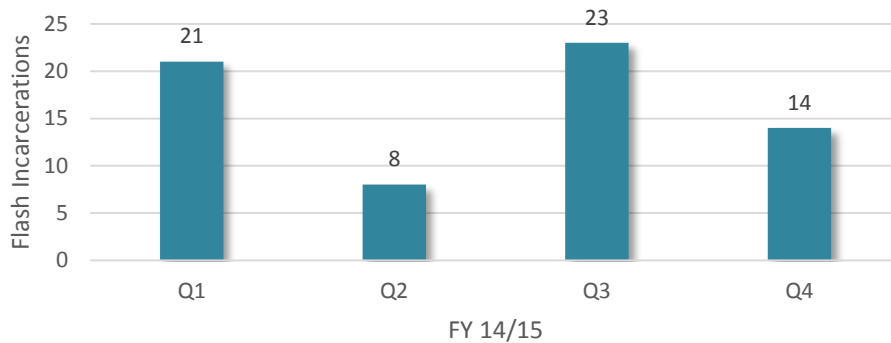
AB 109 Population Outcomes

Over the course of FY 14/15 there were a total of 1,119 AB 109 clients under supervision at some point in time. Of these 1,194 AB 109 clients, 95 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 and/or had their probation revoked, as well as the number of clients with new criminal charges filed against them and/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 38 shows that the number of flash incarcerations imposed on PRCS clients ranged from 8 to 23 flash incarcerations per quarter.

Figure 38: PRCS flash incarcerations



Of the 1,194 Probation clients under supervision over the course of FY 14/15, approximately 31% of AB 109 clients (366) had their probation revoked. Among the PRCS population the percentage was lower, as 19% of the PRCS population had their probation revoked compared to approximately 44% of the 1170(h) population.



Figure 39. Percentage of 1170(h) clients revoked in FY 14/15

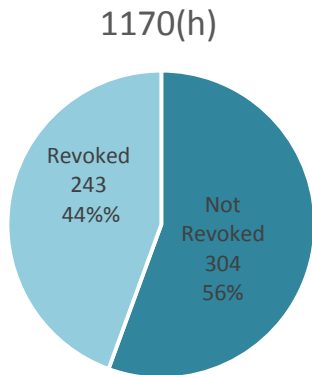
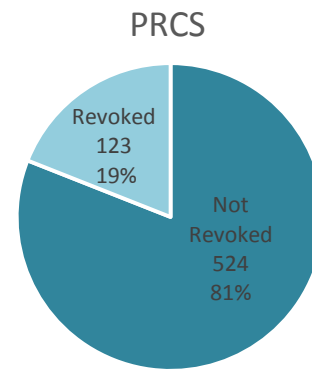


Figure 40: Percentage of PRCS clients revoked in FY 14/15



In addition to 366 AB 109 probation clients who had their probation revoked, a total of 175 AB 109 parolees were revoked during FY 14/15.

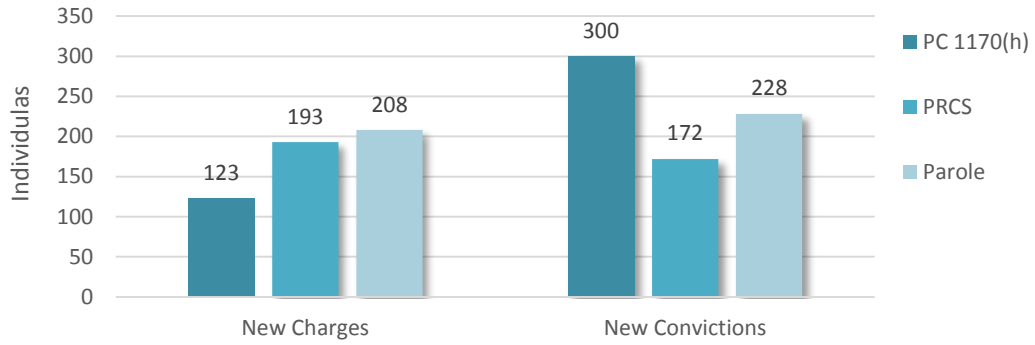
New Charges and Convictions

Figure 41 below shows the number of AB 109 individuals with new charges filed against them during FY 14/15, as well as the number of AB 109 individuals who were convicted of a new criminal offense during FY 14/15. Because the court does not have a record of individuals currently under AB 109 supervision, Figure 41 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 and/or new criminal convictions during FY 14/15. The fact that there are a greater number of 1170(h) and Parolees who received new criminal convictions than new charges during FY 14/15 is a function of the time lag between having new charges filed and ultimately being sentenced for the charges. In other words, many of the individuals who were convicted of crimes in FY 14/15 were charged with those offenses in prior years, but the court process did not conclude until FY 14/15. Similarly, many of the individuals who were charged with new offenses in FY 14/15 have not yet completed the court process.

The percentage of the AB 109 population with new charges or criminal convictions during FY 14/15 is not calculated because the court does not have a record of all individual under AB 109 supervision. As a result, there is no way to calculate this percentage without tracking individuals across data systems.



Figure 41. AB 109 clients with new charges and/or new criminal convictions during FY 14/15, by AB 109 classification type





Looking Ahead

Contra Costa County has responded to Public Safety Realignment in a manner that has allowed the County to successfully house and supervise the AB 109 population, while providing a collaborative reentry infrastructure to support the AB 109 reentry population's successful reintegration back into the community.

During FY 15/16, Contra Costa County launched the West County Reentry Success Center, a one-stop center where the reentry population can connect with a diverse array of reentry support providers. In addition to launching the Reentry Success Center, the County looks forward to continuing the development of the Network Reentry System in FY 15/16 by further integrating Network Coordinators who help to connect the AB 109 reentry population, especially in East and Central County, with County Department services and AB 109-contracted CBOs who provide reentry supports. Contra Costa County looks forward to learning about how the development of the Network Reentry System and the West County Reentry Success Center contributes to the reentry infrastructure and helps support the AB 109 reentry population with successfully reintegrating into the community.

Contra Costa County will continue to assess their AB 109 operations during FY 15/16 by conducting a department performance review of all County Departments who receive AB 109 funding as well. Moreover, the County will begin planning efforts to effectively implement recommendations born from evaluations over previous years while considering whether it is appropriate to update its operational plan to account for systems changes and department roles that have evolved since the enactment of AB 109.