

County of Santa Clara Public Safety and Justice Committee

Supervisor Mike Wasserman, Chairperson. Supervisor Ken Yeager, Vice Chairperson.

County Government Center – 70 West Hedding Street, 1st floor
San Jose, CA 95110 Phone 408-299-5001 TTY:993-8272



DATE: August 16, 2017, Regular Meeting
TIME: 2:00 PM
PLACE: Board of Supervisors' Chambers

AGENDA

-- The recommended actions appearing on the agenda are those recommended by staff. The Committee may take other actions relating to the issues as may be determined following consideration of the matter and discussion of the recommended actions.

-- Items that will require action by the Board of Supervisors may be forwarded to a future Board of Supervisors meeting for consideration.

-- Language interpretation services are available. Please contact the Office of the Clerk of the Board at 408-299-5001 no less than three business days prior to the meeting to request an interpreter.

-- Persons wishing to address the Committee on any item on the agenda are requested to complete a request to speak form and give it to the Deputy Clerk so the Chairperson may call speakers to the podium when the item is considered.

-- In compliance with the Americans with Disabilities Act and the Brown Act, those requiring accommodations in this meeting should notify the Clerk of the Board's Office 24 hours prior to the meeting at (408) 299-5001, or TDD (408) 993-8272.

-- To obtain a copy of any supporting document that is available, contact the Office of the Clerk of the Board at (408) 299-5001.

-- Any disclosable public records related to an open session item on a regular meeting agenda and distributed by the County to all or a majority of the Board of Supervisors (or any other commission, or board or committee) less than 72 hours prior to that meeting are available for public inspection at the Office of the Clerk of the Board, 70 West Hedding Street, 10th Floor, during normal business hours.

-- Persons wishing to use the County's systems to present audio/video materials when addressing the Committee must provide the materials to the Office of the Clerk of the Board at least two business days in advance of the meeting. Speakers with audio/video materials must adhere to the same time limits as other speakers and will not be granted additional time to address the Committee. The County does not guarantee the ability to present audio/video material, and the Chairperson may limit or prohibit the use of the County's systems for the presentation of such material.

COMMUTE ALTERNATIVES: The Board of Supervisors encourages the use of commute alternatives including bicycles, carpooling, and hybrid vehicles. Public transit access is available to and from the County Government Center, 70 West Hedding St., San Jose, California by VTA bus lines 61, 62, 66, 181 and Light Rail. For trip planning information, visit www.vta.org or contact the VTA Customer Service Department at 408-321-2300.

Opening

1. Call to Order.
2. Public Comment.

This item is reserved for persons desiring to address the Committee on any matter not on the agenda. Speakers are limited to the following: three minutes if the Chairperson or designee determines that five or fewer persons wish to address the Committee; two minutes if the Chairperson or designee determines that between six and fourteen persons wish to address the Committee; and one minute if the Chairperson or designee determines that fifteen or more persons wish to address the Committee.

The law does not permit Committee action or extended discussion on any items not on the agenda except under special circumstances. Statements that require a response may be placed on the agenda for the next regular meeting of the Committee.

3. Approve Consent Calendar and changes to the Committee's agenda.

The Consent Calendar consists of matters that are routine in nature, requiring only acceptance of written reports by the Committee. Items of specific interest to the Committee members may be removed from the Consent Calendar for questions or discussion. If you wish to discuss any of the Consent Calendar items, please request that the item be removed from the Consent Calendar by completing a Request to Speak form and placing it in the container at the front of the room.

Members of the public who wish to address the Committee on Consent Calendar items should comment under this item. Each speaker is limited to two minutes total.

Regular Agenda - Items for Discussion

4. Receive report from the Office of the Sheriff relating to the Academy, Recruitment, and Staffing Levels. (ID# 87802)
5. Receive semi-annual report from the Office of Reentry Services relating to the first five years of the Public Safety Realignment Program (AB 109) and Reentry Services. (ID# 87779)
6. Receive report from the Office of Women's Policy relating to the Domestic Violence Shelter-Based Special Programs Trust Fund. (ID# 87670)
7. Receive annual report from the Office of Pretrial Services relating to release population trends. (ID# 87603)
8. Receive report from Office of Pretrial Services relating to Bail Performance Outcomes. (ID# 87821)
9. Receive report from the Office of the County Executive relating to the continuation and possible expansion of the Community Awaiting Placement Supervision (CAPS) Service pilot. (ID# 87798)
10. Receive report from the Office of the Clerk of the Board relating to Fiscal Year 2017-2018 annual work plan for the Advisory Commission on Consumer Affairs, and forward to the Board of Supervisors for approval. (ID# 87458)
11. Receive report from the Office of the Sheriff relating to County-wide Criminal Gang Activity. (ID# 87820)
12. Receive report from the Office of the Medical Examiner Coroner relating to a study of Santa Clara County homeless deaths from 2011-2016.

Consent Calendar

13. Approve minutes of the April 26, 2017 Regular Meeting.
14. Approve minutes of the May 24, 2017 Regular Meeting.

Adjourn

15. Adjourn to the next regular meeting on Wednesday, September 20, 2017 at 2:00 p.m., in the Board of Supervisors' Chambers, County Government Center, 70 West Hedding Street, San Jose.

County of Santa Clara
Office of the Sheriff



87802

DATE: August 16, 2017

TO: Public Safety and Justice Committee

FROM: Laurie Smith, Sheriff

SUBJECT: Quarterly Report Relating to the Academy, Recruitment, and Staffing Levels

RECOMMENDED ACTION

Receive report from the Office of the Sheriff relating to the Academy, Recruitment, and Staffing Levels.

REASONS FOR RECOMMENDATION

At the request of Board, the Sheriff's Office (SO) presented an initial report regarding the Academy, Recruitment, and Staffing Levels to the Public Safety and Justice Committee on April 26, 2017. This second report is to provide the Committee with an update of activity from April through July of 2017.

Recruitment

The Personnel Unit is responsible for recruiting qualified applicants for both the Custody and Enforcement Bureaus. Currently, we have eight sworn and one civilian personnel assigned to recruitment. The Sheriff's Office also strives to ensure our recruitment is diverse and bilingual in order to recruit from communities that are reflective of our County. In addition to efforts described in April, the following are on-going and/or new recruitment efforts:

- As of July, the SO started the first ever monthly Sheriff's Office Agility Seminar Series, which is open to the public age 18 and over. Information is located on the Sheriff's recruitment website at gosherriff.org. The Seminar Series, rain or shine, includes the following:
 - 99 Yard Obstacle Course;
 - 165 Pound Body Drag;
 - 165 Pound Body Hold;

- 6 Foot Solid Wall Climb;
 - 6 Foot Chain Link Fence Climb;
 - 500 Yard Run; and
 - Recruiters to discuss the Correction and Enforcement Deputy Officer hiring and background process.
- Continuous overhaul of the Sheriff's recruitment website at gosheriff.org
 - Development stages of production of a professional recruiting video with CreaTV
 - Outfitting of a recruiting specific vehicle
 - Overhaul of the Sheriff's Office recruiting image to be more progressive
 - Acquired body worn cameras, riot helmets, gas masks and hard armor plate vest carriers to demonstrate to potential recruits at recruitment events
 - Five 3' x 12' recruiting banners placed on the Elmwood perimeter fence
 - Increasing recruiting efforts outside of the County such as participating in various job/career fairs; see below list of 2017 recruitment events

As noted in the April 2017 report, the Personnel Unit attended 37 recruitment events in 2016. From January through March, Personnel attended 20 recruitment events. Below is a table outlining recruitment events Sheriff's Office Personnel attended from April through July of 2017 that were/are classes, community events, or recruitment fairs:

April through July 2017 Recruitment Events

	Event	City	Recruiting Event	Class	Dates
1	CSU Bakersfield Backpacks to Briefcases	Bakersfield	X		4/17/2017
2	De Anza Class	Cupertino		x	4/27/2017
3	Camp Horn/Pendleton PS Career Fair	Camp Horn/Pendleton	X		05/17/2017 - 05/18/2017
4	JTC Academy Tour SVCTE	Morgan Hill		x	5/23/2017
5	De Anza Class - Lawlor	Cupertino		x	5/25/2017
6	Fremont Burger and Brew Fest	Fremont	X		5/27/2017
7	SJ Giants Sheriff's Night	San Jose	X		6/2/2017
8	SacJobs Career Fair	Sacramento	X		6/22/2017
9	Reid Hillview Air Show/ Career Fair	San Jose	X		7/8/2017
10	Black Expo 2017	Oakland	X		07/22/2017 - 07/23/2017
11	Travis Air Force Base	Fairfield	X		7/28/2017

We have increased our recruitment efforts in hopes of receiving a higher number of applications. The County's Employee Services Agency (ESA) completes the first review of applicants and then refers potential cadets to the SO for further action. The Sheriff's Office works with ESA to assist and/or proctor the written tests for both custody and enforcement applicants. The written and physical agility tests are administered twice a month at the Sheriff's Office Academy in Morgan Hill. Below is a table of the number of applicants that were referred to the Sheriff's Office by ESA:

Correctional Deputy Sheriff Cadets

YEAR	# of Cadets Referred from ESA to SO
2014	2030
2015	1910
2016	1240
2017*	1480

**Through July 31, 2017*

Deputy Sheriff Cadets

YEAR	# of Cadets Referred from ESA to SO
2014	1766
2015	1327
2016	661
2017*	589

**Through July 31, 2017*

Those applicants who pass the written and physical agility tests are then interviewed by a Background Investigator for further acceptance into their background. Prior to placing an applicant in the academy, each applicant undergoes a comprehensive and extensive background investigation that includes the following:

- Criminal history checks
- Polygraph exam
- Psychological evaluation: written examination and interview with a psychologist
- Medical examination

- Driving record check
- Citizenship/age verification
- Military verification
- Credit checks
- Reference checks; current and previous employers, relatives, friends, neighbors, current and former landlords

In addition to being disqualified from the written and physical agility tests, applicants can be disqualified at any phase of the process which would result in a reduced number of applicants offered a position as an academy recruit.

Academy

The Training and Compliance Division continues to work closely with the Recruitment/Background Unit to schedule academy classes to accommodate the hiring demands of the Sheriff's Office. Custody Academies are fourteen weeks in length and the Justice Training Center is able to run continuous academies with only a three week break in between academies, which results in approximately three Custody Academies per year. The Enforcement Academies are twenty-eight weeks in length and occur twice per year, or as needed.

The Justice Training Center started a Custody Academy (ACA13) class which began on March 14, 2017 with 29 recruits. The class graduated 27 recruits on June 1, 2017. An Enforcement Academy (SCC 22) started on April 25, 2017 with 27 recruits. To date, there are 25 recruits remaining in the class who are projected to graduate on November 2, 2017. A recent Custody Academy (ACA14) class started on July 5, 2017 with a total of 68 recruits. This class size exceeded the projection of 60 recruits and set a record as the largest academy class size in the history of the Justice Training Center. To accommodate the additional training oversight and management, the Sheriff's Office added an additional Recruit Training Officer, totaling four to support this class. This class is currently in session and as of July 31, 2017, 62 recruits remained and are projected to graduate on October 19, 2017. Below is a list of current academies and those scheduled through the remainder of the calendar year:

ACADEMY	START DATE	GRADUATION DATE	PROJECTED # OF RECRUITS
ACA 13 (Custody)	March 14, 2017	June 1, 2017	26
SCC 22 (Enforcement)	April 25, 2017	November 2, 2017	27

ACA 14 (Custody)	July 5, 2017	October 19, 2017	60
ACA 15 (Custody)	November 7, 2017	February 8, 2018	55
SCC 23 (Enforcement)	December 5, 2017	June 28, 2018	35

With the start of this current Custody Academy (ACA14) class, the Sheriff's Office has implemented additional curriculum to further enhance the quality of training for our future deputies. The additional curriculum includes 16 hours of De-Escalation/Mental Health training specific to corrections, 8 hours of Inmate Awareness/Sensitivity training, 4 hours of Body Worn Camera training, Updated Use of Force training (on-going for duration of the academy).

There are currently 257 applicants being reviewed for future Custody Academies, with 65 already in the background phase. For enforcement, there are 140 applicants being reviewed for future Enforcement Academies, with 56 already in the background phase.

The size of future academies may increase to accommodate for retirements. This will have a significant impact on the Custody Bureau, as many employees are at or near thirty years of services with the County.

Staffing Levels

Below is a chart of current staffing levels by bureau along with the projected vacancies after academies.

BUREAU	AUTHORIZED DEPUTY STAFFING	VACANCY*	AS OF DATE
Custody	755	46	June 5, 2017
Enforcement	403	23	June 5, 2017
Custody	755	16	October 9, 2017
Enforcement	425**	45	October 9, 2017
Custody	755	16	November 6, 2017
Enforcement	425	20	November 6, 2017
Custody	755	+24***	February 12, 2018

Enforcement	425	20	February 12, 2018
Custody	755	+24***	July 2, 2018
Enforcement	425	+10***	July 2, 2018

* The projected vacancy does not include anticipated retirement and assumes all recruits complete the academy.

**On July 1, 2017 twenty-one deputy positions will be added for Valley Transportation Authority (VTA) services as well as one in Investigations for a total of twenty-two

***The Sheriff's Office is anticipating at least as many retirements as we are projected to be over staffed, so at the time of these academies, we will only be filling vacancies.

CHILD IMPACT

The recommended action will have no/neutral impact on children and youth.

SENIOR IMPACT

The recommended action will have no/neutral impact on seniors.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

During its December 13, 2017 meeting, the Board of Supervisors requested the Sheriff's Office to present a report regarding its recruitment plan over the next eighteen months, as well as the timeline and capacity of each Academy, to address the staffing deficits in the Sheriff's Office. This report was presented to the Board on January 10, 2017.

At the Board of Supervisors meeting on January 10, 2017, Supervisor Chavez requested a quarterly report be presented at the Public Safety and Justice Committee (PSJC) regarding the Sheriff's Office efforts and progress regarding the Academy, Recruitment, and Staffing Levels. This is the second requested quarterly report to PSJC.

CONSEQUENCES OF NEGATIVE ACTION

The Committee would not receive the report.

LINKS:

- Created: 84511 : 84511
- Linked To: 86849 : 86849
- References: 85909 : 85909

County of Santa Clara
Office of the County Executive



87779

DATE: August 16, 2017
TO: Public Safety and Justice Committee
FROM: Javier Aguirre, Director of Reentry Services
SUBJECT: Public Safety Realignment (AB 109) Five-Year Report

RECOMMENDED ACTION

Receive semi-annual report from the Office of Reentry Services relating to the first five years of the Public Safety Realignment Program (AB 109) and Reentry Services.

FISCAL IMPLICATIONS

There are no fiscal implications associated with acceptance of this report.

REASONS FOR RECOMMENDATION

The County of Santa Clara's Public Safety Realignment Spending Plan was adopted by the Board of Supervisors on September 27, 2011. The Administration remains committed to keeping the Public Safety and Justice Committee (PSJC) and the Board of Supervisors informed about the implementation of Realignment legislation (AB 109) and Realignment-funded initiatives.

CHILD IMPACT

The recommended action may have a positive impact on building safer communities and stronger families by reducing crime and recidivism through proper assessment and effective programming in custody and in the community.

SENIOR IMPACT

The recommended action may have a positive impact on senior age inmates by ensuring better linkages between inmate/ex-offenders and the resources and benefits needed for a stable, self-sufficient, successful lifestyle.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

In 2011, California's Public Safety Realignment Act (AB 109) was passed to reduce overcrowding in California's prisons. Commonly referred to as 'Realignment', this

legislation shifted the responsibility of incarcerating and supervising lower-level, nonviolent offenders from the state level to the county level. Now, felons who commit nonviolent and less serious offenses serve their sentences in county jails, instead of state prisons, and are supervised by local probation departments, instead of parole. To assist the counties with taking on this challenge, funding was allocated to each local jurisdiction and each county was tasked with determining how to distribute the funds most effectively.

In response to the new legislation and in order to preserve public safety, the County of Santa Clara adopted an implementation and spending plans that included investment into reentry interventions, through the formation of a collaborative Adult Reentry Network. The Reentry Resource Center (RRC) and the Office of Reentry Services (ORS) were established to support these efforts. The RRC serves as the hub of the Reentry Network and ORS provides oversight of the Realignment funds to public agencies and community organizations to increase capacity for reentry services and evidence-based programming.

In 2014, ORS entered into contract with the evaluation firm Resource Development Associates to provide an interim report on Realignment at the three-year mark. The three-year report was presented to PJSC in summer 2015. While this report provided useful information, it also highlighted the challenges of conducting such an analysis with the data-sharing relationships that existed at that time. Using lessons learned from the three-year report, ORS worked to establish improved cross-systems data sharing, holding monthly and quarterly meetings with reentry partners. ORS also partnered with the Information Services Department to improve the availability and accuracy of justice data. Due to the high cost and steep learning curve required, ORS and reentry partners decided to move away from a third-party approach and chose to generate the final five-year report in-house.

Overall, the purpose of the report is to paint a picture of the first five years of Realignment in Santa Clara County. The report mainly focuses on the Realignment population, including its recidivism trends and its criminogenic needs. The report also discusses the Adult Reentry Network and Realignment-funded services. The information included in the report has implications for funding and policy decisions. ORS is working with the Office of Public Affairs to create a condensed version of the report that will be published and bound in hardcopy. The condensed report will focus more on the key findings and general takeaways from the full version of the report.

CONSEQUENCES OF NEGATIVE ACTION

The PSJC would not receive the information presented within the report, which is useful for funding and policy decisions.

ATTACHMENTS:

- Public Safety Realignment 5-year Findings (PDF)
- Realignment_5year_Report (PDF)

Public Safety Realignment and Reentry

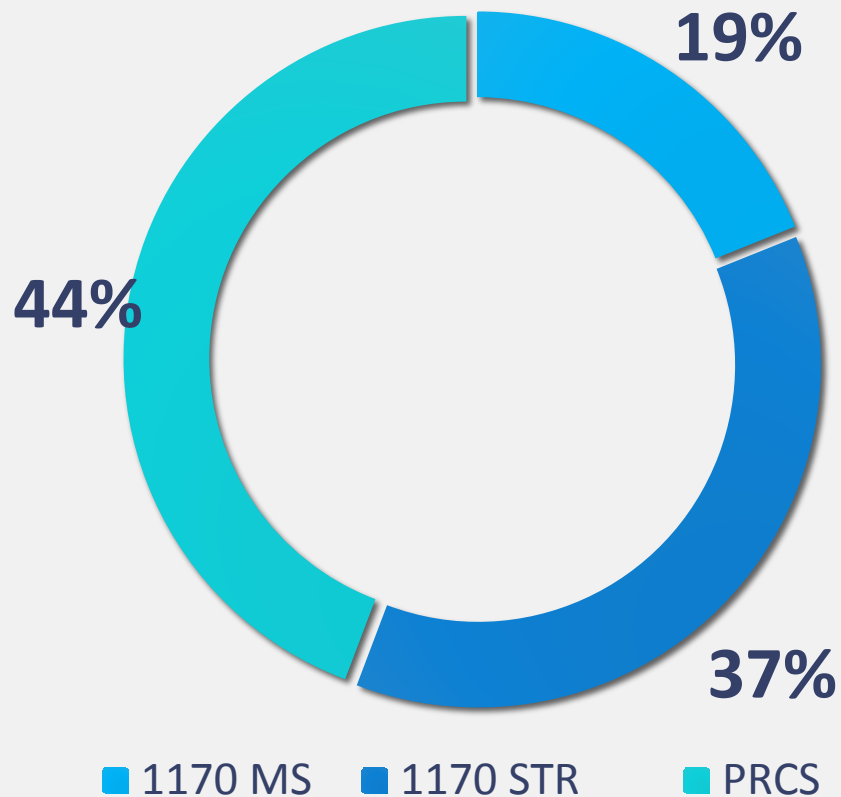
5-year Report: Overview of Findings Covering: October 2011 – September 2016

PREPARED BY: Office of Reentry Services (ORS)



Classification of Clients

5.a



PRCS: Post Release Community Supervision

Non-serious felons released from prison into county probation supervision instead of state parole.

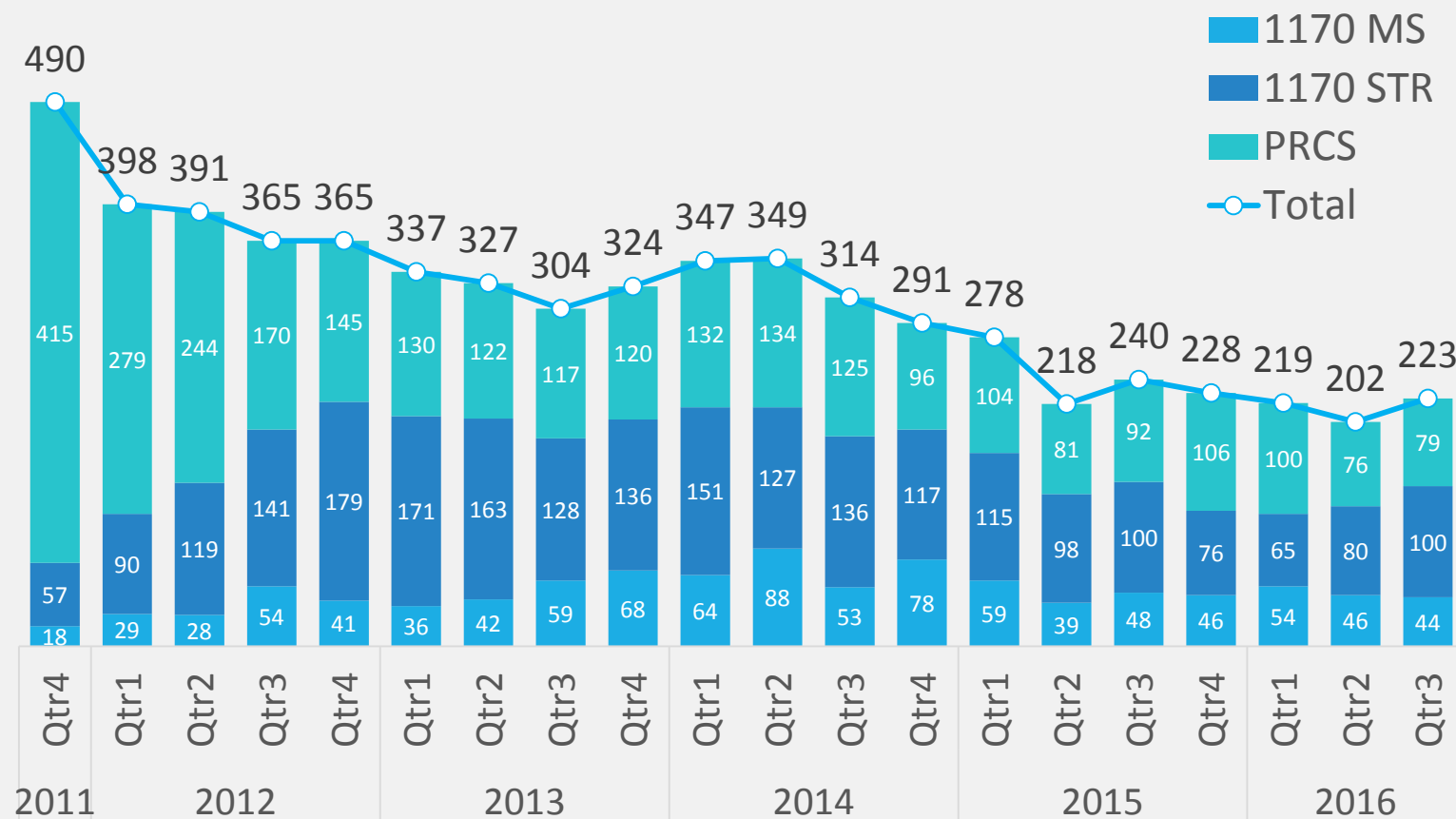
Penal Code 1170(h): Felons sentenced to county jail

Individuals sentenced under 1170(h) effectively serve their felony sentence in jail instead of prison, and can receive two types of sentences:

1. **Straight** serve their entire sentence in jail custody and are released with no supervision.
2. **Mandatory Supervision** (often referred to as *split/blended*) spend part of their sentence in custody and serve their remaining time in the community under intensive probation supervision.

**Data for the realignment population demographics were provided by ISD; using the CJIC database*

First-time AB 109 Reentries (n = 6,210)

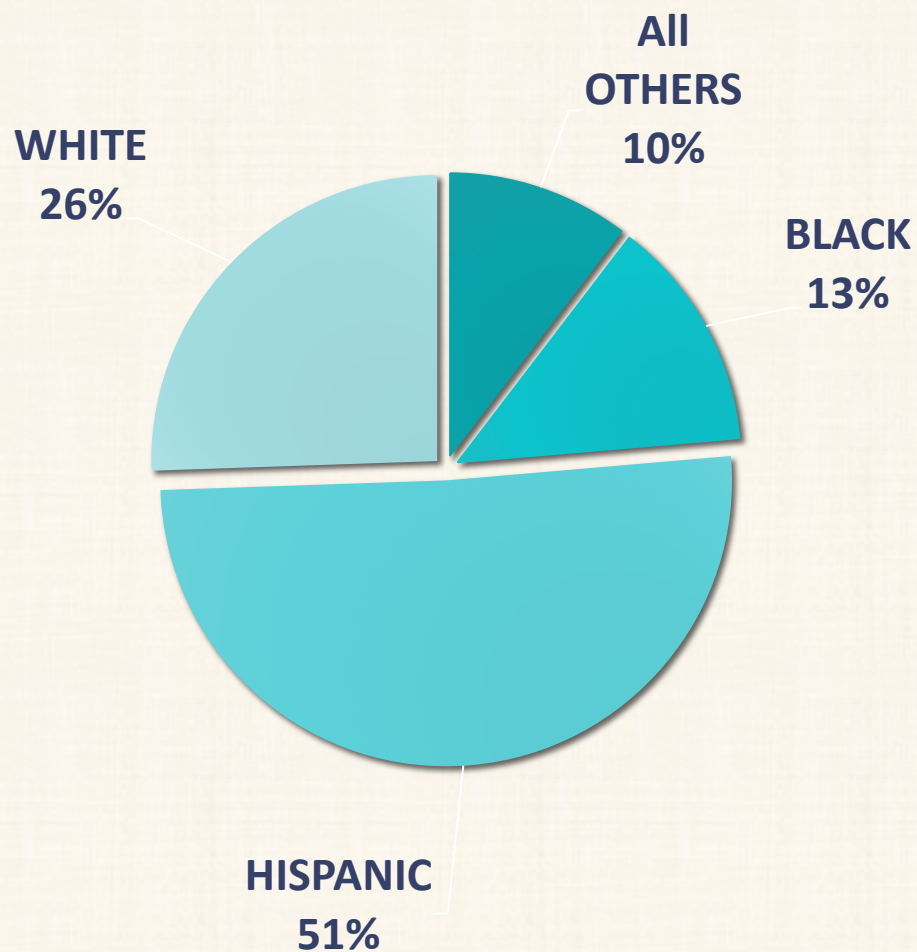


**Data for the realignment population demographics were provided by ISD; using the CJIC database*

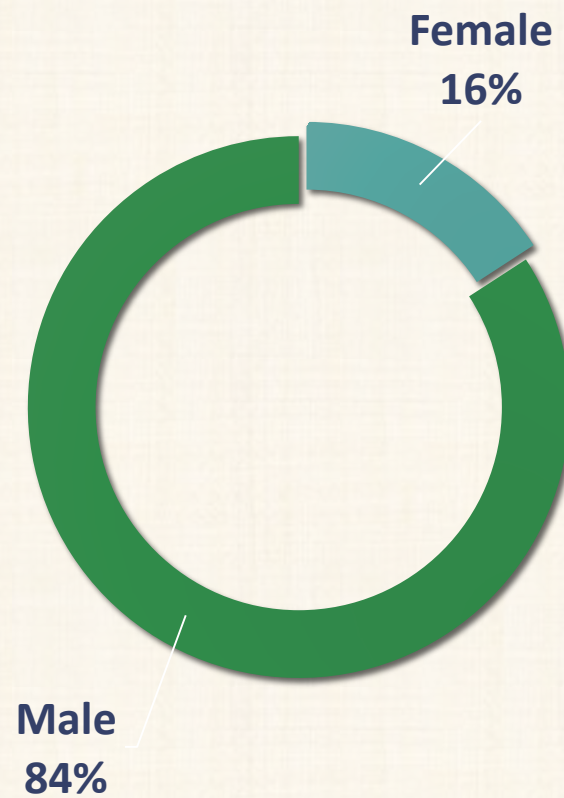
Snapshot of Realignment Population



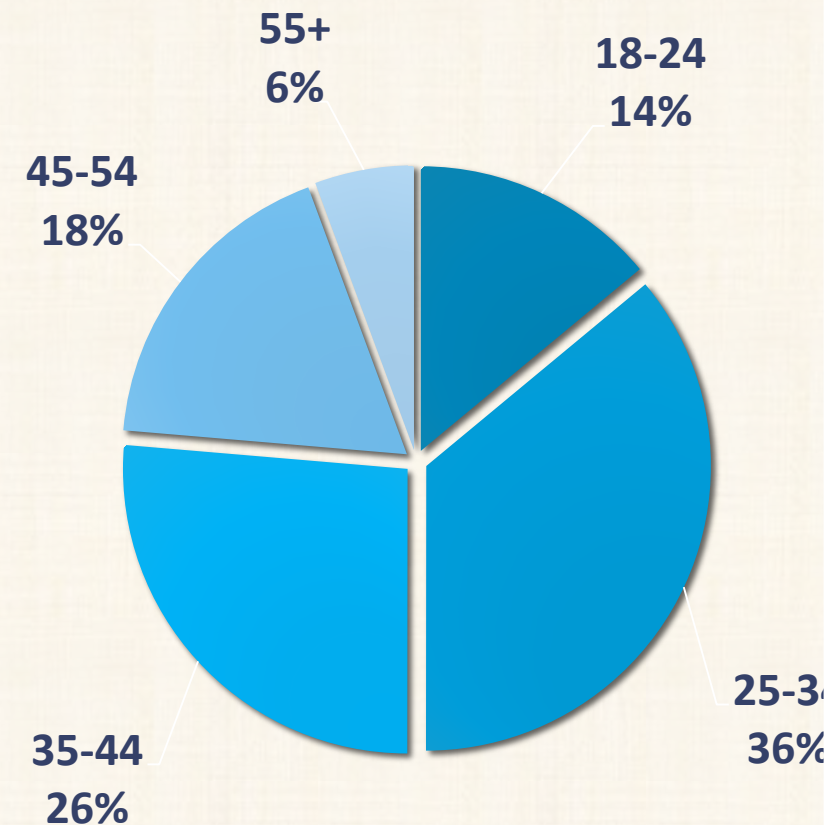
Race/Ethnicity



Gender



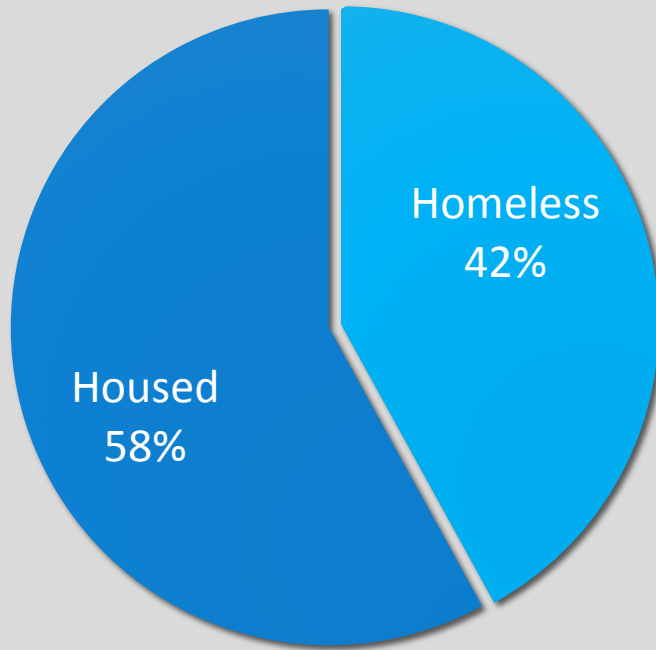
Age at Reentry



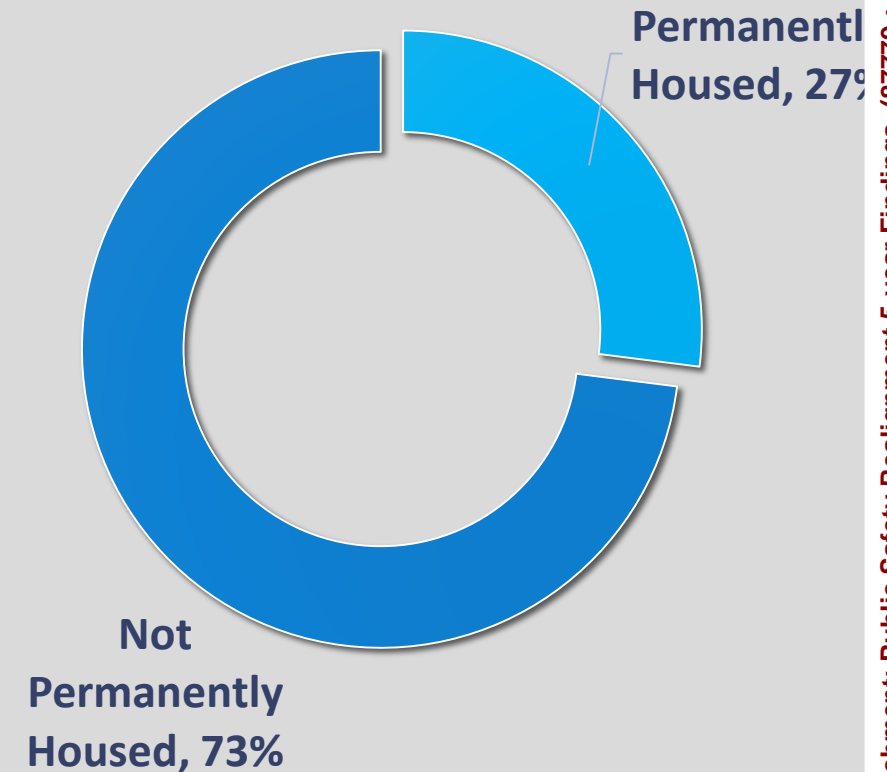
**Data for the realignment population demographics were provided by ISD; using the CJIC. database*

Housing Status at RRC Intake

5.a

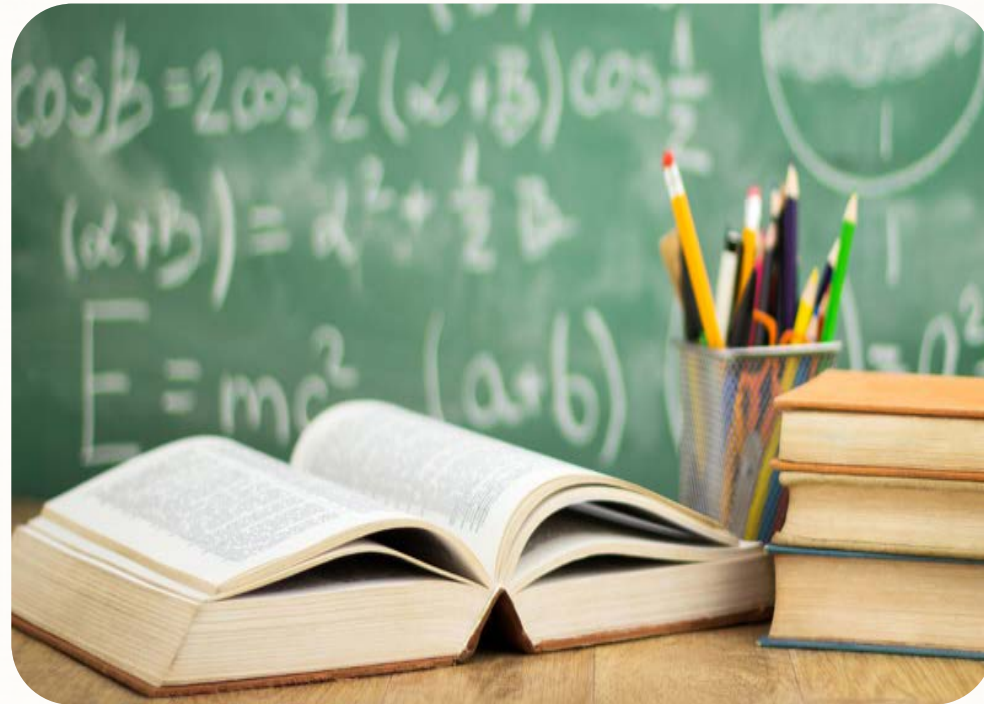


A high rate of homelessness makes it difficult to link many clients to services, as they have no permanent phone number or address and are at much greater risk to recidivate



**RRC intake data was provided by ISD from the Interim Referral Tracking System (IRTS)*

- **69%** of clients were unemployed and looking for work
- **37%** of clients did not have GED or equivalent



Reentry clients have a high need for educational and employment services. These two factors are additional barriers to clients' success.

**Data for unemployment/education provided by ISD, form the RTS database (status of clients at Reentry Center intake)*

Behavioral Health Needs

5.a

From a sample of **692** AB 109 inmates in custody between April 2016 and September 2016:



21% SMI

143 had a Severe Mental
Illness (SMI) diagnosis

98% (n=140) of those with
SMI also had a SUD on file

This indicates at least 20%
of Realignment clients are
dual-diagnosed.

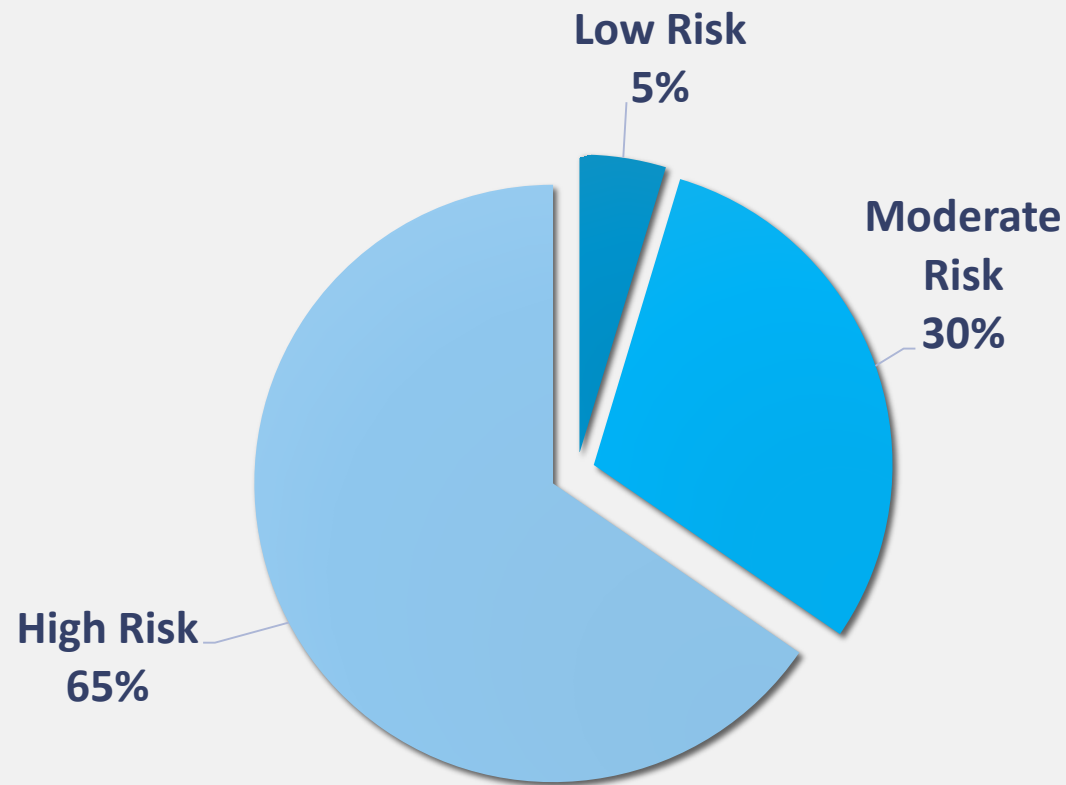


66% SUD

456 had a Substance Use
Disorder (SUD) diagnosis

**Data for sample were provided by the Center for Population Health Improvement, from Custody Health medical records and VMC medical records*

Attachment: Public Safety Realignment 5-year Findings (87779 : Public Safety



The Correctional and Intervention System (CAIS) tool is utilized by jail and probation staff, to assess each client's principle needs and level of risk to reoffend.

Across both PRCs and 1170, a majority of clients were high-risk and only 5% were low risk

*CAIS risk assessment data from a sample of **214** individuals on Probation's Realignment caseload.*

**CAIS data provided by the Adult Probation Department's SHARKS database*

Needs of Clients

5.a

From an analysis by Probation's Research and Development team:

PRCS clients tended to need more of a 'Limit Setting' approach to supervision (51%) whereas MS clients were more likely to need a 'Casework Control' supervision strategy (40%).

In line with the best practices of rehabilitation of offenders, it is key to consider the factors driving behavior.

Alcohol or substance use was the primary need to be addressed (60%) across all clients followed by criminal orientation (16%), and abuse/neglect/trauma (11%).

MS clients tended to have more needs related to alcohol or substance use (15% MS vs. 8% PRCS) and abuse/neglect/trauma (63% vs. 58%).

PRCS clients were more likely to have a criminal orientation (21% PRCS vs. 6% MS).

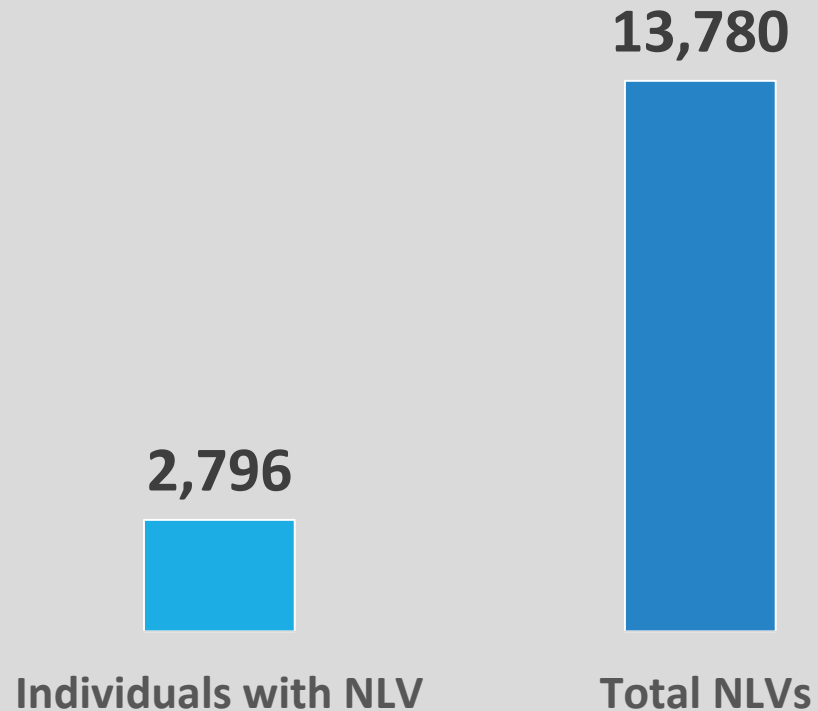
Attachment: Public Safety Realignment 5-year Findings (87779 : Public Safety

Recidivism Outcomes

OCTOBER 2011 – SEPTEMBER 2016

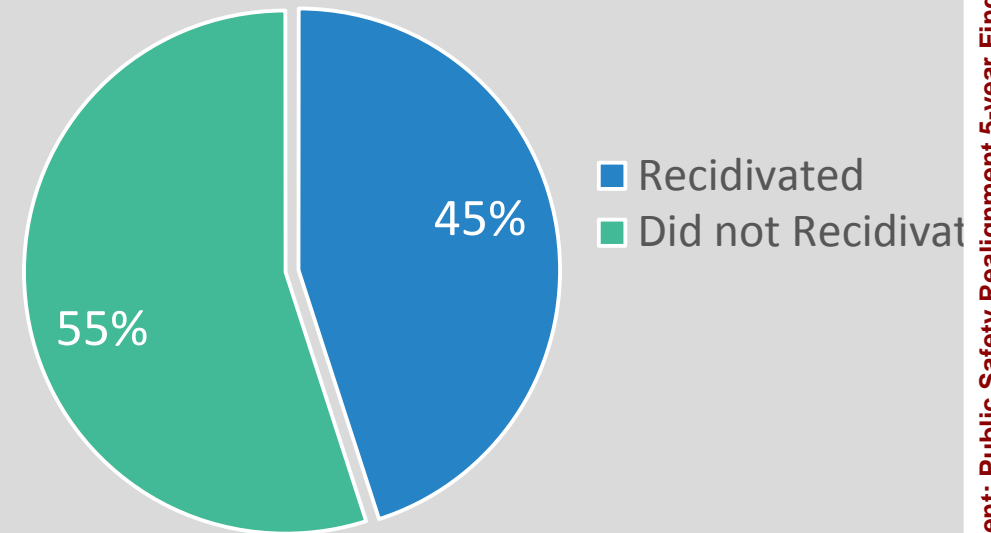
Five-Year Recidivism Rate

6,210 individuals were released into Santa Clara County under Realignment between Oct. 2011 and Sept. 2016



As of Sept. 2016:

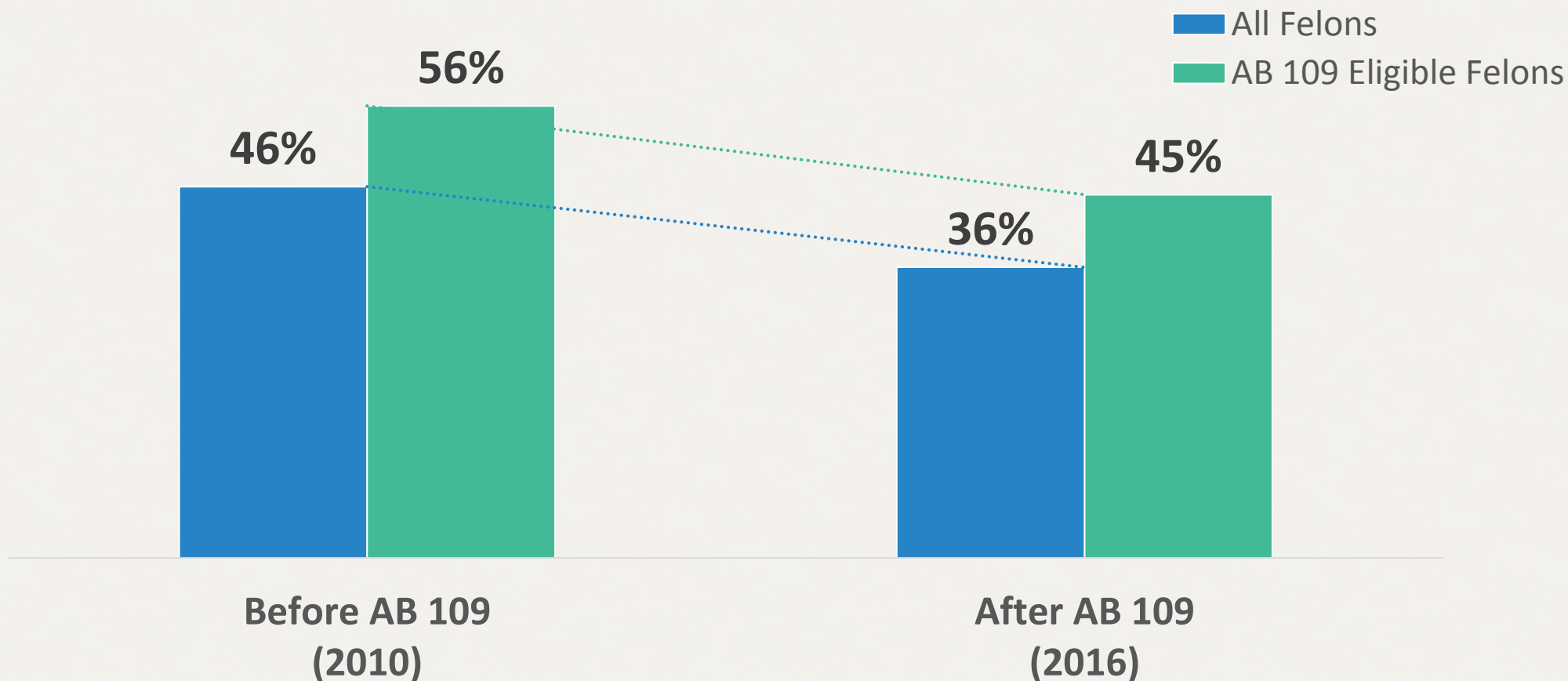
2,796 out of the 6,210 had at least one new conviction, an overall recidivism rate of 45%



Recidivism before and after Realignment

Period 1 (before): Jan 1 2006 — Dec 31 2010

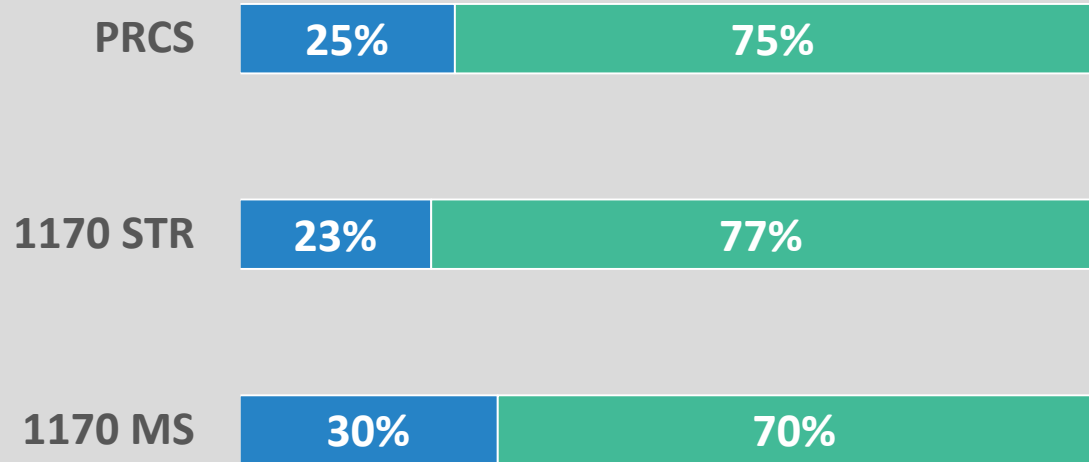
Report Period (after): Oct 1 2011 — Sep 30 2016



**Data for Recidivism were provided by ISD; using the CJIC database*

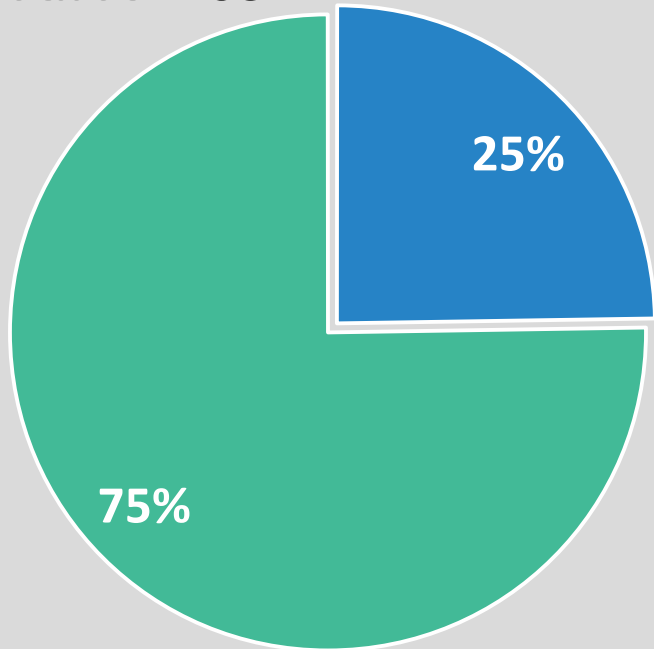
Recidivism by level of Offense

By Classification



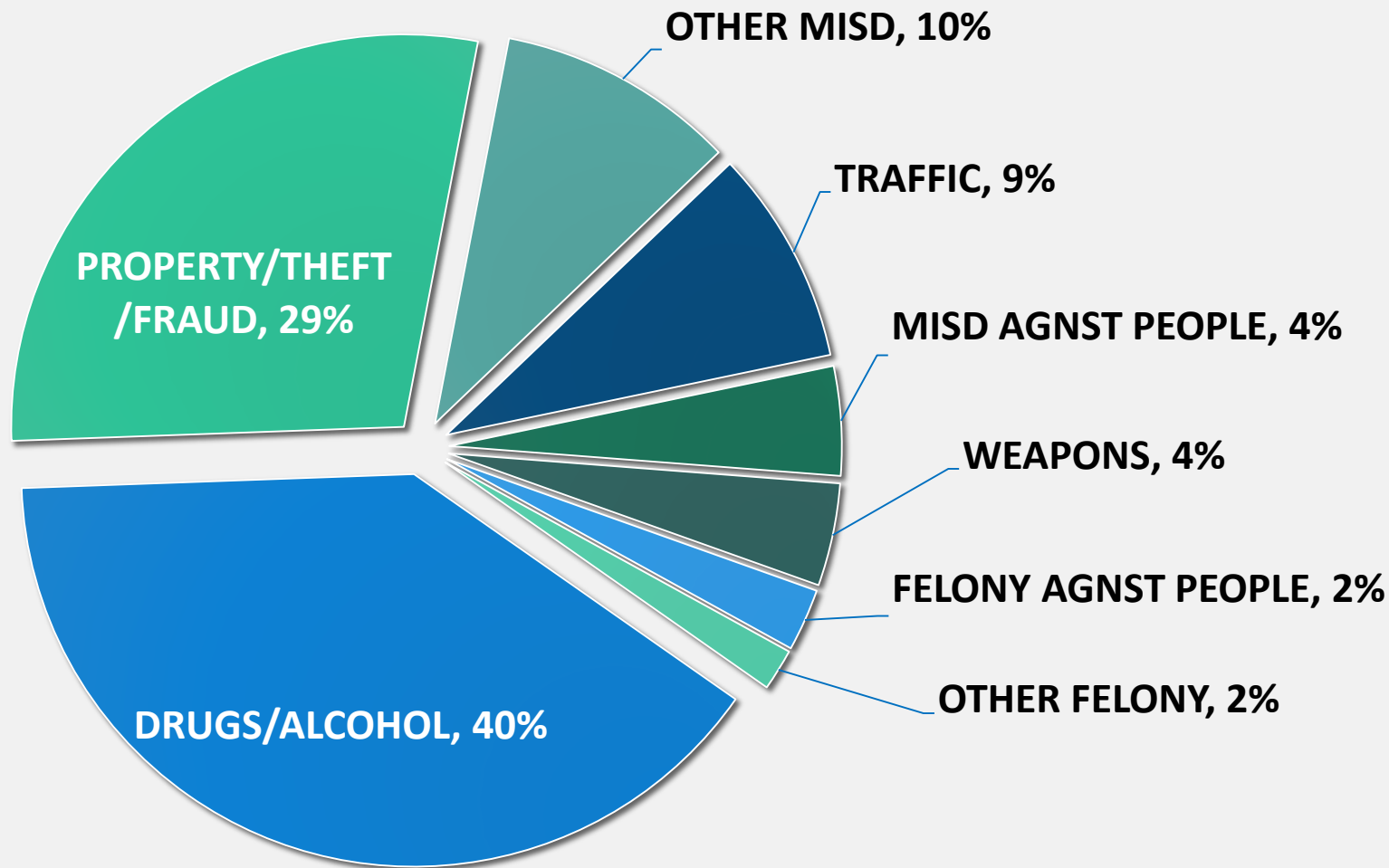
■ Felony
 ■ Misdemeanor

All AB109



**Data for realignment NLVs were provided by ISD; using the CJIC data base*

New Law Violations by Category



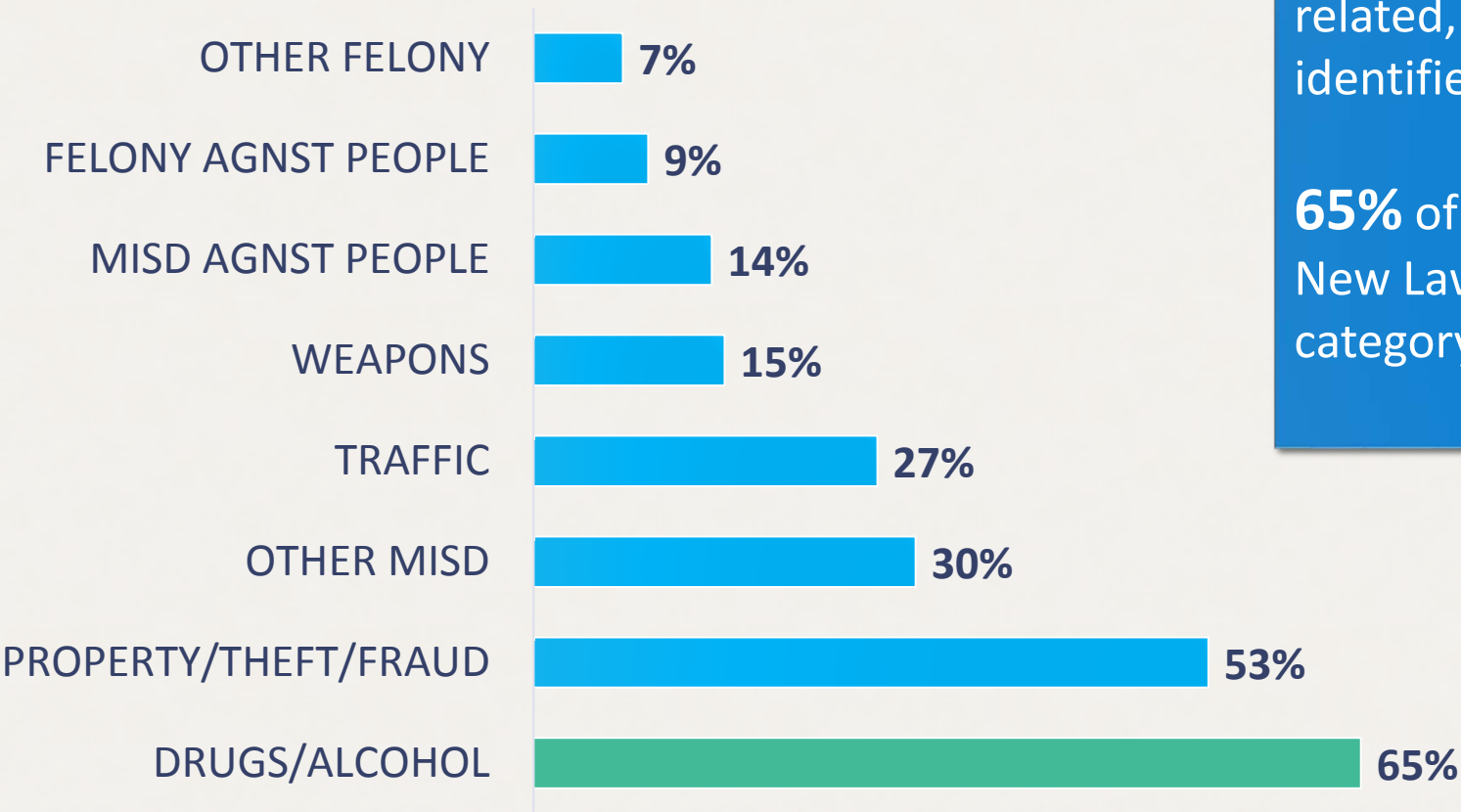
"I felt like it [Reentry Resource Center] was a great thing. I stayed clean two years, which is the longest I had ever stayed clean."

- In-custody AB109 focus group participant

**Data for realignment NLVs were provided by ISD; using the CJIC database*

Re-offenders by Category

N = 2,796 Re-offenders



Percent of all re-offenders with at least one New Law Violation in each category

40% of all New Law Violations were drug/alcohol related, which aligns with the primary needs identified by Probation.

65% of those who recidivated had at least one New Law Violation in the Drug/Alcohol-related category

“It’s my fault I’m here, I’m here because of drugs, because I can’t stay clean. Guys like me have very low self-esteem and no resources, and no one will hire convicted felons and that leads to more drug use.”

➤ In-custody AB109 focus group participant

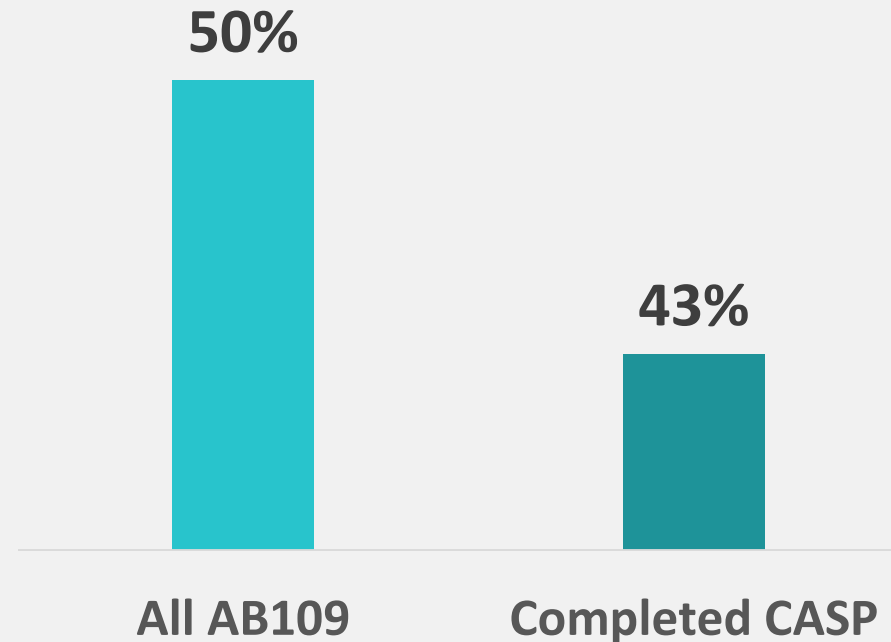
**Data for realignment NLVs were provided by ISD; using the CJIC database*

Custodial Alternative Supervision Program (CASP)

I'm very blessed to be chosen for this program. It helps me understand a lot about myself— to cope with life and still have hope for the future. There is a light at the end of the tunnel for me.”

➤ Susan N., CASP participant

Recidivism Rate Comparison



When looking at individuals who had at least one year to reoffend, the recidivism rate for those who completed CASP was 7% lower than the AB109 population as a whole. This suggests CASP is a viable alternative to traditional custody under the current program model that utilizes in-depth screening.

**Data for realignment Recidivism were provided by ISD and DOC; from the CJIC database*

Recap

- *Homelessness is a significant obstacle to reentry*
 - *The Realignment population struggles with public health issues*
 - *The Realignment population is high risk to reoffend, but low risk to public safety*
 - *Recidivism among felons in Santa Clara County is lower after Realignment*
 - *The CASP supervision alternative appears to be viable and cost-effective alternative to traditional sentencing*
- ❖ **Realignment clients are a complex population with multifaceted needs**

AB109-Funded Services Summary

Service	AB 109 Recipients
Supportive Housing	176
Public Benefits (SSA)	~2,500
Substance Use Treatment	2,773
Mental Health Treatment	1,160
Faith-Based (FBRC)	~435

These figures represent the number of individual AB 109 recipients who could be identified in databases. These services were also available to non-AB109 clients. SSA and FBRC figures are approximate accountings.

AB 109 funding was used for many additional services as well

ORS contracts led to **1,174** enrollments (about 36% were AB 109) in the following service buckets

- Health & Wellbeing
- Family Reunification
- Legal Support (civil, criminal, and expungement)
- Vocational/Employment

Probation contracts led to **1,175** enrollments in Vocational/Education and **941** enrollments in cognitive behavioral programming. About 75% were AB 109.



Recommendations

1. Serve the Client: Leverage community and treatment resources with client-centered approaches

- ✓ Expand supportive housing, substance use, and mental health services – target recently released and high risk individuals
- ✓ Continue to target gaps in services and establish warm-handoff points
- ✓ Promote Peer Navigation and No Entry Programming

2. Strengthen Collaborations: Transforming Existing Cross-Agency Coordination

- ✓ Continue to establish, preserve, enhance, and expand cross-system collaborations
- ✓ Continue to increase capacity for assessment/screening, re-evaluate target populations
- ✓ Implement culturally Competent/Gender Responsive/Trauma Informed Program Offerings

3. Sustain Public Safety: Ensure strong relationships with law enforcement agencies and promote offender accountability

- ✓ Reduce recidivism and assist incarcerated and formerly incarcerated individuals to successfully reenter society
- ✓ Continue to address racial and ethnic disparities within reentry populations in key decisions across the criminal justice system
- ✓ Implement evidence-based practices in effective community supervision and interventions

4. Steward Operational Excellence: **Achieve efficiencies through continuous improvement, innovation and customer satisfaction**

- ✓ Enhance Enterprise Data Management (EDM) and electronic communication
- ✓ Standardize the tracking of progress and improvement as measures for success
- ✓ Utilize evaluators to ensure programs and curriculums are modeled around Evidence-Based Practices

Questions?



Public Safety Realignment (AB 109) and Reentry Services

Five Year Report

October 2011 – September 2016

Prepared by:

The County of Santa Clara, Office of Reentry Services

Executive Summary

In 2011, California's Public Safety Realignment Act (AB 109) was passed to reduce overcrowding in California's prisons. Commonly referred to as 'Realignment', this legislation shifted the responsibility of incarcerating and supervising lower-level, nonviolent offenders from the state level to the county level. Now, felons who commit nonviolent and less serious offenses serve their sentences in county jails, instead of state prisons, and are supervised by local probation departments, instead of parole. To assist the counties with taking on this challenge, funding was allocated to each local jurisdiction and each county was tasked with determining how to distribute the funds most effectively.

The County of Santa Clara decided that given the high level of need within its justice-related populations, it was most important to invest in resources and rehabilitation. Realignment funding was accordingly dedicated to providing in-custody programming and post-release reentry services, with the overall goal of preventing recidivism. While services and programs that could help reentry clients were available prior to Realignment, the resources available were fragmented and disconnected from justice institutions. Reentry clients often have multifaceted needs and struggled to navigate the fragmented support networks.

"Prior to the Reentry Center, individuals seeking treatment had to navigate a multitude of service providers spread throughout the County."

- Sheriff Laurie Smith

As a result, a primary strategy for the County of Santa Clara's investment in reentry was to create a collaborative Adult Reentry Network, so that clients would have streamlined access to a holistic network of resources, with entry-points that could connect clients to multiple resources at once. In order to facilitate this strategy, the Office of Reentry Services (ORS) was established in 2011. In early 2012, ORS opened the Reentry Resource Center (RRC) which now serves as the hub of the Adult Reentry Network.

"This was a heavy weight, to walk right out of prison and not have any of these resources available to them, the only ones who were serving this population were churches in San Jose."

- Dr. Tony Williams, Pastor of Maranatha Christian Center and Co-Chair of Santa Clara County's Faith Reentry Collaborative.

The RRC utilizes a "one-stop-shop" model; the ORS partners with several County agencies and contractors, who collaborate together under one roof, to provide those recently released from custody with streamlined access to resources. The model facilitates a needs-based continuum of support designed to save costs by reducing recidivism and reliance on the incarceration of nonviolent, non-serious offenders.

Assessing an offender's risk and needs, and providing resources to meet those needs through strong partnerships across government agencies and community organizations, is critical to providing the most effective interventions and preserving public safety. This approach also allows justice interventions to be applied with less cost to the taxpayer.

Preventing re-incarceration through evidenced-based programs and services, in addition to providing alternatives to incarceration, is significantly less expensive and more effective than traditional sentencing [Cite 1]. Overall, the RRC partners have built bridges across the various agencies within a once fragmented system, have expanded and remodeled the resources available to reentry clients, and have improved local justice institutions through the funding and implementation of evidence-based practices.

The purpose of this report is to provide an overview of the first five years of Realignment in Santa Clara County; to examine Realignment-funded services and programs, and to examine recidivism among the Realignment population. The findings will be important for planning future initiatives and guiding more specific evaluations of programs and operations.

Key Findings

Homelessness is a significant obstacle to reentry

In recent years, Santa Clara County has ranked among the top ten most expensive housing markets in the country, making it extremely difficult to provide housing options to people with limited incomes. In 2016, 42 percent of Realignment clients who visited the RRC reported being homeless at intake. Furthermore, only 27 percent were stably/permanently housed, meaning the remainder (about 73 percent of RRC clients) had some level of housing need to address before they could successfully reenter society. Homelessness severely impacts clients' health, ability to secure employment, their recovery from substance dependency and mental health disorders, and reunification with family.

ORS partners with the County's Office of Supportive Housing (OSH) which provides permanent supportive housing for chronically homeless and other highly vulnerable individuals along with short-term financial assistance and/or subsidies to rehouse people or to help them keep their housing until they become self-sufficient. OSH also supplies emergency shelter and temporary transitional housing with attached services while families gain education, employment and income to obtain housing. Between 2012 and September 2016, OSH has housed about 440 individuals with its AB109-funded reentry housing programs, and many others through its other housing programs. Housing is perhaps the most crucial and most challenging obstacle to address in efforts to prevent recidivism. Accordingly, housing homeless reentry clients must be a priority with public safety and social justice in mind.

The Realignment population struggles with public health issues

The Realignment population has high rates of mental illness and substance use disorders. From data available, about one-fifth (21%) of the Realignment population had been diagnosed with a Serious Mental Illness. This means that the rate of individuals with any mental health issues in general is even higher. About two-thirds (66%) of the Realignment population had a substance use disorder. Again, the actual rate of substance use issues is likely higher, as not everybody with a disorder is identified, and not every user had a clinical disorder. ORS is currently in collaboration with Behavioral Health, the Courts, the District Attorney, Public Defender, community spokespersons, and others to establish a jail diversion project to divert those with serious mental illness and co-occurring substance use into treatment in place of custody. The project will divert individuals with high clinical need away from repeated incarceration and into treatment, which for many, is the only path to breaking the cycle.

The Realignment population is high risk to reoffend, but low risk to public safety

Public Safety is of great importance when it comes to large initiatives, like Realignment, that significantly alter the way justice interventions are provided. The data used for this report indicate that when individuals who have been released on Realignment reoffend, they typically commit the same type of offenses that they were originally arrested for prior to being realigned. In other words, the vast majority of recidivism occurring within this population is drug/alcohol related or property/theft/fraud related. Crimes that involve face-to-face victimization are uncommon. It is also worth noting that regardless of legislation, these individuals would have been released sooner or later. What local jurisdictions can do is attempt to mitigate the impact of these releases by assisting inmates in preparing for release and assisting them in transitioning from being an inmate, to returning to the community as a citizen.

According to risk assessment tools, the majority of the Realignment population is high risk to reoffend. The types of crimes committed by AB109 clients after reentering the community confirm that the Realignment population is primarily nonviolent. Of the Realignment recidivism that occurred in the County, 75 percent of all re-offenses were misdemeanor crimes. Drugs and alcohol offenses comprised 40 percent of that recidivism and were by far the most common type of recidivism. The next most common, at 29 percent were related to property, theft and fraud, which are often committed as a result of substance dependency. These findings highlight the crucial role of substance use treatment and behavioral counseling in facilitating successful reentry and further indicate that a key approach toward reducing recidivism among this population is addressing its clinical and therapeutic needs.

Realignment recidivism is higher among young adults

When comparing age groups, the highest rate of recidivism by far occurred among young people aged 18 to 24 years. For those who had at least one year to reoffend, this population recidivated at a rate of 62 percent compared to 53 percent for individuals aged 25-34. The recidivism rate decreased as age at reentry increased. This indicates the need for more services tailored to people under the age of 25.

Recidivism of felons in Santa Clara County is lower after Realignment

When comparing the five years prior to Realignment to the five years after, recidivism has decreased for felons in general and for felons comparable to current Realignment clients by offense type and criminal record. Those who commit Realignment-related crimes recidivated at a higher rate than felons in general. The crimes associated with Realignment indicate behaviors common among frequent offenders, such as substance use and property crime. While 45 percent of the Realignment population recidivated, this rate is 11 percent lower than it was over the five years prior to Realignment, when felons who were committing crimes now sentenced under AB 109 were sent to prison instead of jail, and were released with less options for reentry resources and services.

Supervision alternatives appear to be viable and cost-effective alternatives to traditional sentencing

In the past five years 654 individuals served part of their sentences in the Custodial Alternative Supervision Program (CASP) implemented by the Office of the Sheriff in 2012. CASP participants serve the remainder of their jail sentence in the community under the Sheriff's supervision. CASP participants receive assistance with substance use treatment, education, job training and housing. If they are not working or going to school, they attend classes during the day at the Reentry Resource Center. Participants have curfews and the Custodial Alternative Supervision Unit (deputies who supervise CASP participants) checks in with them at home, work and at other locations.

As of 2016, CASP had a 70 percent completion rate, meaning they completed their alternative sentence without being remanded to custody for committing new offenses, failing drug and alcohol tests, failing to report to class or for other violations. Those who completed CASP recidivated at a lower rate than those who were released from jail under conventional circumstances and only three percent of participants recidivated while supervised. Instead of serving time in a locked facility, they served their time in the community under supervision, while getting education, substance use treatment, job training and employment, reuniting with their families, and establishing housing and other living necessities. They exit the program with more dignity, skills, resources and hope than those leaving jail and by the time they exit custody, they have already been living in the community and have support networks in place.

Looking at the Community Alternative Supervision Program (CASP) outcomes, and recidivism trends for the Realignment population in general, the information available suggests that alternative sentencing programs are not only viable options, but preferable to incarceration when appropriate screening policies are in place. Expanding alternative sentencing options would allow for more cost savings, improved opportunities for families to reconnect and/or stay connected. This program's capacity to expand is dependent on the availability of housing and/or treatment beds in the community. Many individuals who qualify cannot be released into supervision because they have nowhere to go.

Some ethnic groups are overrepresented

Over the past five years, 51 percent of the Realignment population was Hispanic/Latino followed by 26 percent White, 13 percent Black/African-American and 10 percent other ethnicities. Statistics were similar for the entire jail population. This represents a large overrepresentation of Hispanic residents within the County's justice institutions, given that less than 30 percent of Santa Clara County's population was Hispanic. However, the Hispanic population was not the only population overrepresented, the African-American community was under three percent of the community but 13 percent of the jail population. Marginalized demographic groups are in need of improved access to services geographically, culturally, and volume-wise. Local jurisdictions should strive to continually enhance access to resources so that people who live far away do not have to travel as far, people from different cultures and disadvantaged communities can navigate service networks with more ease, and so that programs can serve greater numbers of individuals by becoming more easily accessible to all residents.

In 2015, the Office of Reentry Services collaborated with public safety partners in Gilroy, San Martin and Morgan Hill to better serve the Realignment population by establishing a pilot Reentry Center in San Martin. That center will soon move to a permanent, more convenient location for clients in Gilroy, where a majority of the population is Hispanic.

Realignment did not overcrowd Santa Clara County's correctional facilities

The primary purpose of Realignment was to alleviate prison overcrowding. Because Realignment changed the flow of low-level felons from prisons to jails, prison populations did decrease. One of the worries early on was that as a result, jails would become too overcrowded. However, on September 30, 2016 Santa Clara County jails were not at capacity. While there were increases in custody populations, these increases appeared to have been temporary. However, more capacity for programs and services in general is a continued need related to space issues. A new facility is planned to be built in the near future, which will expand capacity for services in custody and will be built with program needs in mind. Until then, a continued focus on increased capacity for services on the back-end will help provide clients with resources they may have missed out on in custody.

Reentry Services are in high demand and are frequently utilized by the Realignment population

Thousands of Realignment clients were linked to reentry services over the first five years of Realignment, and the Realignment population were high utilizers of these services. Individuals surveyed in the jail indicated high need and high interest in services, demonstrating that most of the population needs services and will take advantage of offering as they become available. Capacity to provide these services has continually grown and continues to do so. There are many initiatives on the horizon that are currently in development as well. However,

the first five years were more of a pilot period than a reflection of the Adult Reentry Network's potential. There will always be room for improvement and there are many potential avenues toward evolving the network.

In terms of priority, housing and employment/income are the greatest need, because without these resources, higher risk individuals will struggle to attain self-sufficiency. However, programs designed to address criminal thinking, treat substance dependency and mental illness, and foster prosocial change are extremely important because they help foster self-sufficiency. The more self-sufficient clients are, the better equipped they will be to keep their housing and maintain employment.

There is also a need to continually target the populations with higher risk/need. Services that support those with mental illness, trauma, and/or substance dependency, chronic homelessness, and populations that have been marginalized (such as Hispanic/African American communities), are needed to preserve public safety and strengthen communities.

Recommended Strategies

From lessons learned over the first five years and from the findings of this report, the Office of Reentry Services had identified four goals for its next five years in operation, and recommends some strategies for the Reentry Network to consider for moving forward:

1. **Serve the Client:** *Leverage community and treatment resources with client-centered approaches*

- ✓ Expand supportive housing, substance use, and mental health services
- ✓ Target gaps in services and develop warm-handoff points
- ✓ Promote individualized case management, peer navigation, and “no-entry” programming
- ✓ Expand on services that target high-risk, mentally ill, substance-dependent, and marginalized populations

2. **Strengthen Collaborations:** *Transform existing cross-agency coordination*

- ✓ Continue to preserve, enhance, and expand cross-system collaborations
- ✓ Increase capacity for assessment/screening, re-evaluate target populations
- ✓ Expand culturally competent, gender-responsive, and trauma-informed program offerings

3. **Sustain Public Safety:** *Ensure strong relationships with law enforcement agencies and promote offender accountability through rehabilitative intervention*

- ✓ Build upon efforts to reduce recidivism by effectively assisting incarcerated and formerly incarcerated individuals in successfully reentering society
- ✓ Continue to address racial and ethnic disparities within reentry populations by expanding access to services and through targeted interventions
- ✓ Implement evidence-based practices from arrest to reentry in the community

4. **Steward Operational Excellence:** *Achieve efficiency through continuous improvement, innovation and satisfaction among clients and staff*

- ✓ Enhance Enterprise Data Management (EDM) and electronic communication
- ✓ Standardize the tracking of progress and improvement as measures for success
- ✓ Utilize evaluators and quality assurance to ensure programs and curriculums are modeled around Evidence-Based Practices and that fidelity to these models is resolute

Table of Contents

Executive Summary.....	2
Key Findings	3
Recommended Strategies	7
History and Background	10
The Reentry Resource Center	11
Reentry Resource Center Service Array	12
Realignment (AB 109) and the Reentry Process.....	14
Purpose of Report.....	15
Reporting Methodology.....	16
Data Sources	17
Focus Groups and Surveys.....	17
The Realignment Population of Santa Clara County.....	18
Realignment Classifications	18
Realignment Inflow.....	19
Realignment Demographics.....	20
Racial/Ethnic Overrepresentation	20
Risk-Need Assessment	21
How Risk to Reoffend is Assessed (CAIS Assessment Tool)	21
Client Risk and Needs.....	22
Reentry Resource Center— AB 109 Snapshot	23
Social Services Agency (SSA) — Public Benefits.....	25
Behavioral Health Services Department (BHSD).....	26
Reentry Center Behavioral Health Team	26
Mental Health Treatment Services.....	27
Substance Use Treatment Services (SUTS).....	29
Faith Reentry Collaborative	31
Medical Mobile Unit	32
Office of Supportive Housing – Reentry Housing Programs	33
Adult Probation Department	35
Vocational Education.....	35
Cognitive Behavioral Programming	36
Office of Reentry Services (ORS) – Contracted Services	37
In-Custody Population.....	40
Office of the Sheriff.....	41
In-Custody Programming.....	41
Alternative Custody Programming	42
<i>Office of Reentry Services: Public Safety Realignment and Reentry Services: Five-Year Report</i>	

Office of Pretrial Services (OPS)	43
Electronic Monitoring Program (EMP)	43
Supervision Outcomes	43
Custody Health — Realignment Snapshot	44
Recidivism	46
Recidivism as a Measure	46
Recidivism Baseline – Recidivism before and after Realignment	48
Recidivism Rate Breakdown – Demographic Comparison	49
Recidivism by Population/Classification	49
Recidivism by Sex/Gender	50
Recidivism by Race/Ethnicity	50
Recidivism by Age at Reentry	51
Custodial Alternative Supervision Program (CASP) Recidivism	52
Recidivism — Types of Crimes Committed	53
Recidivism — Offenses by Level (Misdemeanor/Felony)	53
Recidivism — Offenses by Category	54
Recidivism — Time to Re-offense	56
Recidivism — Frequent Offenders	57
Recidivism Differences Compared to the Three-Year Report	58
Probation (PRCS and 1170MS) Outcomes	59
Surveys and Focus Groups	60
Focus group with 10 men who recidivated	60
Focus group with 10 women who recidivated	62
ORS Contractor Survey	62
In-Custody Surveys	63
Survey 1 – Inmate background and level of interest in in-custody programming	63
Survey 2 – Inmate demographics and perceived level of need for services	63
RRC Partner Staff Surveys	64
Recommendations and Next Steps	67
Goals for Moving Forward	68
Recommendations	70
Next Steps	75
Appendix	76
Funding	76
Additional Legislation	80

History and Background

In October 2011, California’s Public Safety Realignment Act (AB 109) was passed into law. This law, commonly referred to as *Realignment*, was executed to alleviate prison overcrowding by mandating that low-level felons become the responsibility of local jurisdictions. In other words, after Realignment took effect, nonviolent and non-serious felons began serving their sentences in jail instead of prison. In addition, supervision of this population is carried out locally, by probation instead of parole. In order to facilitate this effort, the state provided additional funding to counties. Each county formed a committee to determine how these funds would be utilized. Thus, each county utilizes Realignment funding differently.

The establishment of Santa Clara County’s Reentry Resource Center (RRC) in 2012, along with the Community Corrections Partnership (CCP) Plan and the Adult Reentry Strategic Plan, paved a new path for addressing the revolving door of incarceration by focusing on:

- ❖ Evidence-based recidivism reduction strategies¹
- ❖ Streamlined processes that link clients to effective programming pre and post release from custody
- ❖ Offender accountability that facilitates reentry while preserving public safety and saving costs
- ❖ Supportive and targeted interventions that traverse the continuum of rehabilitation — from arrest to reentry

The County set a balanced funding allocation for a proactive, rehabilitative justice network with untold capacity for continued improvement over the course of the first five years of Realignment. Between October 2011 and September 2016, the County received a total of \$187,608,397 in State funding. Of that total, \$167,915,592 was actually expended, leaving \$19,692,805 remaining as a fund balance for the following two fiscal years. The Board of Supervisors will consider using the remaining funds to support ongoing initiatives such as: expanding adult reentry service contracts, establishing jail diversion booking alternatives, funding reentry housing programs, expanding electronic monitoring programs and enhancing partnered faith-based reentry center services.

The County chose to adopt a “one-stop shop” model that utilizes a Reentry Resource Center (RRC) as the central hub of an extensive reentry network. Thus, over the first five years of Realignment, the RRC served as the primary resource-linkage portal of the County’s Adult Reentry Network. Research² examining similar approaches suggests that these models can increase access to and enrollment in services.

The RRC opened its doors in February 2012. Since then, the center and the surrounding service and partner network has continued to grow and evolve. The Office of Reentry Services (ORS) was established to serve as the administrator of the RRC and reentry-related funding. Over the course of its first five years in operation the ORS continually expanded along with the RRC and Adult Reentry Network, in both scope and size. By September 2016, the ORS had grown from an office of four, to an office of 14 staff members.

One-Stop Shop Model

Santa Clara County’s unique “one-stop shop” approach to reentry combines the benefits of a day reporting center with ease of access to a wide variety of community resources and county agencies. The Reentry Network utilized the one-stop shop model for one simple purpose — to support the successful reentry of clients by making the process easier for both clients and staff. The model allows for recently-released individuals, or anybody with a criminal history in the County, to visit the RRC and complete multiple objectives at once. The model allows clients to start the reentry process on more stable footing as they save time and money on transportation and learn of the resources available to them that they might never hear of otherwise.

¹ Latessa, E. J., Listwan, S. J., & Koetzle, D. (2013). *What works (and doesn’t) in reducing recidivism*. Routledge.

² Guerrero EG, Henwood B, Wenzel SL. Service integration to reduce homelessness in Los Angeles County: Multiple stakeholder perspectives. *Human Service Organizations: Management, Leadership & Governance*. 2014; 38(1):44-54.

The Reentry Resource Center

The ability to access multiple resources and complete objectives such as probation check-ins or mandated programming, at one location, is an invaluable resource for recently-released clients. Without the RRC, clients would face a more tedious and difficult reentry. For example, in one day, a client can leave jail in the morning, and by the end of that same day: meet with his or her probation officer; receive a motel voucher; obtain clean clothes, a hygiene kit and a free meal; apply for general income assistance, food stamps, and healthcare; be assessed and make appointments for medical, psychiatric, substance use, and mental health treatment; make appointments with a wide variety of community-based organizations; and much more.

Without the RRC, this process could potentially take several days or even weeks, in addition to all the time and money that would be spent on public transportation and coordination of appointments. For special needs clients, such as those suffering from mental illness, the one-stop shop approach provides further benefit as peer mentors and community health workers help them navigate the building from partner to partner, and help connect them to their appointments elsewhere.

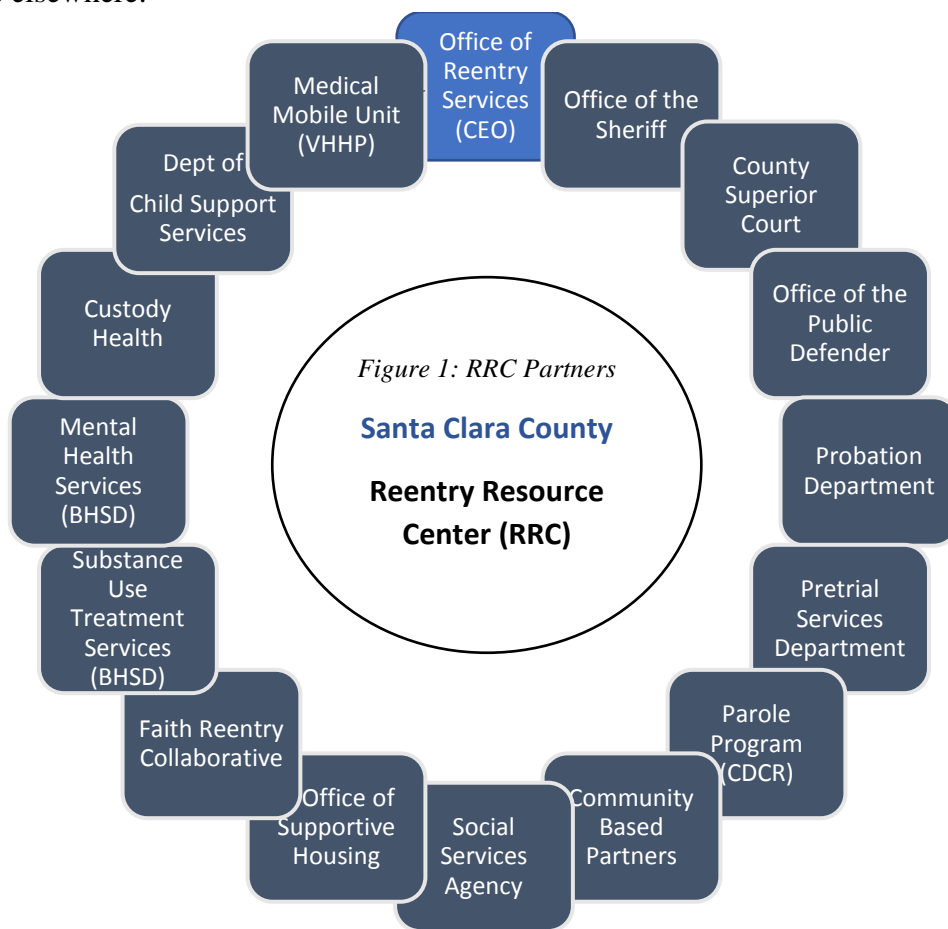


Figure 1 portrays the core collaborative partners that comprise Santa Clara County's Adult Reentry Network. Together, these organizations collaborate across systems to provide reentry clients with seamless support and streamlined linkage to the services, resources, and treatment available through the RRC and in the community. While the Office of Reentry Services supports partners with funding and oversees operations at the RRC, the agencies housed within the center operate autonomously, utilizing partnerships and service agreements and/or community-based contractors to provide interventions and support systems that are evidence-based and holistic. The ORS also oversees its own specific service contracts. Together, Reentry Network partners strive to provide evidence-based, wrap-around support to the reentry clients of Santa Clara County.

Reentry Resource Center Service Array

The RRC serves as the core of an extensive Adult Reentry Network designed to help clients transition back into the community after exiting custody. Realignment funding provided the foundation for the Reentry Network, allowing for expanded capacity and new service avenues which in turn facilitated the merging of siloes and enhancement of collaborative endeavors. Below are some examples of the services and resources RRC clients can be directly linked to through Realignment-funded avenues and more specifically, the RRC. There are many additional resources and pathways to services that clients access indirectly through connecting to RRC staff.

Supportive Housing <ul style="list-style-type: none"> • Transitional housing & rapid-rehousing • Permanent supportive housing • Rental assistance • Shelter networks & motel vouchers 	Education & Employment <ul style="list-style-type: none"> • GED & literacy • Workshops & job readiness • On-the-job programs • Transitional programs • Job fairs 	Pro-Social Programs <ul style="list-style-type: none"> • Life-skills & criminal thinking classes • Cognitive behavioral classes • Domestic violence prevention • Family reunification & parenting
Behavioral Health <ul style="list-style-type: none"> • Substance use assessment and referrals to treatment • Mental Health assessment and referrals to treatment • Counseling • Case management 	Health & Well-Being <ul style="list-style-type: none"> • Behavioral therapy • Mindfulness & stress management • Faith & spiritual awareness • Self-help • Medical & psychiatric care/medication 	Other <ul style="list-style-type: none"> • Emergency food, clothing and hygiene • Literacy Lab (parolees) • ID vouchers (identification) • Bus tokens/passes • Record clearance • Child support assistance

The primary function of the RRC is service/treatment linkage. However, a variety of community programs, prosocial development classes, and alternative custody programs operate out of the center.

Prior to the RRC, the types of services shown above were more limited in capacity and siloed, which made it difficult for clients to navigate a fragmented county resource system. Without the navigation portals at the RRC, it is highly likely that clients, especially those with disabilities, would balk at the prospect of visiting each location individually and would be reluctant to seek assistance and treatment to the degree they currently do. The staff at the RRC also work diligently to motivate clients to seek resources and treatment when clients are either not aware of their needs or reluctant to address them on their own.

Helping Clients Cultivate Their Talents for Success

Seth M. felt like an outsider as a kid. He was bullied and never really fit in until he joined the football team in high school. But the crowd he was hanging out with led him to marijuana and alcohol abuse.



“They [marijuana and alcohol] became my king and queen for 20 years,” Seth said. He started selling drugs and growing pot in Florida and by age 20, he had countless arrests for drug possession and driving under the influence. That eventually progressed to marijuana cultivation charges.

After a S.W.A.T. team stormed his house in 2012, he was given a three-year sentence and sent to Elmwood Correctional Facility in Milpitas. Because he posed no threat to the community, after 28 days he was released into the Custody Alternative Supervision Program (CASP). Participants in that program are released into the community under supervision of Rehabilitation Officers and Deputies of the Sheriff’s Office. CASU participants can then access substance abuse treatment, health and behavioral health services, and assistance with housing, food, education and employment—all while living in the community and participating in structured programming.

Seth was motivated to use this opportunity to get his life back on track. Through the Santa Clara County Reentry Resource Center, he got a job with Goodwill of Silicon Valley’s New Opportunity Work Program (NOW). NOW is funded by the Santa Clara County Office of Reentry and the California Department of Rehabilitation and Corrections. In addition to immediate employment, NOW participants get an employment case manager, assistance in resume writing, interview skills, and cognitive behavioral therapy. Seth also received substance abuse help from the Alcoholics Anonymous 12-step program.

NOW gave him a position in program management software at Goodwill, based on his associate degree in computer engineering. He helped the company deploy a new system for keeping track of program participants with software from CaseWorthy Inc., a social services technology company.

“I cannot over emphasize how blessed I was to work with these folks at Goodwill and CaseWorthy,” Seth said. He’s extremely grateful for the opportunities extended to him through the Reentry Center and Goodwill.

“They taught me to work and how to do the next right thing and it paid off for me and still does today.”

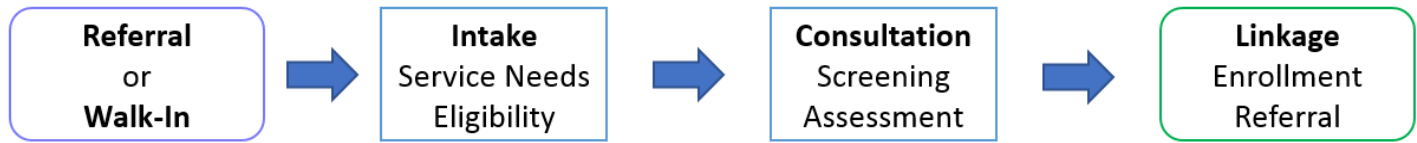
That work experience landed him a position as director of the commercial sales division with Gardening Unlimited and then a position as operations manager for Mills Nutrients USA in Long Beach in October of 2016.

He’s still involved in Alcoholics Anonymous and sponsors three other people.

“It’s not all about me,” he said. “I learned to put others before myself and discovered the value of humility and the importance of asking for help. I no longer shoulder the challenges of life on my own.”

Realignment (AB 109) and the Reentry Process

The RRC and Adult Reentry Network serve all reentry clients. Anybody with a criminal background in Santa Clara County can access services to some degree. However, due to limited capacity there is a triage process for linking clients to the more in-demand or intensive services such as housing, employment, and case management.



When clients first visit the RRC they receive an intake interview from ORS staff. During intake, clients are asked to fill out a packet that captures who they are as a justice client, their housing and employment status, the reason(s) they visited the center, the services they are interested in, and basic demographic information. At this point, front desk staff determine eligibility and verify criminal justice information. The RRC database stores information about client history, service needs, and interactions within the center, which facilitates routing to service providers and case management.

Clients who have a Realignment (AB 109) history can access all services, even if they are no longer classified as Realignment clients. For those who do not have an AB 109 history, general eligibility is determined based on whether or not they are on supervision, how long they have been out of custody, and their level of risk/need, but specifics differ depending on the provider. During the first five years, heavy emphasis was placed on prioritizing the Realignment population and other supervised clients for services. Now that the Realignment population has stabilized, the RRC plans to focus more on triaging around client risk and criminogenic need. Currently, anybody with a history of Realignment interventions qualifies for full access, even if they are not part of the Realignment population any longer.

Once their base eligibility is determined, clients are screened by Behavioral Health clinicians. Based on the clinician's assessment, clients who indicate clinical need are linked to treatment, while those with other needs such as employment or housing are referred to the appropriate partner in the RRC, where they are given additional screening relevant to the service/partner. Clients who are not eligible for RRC services are still screened by a clinician but are routed to faith-based reentry centers and/or directed to other service providers in the community.

Probation officers also play a role in linking clients to services at the RRC. Probation officers assess client risk and have the option to refer clients to the Probation Department's specific contracted services and/or any of the services available through the RRC. Probationers with specific treatment needs are often walked over to the Behavioral Health wing of the center and handed off from the officer to Behavioral Health staff.

Over the course of its first five years in operation, the RRC saw approximately 10,000 unique reentry clients. During this time period at least 6,210 Realignment clients were released into Santa Clara County. In July 2015, the RRC began tracking clients using a custom-built database. Prior to this time, tracking RRC client flow across the many agencies located within the RRC was difficult without a database.

Data from the RRC database was used to provide a 2016 snapshot:

In 2016, the RRC had 4,560 unique reentry clients; 1,515 (33%) of whom belonged to the Realignment population, which is higher than the number of Realignment clients released from County jails in 2016. Thus, about one-third of all reentry clients who visited the RRC were part of the Realignment population and the Realignment population does not just access the center immediately after release.

Income and food assistance were the most requested services, followed by healthcare, housing assistance, clothing, substance use treatment, ID vouchers, medical/psychiatric care, employment, and mental health support. These outcomes indicate that the RRC is being widely utilized for both immediate and longer-term needs.

Purpose of Report

The purpose of this report is to use data and other information available to explore the first five years of Realignment in Santa Clara County. The initiatives implemented to assist the Realignment and other reentry populations, such as the RRC and expanded cross-systems partnerships, are relatively new. This report is a first-step in examining the Realignment population, including the services provided to them, and recidivism trends over the first five years. During this time, the structure of the County's justice institutions and supportive service networks changed significantly, partly due to Realignment and partly due to other legislation and County-led reform. The County steadily adapted to the new legislation and movements for justice reform. While all reentry clients can access services through the network, this report focuses specifically on the Realignment population.

Continually improving access to data and methods for sharing data on clients better enables reports like this to demonstrate the immense challenges clients face. As demonstrated in the following sections of the report, these clients are dealing with a multitude of issues that vary in magnitude and complexity. The issues these clients experience, especially at release, are often the same issues that drove them to criminal actions (substance use, mental health, homelessness, etc.) in the first place, and drive the behavior that results in recidivism. The primary advantage of the RRC is simplified access to widely needed services. By providing a single location with multiple access points, clients can engage in a continuum of care that spans most of their needs. In addition, the RRC wants to be able to better monitor the trajectory of reentry clients as they traverse this continuum, in order to help prevent gaps in needed services.

With such a wide range of partners and services, data to show where clients were connected were provided. This effort required extensive coordination with partners to provide not only the data, but the context of what the data represent, since each agency's variables and language vary widely in definition and style. Overall the process for uniting data across systems provided some promising findings, and further illuminated the need for improved data-sharing processes.

It is important to track recidivism in order guide future initiatives and to ensure public safety is not compromised. Santa Clara County's Community Corrections Partnership decided to track recidivism of the Realignment population at the five-year mark. Although recidivism is a traditional dichotomous measure of success (i.e., yes or no), this report explores a bit deeper by examining: whether the time between release from custody and first new offense increases, the severity of new offenses, and if there are any differences in recidivism when comparing different populations (i.e., gender, age, and race). In addition, Reentry has been working with partner agencies to start measuring and tracking changes in client areas of need that drive criminal behavior. For many of these individuals, incremental change occurs in other ways before the individual ultimately desists from criminal behavior.

Reporting Methodology

This report covers the period between October 2011 and September 2016, from the point when Realignment legislation first took effect, up until five years later

This report represents a significant step forward in data sharing for the County of Santa Clara, and the culmination of five years of system-building. The report was created with data provided to RRC staff by several governmental partner agencies and community-based organizations. Merging data originating from multiple data systems, each of which was created for different purposes, was challenging. To remedy this, methods were developed to map and cross reference different data elements across the divergent databases. While gathering, storing, and sharing of comprehensive data required for this report was a challenge, the continued development of partnerships and reporting processes over the first five years allowed for data to be utilized in ways they had not been previously, despite the complexities involved. The data systems used were built prior to Realignment and as a result, answering Realignment-specific questions was the primary challenge. Thus, while improvements have been made and useable data were gathered, efforts to enhance these processes moving forward will allow for improved reporting.

Justice data

Data used to identify and examine the Realignment population and their criminal offenses were gathered from the Criminal Justice Information Control (CJIC) database and provided by the Information Services Department (ISD). Utilizing ISD's technical expertise was necessary to extract the relevant data and required several iterations of extraction until the data provided were comprehensive and accurate.

Recidivism was captured through a series of steps. First, a master list containing every individual who had been released under AB 109 was generated. This list contained identifiers, demographic information, and each individual's "Realignment start date," which represents the date they first reentered the community as a Realignment client. Next a list of all re-convictions was generated by capturing all convictions for the individuals on the master list, which occurred after their start date. Finally, the date of violation was used to ensure each new law violation actually did occur after the reentry start date, as some individuals were convicted after their start date, but on charges with violation dates earlier than their start date.

Service Data

Service data was the most challenging to obtain and analyze. Data for services and program outcomes came from several different sources and many of the systems utilized could not provide complete datasets as they were not built to track the required information. Essentially, each provider has a different system for storing data, and a unique method for extracting data and no two providers store data in the same way. As a result, a significant amount of manual data scrubbing and reformatting was required to generate the datasets used for this report, and to match service data to justice data. While useful data for trends and aggregates were obtained, there were restrictions to all datasets, limiting the type of analysis that could be conducted. Much progress was made in regard to the availability of useable service data, but there is need for upgraded data systems. While the data used for this report were useful, the availability of more comprehensive data in the future will lead to better reporting.

While progress has been made over the first five years, and large data-sharing initiatives and system upgrades are planned for the near future, the degree to which reentry programs can be evaluated and measured is directly related to data quality and availability. Overall, the process for bringing together data across justice and service systems provided some promising findings and useful summaries, but also further illuminated the need for improved data-sharing processes to avoid limitations and expand the scope of future reports.

Data Sources

The construction of this report was dependent on the availability of data from the Adult Reentry Network partners. The table below lists the types of data collected, along with the partner and source the data came from.

Type	Provider	Source/Database
Realignment population demographics	Internet Services Department (ISD)	Criminal Justice Information Control (CJIC)
Risk/Need Profiles and CAIS	Adult Probation Department	Supervision High-tech Automated Record Keeping System (SHARKS)
Reentry Resource Center snapshot	Internet Services Department (ISD)	Referral Tracking System (RTS)
Social Services - Benefits	Social Services Agency	CalWin Database
Behavioral Health RRC team	Behavioral Health Services Department	Unicare/Access databases
Behavioral Health – Mental Health Services	Behavioral Health Services Department	Unicare database
Behavioral Health - Substance Use Treatment Services	Behavioral Health Services Department	Unicare database
Faith Reentry Collaborative	Behavioral Health Services Department	Excel database
Medical Mobile Unit	Valley Homeless Healthcare Program	Unicare database
Supportive Housing	Office of Supportive Housing	HMIS and Excel database
Adult Probation Service Contracts	Adult Probation Department	Excel database
ORS Service Contracts	Office of Reentry Services	Excel database
In-Custody Programming	Office of the Sheriff	Excel database
CASP Outcomes	Office of the Sheriff	CJIC and Excel databases
Pretrial Supervision Outcomes	Office of Pretrial Services	Pretrial Online Production Software (POPS) database
Custody Health Needs	Valley Health & Hospital System	ELMR and HealthLink medical record databases
Recidivism Outcomes	Internet Services Department (ISD)	Criminal Justice Information Control (CJIC)
Probation Supervision Outcomes	Adult Probation Department	Supervision High-tech Automated Record Keeping System (SHARKS)

Focus Groups and Surveys

To supplement quantitative findings from databases, focus groups and surveys were conducted with reentry staff and reentry clients. There were two in-custody focus groups with Realignment clients who reoffended, one with men and one with women. In regard to surveys, clients in the correctional facilities and reentry staff members were asked questions about how the reentry network works well and the ways it can be improved.

The Realignment Population of Santa Clara County

Between October 2011 and September 2016, over 6,200 individuals reentered Santa Clara County under Realignment. Data collection for this report was able to capture 6,210 unique individuals in total. For these individuals, there were 7,140 realignments (AB 109 reentries into the community), as some individuals who recidivated and/or violated supervision terms were returned to custody and then reentered the community again on a separate AB 109 reentry event.

Realignment Classifications

The Realignment population can be broken down into three groups: PRCS, 1170(h) Straight, and 1170(h) Mandatory Supervision—referred to as *classifications* hereafter.

- ❖ **PRCS:** ‘PRCS’ stands for *Post Release Community Supervision*. This population is comprised of lower level felons released from state prison into county supervision. Instead of being supervised by parole, they are supervised by the Adult Probation Department.
- ❖ **1170(h):** Individuals sentenced under penal code 1170(h) serve their felony sentence in a county jail rather than a state prison. Those sentenced under 1170(h) are lower-level felons, and can be split into two separate classifications.
 - **1170(h) MS:** ‘MS’ stands for *Mandatory Supervision*. Like the PRCS population, these individuals are supervised by probation officers. This type of sentence is also commonly referred to as *split* or *blended* sentencing, because only part of the sentence is served in custody, and the remainder is served within the community under mandatory supervision.
 - **1170(h) Straight:** Those who are not given a split/blended sentence are referred to as straight or “no tail” individuals. Individuals with a straight sentence serve their entire sentence in custody and are released without supervision.

Figure 2

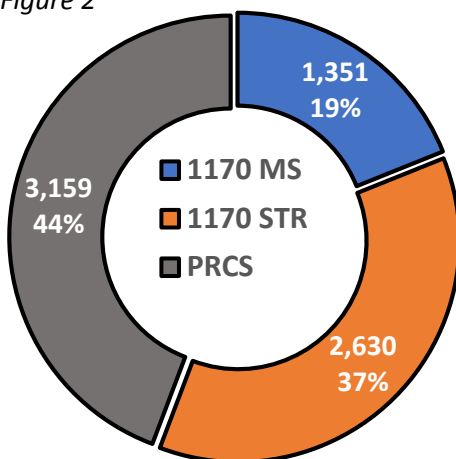


Figure 2 shows that out of all 7,140 Realignment reentry events, PRCS was most common. Looking at PRCS and 1170 MS together, 63 percent of all realignments were supervised in the community after the individuals were released from custody.

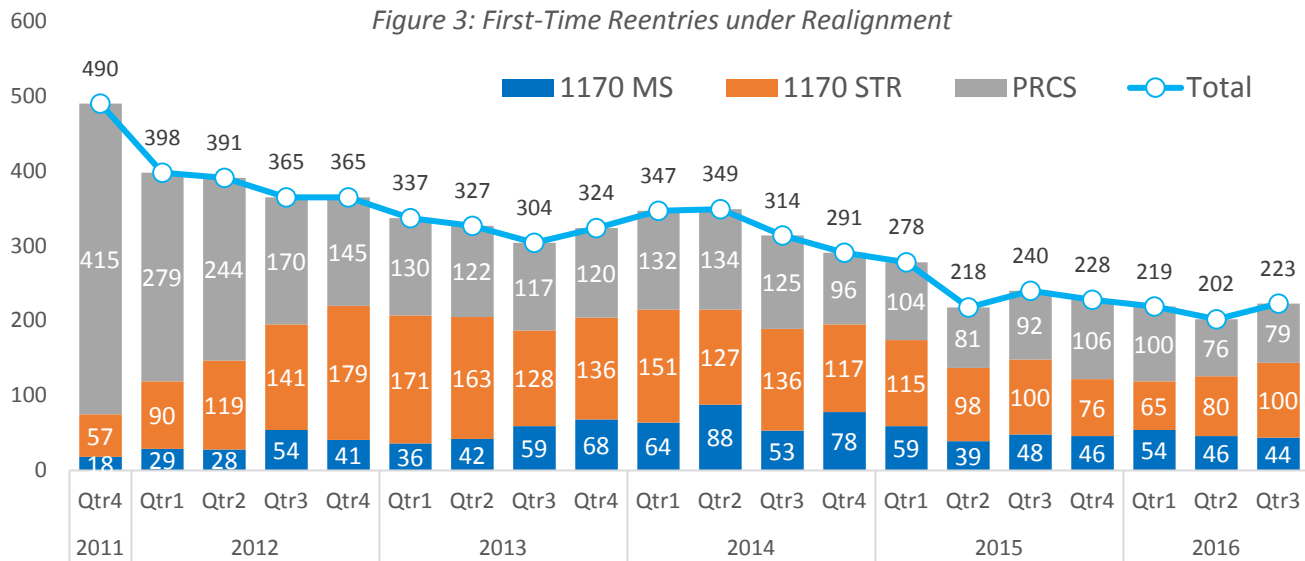
As of September 2016:

- 2,962 individuals had reentered as PRCS at least once
- 2,506 individuals had reentered as 1170 Straight at least once
- 1,223 individuals had reentered as 1170 MS at least once

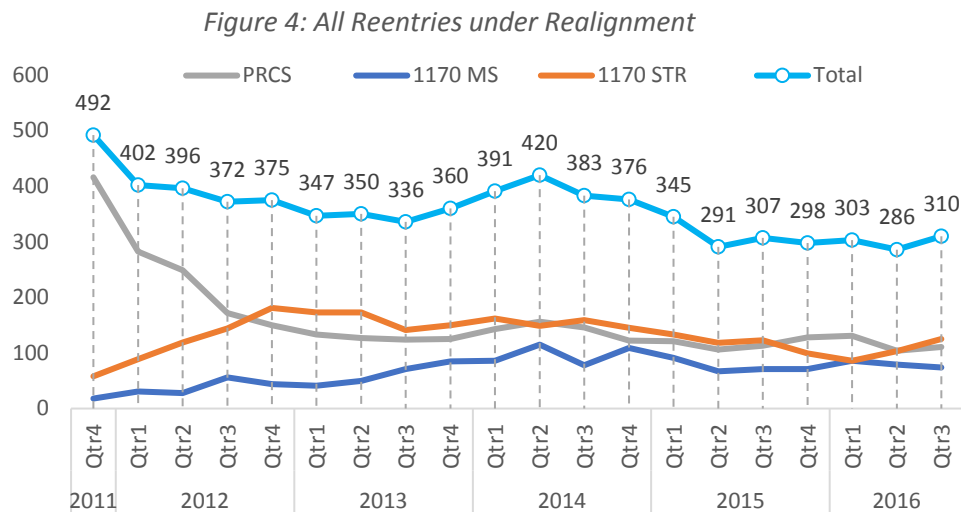
While 44 percent of all 7,140 reentries were under the PRCS classification, 2,962 individuals had been on PRCS at least once, which is 48 percent of the 6,210 Realignment clients.

Realignment Inflow

Figure 3 below shows the first time each of the 6,210 unique Realignment clients reentered the community (released from jail or started supervision) for the first time as a result of AB 109 legislation.



First-time AB 109 reentries have understandably declined as a whole, mainly due to PRCS inflow decreasing significantly as prisons transferred authority and supervision for nonviolent, non-serious felons into local jurisdictions.



Similar to figure 3, figure 4 shows the timeline for all 7,140 Realignment reentries. With an overall decline, Realignment reentries fluctuated over the first five years, but appear to have stabilized at around 300 reentries every quarter, or approximately 100 Realignment clients reentering the community each month.

Realignment Demographics

Figure 5: Race

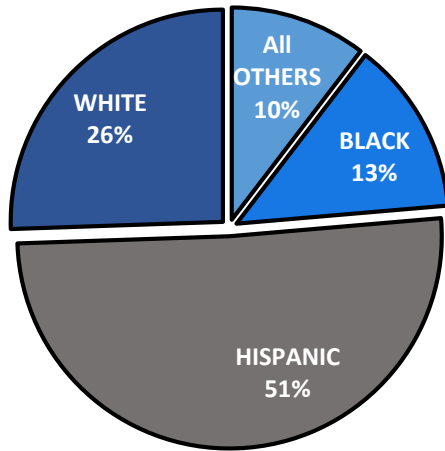


Figure 6: Sex

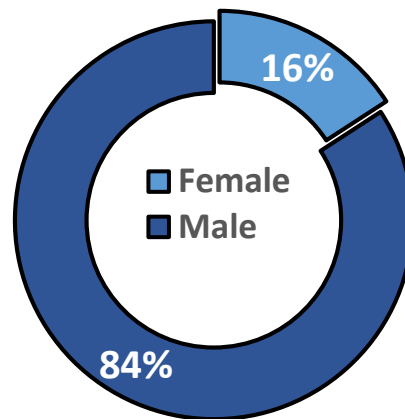
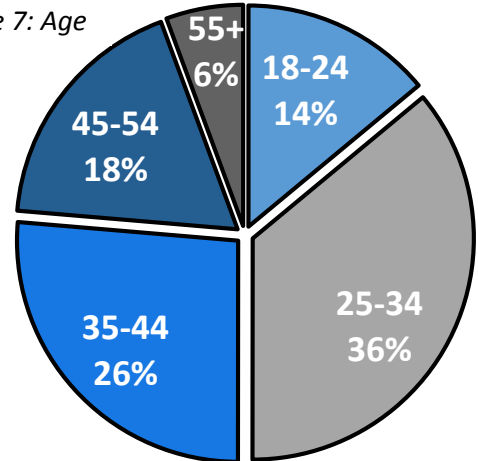


Figure 7: Age



During the first five years, the Realignment population released into Santa Clara County was primarily male and the majority were ethnically Hispanic/Latino. The average age at reentry was 37 years old, with 50 percent of the population falling under 35 at the point of reentry.

Racial/Ethnic Overrepresentation

Out of those released under Realignment over the first five years, 51 percent were Hispanic/Latino. In a September 30, 2011 snapshot 55 percent of all male inmates and 42 percent of all female inmates were Hispanic/Latino. In the 2016 snapshot from the same date, these percentages increased to 56 percent for male inmates and 51 percent for female inmates. Therefore, the rate for Hispanic males in custody only increased by one percent while the rate for females increased by nine percent.

According to census data for Santa Clara County in 2010, the Hispanic/Latino population was reported as 27 percent of the total population. From 2015 census data, this rate had not changed, and, if anything, decreased slightly, closer to 26 percent. Taking this information into account, those of Hispanic/Latino ethnicity are overrepresented in the jails, as well as within the Realignment population. This overrepresentation appears to have worsened for females between 2011 and 2016.

Some ethnic groups are overrepresented in the jails, and within the Realignment population.

Out of those released under Realignment over the first five years, 13 percent were Black/African-American. In the 2011 snapshot 14 percent of all male inmates and 14 percent of all female inmates were Black/African-American. In the 2016 snapshot, about 15 percent of male inmates and 13 percent of female inmates were Black/African-American.

Like the Hispanic/Latino population, the Black/African-American population of Santa Clara County is overrepresented in the jails. According to census data, individuals who are Black/African-American have only comprised two to three percent of the Santa Clara County population over the past five years.

In addition to poverty, there are many drivers that can contribute to overrepresentation of a marginalized or disadvantaged community within America's justice institutions, and minorities are overrepresented statewide and nationwide. Identifying the primary drivers of this disparity in Santa Clara County is not part of the scope of this report. However, the initial findings do impact the recommendations of this report, as measures to address disparity at the local level are important.

Risk-Need Assessment

Rehabilitation Officers at the correctional facilities along with Probation Officers, utilize a risk assessment tool that follows the **Risk-Need Responsivity (RNR) model**. The risk-need-responsivity model is an evidence-based correctional rehabilitation model³ that provides research-driven recommendations for how to work with individuals in the criminal justice system in order to provide them with the most appropriate level of supervision and interventions, with the goal of reducing future anti-social behaviors. In general, the model's three principles—Risk, Need, and Responsivity⁴—provide guidance in designing programs to promote critical behavioral changes. Santa Clara County Probation has been integrating these principles along with the entire set of the National Institute of Corrections' Principles of Effective Intervention⁵ into both the Adult and Juvenile Divisions and will continue to move forward using the RNR model.

Risk Principle (WHO)

- **Level of services provided should be based on the level of risk for reoffending.**
- Research demonstrates that providing intensive services to lower-risk individuals is not only an inefficient use of resources, it may actually increase the likelihood that those individual will reoffend.

Need Principle (WHAT)

- **Target interventions to criminogenic needs.**
- The key criminogenic needs are anti-social behavior, temperament and anti-social behavior, criminal peers, family factor such as criminality, low levels of affection, neglect and abuse, low level of educational, vocational, and/or financial achievement; and abuse of alcohol and/or drugs.
- Non-criminogenic needs are those that are not linked to criminal behavior (anxiety, self-esteem, depression). Addressing these affects general offender well-being, but will not reduce future criminal behavior.

Responsivity Principle (HOW)

- **Be responsive to temperament, learning style, motivation, gender, and culture when assigning to programs.**
- Programs also have the strongest impact when they use strategies from cognitive behavioral and social learning (such as modeling and reinforcement).

How Risk to Reoffend is Assessed (CAIS Assessment Tool)

The **Correctional Assessment and Intervention System (CAIS)** tool is utilized by jail and probation staff, in alignment with the RNR model, to assess each client's principle needs. CAIS assesses for the following principle needs:

- Abuse/Neglect and Trauma
- Alcohol and/or Drug Abuse
- Basic Living Needs
- Basic Needs
- Criminal Orientation

- Emotional Factors
- Family History
- Interpersonal Manipulation
- Isolated Situational
- Physical Safety

- Relationships
- Social Inadequacy
- Vocational Inadequacy

³ Polaschek, Devon L. L. (2012). "An appraisal of the risk-need-responsivity (RNR) model of offender rehabilitation and its application in correctional treatment". *Legal and Criminological Psychology*. 17 (1): 1–17.

⁴ Andrews, D., & Dowden, C. (2007). The Risk-Need-Responsivity Model of assessment in human service and prevention and corrections: Crime prevention jurisprudence. *Canadian Journal of Criminology and Criminal Justice*, 49(4), 439–464.

⁵ Crime and Justice Institute at Community Resources for Justice (2009). *Implementing Evidence-Based Policy and Practice in Community Corrections*, 2nd ed. Washington, DC: National Institute of Corrections.

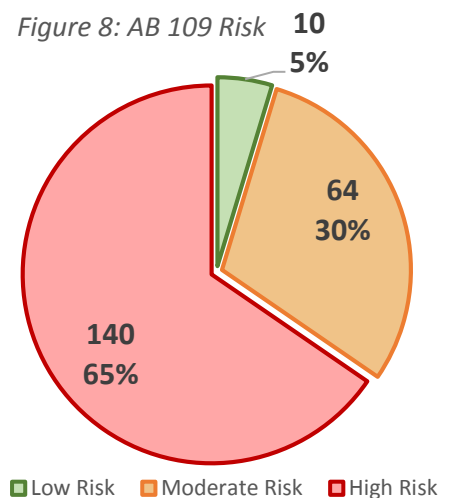
Client Risk and Needs

CAIS data were not available for all Realignment clients and the data that were available were not consistent due to issues with the way historical assessment data is stored in CJIC. As a result, Adult Probation conducted an analysis with a sample of clients verified to have accurate CAIS assessment data.

All Realignment clients supervised by Probation are screened with an initial CAIS risk tool that is a preliminary screen used to determine a general risk-level. If the client scores at a moderate or high risk level, a full initial CAIS assessment is administered. In line with the best practices of risk assessment put forth in the National Institute of Corrections' Principles of Effective Intervention, a full CAIS is not administered to low-risk clients.

According to CAIS data provided by the Adult Probation Department, a majority of Realignment clients in the sample provided were high risk (65%) and very few clients were low-risk (5%). The table below displays the breakdown of risk level by supervision status and shows that in relation to risk for recidivism, there is very little difference between PRCS and MS clients.

Risk to Recidivate by Supervision Status (n = 214)				
Supervision Status	High-Risk	Moderate-Risk	Low-Risk	Total
PRCS	89 (65%)	41 (30%)	6 (4%)	136
1170h MS	51 (65%)	23 (29%)	4 (5%)	78
Total	140 (65%)	64 (30%)	10 (5%)	214



Although there was no significant difference in risk levels between PRCS and MS, there were some differences in the approach to supervision. PRCS clients tended to need more of a *'Limit Setting'* approach to supervision (51%) whereas MS clients were more likely to need a *'Casework Control'* supervision strategy (40%). These differences in supervision strategies are a result of the principal needs that drive the client's overall risk score. One individual may be high risk as a result of very different factors than another client.

The advantage of using an actuarial tool like the CAIS is the ability to move beyond a single risk level label (i.e., low, moderate, high) and really consider the factors driving the anti-social behavior. For Realignment clients, alcohol or substance use was the primary need to be addressed (60%) followed by criminal orientation (16%), and abuse/neglect/trauma (11%). MS clients tended to have more needs related to alcohol or substance use (15% MS vs. 8% PCRS) and abuse/neglect/trauma (63% vs. 58%). PCRS clients were more likely to have a criminal orientation (21% PCRS vs. 6% MS). These findings indicate that MS clients are more likely to need trauma-focused substance use treatment and PRCS clients benefit more as a rule from evidence-based cognitive behavioral therapies.

Limit Setting (LS):

Goals of supervision may include identifying and engaging in legal means to achieve excitement and earn money, working to change attitudes and values to utilize individual talents and skills in a pro-social manner; and providing structures of surveillance, prevention, and early detection of behaviors that lead to technical violations of probation.

Casework/Control (CC):

Goals of supervision may include increasing stability either in housing, emotional, relationships and/or attitudes towards others; assisting the client with developing a sense of worth, recognizing and correcting self-defeating behavior(s), and controlling drug and alcohol use.

Principle Needs of the Supervised AB109 Population (n = 214)			
Principle Need	PRCS Total	MS Total	TOTAL
Abuse/Neglect and Trauma	11 (8%)	12 (15%)	23 (11%)
Alcohol and/or Drug Abuse	79 (58%)	49 (63%)	128 (60%)
Basic Living Needs	6 (4%)	0 (0%)	6 (3%)
Basic Needs	0 (0%)	1 (1%)	1 (0%)
Criminal Orientation	29 (21%)	5 (6%)	34 (16%)
Emotional Factors	4 (3%)	4 (5%)	8 (4%)
Family History	3 (2%)	1 (1%)	4 (2%)
Interpersonal Manipulation	0 (0%)	2 (3%)	2 (1%)
Isolated Situational	2 (1%)	2 (3%)	4 (2%)
Physical Safety	0 (0%)	0 (0%)	0 (0%)
Relationships	0 (0%)	1 (1%)	1 (0%)
Social Inadequacy	1 (1%)	1 (1%)	2 (1%)
Vocational Inadequacy	1 (1%)	0 (0%)	1 (0%)

When it comes to principle needs, drugs/alcohol dependency was by the far the most prevalent obstacle for supervised Realignment clients.

Reentry Resource Center— AB 109 Snapshot

Data from the RRC Referral Tracking System (RTS) database was used to provide a 2016 snapshot:

In 2016, the RRC had 4,560 unique visitors; 1,515 (33%) were Realignment clients, which is higher than the number of Realignment clients released from County jails in 2016. About one-third of all reentry clients who visited the RRC were Realignment clients and data suggest realignment clients are utilizing the center significantly.

The following describes the realignment client-base of 2016 at the point of RRC intake:

- 42 percent were homeless and only 27 percent had permanent housing
- 69 percent were unemployed and looking for a job
- 37 percent did not have a high school diploma or GED

Homelessness is a significant obstacle to reentry in Santa Clara County

From looking at clients' reported housing, employment and education status at RRC intake in addition to Probation's risk and need profiles, it becomes clear that this is indeed a population that needs support to achieve self-sufficiency. In addition, the high rate of homelessness makes it difficult to link many of these clients to services, as they have no permanent phone number or address.

Using Challenges to Implement Change



Toomi C. turned her incarceration into an opportunity to help others. At Elmwood Correctional Facility she took advantage of all the programming offered to her. She enrolled in parenting classes, the Enneagram program and San Jose State University (SJSU) classes. The Enneagram and SJSU courses are both funded through Santa Clara County's Reentry Services. She said Enneagram helps people understand themselves and the patterns and addictions they get locked into.

"It sheds light on why we do the things we do and how to stop," Toomi said. "Before Enneagram, it felt like my life was one messy ball of wires. Enneagram and my life coach helped me untangle those."

The SJSU classes were the most instrumental, she said. Especially the Record Clearance Project's Practical Legal Skills course which prepares students to help people clear criminal convictions from their records. "That gives inmates hope for their futures, helping to break those cycles of crime," she said.

This is Toomi's second time serving a sentence, after her first time, she was released under heart-breaking conditions. Two hours earlier her mother had passed away. Toomi not only didn't have time to grieve, but had few resources available to support her family and acclimate to life after incarceration. With special permission to fly to Reno, Nevada, she had seven hours to deal with her mother's cremation and affairs before returning home to care for her family.

"I was just thrown into my life and never had a moment to deal with it," Toomi said. Struggling to feed her kids, she resorted to theft, violating her probation and resulting in a 16-month prison term. Because her crime was nonviolent, her sentence was converted under AB109 and she was transferred to Elmwood Correctional Facility in Milpitas, instead of state prison, where she served half of her 16-month sentence.

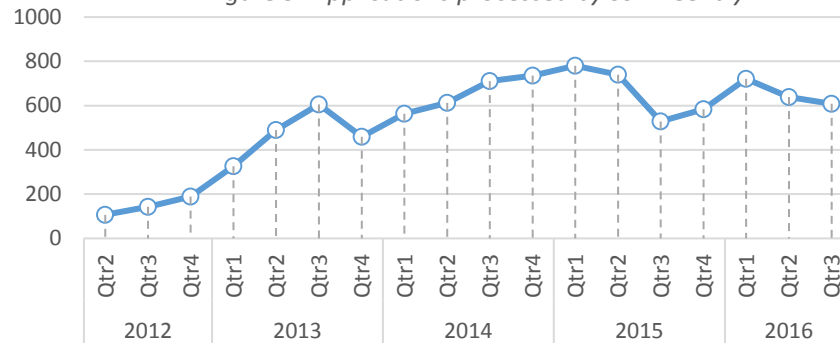
Taking advantage of the personal development opportunities at Elmwood, Toomi has become an ambassador for the Enneagram program. She also helps other inmates create recovery plans for what they need to do before being released from jail, preparing them for successful reentry. She helps them arrange housing, work on resumes and practice job interviewing skills. She stresses to fellow inmates the importance of visiting the Reentry Resource Center as well as connecting with Narcotics Anonymous or Alcoholics Anonymous to help with that transition home.

Equipped with her newfound skills from Enneagram, SJSU and other programming and a strong empathy for women living with tremendous challenges, Toomi wants to go back to school to study social justice and help women and minorities.

Social Services Agency (SSA) — Public Benefits

The Social Services Agency's reentry services began in April 2012. Clients who come into the Reentry Resource Center are able to apply for benefits while they address other reentry needs provided at the center. This prevents reentry clients from needing additional transportation to SSA offices located elsewhere and expedites access to benefits.

Figure 9: Applications processed by SSA Reentry



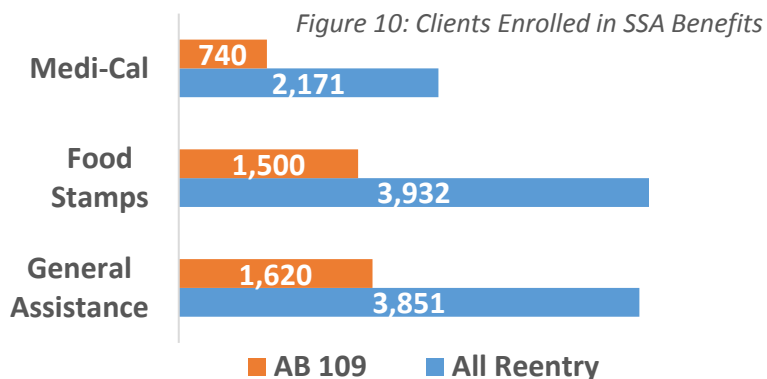
Between April 2012 and September 2016, SSA processed 9,170 applications for 6,268 reentry clients. 4,566 reentry clients were enrolled in benefits during the time period, 48 percent of whom were homeless. About 40 percent of all applications processed through these reentry channels were for Realignment clients. Figure 9 shows the timeline for applications processed by SSA through the Reentry Resource Center.

The table and chart below show how many individuals were enrolled in the three core benefits (General Assistance, CalFresh Food Stamps, and Medi-Cal), and the number and percentage of all enrollments that were for Realignment clients specifically. The AB 109 numbers are approximates.

Benefit	All Reentry	AB 109
General Assistance	3,851	1,620 (34%)
Food Stamps	3,932	1,500 (39%)
Medi-Cal	2,171	740 (42%)

Access to social benefits through the RRC is very helpful to clients. Quick and streamlined access to benefits allows recently released individuals to address three of their highest priority needs: obtaining some income (general assistance), having additional money to spend on food (CalFresh food stamps) and getting healthcare (Medi-Cal).

Clients who visit the RRC can apply for benefits while addressing other needs. Without SSA's reentry location, clients would have to travel by bus to SSA's main office.



Due to the fact that the majority of those recently released from correctional facilities are in need of income, food support, and healthcare, SSA is the most widely utilized specific service at the RRC.

Behavioral Health Services Department (BHSD)

BHSD oversees a variety of reentry operations, both clinical and non-clinical. BHSD provides mental health treatment and substance use treatment to residents of Santa Clara County, which reentry clients can access through the courts, the RRC, and other reentry partners. In addition to clinical treatment services, BHSD also oversees the Behavioral Health Team (BHT) at the RRC, which is the center's primary service linkage portal. Also located at the RRC, is the Faith Reentry Collaborative's main office, which links clients to the faith-based reentry centers in the community.

Reentry Center Behavioral Health Team

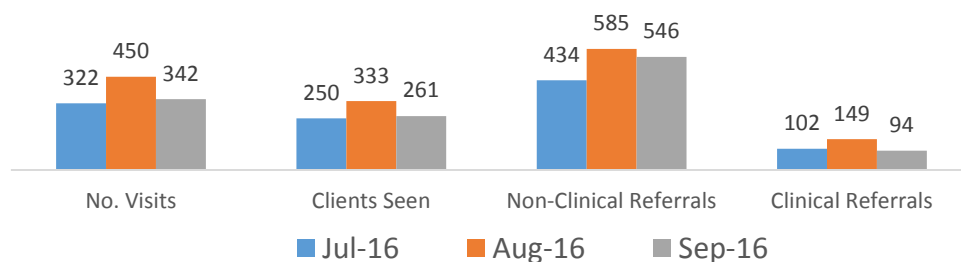
The Behavioral Health Team (BHT) located at the RRC serves as the primary portal for routing clients to mental health and substance use treatment. Although this service is not funded via realignment funds, the BHT provides a critical function within the RRC model. Studies show that substance use and mental health disorders are pervasive in the criminal justice population. The prevalence of substance use disorders among parolees and probationers has been found to be between four and nine times higher than persons who are not supervised following release⁶. As a result, screening for substance use and mental health needs constitutes a vital step in identifying unmet treatment needs among recently-released persons.

The BHT utilizes licensed clinicians and peer mentors who perform needs-based screenings to identify each client's needs, both to assess clients' level of self-sufficiency and to determine whether clinical treatment is needed. The BHT's main focus is routing clients to clinical services provided by the substance use treatment and mental health service wings of the Behavioral Health Services Department. Clients who do not need Behavioral Health services and/or have additional needs, such as housing or employment, are routed to the appropriate partner at the RRC and/or in the community.

BHT data for all five years was not available. In 2016, BHT established a new database to track inputs and outputs. The following section is a snapshot of the final quarter of the reporting period (July 2016 – September 2016).

During the three-month period, BHT had 1,114 office visits from RRC clients. From these visits, there were 345 referrals to clinical services and 1,565 referrals to non-clinical services.

Figure 11: BHT Client Visits and Referrals to Services



⁶ Fearn, N. E., Vaughn, M. G., Nelson, E. J., Salas-Wright, C. P., Delisi, M., & Qian, Z. (2016). Trends and correlates of substance use disorders among probationers and parolees in the United States 2002–2014. *Drug and Alcohol Dependence*, 167, 128-139.

Mental Health Treatment Services

Behavioral Health's Mental Health Services programs serve special needs populations comprised of accused or adjudicated individuals referred from within the Criminal Justice System, who have psychiatric and/or co-occurring needs affecting their mental health. Between October 2011 and September 2016, the Behavioral Health Services Department provided mental health treatment to at least **1,160** Realignment clients. This number represents how many individuals from the Realignment master list could be identified in the organization's Unicare database, which tracks patients and treatment services.

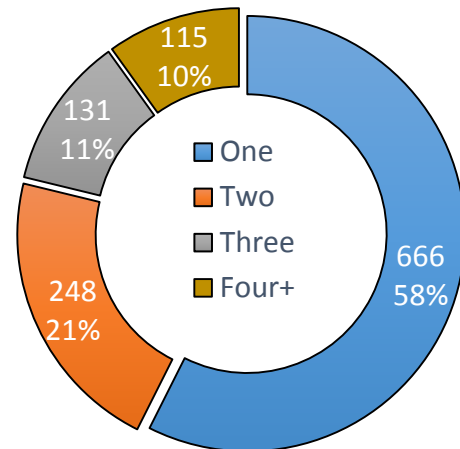
Description of Mental Health Services

Service	Description
<i>Outpatient</i>	Outpatient programs target criminal justice-involved adults ages 18 and older, providing culturally and linguistically appropriate services including individual, group, and family counseling and education on wellness, recovery, and resiliency. These programs offer comprehensive, coordinated services that vary in level of intensity. Outpatient programs may address a variety of needs, including situational stressors, family relations, interpersonal relationships, mental health issues, life span issues, housing assistance, benefits attainment, psychiatric illnesses, and substance use disorders.
<i>Emergency Psychiatric</i>	Emergency Psychiatric Services (EPS) is a 24-hour locked psychiatric emergency room which provides emergency psychiatric care to residents of Santa Clara County. Nearly all patients are on involuntary psychiatric holds (5150s). Every patient is assigned to a psychiatric registered nurse and a psychiatrist at all times. A psychiatrist will complete an evaluation, make a diagnosis and determine a plan of care for each patient. Care plans may include crisis intervention, medication and stabilization and subsequent hospitalization for further stabilization. Evaluation and determination of a discharge plan will be as prompt as possible within a 24-hour period. Sometimes a special disposition or a wait for a hospital bed will result in a stay longer than 24 hours.
<i>Evan's Lane Residential</i>	Evans Lane Wellness and Recovery Center serves adults involved in the criminal justice system who suffer from mental health and substance abuse issues. The center provides both transitional housing and a separate outpatient program. <i>The Outpatient Program</i> provides behavioral health treatment services including psychiatric assessments, medication, medication management, comprehensive case management services, and represents the client regarding legal implications. Participants receive an individual treatment plan to optimize their personal, social, and vocational competency in order to live successfully in the community. <i>The Residential Program</i> provides housing, 24 hour support, peer support, group counseling, and group activities support with the capacity to serve up to 56 participants with extended housing for up to one year. The program supports the participants by providing evening and weekend group activities which focus on integrating the participants into the community.
<i>Federally Qualified Health Center</i>	FQHCs are community-based organizations that provide comprehensive primary care and preventive care, including health and mental health/substance abuse services to persons of all ages, regardless of their ability to pay or health insurance status. These clients typically have mild and moderate mental health conditions that do not require specialty services.
<i>Barbara Aaron's Pavilion</i>	BAP is a 60-bed acute inpatient psychiatric unit, operated by BHSD, for individuals in need of acute hospitalization. This is the highest intensity of medical and nursing services within a structured environment providing 24-hour skilled nursing and medical care. Full and immediate access to ancillary medical care is available at Santa Clara Valley Medical Center.
<i>Day Treatment</i>	Day treatment programs offer person-centered, culturally and linguistically appropriate, comprehensive, coordinated, and structured treatment services and activities. A day treatment program consists of a scheduled series of structured, face-to-face therapeutic sessions in order to assist the persons served in

	achieving the goals identified in their person-centered plans. Day treatment programs are offered four or more days per week, typically with support available in the evenings and on weekends. A day treatment program may prevent or minimize the need for a more intensive level of treatment. It may also function as a step-down from inpatient care or partial hospitalization or as transitional care following an inpatient or partial hospitalization stay to facilitate return to the community.
<i>Contract Hospital Inpatient</i>	These services include comprehensive hospital-based psychiatric services to individuals aged 18 years or older, who have serious and persistent mental illness and/or a co-occurring substance use disorder who have been deemed unable to reside safely in a community setting due to the severity of their condition. Comprehensive, hospital-based psychiatric services include clinical and medical activities and interventions necessary for the stabilization of the individual's condition, including thorough psychiatric and substance use evaluations, and medication evaluation and management. The BHSD has contracts with various community hospitals. This enables them to hospitalize Santa Clara County Medi-Cal beneficiaries in need of acute psychiatric hospitalization when beds are unavailable at Barbara Aaron's Pavilion.
<i>Residential Care Facility</i>	These facilities provide custodial care to persons who, because of mental or emotional disorders, are not able to live independently. Residential treatment programs are organized and staffed to provide psychiatric nonhospital-based interdisciplinary services 24 hours a day, seven days a week for persons with behavioral health or co-occurring needs, including intellectual or developmental disabilities. Residential treatment programs provide environments in which the persons served reside and receive services from personnel who are trained in the delivery of services for persons with behavioral health disorders. These services are provided in a safe, trauma-informed, recovery-focused milieu designed to integrate the person served back into the community and living independently whenever possible.
<i>Skilled Nursing Facility</i>	Skilled Nursing Facilities provide a type of residential care for people who require continual nursing care and have significant difficulty coping with required activities of daily living due to illness or physical injury. Assistance with activities of daily living include assistance with eating, bathing, meals, and dressing. Nursing aids and skilled nurses are available 24 hours a day.

Figure 12: Types of Services Received

<i>Service</i>	<i>No.</i>	<i>%</i>
<i>Outpatient Services</i>	837	72%
<i>Emergency Psychiatric Services</i>	480	41%
<i>Residential (Evan's Lane)</i>	394	34%
<i>Federally Qualified Health Center</i>	123	11%
<i>Barbara Aaron's Pavilion</i>	78	7%
<i>Day Treatment</i>	75	6%
<i>Contract Hospital Inpatient</i>	67	6%
<i>Residential Care Facility</i>	15	1%
<i>Skilled Nursing Facility</i>	4	> 1%



The table above shows the number of individuals who received each of the services listed, at least once during the time period. Out of the individuals captured, 72 percent received outpatient services at least once during the time period, making outpatient services the most common type of services received.

As figure 12 indicates, 58 percent of Realignment Mental Health recipients received one service type and 42 percent received more than one service type. A further exploration into the treatment dosage (types, length, and intensity) needs of the population would help inform funding and operational decisions.

Substance Use Treatment Services (SUTS)

Between October 2011 and September 2016, at least 2,773 Realignment clients received substance use treatment services. This is the number of individuals from the Realignment master list who could be identified in Behavioral Health's Unicare database.

Clients who are referred to the substance use treatment system are assessed by clinicians at the provider site to determine an appropriate level of care, based on principles derived from the American Society of Addiction Medicine (ASAM). The Substance Use Treatment System operates a continuum of care, based on ASAM levels of care, and places clients in the least intensive level of care that meets their treatment needs. Clients may receive treatment in more than one modality during an episode; clients who begin treatment in a residential setting may be 'stepped' down to a lower level of care – outpatient treatment – once they have been stabilized.

In the Substance Use Treatment System, a majority of substance using clients are placed in outpatient treatment settings, with residential treatment reserved for particularly high need clients. The majority of Realignment clients receive treatment in an outpatient setting, as do the majority of substance use clients in general. High need outpatient clients are placed in intensive outpatient treatment if their assessment calls for a higher intensity of treatment. Clients who require a sober living environment during outpatient treatment are placed in Transitional Housing, which is treatment-linked temporary housing for outpatient and intensive outpatient clients in the substance use treatment system.

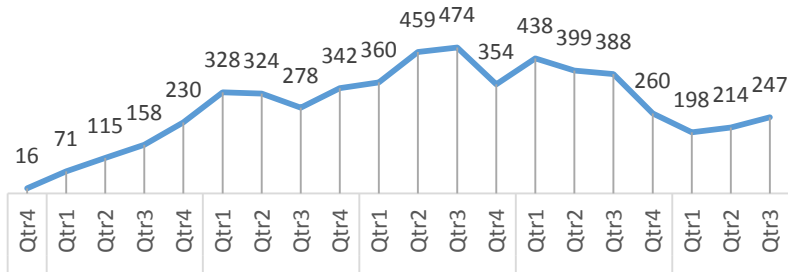
Description of Substance Use Treatment Services

Service	Description
<i>Outpatient</i>	Outpatient (OP) services are the least restrictive level of treatment in the SUTS system of care. Adult clients receive up to nine hours of treatment services per week. Services include: assessment, treatment & discharge planning, individual and group counseling, crisis intervention, family therapy, medication services, education, and collateral services (such as case management). In the SUTS system of care, many clients are referred to OP from residential treatment, so it is a 'step-down' from a more intensive level of treatment.
<i>Intensive Outpatient</i>	Intensive outpatient (IOP) involves similar services to regular outpatient, but the services are provided at a higher intensity (more hours per week). IOP services range from a minimum of nine hours per week to 19 hours per week.
<i>Residential</i>	Residential treatment is the most intensive level of service currently available in the SUTS system of care. It involves 24 hour stay in a residential facility and the main purpose of treatment is to stabilize the client. SUTS has a short-term residential program and the average length of stay is between 30 and 35 days. Extensions may be granted based on assessment of client need for additional residential services. Components of residential treatment include intake, individual and group counseling, education, family therapy, safeguarding medications, and collateral services.
<i>Transitional Housing Unit</i>	THUs are not treatment facilities. Clients must be admitted to outpatient before they can be referred to THUs. THUs are treatment-linked temporary housing that serve as sober living environments for clients in outpatient treatment. Not all OP clients live in THUs, only those who need this type of housing.

During the five-year period, approximately 2,248 clients (81% of recipients) received outpatient treatment services, and 104 or 4% received intensive outpatient services. Approximately 849 clients (31%) received residential services and 86 (3%) received other services, which include Addiction Medicine Therapy (methadone, buprenorphine or vivitrol) and case management. In addition, 836 clients were housed in temporary sober living

environments (Transitional Housing) as a support to outpatient treatment. In other words, about 36% of outpatient clients were placed in sober living houses while in treatment. It should be noted that the percentages in the table below add up to more than 100% because clients may receive treatment in more than one modality during an episode of care.

Figure 13: Admissions into SUTS



Service	No.	%
Outpatient	2,248	81%
Residential	849	31%
*Transitional Housing Unit	836	30%
Intensive Outpatient	104	4%
Other	86	3%

*THUs are not treatment, all clients placed in a THU are also enrolled in outpatient treatment

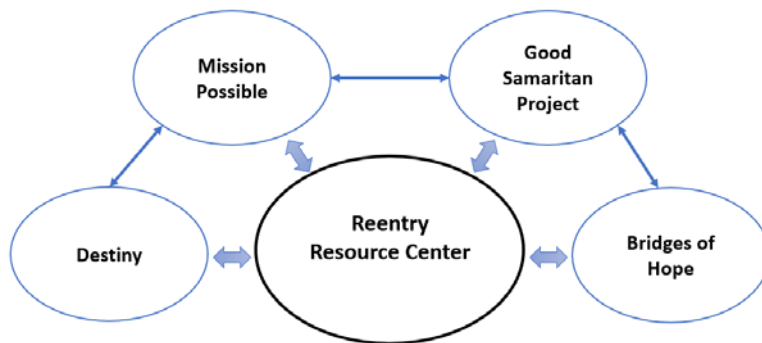
Figure 13 above, shows the number of Realignment clients admitted to substance use treatment between October 2011 and September 2016. The number of Realignment individuals admitted each quarter generally increased until the end of 2015, quarterly admissions were lower during 2016 in comparison to previous years. The lower admission counts reflect a variety of factors including fewer referrals overall, due to a lower number of Realignment reentries and changes within SUTS.

Realignment clients are typically billed under an AB 109 cost center, but if they qualify for Medi-Cal billing, they are classified under a different cost center, which makes it difficult to separate the Realignment-funded clients from others. For this reason, more analysis is needed to confirm whether there is sufficient capacity to provide treatment to all Realignment clients who need it. The data above reflects anybody from the AB 109 master list who received SUTS services after they reentered the community under Realignment.

Faith Reentry Collaborative

In order to expand the Reentry Network and offer more avenues for resources to clients, the Behavioral Health Services Department partnered with four faith-based reentry centers (FBRCs): Bridges of Hope, Mission Possible, Breakout Prison Project (Good Samaritan), and Destiny. Together, these centers and their extensive network of community collaborations form the Faith Reentry Collaborative (FRC).

FBRC data for the five-year time period were limited, especially data specific to the Realignment population. Starting in 2016, better data became available. Below is a snapshot for quarter three of 2016 (July – September).



Top Services Linked	
Transportation	201
Self-Care/Grooming	139
Housing	87
Employment	81
Food	56
Legal Assistance	40

The FRC has offices at five locations. Each of the four centers accepts any reentry clients and the FRC has full-time employees at the RRC who route clients to the FBRCs. Clients who need services not available at the RRC or clients who are not eligible for services at the RRC are screened at the RRC by FRC staff and sent out to one of the four FBRCs. Each faith-based center has case managers who oversee a caseload of clients. Clients with extensive needs are case managed and receive wrap-around service linkage, through which they are linked to a wide variety of supportive services available in the community. Clients who are not case managed can receive what the FRC refers to as “felt needs” service linkage, which is a one-time referral to services without ongoing case management.

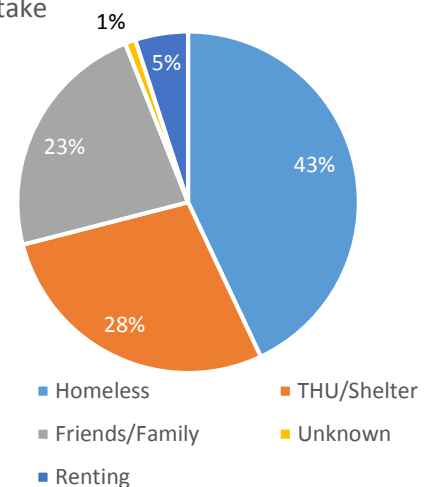
Between July 2016 and September 2016, there were 141 intakes and 81 enrollments into case management at FBRCs. At the end of the quarter, there were 249 active cases being managed.

Overall, 649 services were provided during the quarter; 476 to case-managed clients, and 173 for one-touch (felt needs) clients. To provide these services, \$43,710 was utilized; \$37,941 from case management funds and \$5,769 from one-touch funds.

It is estimated about 435 Realignment clients received services through the FBRCs since fall 2012, when the network began operation. This number is low compared to total clients served, as the FBRCs often take clients who do not qualify for services through the RRC—service for which Realignment clients are given priority.

Similar to RRC clients, those accessing FBRCs were not likely to be permanently housed, with only five percent renting a unit or owning a home at intake. Housing was the third highest need and third highest service provided for FBRC clients, behind self-care/grooming and transportation.

Fig 14: Housing Status at FBRC Intake



Medical Mobile Unit

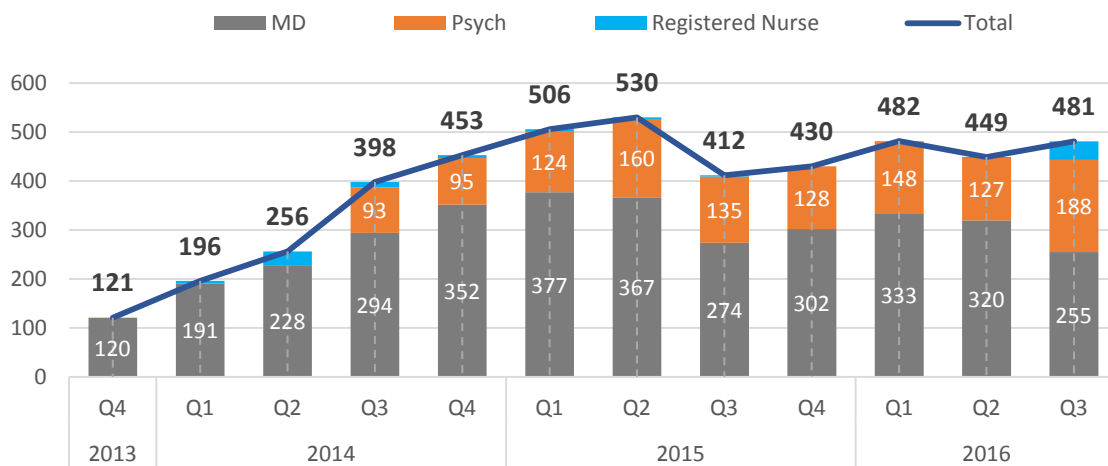
The Valley Homeless Healthcare Program (VHHP) hosts a medical bus called the Medical Mobile Unit (MMU), which visits different locations throughout the County. The MMU currently spends 20 hours a week and the RRC, where reentry clients can access it for medical and psychiatric care. These hours will be expanded in the future. While the bulk of individuals who access the MMU at the RRC location are criminal justice clients, anybody can access the unit to receive care. The MMU staff also provide social work through Community Health Workers, who provide case management and service navigation to high-need clients.

The MMU provides an invaluable service to reentry clients. After being released from the correctional facilities, many clients have medical and/or psychiatric needs, especially when it comes to medication. The MMU has both a medical doctor and a psychiatrist on board, who provide healthcare on the bus, write prescriptions, give advice, and link patients to other health-based appointments at County health facilities if they have needs that cannot be addressed on the bus. MMU patients can also be linked to dental services as well. These clinical needs are often the client's immediate priority and having the unit available at the RRC is extremely useful to clients recently released from correctional facilities.

Community Health Workers also work with clients. These social workers open dialogues and connect with clients, provide transportation, make appointments, and also help clients navigate additional services by informing them of the resources available and making referrals to programs the client is eligible for.

As of September 2016, the MMU had seen over 4,700 appointments at the RRC location. The chart below depicts office visits only. The MMU staff also serve clients in other ways, such as over the phone and through medication orders and refills.

Figure 15: MMU: RRC Office Visits



The database used to track MMU clients does not track Realignment clients specifically. Looking at the RRC database, about 30% of clients who requested the MMU in 2016 were part of the Realignment population.

Office of Supportive Housing – Reentry Housing Programs

The Office of Supportive Housing (OSH) first began reentry-specific programming in October 2012 as part of the County's Reentry Strategic Plan. As of September 2016, the OSH has provided housing assistance to about 440 individuals through its Realignment-funded reentry housing programs. The OSH oversees many additional programs that house a variety of target populations, many of which target homeless individuals with behavioral health issues.

The programs listed below are reentry-specific initiatives funded by Realignment resources, but reentry clients also access other housing programs funded through other sources.

Description of Supportive Housing Services

Program	Description
<i>AB109 Rental Assistance Program</i>	A rapid rehousing program created to target homeless Realignment clients who had the ability to sustain earned income.
<i>Emergency Assistance Program</i>	A one-time assistance program created to assist reentry clients by providing motel vouchers, subsidizing rent for up to 3 months, paying security deposits, and paying late rent debts. Each client was eligible for up to \$2,000 in assistance. Clients own their own lease.
<i>Rapid Rehousing (Families and Children)</i>	A rapid rehousing program that housed families with children at a shelter facility for up to 90 days while case managers assisted them with obtaining permanent housing.
<i>Prop 36 Rental Assistance</i>	A program created to assist Prop 36 individuals with securing a lease. Clients could either receive one-time assistance such as a motel voucher or deposit, or they could receive monthly subsidies for up to one year.
<i>Parolee Special Needs</i>	A program created to assist parolees with housing restrictions. Clients could either receive one-time assistance such as a motel voucher or deposit, or they could receive monthly subsidies for up to two years.
<i>Community Reintegration</i>	Three programs (North, Central, and South) created to house reentry clients. These programs utilize case management and partnerships between the County and the cities of Palo Alto, San Jose, Morgan Hill, and Gilroy.
<i>Rapid Rehousing</i>	A rapid rehousing program created to target Realignment clients. Eligibility was later opened up to non-Realignment clients such as formal probationers.

Since 2012, OSH has expanded considerably as efforts to address homelessness in Santa Clara County were accelerated. Going forward, OSH programs will be larger in scope and more integrated throughout the community, including reentry-specific programs. While substantial barriers like the high cost of living remain, especially for those with criminal backgrounds, the Reentry Network is undertaking a substantial effort to combat homelessness within the reentry populations of Santa Clara County. OSH is leading these endeavors and also focusing on housing special needs homeless populations such as those with mental illness, which as this report demonstrates, is a considerable issue for the Realignment population as well.

Clients Housed in Realignment-funded Supportive Housing

Program	Start Date	Total Housed	AB 109 Housed
<i>AB109 Rental Assistance Program</i>	<i>Oct 2012</i>	92	92
<i>Emergency Assistance Program</i>	<i>Feb 2014</i>	262	66
<i>Rapid Rehousing (Families and Children)</i>	<i>Jul 2014</i>	33	10
<i>Prop 36 Monthly Assistance</i>	<i>Jan 2014</i>	14	2
<i>Prop 36 1-Time Assistance</i>	<i>Jan 2014</i>	16	0
<i>Parolee Special Needs Monthly Assistance</i>	<i>Jul 2014</i>	7	0
<i>Parolee Special Needs 1-Time Assistance</i>	<i>Jul 2014</i>	4	1
<i>Community Reintegration Programs</i>	<i>Aug 2014</i>	31	NA
<i>Rapid Rehousing Program</i>	<i>May 2016</i>	7	5

Adult Probation Department

Probation recognized that clients who were reentering the community faced added challenges as a result of their criminal records and time incarcerated. As a result, Probation funded two types of services, vocational education and cognitive behavioral therapy, which are greatly needed by this population. Probation also recognized the need to contract with providers who understand the unique challenges and barriers these reentry clients face. As part of the Reentry Strategic Plan, Adult Probation partnered with three Community-Based Organizations (CBOs): Catholic Charities, ConXion, and Family & Children Services.

Vocational Education

Catholic Charities⁷ and ConXion provide an array of vocational support services such as GED classes, job readiness and job placement programs. Clients are assessed to determine what their individual needs might be and appropriate services are provided. Multiple types of vocational services are offered. The table below describes the range of services.

Service	Description
<i>GED</i>	Provide training to clients to assist them in obtaining a GED, high school diploma and/or college enrollment. Assistance in obtaining personal identifications, such as birth certificates, driver's license, social security card, etc.
<i>OSHA 30 (Safety Training)</i>	10-Hour OSHA Certification - Classes in workplace safety and safety equipment use for clients with prior experience in trades with OSHA certification required.
<i>Construction Green Focus</i>	12-week program – basic construction skills and use of power tools. Pre-apprenticeship Program leading to certification that teaches youth skills such as basic tools, construction drawing, material handling, and/or skills that are prerequisites to an apprenticeship.
<i>Vocational Education</i>	12-week Program in trade-jobs for clients with some trade/construction skill sets, solar & PV installation skills and power tools identification and usage.
<i>Job Ready/Job Placement</i>	30-Hour work readiness and placement of clients whose need is more immediate and who have some previous work skills. Employment assistance by driving clients to places of work.
<i>Focus for Work</i>	Provide a series of life skills and personal development workshops for long-term job retention.
<i>Employment Workshops</i>	Computer training on Microsoft Suite (Word, Excel & PowerPoint). Financial literacy skills. Resume writing and interviewing skills. 30-Hours employment readiness class and relationship building with “friendly” employers that will hire ex-offenders.

⁷ Catholic Charities voluntarily ended their contract with the Adult Probation Department in 2016 due to staff shortages.

The tables below show the reported totals for all clients, of which approximately 75 percent were for Realignment clients. These number represent the number enrolled but not all of these individuals were necessarily engaged in services or sessions.

<i>Provider</i>	<i>Referred</i>	<i>Enrolled</i>	<i>Completed</i>
<i>Catholic Charities (CC)</i>	184	93	24
<i>ConXion (CTC)</i>	1,267	1,082	626
<i>Total</i>	1,451	1,175	650

<i>Sessions/Services</i>	<i>CC</i>	<i>CTC</i>	<i>Total</i>
<i>GED</i>	34	9	43
<i>OSHA 30 (Safety Training)</i>	1	37	38
<i>Construction Green Focus</i>	0	39	39
<i>Vocational Education</i>	33	1	34
<i>Job Ready/Job Placement</i>	25	309	334
<i>Focus for Work</i>	70	122	192
<i>Employment Workshops</i>	35	123	158
<i>Domestic Violence Services</i>	9	130	139

Cognitive Behavioral Programming

Family & Children Services (FCS) provided prosocial classes with a cognitive behavioral approach. These sessions are conducted by trained counselors who provide individualized treatment plans. FCS provides client treatment services using the Phoenix/New Freedom Program (P/NFP) model, a curriculum-based behavioral change approach that addresses behavioral health issues, substance abuse, and other concurrent challenges. Each client gets an individual intake and assessment that helps identify the client's specific needs. The Cognitive Behavioral Therapy (CBT) programming can consist of individual counseling sessions, group counseling sessions and/or family sessions depending upon the client's needs. Topics covered are designed to increase the decision-making skills of high risk offenders and include:

- Anger management/violence prevention
- Gang avoidance
- Life skills
- Impulse management
- Problem-solving/self-regulation skills
- Thinking skills
- Communication skills
- Substance abuse education and avoidance
- Victim empathy
- Employment skills
- Family involvement

<i>Provider</i>	<i>Referred</i>	<i>Enrolled</i>	<i>Completed</i>
<i>Family & Children Services (FCS)</i>	1,507	941	378

Office of Reentry Services (ORS) – Contracted Services

In addition to partnering with other county agencies, pursuing innovative reentry initiatives, and overseeing RRC operations, the Office of Reentry Services also contracted with multiple Community-Based Organizations (CBOs) to provide services to reentry clients over the first five years. In an effort to narrow gaps in the supportive services array, ORS identified contractors that could provide services that were not widely available or easily accessible to those recently released from custody.

Due to CBO reporting structure and staff turnover, these figures include outcomes up to December 2016. These figures show referrals and outcomes for all reentry clients. Approximately 36 percent of these referrals were for Realignment clients.

The providers below contracted with the Office of Reentry Services to provide the following free services to reentry clients:

- Health & Wellbeing (behavioral counseling, life-skills, mindfulness)
- Family Reunification (domestic abuse prevention, parenting support)
- Legal Support (civil and family law and expungement)
- Vocational (transitional employment, dayworker programming, job readiness support)

ORS Contracted Services Outcomes

<i>Provider</i>	<i>Start Date</i>	<i>Total Referrals</i>	<i>Total Enrollments</i>	<i>Total Completions</i>
<i>Goodwill NOW - Employment</i>	July 2013	764	353	240
<i>Right Directions – Employment</i>	July 2013	490	230	127
<i>Community Solutions – Health & Well Being</i>	July 2013	290	112	82
<i>Bay Area Legal – Legal Services</i>	July 2014	239	135	115
<i>CTC Dayworker Program – Employment</i>	July 2014	120	187*	173*
<i>Goodwill In-Custody – Employment</i>	July 2014	82	54	32
<i>Pro Bono – Legal Assistance</i>	July 2015	39	37	21
<i>Health Right 360 – Health & Well Being</i>	July 2015	134	66	58

**CTC took walk-in appointments, which is why enrollments are higher than referrals*

As of September 2016, the Office of Reentry Services had 16 contracts, some of which started too late during the reporting period to provide useful data, or were starting soon after the reporting period. In addition to the service categories listed above, clients also received domestic violence prevention courses, college education (credited) and self-help/mindfulness services. Overall, there were nine contracts that provided services in the community, five contracts that provided services in-custody, and two contracts that provided services both in-custody and in the community. The ORS plans to expand its contracts further in the following fiscal year.

For the eight contracts listed above, there were approximately 1,200 enrollments in services between July 2013 and December 2016. Many additional clients were enrolled in the newer contracted services for which data are not yet available. In February 2016, ORS contracted with multiple community organizations to expand programming in-custody, these contracts were fully implemented in July 2016.

ORS Contracted Services and Programs

Service Category	Provider	Service Description
Health & Well Being	Health Right 360	Behavioral Therapy: <i>Project Full-Circle (PFC)</i> provides evidenced-based treatment/curriculum in a group modality. The PFC program will provide groups using motivational interviewing, "Thinking for a Change", and/or Seeking Safety. The PFC program also provides peer mentor services including individual and group support sessions. Prior to starting groups all clients receive individual sessions to complete intake, assessment and treatment planning in order to determine the recommended course of treatment to assist the clients with reaching their goals.
	Community Solutions	Behavioral Therapy: Clients receive counseling in a Phased Treatment approach. Clients are referred to Community Solutions after long periods of incarceration and commonly complain of high levels of distress adjusting back into the community. Community Solutions teaches its clients how to learn and apply coping skills and, engage in pro-social activities, and reduce substance use. Staff provides individual and group rehab services and a therapist provides clinical assessments, diagnosis, and therapy services. Staff also assists clients with linkage to healthy and appropriate community resources.
	Family & Children's Services (in-custody)	Psycho-educational classes: Elmwood Correctional Facility provides classes focusing on substance use prevention and recovery.
Family Reunification	Family & Children's Services	Domestic Violence: Participants in the 52-week Batterers Intervention Program (BIP) develop positive relationship skills, build communication and conflict resolution skills, and increase their understanding of the effects of their actions on themselves and others, including children. Parenting Without Violence: Participants in the 16-week Parenting Without Violence program learn about child development, positive discipline, communication, effective parenting, and stress and anger management.
	Gardner Family Care (in-custody)	Family reunification and positive parenting classes at Elmwood Correctional Facility
	Bay Area Legal	Provides legal services in housing, driver's license and other legal barriers to employment, consumer, public benefits and health & well-being legal matters.
	Pro Bono Project Silicon Valley	Nuevo Comienzo: a partner agency offering legal assistance to clients on issues that deal with paternity/parentage, child custody, child support, loss of driver's license due to back child support and visitation.
	San Jose State University	Record Clearance Project (RCP): Provides legal services regarding (1) employment rights of people with convictions in workshops, (2) representation in professional licensing and Department of Social Services exemption cases, and (3) representation on Certificates of Rehabilitation applications.
	Pro Bono Project Silicon Valley	Legal information classes: Legal information classes at Elmwood Correctional Facility, focusing on family reunification and support issues: Understanding Custody Rights and Orders, Understanding Visitation Process, Right Decision Making, and Self-Representation in Court.
Employment	ConXion to Community (CTC)	Day Worker Support Program: Provides transitional employment to recently released ex-offenders, homeless, and others needing to earn money while looking for steady employment. Participants obtain transitional employment working in various industries such as: minor home repair, construction, warehouse, moving, housekeeping and general labor. Participants are assessed for barriers and skill level. While at the CTC Center, participants have access to a computer lab, ESL classes, work-readiness workshops, skills training.

	Goodwill (New Opportunity Work Program/NOW)	Goodwill NOW Program: provides all participants paid on-the job training for up to 90 days. Participants will complete employability skill workshops, Moral Reconciliation Therapy (decreasing recidivism by developing moral reasoning), as well as receive intensive case management. Goodwill's objective is to successfully place participants in regular employment before the 90 days of subsidized employment ends. Once placed, a Peer Mentor will follow up with each participant for retention and goal setting.
	Catholic Charities (Right Directions Program)	Right Direction Program (RDP): provides reentry adults employment preparation, job search assistance, job support and subsidized employment. Assessment results and client choice will lead the development of each client's individualized services plan (ISP). Employment representatives and a Peer Mentor will guide and support RDP clients with reentry efforts.
	Goodwill of Silicon Valley (in-custody)	Goodwill Transition Program (GTP): A 12-week curriculum focusing on job readiness, cognitive modification, employment training, and life skills.
Health & Well Being (Self-Help)	Carry the Vision (in-custody and community)	Restore! Program: Program designed to provide practical and transferable tools for stress reduction. Participants learn and engage in meditation techniques for enhanced well-being, a dialog process for improved group morale, breathing exercises for inner peace, relaxation techniques for reduced stress, concentration practices for enhanced focus and productivity, principles for higher living and personal tools for long term success.
	Enneagram (both in-custody and community)	Enneagram Prison Project: Focuses on the criminogenic needs that affect offenders' risk for recidivism: antisocial attitudes, values and beliefs, low self-control, substance abuse and dysfunctional family backgrounds. The curriculum focuses on self-regulation, self-control, and relapse prevention.
Education	San Jose State University (in-custody)	Credit-bearing college courses: Classes offered at Elmwood Correctional Facility and Main Jail in the areas of Child and Adolescent Development, Communication, Counselor Education, English, Justice Studies, Kinesiology, and Philosophy.

The contracted programs and services described above reflect what was being offered by the Office of Reentry Services as of September 2016. Some of these offerings were newer and/or provided services for which data cannot be easily collected. Moving forward, ORS is amending its contracts and planning to add additional services and programs to its catalogue. The primary goal of the amendments is to create measureable outcomes for all contractors, so that reporting is enhanced and gaps in services are more visible.

In-Custody Population

One of the concerns preceding AB 109 was that it could potentially lead to the overcrowding of local correctional facilities. However, while the in-custody population did increase temporarily, the facilities remained below capacity. On September 30, 2011, the total incarcerated population of Santa Clara County was 3,429 with an average length of stay of 158 days. Five years later, on September 30, 2016, the incarcerated population was 3,620, with an average length of stay of 208 days. After five years of Realignment, as well as additional policies such as Proposition 47, which further reduced the custodial population, the number of incarcerated individuals was only six percent higher in 2016 than it was immediately prior to Realignment, and the average length of stay was only 50 days greater, despite the County taking on an influx of felony sentences.

It is important to note that these figures are from individual snapshots of a single day five years apart and do not capture the complexity of custody trends over the five years. Nevertheless, the figures indicate that Realignment's effects on the correctional populations did not lead to significant issues such as overcrowding. While other legislation likely helped, Santa Clara County was able to adapt to the changes in legislation with relative ease, suggesting that with commitment to objectives, collaboration, and targeted investment, large changes to justice institutions can be accommodated.

Figure 16 shows the number of inmates in custody on September 30th of each year. The grey series represents Realignment inmates who were newly sentenced, meaning they could access Realignment-funded programming and resources. The orange series includes all Realignment individuals in custody at that time, including those who were returned to custody due to revocations, supervision holds, and similar interventions.

Since September 2012, the Realignment population in custody was on a downward trend both in terms of total number and percentage of all inmates. Similar to the overall flow into the community, the Realignment population decreased over time, and appeared to have leveled out between 2015 and 2016.

Figure 16: Inmates in Custody

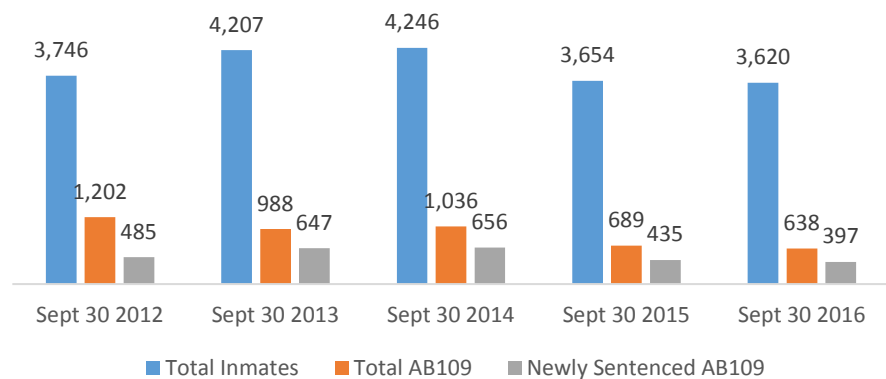
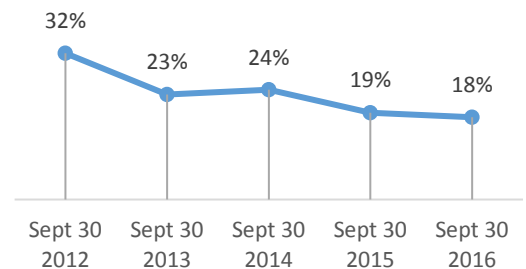


Figure 17: Percent of all inmates who were AB109



Office of the Sheriff

The Office of the Sheriff provides in-custody programming, custody alternatives, and post-custody programming. In addition to the wide array of curriculums provided to encourage the human and social capital of reentry clients, the Office of the Sheriff also provides security at the Reentry Resource Center and case management to support clients in their transition from jail to the community.

In-Custody Programming

The Office of the Sheriff (Programs Unit) reported that between October 2011 and September 2016, at least 3,585 individuals serving 1170(h) sentences passed through County correctional facilities. However, the Programs Unit indicates that because the number of Realignment individuals in custody and individuals participating in in-custody programs is taken from several sources, the following figures may not be a complete accounting of the 1170(h)-sentenced individuals for the time period, due to differences in how the data is collected and stored.

If an individual is in programs he or she is accessing one of the various curriculums offered by the Office of the Sheriff. Programming is mainly offered to individuals housed in lower security units, but the option to transfer to programming dorms is offered to those housed in higher security areas depending on individual circumstances. There is a specific programs dorm where prosocial and skill-building curriculums are offered and a larger programs section of the Elmwood facility that offers similar curriculums to those who are housed in the lowest security areas.

Participants have access to GED classes, college courses with transferrable credits, parenting classes, and a multitude of behavioral classes aimed at prosocial development, sobriety, and behavioral change. Participants have the opportunity to learn about and examine their own criminal thinking, which aids them in overcoming emotional problems, substance dependence, family issues, and other factors that may contribute to crime. The Office of the Sheriff provides the bulk of the programming, and ORS contractors supplement the curriculums with additional courses and services.

	No.	% of total
In Programs	1,583	44.2%
Not in Programs	2,002	55.8%
Total	3,585	

	No.	% of total
Graduated Program	1,142	62%
Exited before Graduation	701	38%
Total	1,843	

The table above (left) displays the number of Realignment inmates who could be identified as having participated in programming. The other table displays, out of all program exits, the number of successful exits (graduations). Graduation refers to completion of the program terms, whether that is completing the curriculum, or completing a specified amount of time in the program.

Out of all Realignment persons in-custody and captured in the Programs Unit report, 44 percent (1,583) had exited a program at least once. Because the report captured data by looking at exits, it did not include individuals who were still in programming at the end of the reporting period. Because data came from several different sources and because data was captured using program exit, it is likely the number of individuals in programs is conservative. Using this information, it appears that approximately 45 percent of all individuals sentenced under 1170(h) participated in in-custody programming.

Sixty-two percent of Realignment inmate program exits were graduations. An exit prior to graduation does not always indicate failure to complete the program. Some inmates exit prior to graduation due to early release or other neutral circumstances. Using this information, data suggest inmates who participate in programming are likely to graduate or leave in good standing.

Alternative Custody Programming

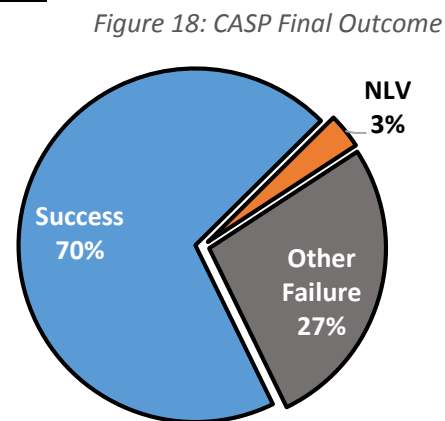
The Office of the Sheriff began implementing the Custodial Alternative Supervision Program (CASP) in March of 2012. CASP is a supervision program that serves as an alternative to traditional custody. CASP participants are typically Realignment clients who, instead of carrying out their full sentence in jail, serve the latter part of their time in custody within the community, under intensive supervision by the Sheriff's Custodial Alternative Supervision Unit (CASU). CASP participants are chosen based on their ability to attain self-sufficiency, and do not have a history of violent or predatory behavior.

CASU closely monitors those under its supervision and continually checks in with them at home, work, or other locations. Prior to release on CASP, Rehabilitation Officers complete full CAIS assessments and develop reentry plans based on the individual needs of the participant, focusing on treatment, education, residency, and vocational decisions. This plan is then reviewed and consensus is established by the custodial team after a thorough review of the risk to the community each individual presents. Even though the intervention is more similar to probation than jail, CASP participants remain "in custody" status-wise until they complete their sentence, but are living outside the correctional facilities. This allows CASU deputies to remand individuals who are struggling, back into traditional custody where they serve the remainder of their sentence or are re-released back into CASP sometime later after Rehabilitation Officers modify their treatment plans.

Between March 2012 and September 2016, CASU supervised 654 individual participants. CASU managed 737 cases for these individuals, as some were remanded to custody and given a second chance in CASP later on. Overall, 71 percent of all individuals supervised had a successful outcome listed and 70 percent of all 737 dispositions were successful, meaning they were compliant throughout their supervision term. Only three percent of these dispositions were listed as new law violations (recidivism) while on supervision. The remaining 27 percent were other failures, meaning the individuals were remanded to custody for a variety of reasons.

INITIAL REPORTED OUTCOME	No	%
SUCCESSFUL COMPLETION	476	65%
PROGRAM FAILURE (remanded)	67	9%
ONGOING (NO OUTCOME YET)	55	7%
DRUG/ALCOHOL TEST FAILURE	50	7%
NEW LAW VIOLATION - FELONY	25 (*15)	3%
ROLL-UP RETURN COMPLETION	23	3%
ABSCONDED	14	2%
NEW LAW VIOLATION - MISD	11 (*7)	1%
TECHNICAL-OTHER	6	1%
NON-REPORTING	5	1%
OTHER	5	1%
Grand Total	737	100%

*NLV outcomes were found to be lower once adjudicated.



The table above shows outcomes/dispositions as they were captured by CASU deputies. Figure 18 shows known outcomes, meaning only those who had a disposition are included, and New Law Violations (NLV) are verified as new convictions. NLV outcomes are initially logged as a suspected law violation, but do not always lead to a conviction, as shown in the table above.

"I'm very blessed to be chosen for this program. It helps me understand a lot about myself, to cope with life and still have hope for the future. There is a light at the end of the tunnel for me." -Amy T., CASP participant

Office of Pretrial Services (OPS)

The Office Pretrial Services assists the Superior Court in making custody release decisions by providing investigative reports and client supervision services. OPS uses evidence-based practices to facilitate early intervention, support personal improvement, and preserve public safety. As part of its supervision services, OPS provides individualized case management, drug testing, and electronic monitoring.

Electronic Monitoring Program (EMP)

The Office of Pretrial Services provides a higher level of supervision for those who participate, as a condition of release, in its Electronic Monitoring Program (EMP). Pretrial Services created EMP to enhance the services available to the Superior Court and provide improved release conditions for pretrial clients. The department currently uses \$100,000 in Realignment funding per year to provide the program, which has the capability to monitor alcohol use, provide global positioning system monitoring and support home detention services. Since the inception of the EMP, and as the Superior Court has become more familiar with the program, Pretrial Services has seen a steady growth in EMP, particularly with alcohol monitoring. The size of the program is measured by the average daily population of clients on EMP. Between July 2015 and July 2016, the average daily population monitored electronically increased 400 percent, from an average of 23 clients per day to 85 clients per day. Based on this projection of use, Pretrial Services anticipates 125 clients per day by the end of 2017.

Supervision Outcomes

Pretrial Services provided data for 11,455 Realignment cases with hearing dates between 2011 and 2016. The table below shows outcomes for closed cases. Overall, when clients were not closed out successfully, it was mainly due to missing a court appearance; new arrests and technical violations were relatively uncommon, accounting for only a small portion of non-successful closures.

For closed cases, 66 percent were successful; meaning these clients made all court appearances, had no new arrests, and were in technical compliance with their conditions. In regard to cases closed due to violation, five percent of clients violated the terms of their supervision and only three percent received a new arrest while on supervision. About 24 percent failed to appear to court during the course of their supervision, which was the most common type of violation by far. Additionally, when looking at all ongoing pretrial supervision cases over the reporting period, the rate of success for open cases was 95 percent on average. Therefore, the vast majority of ongoing cases at any given time were in compliance.

AB109 Cases	Hearing Dates 2011 - 2016		
Appearance at Court	Yes	8,732	76.2%
	No	2,723	23.8%
No New Arrest	Yes	11,068	96.6%
	No	387	3.4%
Technical Compliance	Yes	10,852	94.7%
	No	603	5.3%
Success	Yes	7,602	66.4%
	No	3853	33.6%
Total		11,455	

Custody Health — Realignment Snapshot

The Custody Health Department attends to incarcerated individuals' medical and psychiatric needs. Historical data for Custody Health is difficult to come by, especially data specific to Realignment patients. For this reason, this section is not a summary of the five year period, but for a sixth-month period (April 2016 to September 2016). Examining these individuals provides an additional opportunity to assess the clinical needs of Santa Clara County's Realignment population.

Over the sixth-month period, 692 Realignment inmates were in custody and matched to County medical databases. For these individuals:

The Realignment population struggles with public health issues

- 143 (21%) of the 692 had a diagnosis categorized as Severe Mental Illness (SMI).
- Out of the SMI individuals, only three did not have a substance use disorder.
- 456 (66%) of the 692 had a substance use disorder diagnosis on file.
- There were 914 medical office visits and 478 mental health visits

From this snapshot it becomes further apparent that the Realignment population has high rates of substance use disorders and serious mental illness. Many of the individuals who access treatment while in custody will need immediate access to treatment after release. In addition, not everybody with clinical needs accesses clinical treatment while in custody, and not everybody with treatment needs has a diagnosis on file, which means these figures are conservative.

Behavioral Health Needs

Out of a sample of 692 AB 109 inmates in custody between April 2016 and September 2016:



21% SMI

143 had a Severe Mental Illness (SMI) diagnosis

98% (n=140) of those with SMI also had a SUD on file. This indicates at least 20% of clients are dual-diagnosed.



66% SUD

456 had a Substance Use Disorder (SUD) diagnosis

Additionally, the rates of mental illness and substance use in general are higher, as not everybody with a mental health and/or substance use issue that will affect their success in reentry are captured. Not everybody with a disorder is diagnosed, and not everybody with an issue significant enough to impact their criminal behavior has a disorder.

Working Towards a Clean Slate

Amy T., is on a fast track to recovery from her incarceration with help from the Office of the Sheriff's alternative custody program, which operates through the County's Reentry Resource Center. Amy also accessed classes the Office of Reentry Services commissioned San Jose State University to teach inside Elmwood Correctional Facility in Milpitas.

Amy was sentenced to five years in prison, but was selected for an early release program and entered the Custody Alternative Supervision Program (CASP) run by the Santa Clara County Office of the Sheriff at the Reentry Center. She attends mandatory classes during the day and is allowed to go home at night and on the weekends. Sheriff Deputies check in with CASP participants at home to make sure they are complying with their curfews and not using drugs or alcohol.

The program has allowed Amy to apply to cosmetology school in preparation for a job she has lined up as a manager at a local spa. More importantly, CASP allows her to serve the remainder of her sentence while living with her husband and two children and pursuing the process of rebuilding her life.

"I'm very blessed to have been chosen for the program. It helps me understand a lot about myself, to cope with life and still have hope for the future," Amy said. "There is a light at the end of the tunnel for me."

One of the brightest sources of hope for Amy was the San Jose State University Justice Studies Record Clearance Project: Practical Legal Skills course. It prepares students to help people clear criminal convictions from their records.

"When I was incarcerated I said I don't want to leave this world with everyone remembering what I did. In my culture it's a big disgrace," she said.

Amy not only has confidence that she can eventually clear her record and rebuild her career, but she helped initiate efforts to educate her community as well.

"Amy was an outstanding student," said Peggy Stevenson, Record Clearance Project lead and Director in the Justice Studies Department at SJSU. "While learning about expungement, she and others felt that the Vietnamese community needed to know the information she and fellow students were learning about their legal rights to clearing their records."

The need to educate the Vietnamese clients evolved into a collaboration of Record Clearance Project staff, two Vietnamese-speaking attorneys, Amy, and volunteer translators, who gave a presentation on expungement law and procedures in Vietnamese at Asian American Recovery Services in San Jose. Amy enrolled in every class available to her at Elmwood Correctional Facility, many of which are funded through the Reentry Resource Center. An Enneagram course helped her understand her personality and how to embrace it in a healthy way, she said.

Amy also appreciates the one-stop shop aspect of the Reentry Resource Center. She has used the Bay Area Legal services to help her with her financial situation. She may have to file for bankruptcy and can't afford an attorney. Amy wishes CASP was available to everyone transitioning from the very structured jail environment back into the community. She appreciates the more individualized attention the CASP officers are able to provide, as opposed to in jail where her identity was wrapped up in the group she was assigned to.

"Here, they know who you are," she said.

Recidivism

The County of Santa Clara defines recidivism as:

Any reconviction for a new misdemeanor or felony violation occurring within five years after release from a correctional facility.

If a formerly incarcerated person is convicted for a new crime after reentering the community as part of the Realignment population, he or she has recidivated according to the adopted definition. The County tracks recidivism for up to five years, meaning that reconvictions occurring within five years are counted, and reconvictions occurring after five years are not counted.

Tracking recidivism by rate and category tells us how many people are re-offending, and the types of crimes they commit. However, recidivism is more a measure of community and infrastructure than it is a measure of success for reentry programs. There are many factors that affect recidivism which cannot be easily controlled for, such as the housing and labor markets. Housing in particular is a significant obstacle to reducing recidivism, as the cost of housing is more expensive in Santa Clara County than almost anywhere else in the nation.

Recidivism is an outcome tied to both individual and community components. The Office of Reentry Services was created to address the individual reentry client's needs. However, the extent to which client-focused interventions impact recidivism is mediated by the Reentry Network's limited ability to address larger community factors that play a role in influencing criminal behavior, such as wealth disparity, public education, and the labor and housing markets.

According to data provided, as of September 2016, 2,796 of the 6,210 individuals identified as Realignment clients had recidivated. This returns an overall recidivism rate of 45 percent at the five-year mark. In order to meet the definition of recidivism, those who were counted as recidivating had to meet the following criteria:

- They received a guilty conviction dated after their initial release from custody as a Realignment client;
- The arrest date and/or violation date (date the offense was reported as occurring, if different from arrest date) attached to that conviction must have also occurred after individual's initial release from custody as a Realignment client.

Recidivism as a Measure

There are some important caveats to consider when using recidivism outcomes as measures of success. The first matter to consider is the target population in this report. The Realignment population is made up of primarily non-violent, non-serious felons, who were initially incarcerated for committing drug-related and/or property/theft crimes for the most part. While they are not a significant risk to public safety (as indicated by the types of crimes they committed prior to becoming AB 109 and the types of crimes they committed as recidivism), whether or not they recidivate is often related to their capacity to address issues such as substance use, homelessness, trauma, mental illness, joblessness, etc., many of which can overlap and compound upon each other. In other words, the majority of the Realignment population over the first five years did not pose a significant risk to public safety, but was high risk to reoffend nevertheless. As a result, for future evaluations, it would be worthwhile to examine the impact of services on client behavior and improvement outcomes in addition to observing whether or not they reoffend.

Second, is that recidivism is a reflection of more than local reentry interventions, because it is influenced by the community environment as a whole. Community factors such as cost of living, labor market conditions, socioeconomic disparities, and the availability of resources, are all examples of intervening variables, meaning they are factors that obscure the relationship between recidivism and reentry-specific interventions. Therefore, it

is difficult to determine the degree to which recidivism over the first five years was impacted by reentry programming specifically. Similarly, the effectiveness of reentry programs is not dependent on the rate of recidivism alone, as programming can improve a client's disposition even if the client ultimately reoffends.

Third, is that the definition of recidivism is, at its most general, a return to criminality after an intervention, such as incarceration. Thus, recidivism as a measure can mean vastly different things depending on the specific definition, and the timeframe. For example, some recidivism reports look at a three-year rate, and others use more limited scopes. Some reports define recidivism as a return to jail/prison, while other reports consider any new law violation to be a recidivating event. The ambiguity of recidivism as a measure makes it difficult to compare rates across jurisdictions.

Finally, recidivism trends can rise or fall independently of reentry programming. For example, if programming remained static for ten years or even declined, but the economy improved dramatically during that time period, recidivism might decrease despite little change within justice institutions or policing. If reentry programming becomes more effective over time, but other factors such as the labor market decline, recidivism could potentially increase despite positive changes to the Reentry Network and significant improvement among reentry clients.

In the following sections the overall recidivism rate is discussed and broken down by category of offense in order to remove some of the ambiguity inherent in using recidivism as a measure.

Below, recidivism is broken down into cohorts by the date they first reentered society as Realignment clients:

Recidivism by Date of Reentry (Cohort)

Cohort	Period of Reentry	Total Population	No. Recidivated	Rate of Recidivism
Cohort 1	<i>Oct 2011 – Dec 2011 (Pilot)</i>	490	276	56.3%
Cohort 2	<i>Jan 2012 – Jun 2012</i>	791	454	57.4%
Cohort 3	<i>Jul 2012 – Dec 2012</i>	744	410	55.1%
Cohort 4	<i>Jan 2013 – Jun 2013</i>	696	386	55.5%
Cohort 5	<i>Jul 2013 – Dec 2013</i>	694	374	53.9%
Cohort 6	<i>Jan 2014 – Jun 2014</i>	807	408	50.6%
Cohort 7	<i>Jul 2014 – Dec 2014</i>	755	368	48.8%
Cohort 8	<i>Jan 2015 – Jun 2015</i>	632	273	43.2%
Cohort 9	<i>Jul 2015 – Sep 2015</i>	307	99	32.3%
Cohort 10	<i>Oct 2015 – Sep 2016 (<1 year)</i>	1,186	226	19.1%

Overall, earlier cohorts had higher rates of recidivism. This is to be expected, partly because the earlier the cohort, the longer they had to recidivate prior to September 2016. For example, those who had less than a year to reoffend (cohort 10) had a much lower recidivism rate relative to other cohorts. In addition, the population characteristics of the Realignment population have changed over time; latter cohorts had higher ratios of those who served relatively short jail sentences, compared to the earlier cohorts that were comprised of more PRCS clients, meaning these cohorts had more clients who served time in prison.

The ORS and Reentry Network partners have also refined operations and expanded service availability over time, meaning those in latter cohorts had wider and more streamlined access to services and programs, both in-custody and in the community. Interestingly, Cohort 1 has a lower recidivism rate than Cohort 2. This is likely because Cohort 1, being the first Realignment individuals released, were the lowest risk to reoffend and the most likely to succeed.

Recidivism Baseline – Recidivism before and after Realignment

As shown earlier in the report, as of September 2016, 45 percent of those released under AB 109 during the reporting period had reoffended. In an effort to learn more about what this rate means for Santa Clara County, the Information Services Department (ISD) provided some baseline recidivism data to compare recidivism before Realignment, to recidivism after Realignment. The first table shows recidivism rates from two time periods for *all* felons released. The second table compares individuals who are equivalent to present-day Realignment clients, matching them by offense type to those released on Realignment.

To start, recidivism among all felons was examined, comparing Period One to Period Two. Out of all felons released from Santa Clara County correctional facilities during Period One, 46 percent had recidivated by December 2010. This number was 10 percent lower (36%) for Period Two.

Period 1: Jan 1 2006 — Dec 31 2010

Period 2: Jan 1 2011 — Dec 31 2016

<i>All Felons</i>	<i>Period 1</i>	<i>Period 2</i>
No. Convicted of Felons Released	19,781	18,035
No. Reconvicted (Misd/Fel)	9,099	6,526
5 YR Recidivism Rate	46%	36%

*Recidivism of felons
in Santa Clara
County is lower
after Realignment*

Next, in order to establish a baseline comparison for the Realignment population, offenders from before AB 109 were matched to the Realignment population by type of offense. This allowed for a comparison of recidivism of offenders who committed AB 109 eligible offenses prior to October 2011, when the legislation was passed. When comparing Period One recidivism of those who would have been classified as Realignment if the legislation had been in place, to the current report period and actual Realignment population, recidivism also decreased.

<i>AB 109-Eligible Felons</i>	<i>Period 1</i>	<i>Period 2</i>	<i>Report Period</i>
No. Convicted of AB 109 Felony	8,391	6,047	6,210
No. Reconvicted (Misd/Fel)	4,702	2,836	2,796
Recidivism Rate for Period	56.04%	46.90%	45.02%
<i>Serious/Violent Recidivism Rate</i>	2.9%	1.8%	1.7%

Period Two begins nine months prior to Realignment. When comparing Period One to the report period (October 2011 to September 2016), Recidivism decreased 11 percent (from 56% to 45%). While the Period One sample is not a perfect comparison to the Realignment population, the reduction in recidivism between the two groups is promising for Santa Clara County.

Looking at AB 109 eligible felons (those incarcerated for a Realignment offense), recidivism decreased from 56 percent to 47 percent between Period One and Period Two and was even lower (45%) for the report period. Recidivism for serious/violent felonies and non-drug related crime also decreased.

Recidivism Rate Breakdown – Demographic Comparison

This section breaks down recidivism by each offender's classification, age, race, and gender.

Recidivism for this section is only examined for those individuals who had one or more years to commit an offense, which accounts for 5,338 of a total 6,210 individuals released under Realignment. Thus, only those who had a release date at least one year prior to September 30, 2016 were included in this report. The one-year minimum observation period is necessary because recidivism is a time-dependent event, and because this section involves comparing different groups. If everyone was included without respect to their period of release, it would have skewed the recidivism rates downward and rendered the comparisons less reliable. For individuals with at least one year to reoffend, 50 percent (2,668) recidivated. While 45 percent of all Realignment clients had recidivated as of September 2016, 50 percent is a more accurate expectation as it represents those who had a reasonable amount of time in the community.

Recidivism by Population/Classification

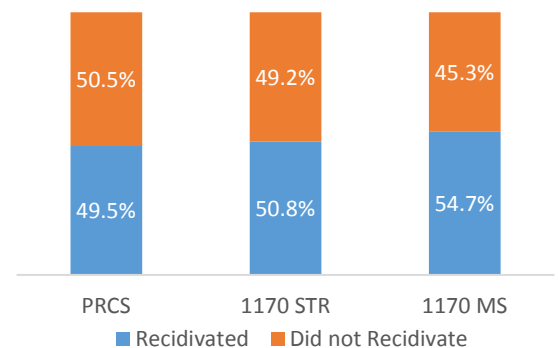
The Realignment population can be broken down into three subpopulations referred to as classifications. The category each individual falls into depends on the type of Realignment intervention they received. Those sentenced under Penal Code 1170(h) serve a felony sentence in jail and can be released without supervision (straight sentence) or on a split/blended sentence, where they are released into mandatory supervision (MS).

When looking at recidivism by classification type, those who had been released into mandatory supervision recidivated at a higher rate compared to PRCS and straight-sentenced individuals. There are many potential variables that influenced this outcome. According to the Probation Department's findings and experience, those sentenced under 1170 MS tend to experience better outcomes while on supervision than those on the PRCS caseload.

Thus, while 1170 MS clients may have a slightly higher rate of recidivism, this does not mean supervision is less effective for them than it is for PRCS clients or that 1170 Straight is superior intervention-wise to 1170 MS.

Classification	Total Population	No. Recidivated	Rate of Recidivism
PRCS	2,562	1,270	49.5%
1170 Straight	2,139	1,087	50.8%
1170 MS	963	527	54.7%
Total	5,338	2,668	50%

Figure 19: Recidivism by classification



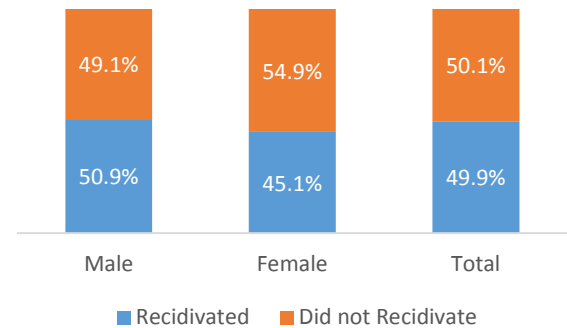
In the table above, the totals line is not the sum of all total populations, because some individuals were realigned more than once, and as a result, were part of multiple classifications over the five year reporting period. For example, out of the 2,562 individuals who were on PRCS at least once, some of them were also realigned as 1170 clients at a different time. Therefore, the total sum for each classification is greater than the 5,338 individuals in the overall population, who had at least one year to reoffend.

Recidivism by Sex/Gender

Males in the Realignment population have higher re-arrest and recidivism rates compared to females. While it is typical to observe females recidivating at lower rates compared to males, the difference in rates are often larger than the five percent observed below. One possibility for recidivism being closer between genders in the Realignment population is the nature of their criminal behavior, which revolves around drug-related offenses and nonviolent, nonserious offenses.

Sex/Gender	Total Population	No. Recidivated	Rate of Recidivism
Male	4,485	2,283	50.9%
Female	853	385	45.1%
Total	5,338	2,668	50%

Figure 20: Recidivism by Sex/Gender

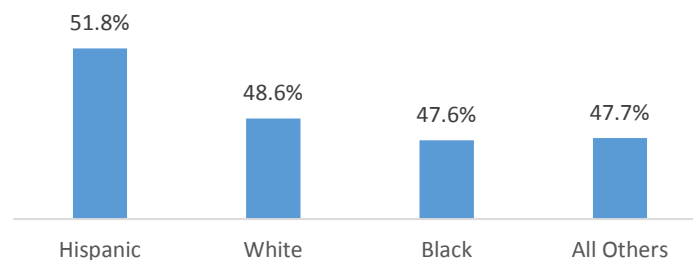


Recidivism by Race/Ethnicity

When looking at recidivism by racial/ethnic category, the Hispanic/Latino individuals of the Realignment population had the highest rate of re-arrest and recidivism, but this rate was only slightly higher than the other groups. Those of Hispanic descent represent the majority of the Realignment population and tend to be the most marginalized socioeconomically in Santa Clara County.

Race/Ethnicity	Total Population	No. Recidivated	Rate of Recidivism
Hispanic/Latino	2,704	1,400	51.8%
White/Caucasian	1,379	670	48.6%
Black/African-American	704	335	47.6%
All Others	551	263	47.7%
All AB109	5,338	2,668	50%

Figure 21: Recidivism by Race/Ethnicity

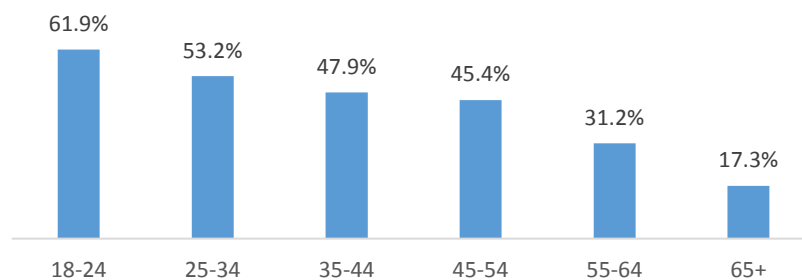


Recidivism by Age at Reentry

Recidivism was also examined by comparing age groups. Age in this case is the age each client was at the point of reentry (released from custody under Realignment), not the age they were at the end of the reporting period.

Age at Reentry	Total Population	No. Recidivated	Rate of Recidivism
18-24	721	446	61.9%
25-34	1,970	1,049	53.2%
35-44	1,469	705	47.9%
45-54	990	450	45.4%
55-64	282	88	31.2%
65+	23	4	17.3%
Total	5,338	2,668	50%

Figure 22: Recidivism by Age



When it comes to age, re-arrest and recidivism rates declined as age at reentry increased. Individuals who were between the ages of 18 and 24 recidivated at a far higher rate compared to other age groups. Therefore, when it comes to efforts to reduce recidivism, services should be designed with young adults in mind. Similar to the classification comparison, some individuals who were realigned more than once fit into different age brackets if they reentered more than once at different ages. For this reason, the totals row is not the sum of all populations, it is the number of unique individuals overall.

Custodial Alternative Supervision Program (CASP) Recidivism

This section discusses recidivism for those who participated in CASP and completed the program successfully (450 individuals). For these figures, recidivism is the occurrence of a new law violation (guilty conviction) after the CASP completion date. Like the section above, the following rates only include individuals who had at least one year to reoffend. For all CASP participants who completed their supervision successfully, the overall recidivism rate was 37 percent (compared to 45% for all Realignment clients), meaning 166 participants had a new law violation after successfully completing CASP as of September 2016.

The recidivism rates below are based on the 357 participants who met three conditions: (1) they were Realignment clients (matched to the AB 109 master list), (2) they completed CASP at least on year prior to September 2016 and (3) they completed their supervision without violating any conditions. For these participants, 43 percent (compared to 50% for all Realignment clients) recidivated after their completion date.

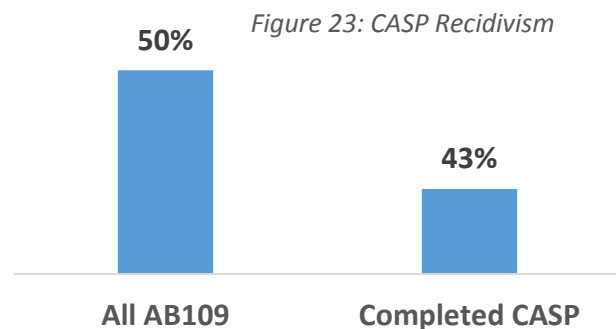
CASP Recidivism			
CASP	Participants	No. Recidivated	Rate of Recidivism
<i>Males</i>	265	118	44.5%
<i>Females</i>	92	37	40.2%
<i>All AB109 Participants</i>	357	155	43.4%
<i>All CASP Completions</i>	366	161	44%

For those who completed CASP successfully and had one year to reoffend, 43 percent (compared to 50% for all Realignment clients) recidivated after their completion date. Looking at recidivism by event, out of 366 successful completion events between March 2012 and September 2015, 44 percent (161) led to recidivism. Females who completed CASP recidivated at a lower rate (40%) compared to males (44.5%).

Overall, those who participated in CASP and completed successfully, recidivated at a lower rate than the Realignment population as a whole. Those supervised by CASU are hand-picked and have greater access to resources, thus it is no surprise they recidivated less.

There were 490 CASP participants who had at least one year to reoffend after finishing CASP (including those who did not have successful completions), 44 percent recidivated after their release from CASP/custody. Therefore even when those who could not complete CASP without being remanded to custody are included, the recidivism rate for CASP is still slightly lower than the general Realignment population.

These results suggest that if participants are chosen carefully and provided structure, supervised community living is not only an appropriate alternative to incarceration, it is preferable. Past research complements these local findings, demonstrating that alternative custody in the form of supervision has been found to be effective and supported by participants and staff⁸ in similar programs.



⁸ Wong, K., O'Keeffe, C., Ellingworth, D., & Senior, P. (2012). Intensive alternatives to custody process evaluation of pilots in five areas.

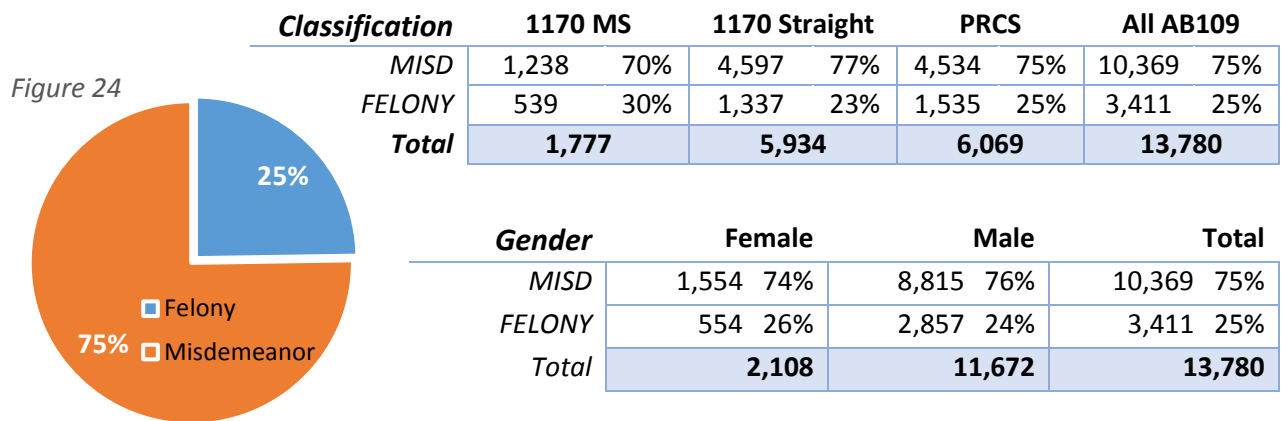
Recidivism — Types of Crimes Committed

Any individual who received a conviction for a new law violation after reentering the community as a Realignment client has recidivated. How recidivism is defined and measured can significantly alter the results. For example, this report is looking at any new law violation over a five-year period, while other jurisdictions look at only a three-year rate.

Overall, the Office of Reentry Services has identified 2,797 individuals who were convicted for a new law violation within five years since their initial release under AB 109. For these individuals, data indicate 13,780 separate guilty charges, which are broken down by category below.

Recidivism — Offenses by Level (Misdemeanor/Felony)

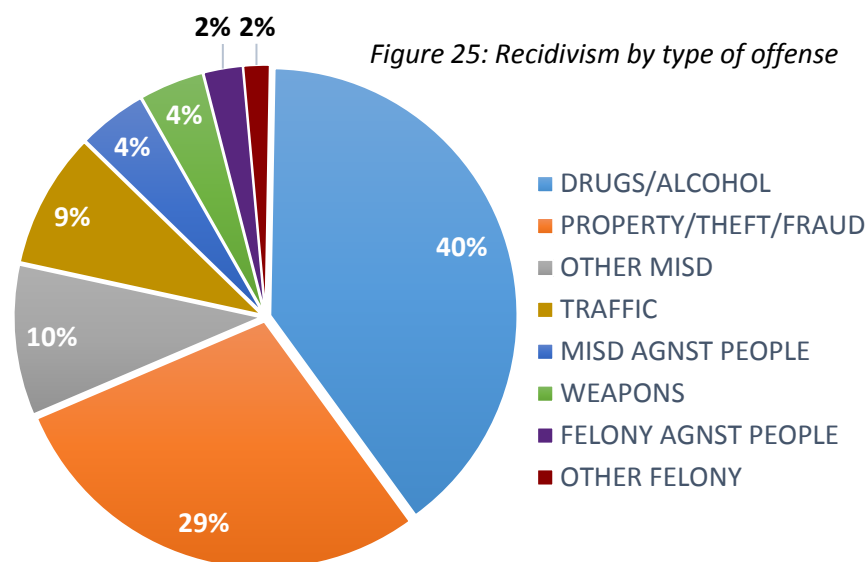
The majority (75%) of Realignment recidivism in Santa Clara County occurred at the misdemeanor level. Lower-level felons are mainly committing misdemeanors when they reoffend, which indicates public safety is not a significant risk. While females were found to have recidivated at slightly lower rates than males, females actually had a higher ratio of felonies to misdemeanors; 24 percent of all male recidivism occurred at the felony level, compared to 26 percent for females. Of all new law violations, 15 percent were committed by females, who made up 16 percent of the total Realignment population.



The 1170 MS population had the highest rate of felony recidivism at 30 percent, but committed less new law violations relative to population size:

- **44** percent of all Realignment reentries were classified as PRCS and 44 percent of all recidivism was committed by PRCS individuals.
- **37** percent of all Realignment reentries were classified as 1170 Straight and 43 percent of all recidivism was committed by 1170 Straight individuals.
- **19** percent of all Realignment reentries were classified as 1170 MS and 13 percent of all recidivism was committed by 1170 MS individuals.

Recidivism — Offenses by Category



In the table below, the first column displays, out of the 13,780 convicted charges, the number and percentage of offenses belonging to each category.

The second column shows, out of the 2,796 reoffenders, the number and percentage of individuals who had at least one conviction for a charge under each category.

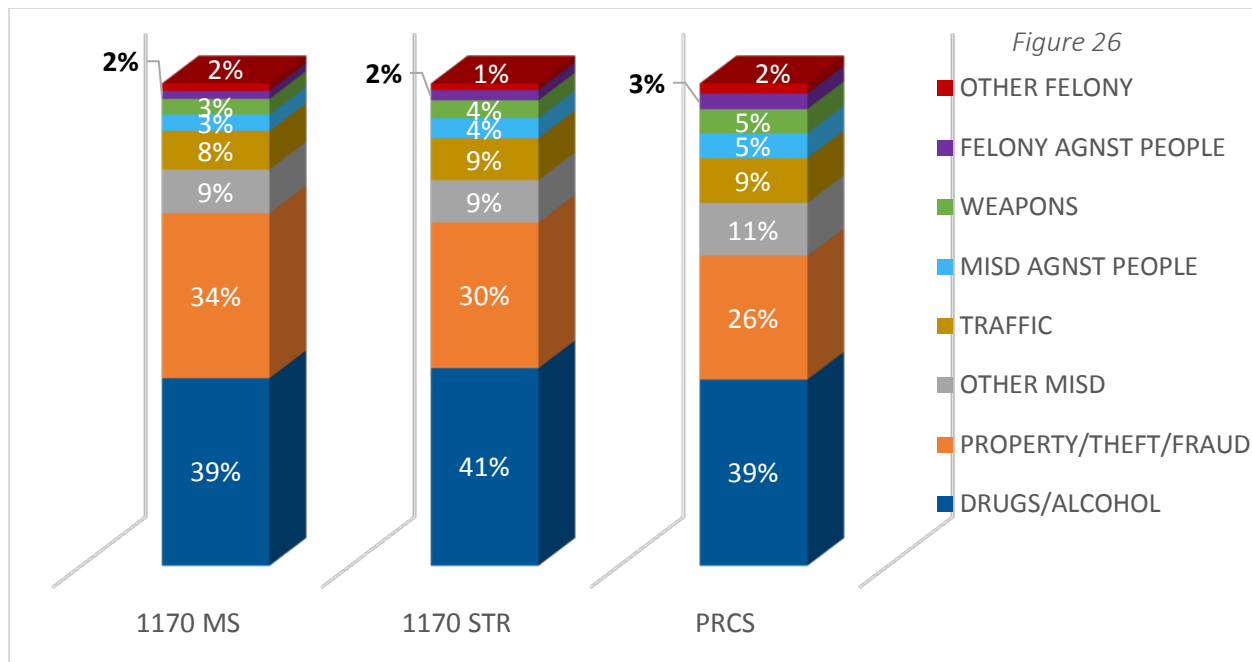
The table to the right shows that drug/alcohol-related offenses were by far the most common type of charge among those who recidivated. Out of all reoffenses committed by the Realignment population during the first five years, 40 percent were related to drugs and/or alcohol.

Category	No. Convictions	No. Individuals
DRUGS/ALCOHOL	5,472 40%	1,821 65%
PROPERTY/THEFT/FRAUD	3,940 29%	1,473 53%
OTHER MISC MIDEMEANOR	1,355 10%	841 30%
TRAFFIC	1,222 9%	755 27%
WEAPONS	583 4%	421 15%
MISD AGAINST PEOPLE	619 4%	395 14%
FELONY AGNST PEOPLE	353 2%	263 9%
OTHER FELONY	236 2%	199 7%

Furthermore, 65 percent of those who recidivated had at least one drug or alcohol related new law violation. Property, theft, and fraud-related crimes were the next most common type of crime; 29 percent of all new law violations fell under this category, and 53 percent of all reoffenders had at least one re-conviction under this category. In terms of recidivism, the majority of new law violations were related to drugs or some form of theft. However, it is possible that a significant portion of the property/theft/fraud recidivism was also directly or indirectly related to drug and alcohol seeking behavior, because offenders often steal to support their substance dependency⁹.

Taking these findings into account, recidivism occurring within the Realignment population appears to be more of a public health issue than a public safety issue. In fact, felonies against people only accounted for two percent of all recidivism, and only nine percent of all re-offenders were convicted on charges belonging to that category. Overall, six percent of all Realignment recidivism involved crimes against people. Very serious crimes (which are a subcategory of felonies against people) such as voluntary manslaughter, homicide, and rape were rare, occurring less than five times.

⁹ Craddock, A., Collins, J. J., & Timrots, A. D. (1994). *Fact sheet: Drug-related crime*. US Department of Justice, Office of Justice Programs, Bureau of Justice Statistics.



It appears that recidivism across the three Realignment classifications is relatively similar across the board. While there are some minor differences, the most frequently occurring and most common type of recidivism for all classifications was related to drugs and alcohol and followed by property/theft/fraud. Compared to release from custody, it is not as easy to determine which classification an individual was at the time of reoffense. As a result there is some overlap between 1170 straight and 1170 MS.

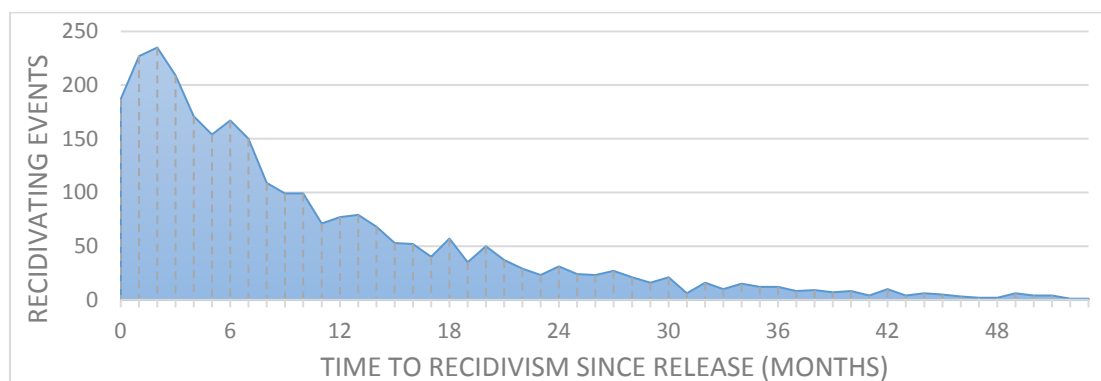
The table below provides some examples of offenses belonging to each category:

Drugs/Alcohol (40%)	Property/Theft/Fraud (29%)	Other Misdemeanor (10%)	Traffic (9%)
<ul style="list-style-type: none"> Drug Possession Paraphernalia Public Intoxication Drug Sales False Prescription DUI Open Container 	<ul style="list-style-type: none"> Forgery Stolen ID/Access Card Burglary Burglary Tools Petty/Grand Theft Shoplifting Auto Theft 	<ul style="list-style-type: none"> Trespassing Vandalism Begging/Loitering Evading Police Resisting Arrest Disturbing the Peace Violation Court Order 	<ul style="list-style-type: none"> Suspended License Reckless Driving Hit and Run Unlicensed Driver False Registration
Misdemeanor Against People (4%)	Weapons (4%)	Felony Against People (2%)	Other Felony (2%)
<ul style="list-style-type: none"> Assault/Battery Domestic Violence Threaten Crime Manslaughter Child Abuse Elder Abuse 	<ul style="list-style-type: none"> Possession Dagger Possession Firearm Possession Stun Gun Weapons Tampering Imitation Firearm 	<ul style="list-style-type: none"> Assault/Battery Domestic Violence Assault on Officer Robbery Sexual Assault/Rape Homicide 	<ul style="list-style-type: none"> Conspiracy Aiding/Abetting Resisting Arrest Failure to Register as Sex Offender Gang Participation Escape Custody

*The more serious crimes such as manslaughter, homicide, rape, abuse of persons, are rare; for example, only one instance of each were reported. Assault crimes were the most common violent crime.

Recidivism — Time to Re-offense

Figure 27 shows the time between first release from custody under Realignment and first re-offense. Each vertical line represents one month on the horizontal axis. Overall, as has been observed in previous reports and studies,¹⁰ risk for recidivism for the Realignment population of Santa Clara County appears to decrease the longer individuals are in the community. When individuals recidivate they are most likely to do so within the first sixth months. Thus, individuals who are going to recidivate are most likely to reoffend soon after release, and this likelihood decreases the longer they are in the community.



Note: 2,790 recidivating events (first reoffense for each recidivating individual)

Out of the 2,796 individuals who recidivated (2,796 initial re-offenses):

- 48 percent reoffended within six months
- 70 percent reoffended within the first year (this includes those who reoffended within six months)

This illustrates the importance of starting the reentry process prior to release from custody, and providing reentry services immediately after release, especially for those who are high risk to reoffend and/or have high criminogenic need.

For those who are higher risk to reoffend, it is imperative to provide as much individualized case planning as possible. This includes assessing their needs prior to release so that seamless handoffs can be made between jail and community providers. For example, if an individual with a substance use disorder is to be released, having a case plan developed prior to release along with a connection to treatment. An appointment for treatment in the community scheduled as close to release as possible will help prevent relapse/recidivism. While in this case, speedy access to substance use treatment is the goal, more can be done to facilitate warm handoffs. Additional support, such as providing transportation from the jail to the RRC or from the jail directly to treatment is an example of a warm hand-off. The more that can be done to provide seamless support from arrest to reentry, the better.

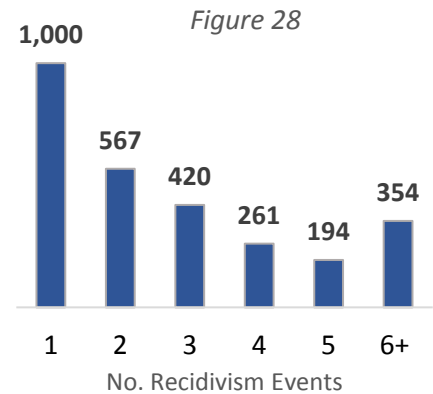
¹⁰ Seale, L., Atkinson, J., Grealish, B., Fitzgerald, T., Grassel, K., & Viscuso, B. (2011). Adult Institutions Outcome Evaluation Report. Sacramento, CA: California Department of Corrections and Rehabilitation.

Recidivism — Frequent Offenders

There are two primary ways to identify frequent offenders based on available data. The first way is to count the number of reconvictions received by each reoffender. However, this method can be misleading, because an individual is often arrested once, and then convicted on multiple counts. For example, the individual with the most new law violations was only re-arrested once and was reconvicted on dozens of counts of fraud discovered during that single event. So technically he only recidivated once, but had dozens of new law violations.

The second method involves counting the number of separate arrest/booking events per individual and is better for identifying frequent offenders (meaning they continually recidivate based on separate events and interventions). The second method was used to determine the following:

As figure 28 displays, out of the 2,796 individuals who recidivated, 1,000 (36%) were only re-convicted of a new crime once after their initial release. While these individuals may have accrued multiple charges from one arrest, they only had one recidivism event over the five-year period. As the data demonstrate, the number of individuals decreases relative to the number of recidivism events. 354 (13%) of those who recidivated were re-arrested six or more times. The individual with the most recidivism events had 22 separate re-arrest events leading to convictions for new law violations.



These findings suggest that even when Realignment individuals do recidivate, they are not likely to become frequent offenders within a five year period.

Research evidence¹¹ has demonstrated that drug-involved offenders can be four times as likely to be dependent on drugs compared to the general population. Given that 40% of recidivism committed by the Realignment population was directly related to drugs and many additional reoffenses were likely indirectly related to drugs; and given that when the Realignment population does reoffend, it is often soon after they are released, it is important to continue building a clinical support system in order to best combat recidivism. Drug treatment and awareness programs must not only be prevalent and widely accessible in correctional facilities and in the community at the point of release, they must also offer clinical elements designed to address the complex psychological and behavioral needs of substance-dependent clients.

Based on evidence from past research¹², for individuals categorized as “high risk,” interventions with behavioral elements have been found to be particularly effective, especially when they are shaped to the individual needs of each client. To best combat the revolving door of incarceration for frequent offenders with substance use issues, highly structured interventions that utilize behavioral or cognitive behavioral approaches must be available in the community and accessible immediately upon release.

¹¹ Taxman, F. S., Perdoni, M. L., & Harrison, L. D. (2007). Drug treatment services for adult offenders: The state of the state. *Journal of substance abuse treatment*, 32(3), 239-254.

¹² Marlowe, D. B. (2003). Integrating substance abuse treatment and criminal justice supervision. *Science & Practice Perspectives*, 2(1), 4-14.

Recidivism Differences Compared to the Three-Year Report

In 2015, ORS contracted with the evaluation firm, Resource Development Associates (RDA) to provide a three-year report. The purpose of the RDA report was similar to the purpose of the present report, and focused on recidivism at the three-year mark. At that time, data-sharing processes were not yet established and the potential methods for generating this type of report were not yet explored. As a result, while RDA's report provided useful information, much of the recidivism data was skewed due to the limited nature of the data, and the limited understanding of the evaluators. Justice data came from many different sources, and some of it was pulled manually, resulting in sections of data that were not consistent or accurate. For the five-year report, all justice data came from one source (ISD), which, due to their technical expertise regarding working with databases, significantly improved the availability and accuracy of data.

RDA's initial finding was that the overall rate of recidivism was 34 percent at the three-year mark. Due to data limitations, RDA also only counted new law violations resulting from on-view and cite and release arrests. With the availability of better data, this five-year report counted all misdemeanor/felony new law violations. Using the updated data processes and methods that were used for the five-year report, RDA's three-year rate of 34 percent should have been 42 percent when looking at on-view and cite and release only. When looking at all new law violations convictions that 42 percent jumps to 46 percent (when looking at individuals with at least 6 months to re-offend).

The rate at the five-year mark is 45 percent overall. Meaning 45 percent of all AB 109 individuals released between October 2011 and September 2016 had a new law violation as of September 30th, 2016. When only including individuals who have had 6 months to re-offend it is 48 percent. *Therefore when aligning data and methodologies, recidivism only increased 2 percent from 46 percent at the 3-year mark, to 48 percent at the five-year mark.* In addition, when only looking at charges labeled 'on-view' and 'cite-and-releases', the five-year base rate of 45 percent drops to 43 percent, which is only a one percent increase from the three-year mark under those parameters.

In summary, when looking at the findings of the three-year report and comparing them to the present five-year report, recidivism appears to have jumped from 34% to 45%. However, this increase was not empirical, it was a result of different methodologies and data inconsistencies. Availability and accuracy of justice data for the Realignment population was vastly improved between the three-year and five-year reports, and reporting was moved in-house as evaluators such as RDA struggle with the scope and context of data coming from several sources. Recidivism only increased between one and two percent between the three-year reporting period, and the five-year reporting period.

Probation (PRCS and 1170MS) Outcomes

# of clients with Flashes	525
---------------------------	-----

Revocation	# of Clients
MS REVOCATION	622
PRCS & MS REVOCATION	72
PRCS REVOCATION	1,437
Total	2131

PRCS terminations	
Termination Types	# of Clients
Early Dismissal	222
1YR Dismissal	781
Completed 3 YR	139
Prop 47	138
Jurisdiction Terminated by Revocation	117
New Law Violation	365
Deceased	23
Other	18
Total	1,803

PRCS terminations occur in several ways defined by statute:

- The *six month early termination* pursuant to 3456(a)(2)PC
- The *one year mandatory termination* pursuant to 3456(a)(3)PC
- The *three year maximum supervision period* pursuant to 3456(a)(1)PC.

222 clients were granted early termination for not having any violations for six consecutive months.

781 clients were closed out successfully at the one year point for not having any violations.

139 clients remained on supervision for the full three year supervision term.

138 clients were terminated due to Prop 47.

117 clients were terminated by the Court as a result of a petition of violation.

365 were terminated due to a new law violation.

The other category consists of **18** clients who were terminated after one year but prior to three years.

Figure 29

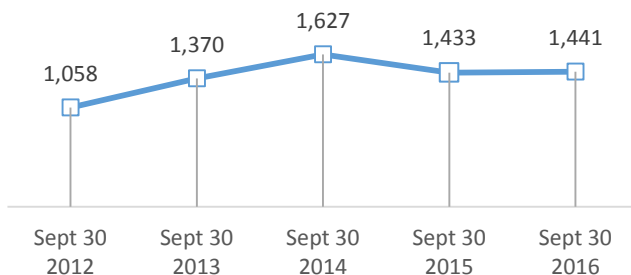


Figure 29 shows Probation's total Realignment caseload size on September 30th of each year. While using a one-day snapshot from each year provides a limited view of trends, it appears that Probation's Realignment caseload increased gradually between the start of realignment and 2014, and then decreased afterward. Looking 2015 and 2016 only, it appears to have stabilized in tandem with the number of PRCS and MS inmates leaving the jails.

Surveys and Focus Groups

Analysis of recidivism only provides a small window towards understanding the impacts of reentry initiatives in Santa Clara County. Recidivism is an event that signifies a failure to reenter society successfully and a return to criminal behavior. However, recidivism only shows us that a failure occurred, not necessarily *why* it occurred. Similar to relapse along the road to recovery among drug users, recidivism can be a useful tool in the larger rehabilitative process. For this reason the ORS conducted surveys and focus groups with clients and staff, both in custody and in the community. These surveys and focus groups were meant to provide additional perspective in regard to understanding challenges clients face during reentry and identifying opportunities to improve and/or expand reentry programming.

In-Custody Focus Groups

In order to better understand why Realignment clients who reoffended did so, the ORS conducted two focus groups (one with men, and one with women) inside the correctional facilities. For each of these focus groups, the ORS met with ten Realignment individuals who had recidivated in order to find out why they ended up back in jail. More specifically, the groups were asked questions about what obstacles they faced, their experiences with the RRC and Adult Reentry Network, and the direct reasons they returned to criminal lifestyles.

Focus group with 10 men who recidivated

This focus group was conducted in December of 2016. One of the first themes that became apparent during the focus group was accountability. The participants adamantly accepted accountability for their actions and that despite the many obstacles they encounter on the outside, they accepted responsibility for their circumstance.

“It’s my fault I’m here, I’m here because of drugs, because I can’t stay clean.”

When asked about the RRC and the larger Adult Reentry Network, the group responded positively. Overall the group indicated that their perception of the network was that it was helpful, but too limited in terms of capacity.

“I felt like it [Reentry Resource Center] was a great thing. I stayed clean two years, which is the longest I had ever stayed clean.”

Some felt services helped them “stay clean” longer than they ever had before, and were determined to make their current stay in custody their last. Others felt that the services and initiatives were noble pursuits, but that there simply was not enough to go around and that the prospect of dealing with waitlists and appointments was too daunting after being released.

Housing

Housing was at the top of the list of obstacles to successful reentry for this group of men. When asked what they were struggling with most, five of the seven responses were about housing. One participant got a housing referral but couldn’t find anything in the Bay Area. Another said that out of dozens of his friends in the CASP program only one found housing. Another former CASP client said the program did find him housing, while another said he couch surfs within his family network.

“If you don’t have housing, the last thing you think about is a job. And if you don’t have a job, you’re looking at a life of crime.”

Also, lack of housing can undo a lot of the difficult work clients have invested to change their lifestyles.

“If I don’t have housing, where do I go at night? If I’ve got everything else...I can do the AA meeting but if I don’t have somewhere to sleep at night, I might go with a person and I don’t know what they’re up to.”

Transportation

When asked about other typical problems they have encountered after release, four of the six responses concerned transportation. And when asked how many of them need help with transportation, eight said they did. Three of them expressed difficulty obtaining bus tokens from the Reentry Center ranging from not being offered a token to the difficulty of having to repeatedly ask for new tokens to get where they needed to go. Participants suggested that everyone be offered transportation vouchers. One man pointed out that this is crucial for maintaining a job.

Programming

Participants highlighted increased and improved programming both at the Reentry Resource Center and through the Center’s contracted partners as important support systems for them in their reentry processes both currently and in the past. The San Jose State University courses offered in custody at Elmwood, parenting and CASP classes at the Reentry Center, job referrals to Goodwill and referrals to supportive housing were all listed as positive influences in their lives.

One participant said he takes in-custody classes— classes with San Jose State University and parenting classes led by community organizations—which helped him reconnect with his family and interact better with others.

“It’s [in-custody programming] helped me become a better man, I can’t wait to go out there and practice what I’ve learned.”

Many of the participants have or have had drug problems and admit that relapsing is a big factor in their incarceration. One participant said programming is the way to break that cycle. He participated in a program for parolees and stayed sober for five years.

“I think everyone needs to get released to a program. People are locked up with addiction.”

Finances

The ability for inmates to earn income in jail, so that they can have some means to facilitate their reentry after release was something the entire group agreed upon. There were suggestions that jail inmates be allowed to earn a little money by working jobs like kitchen duty. They said this would be helpful when released for paying for a first night’s lodging or the ability to make phone calls. Longer-term employment and the challenges of having a criminal record were also mentioned.

“Guys like me have very low self-esteem and have no resources, and no one will hire convicted felons and that leads to drug use.”

When asked about obstacles they faced upon their return to society, substance dependency and limited of resources to address it was a common theme. In addition, the difficulty in finding gainful employment was also a significant obstacle for the group, particularly the struggle with transportation. Having their driver’s licenses suspended was a source of frustration with the group.

Focus group with 10 women who recidivated

Housing

When asked what the most pressing issues are for individuals being released from custody, housing was the most common response. Nine of the 10 women were mothers and some had concerns about housing stability for their children. One mother has four children, all living with family members and two of them have mental health issues.

“Being homeless, that’s like the number one reason we keep going out there and doing the same thing.”

Counseling and Family Services

Counseling services for themselves and their families was something nine of the 10 women requested. Participants said counseling for their children and family reunification was particularly important. Others requested parenting classes, help for children with mental illness, one-on-one therapy and grief counseling.

Transition planning

Having a plan and some information about services to assist their transition back to the community was important to many of the women. Eight of them said they had not spoken to anyone about a transition plan. Three participants suggested that getting information while they were in custody about services post release would be helpful. One participant explained how it took her weeks to adjust after being released:

“I would love to see some discharge planning. Coming from a structured place, to not knowing what to do... it’s a surreal feeling when you’re released.”

Education/Vocational Training

Five of the participants said they would like to pursue either furthering their education or vocational training. Several members of the group have taken the in-custody expungement law class offered by San Jose State University. One participant explained how she would like to see more representation in-custody from other educational institutions.

“I’d like to continue my education. I believe that it being introduced here has been a kick start for me.”

Transportation

Transportation is also a significant issue for many people upon release from jail or prison. Many individuals do not have a car or driver’s license when they are released making it difficult to get to appointments that may be required by probation, or to obtain employment. Nine focus group members said they need some sort of help with transportation, such as a Valley Transportation Authority pass.

ORS Contractor Survey

For this survey, due to the smaller workforce, only six individuals responded. For this reason, respondents’ open-ended comments are the most useful takeaway from this endeavor.

The general consensus from these comments was that the Community-Based Organization (CBO) staff felt their programs were working, but that more could be done with additional funding and streamlined operations. Multiple individuals called for more intensive/individualized case management. There were also calls for improvements in data sharing between the Office of Reentry Services and contractors.

In-Custody Surveys

In addition to focus groups, the ORS visited the jails in order to survey the population. The purpose of these surveys was to collect data that would facilitate informed decision-making regarding next steps and gap analysis.

Survey 1 – Inmate background and level of interest in in-custody programming

In August 2015, ORS staff surveyed 300 individuals who were in custody within the Elmwood Correctional Facility. The population surveyed was a mix between minimum general population women, minimum general population men, medium protective custody men, medium security Spanish-speaking men, medium general population women, and high/medium and maximum general population women.

The primary purpose of this survey was to examine inmates' backgrounds and interest in in-custody services. Overall the results indicated that there was very high interest in in-custody programming across the board, especially for vocational/educational programming. More specifically, the survey participants indicated classroom-based programming designed to provide GEDs and employment avenues were most preferable. There was also high interest and willingness to participate in parenting classes, domestic violence prevention programs, and moderate to high interest in substance use prevention programs and cognitive behavioral learning programs.

The reported need/interest in in-custody programming is further established by looking at the participants' backgrounds. Forty percent of the 300 individuals surveyed did not have a GED or high school diploma. This rate was 45 percent for all men, and 63 percent for Spanish-speaking men. Thirty percent of participants reported having been both the abuser and the victim of abuse regarding nonviolent abusive situations in the past. This was higher than the number who reported only ever being the abuser or only ever being the victim. When looking at all females 67 percent reported having been the victim in non-violent abusive situations and 67 percent reported being the victim of domestic violence. Seventy-eight percent of all survey respondents reported using illegal drugs daily prior to incarceration, with additional respondents reporting weekly usage. Only 23 percent reported never using illegal drugs. Twenty-eight percent reported consuming alcohol daily.

Survey 2 – Inmate demographics and perceived level of need for services

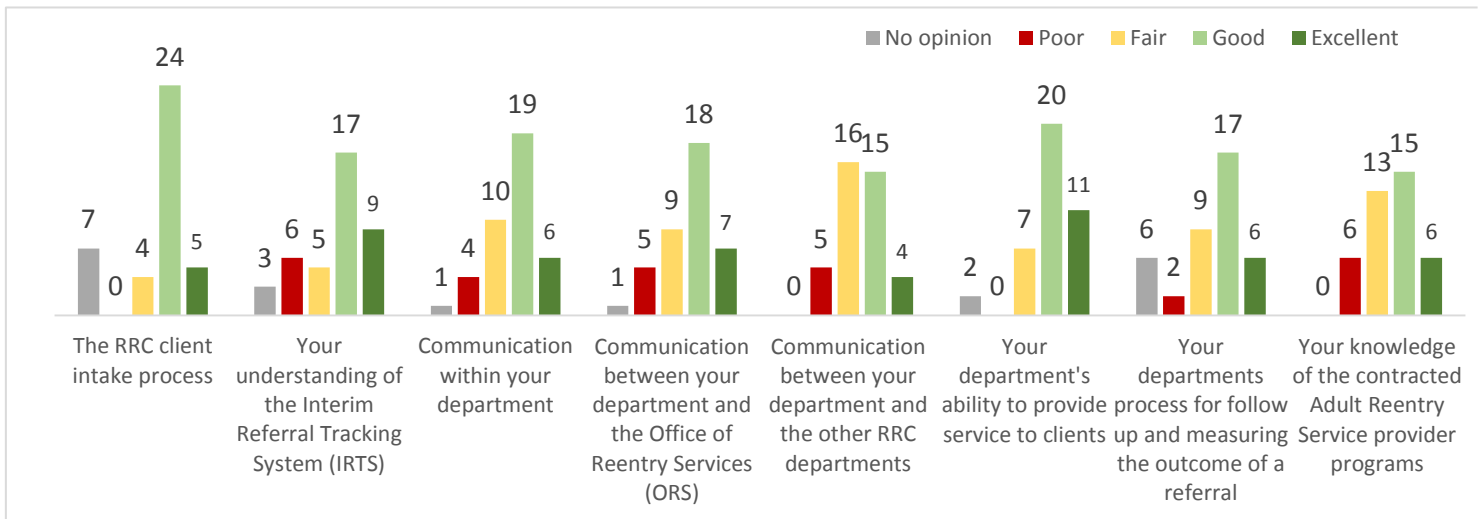
In October 2016, ORS staff surveyed an additional 265 inmates with a similar composition as before. However, this time, inmates from both Elmwood and Main Jail were surveyed. Demographically, 61 percent of participants were Hispanic, 27 percent were transitional-aged youth, and 25 percent were female. Overall, the highest perceived need for in-custody programming was for job training/readiness, college credit courses, life skills, and drug/alcohol programming, followed closely by parenting programs and GED programs. Similar to level of interest in the previous survey, levels of perceived need were high across the board. Employment was a high priority, 78 percent reported they would need assistance finding jobs. Half of those surveyed indicated they would be relying entirely on public transportation upon release, with 21 percent indicating they would need free buss tokens to even utilize public transportation. Finally, 40 percent reported they would be homeless at release.

When it comes to the Reentry Resource Center (RRC), 82 percent of those surveyed would utilize a free shuttle service from the jail to the RRC. However, 30 percent of Elmwood inmates and 38 percent of Main Jail inmates had never heard of the RRC prior to the survey. Twenty-nine percent of respondents had been to the RRC before and learning about the RRC from staff or jail visitors was the most common way inmates were informed at the time. When asked what they thought would be the best way to educate inmates about the RRC, most respondents felt staff presentations would be most effective. However, having flyers posted around the jails was also a highly recommended option. When those who had reoffended were asked if limited access to services played a role in their recidivism, 56 percent of those individuals felt that **better access to services** would have helped them refrain from breaking the law.

RRC Partner Staff Surveys

Using Survey Monkey, the ORS conducted a survey with RRC partner staff members. The survey went out to all RRC staff and asked both closed and open-ended questions.

RRC Staff Survey (40 respondents)



From the closed-ended questions (shown above) RRC staff appeared to have more positive than negative perceptions of the collaborations at the center. The excellent, good, and fair responses far outweighed the poor responses.

The open-ended questions provided more detailed information about how staff perceived reentry operations. While there was ample feedback, answers varied significantly. However, there were some common themes:

Works Well

- Staff felt that the current 'one-stop shop' model is working and clients are benefitting as a result
- Staff felt their ability to link clients to services was good but that there are ways to improve
- Most staff felt that relationships between peers and partners are positive and collaborative

Needs Improvement

- The most common criticism was that management is not communicating well, both within their own organizations and with partner organizations
- Data tracking needs improvement across the board, especially when it comes to tracking outcomes
- More staff and greater capacity for services is needed, especially more housing resources

Never too Late to Rebuild Your Life



Cesar B. wasn't always the solid father and employee he is today. After years of addiction and incarceration, a network of supports through the County of Santa Clara's Reentry Resource Center, and in the community, helped him overcome his physical, emotional and financial challenges.

As a freshman in high school, Cesar started drinking and using drugs, such as marijuana and methamphetamine. His habits led to years of cycling through the criminal justice system, starting right out of high school. He eventually went to prison at Deuel Vocational Institution (DVI), near Tracy. While he served his time, Cesar's mother cared for his two children, who were aged three and four at the time. Cesar is very grateful for her support

Caesar was deemed by the court as not a threat to society, and was released after a couple of months at DVI. He was one of the first individuals to be released under Assembly Bill 109, the California Public Safety

Realignment Act, which releases people with non-violent, non-serious, non-sexual offenses from the supervision of state parole to local county probation departments.

For the first time, Cesar attempted to turn his life around. He quit drugs and alcohol and in 2012 got a union construction job working with sheet metal. However, six months into that position he relapsed and lost his job. He spent two years homeless and on drugs, yet through it all, his kids remained devoted to him.

"No matter what, my kids were always happy to see me," Cesar said.

In September 2014 he was picked up for drug possession and the judge let him out that night under Proposition 36, which allows qualifying defendants convicted of non-violent drug possession to serve their sentence on probation in lieu of incarceration. While on probation, Cesar was linked to the Reentry Center and substance use treatment services.

On Sept 22, 2014 his outpatient substance use counselor talked him into setting a date to become clean and sober and he committed to setting it for that day. He went to the Reentry Resource Center and got help applying for General Assistance and food stamps as well as other resources, such as the Center's clothes closet.

"When they handed me that bag of toothpaste, deodorant and brand new socks, it meant so much to me. It was the first pair of brand new socks I'd had in a long time," Cesar said. He also met with representatives of the Center's Faith Reentry Collaborative and got support through members of local churches.

"I needed God in my life to learn some new morals because nothing else was working," he said.

The Reentry Center helped connect him to Goodwill of Silicon Valley's New Opportunity Work Program (NOW), which the Reentry Center helps fund. NOW gave him a job in its auto detailing division. There were days he wanted to quit, but his supervisor, a peer mentor who had also been incarcerated, talked him through the tough times and encouraged him to persevere. According to Cesar, counseling from someone who had been in his shoes made a big impact on him.



Cesar moved on to a job at an HVAC company, and in March of 2016 he became a union worker again in the Sheet Metal Workers' Local Union No. 104. Catholic Charities bought him his first pair of boots and coveralls and paid for him to get his driver's license back. On top of that, Working Partnerships USA, a community organization, bought him his tool belt and tools, which would have been too expensive for him to afford on his own. He's been working his trade for nearly three years now, and is currently working on the Facebook building in Menlo Park.

Cesar's story demonstrates a common theme within the justice population. Sometimes people take significant steps toward improving themselves and their lives, and to address addiction, but they do not often succeed the first time around, especially not without support.

Cesar now has three children who all live with him and his partner.

It's still not an easy road he travels. He continues to pay restitution and he works long hours, but he has much to celebrate. He's been clean and sober since September of 2014, he's a responsible dad, and he's providing for his family—including health insurance. Cesar is proof that change is possible with motivation, a supportive family, and a network of services staffed with people who understand the challenges of those struggling to live a crime and drug-free life.

Recommendations and Next Steps

From this report, some important conclusions, that will be useful for guiding the future of the Adult Reentry Network in Santa Clara County, are highlighted.

Overall, the Realignment population is associated with a high level and wide variety of criminogenic need. Some individuals simply need a supportive nudge, while others require intensive case management and a continuum of supportive interventions. Perhaps the most important takeaway demonstrated quantifiably in this report, is that the Realignment population is a complex group of individuals with multifaceted needs, who require a reentry network that is holistic, with high capacity to address treatment and housing needs. This population has high rates of substance dependency, mental illness, and homelessness; which makes efforts to reduce recidivism that much more difficult. While the population does not present a particular challenge for public safety, the findings of this report suggest the population is inherently difficult to rehabilitate outright; meaning reducing recidivism in this population is a long process with much trial and error.

Over the first five years, Santa Clara's Adult Reentry Network has made much progress and helped thousands of reentry clients, but as a system, it is still in its infancy. Looking forward, reentry partners must continue to evolve the system with strong practices, oversight, collaboration, and fidelity, so that the network can serve the diverse reentry population holistically, with the ability to address the full array of criminogenic need, while prioritizing the most fundamental needs such as housing and treatment.

Of those released under Realignment, 45 percent had recidivated as of September 2016. When looking at individuals who had at least one year to reoffend (anyone released between October 2011 and September 2015), recidivism is 50 percent. It is difficult to determine the degree to which Santa Clara County's five-year Realignment recidivism rate is high or low as there is little to compare it to. Comparable jurisdictions do not currently have five-year rates available for comparison and there are countless variables that affect recidivism that cannot be controlled for. In addition, Santa Clara County is unique in that it is the largest county in Northern California, it has a very high cost of living and high rates of homelessness, it is very diverse demographically and socioeconomically, and it has a unique labor market.

A promising finding is that the recidivism rate for the Realignment population is about 11 percent lower than it was during the period immediately prior to Realignment, when comparing individuals from both time periods by type of offense. While the degree to which Realignment and local policies and initiatives impacted this finding is unknown, an 11 percent reduction in recidivism overall—and the observed decrease in violent/serious recidivism—is encouraging.

It is also important to recognize that while the Realignment population presents little risk to public safety, the population is relatively high risk when it comes to criminogenic risk/need, meaning the Realignment populations is more likely—compared to felons in general—to reoffend. This is an empirical reality that must be kept in mind when goals to reduce recidivism are set, because the initial crimes and the re-offenses of this population are difficult to address. However, targeting those with high risk to reoffend is an evidence-based practice and it is important to track client gains over time in addition to recidivism.

Goals for Moving Forward

From lessons learned over the first five years in operation and the findings of this report, the Office of Reentry Services has identified three primary goals.

Goal 1: Serve Reentry Clients

The primary goal for The Office of Reentry Services (ORS) is to serve clients effectively and efficiently, and to improve at doing so over time, so that clients eventually return to society as productive community members. Moving forward, ORS will continue to leverage community and treatment resources with client-centered approaches. Even if clients end up recidivating, the goal is to help them make consistent improvement so that the next time around, they are less likely to recidivate. This involves providing clients with the tools they need, with the understanding that some clients may choose not to use them, or may use them but still end up back in jail.

Pursuing this goal requires stewarding an evolving system that caters to clients first and foremost, and balances allocation of funds and resources in a way that serves as many clients as possible, under the condition that the assistance is provided at a dosage or intensity that is effective. If resources are dedicated to the most expensive and intensive interventions, the Reentry Network will not be able to serve enough clients. If resources are dedicated to serve all reentry clients with a level of need, it will be difficult to provide services at a dosage that is effective across the board.

While ORS supports the Reentry Network in leveraging all types of resources, for its own specific initiatives, ORS will continue to focus on utilizing community-based organizations to provide the following types of resources:

- Health and Wellbeing
- Education and Employment
- Life Skills
- Family Reunification
- Housing

Goal 2: Sustain and Strengthen Collaborations

To fulfill the goal of serving clients through efficient utilization of funding and resources, priority must also be dedicated to staff and partnerships. In Santa Clara County, reentry initiatives depend on and revolve around collaboration. ORS is a small office that relies on its partnerships to evolve and improve. Clients will be served most effectively when partnerships and morale are healthy. If staff are overworked, clients and operations will suffer. If communication within and across systems is poor, gaps in services will not be easily identified and efforts to address gaps will be limited. In a system where clients come first, staff and partnerships must be an immediate second. ORS strives to preserve existing collaborations and to identify opportunities to continually strengthen them. ORS recognizes that strong oversight from local committees is fundamental to this goal, so that the Reentry Network receives continual directive. Additionally, ORS will focus on steadily increasing the scope of collaborative efforts such as case planning and discharge/transition coordination to better solidify existing partnerships.

Goal 3: Preserve and Support Public Safety

While the findings within this report demonstrate Public Safety is not at greater risk after Realignment, ORS strives to facilitate the preservation and enhancement of public safety. Building a Reentry Network that continually progresses to be more effective over time requires innovation and experimentation—trial and error. ORS strives to support the evidenced-based movement away from punitive justice by supporting and pursuing

initiatives that decrease reliance on traditional punishment without negatively impacting public safety. ORS will focus on expanding peer navigation to close gaps with warm-handoffs and expedite service linkage. In addition, the ORS will support programming that is culturally competent, gender responsive, and trauma informed. Public safety is better preserved if interventions are inclusive to all reentry subpopulations.

Goal 4: Steward Operational Excellence

In order to achieve the goals listed above and implement the recommended strategies listed below, the Reentry Network must continually look to the operations and overall structure of its organizations and programs. In order to ensure organizations are structured efficiently and programs are designed around appropriate measures for success, the ORS encourages the use of evaluation and research (both in-house and contracted) aimed at evidence-based practices, and program fidelity. As data sharing and communication improves, assessing the Reentry Network with the goal of continually improving it will become easier.

Recommendations

In alignment with its goals, the Office of Reentry Services has generated some recommended strategies for moving forward, based on lessons learned over the first five years and the findings of this report.

Recommendation: Enhance Enterprise Data Management (EDM) and electronic communication

Data collection and sharing among stakeholders, partners, and contractors in Santa Clara County's Adult Reentry Network has made noteworthy strides in some areas over the first five years. However, there is still significant room for improvement, as all following recommendations depend on effective communication and analysis. In order to conduct quality reporting and evaluation, planning for data collection and sharing must be part of operational design—from the point of inception throughout implementation. Continually improving data planning, data tracking, data sharing, and electronic communication is necessary to support the additional recommendations presented in this report. Improved technology, standardization and processes will allow for improved collaboration and outcomes.

- ✓ **Recommended Action #1:** Plan for data collection based on what will need to be reported and what elements will need to be tracked to evaluate measures of success. Measures of success and data tracking procedures should be planned for every new initiative, prior to implementation so that data are available from start to finish.
- ✓ **Recommended Action #2:** Utilize technology whenever possible and/or practical to facilitate communication, support operations, and reduce redundancy. Streamlined electronic communication will enhance operations and cross-systems endeavors. With upgraded software, IT support (to manage databases), and operations structured around data collection and sharing, maintaining integrity and achieving consistent improvement will be much easier. Utilizing technology such as case management systems and instant-messaging will also streamline operations, making the experience more convenient for both clients and service staff.

Recommendation: Continue to establish, preserve, enhance, and expand cross-system collaborations

In regard to collaboration, Santa Clara County's Adult Reentry Network has made significant progress over the first five years. The County implements a unique "one-stop shop" reentry model that revolves entirely around collaboration. Over the course of the reporting period, collaborations were created and once established, these collaborations became more streamlined and more expansive. However, the efficacy of the Reentry Network is directly tied to the nature and availability of these collaborations. Therefore, efforts to establish new relationships, preserve and streamline existing collaborations, and expand the scope of collaborations are a fundamental element to enhancing reentry in Santa Clara County.

- ✓ **Recommended Action #3:** Cross-system collaborations have come a long way over the first five years. In order to enhance existing relationships, efforts to bridge operational gaps between agencies should be directed at issues that impact client convenience first, and staff convenience second.
- ✓ **Recommended Action #4:** Opportunities to expand the Reentry Network should be pursued through grants, RFPs, and partnerships. Expanding capacity for programs that address core needs such as housing, and utilize the principals of Effective Intervention should be prioritized.

Recommendation: Standardize the tracking of progress and improvement in addition to final outcome

While recidivism is an important outcome to track for any justice-related initiative, it tells us very little as a measure on its own. There are many intervening variables that obscure the relationship between reentry interventions and their impact on recidivism. While it is possible to identify trends in recidivism, it is much more difficult to determine the extent to which variables are shaping these trends. In addition, observed reductions in recidivism is only one indicator of effective programming. If success and efficacy are dependent on a binary event such as recidivism, opportunities to identify what is working are missed. Over the next five years, evaluations and measures for efficacy and success should be framed to include measures of improvement in addition to final outcome. Tracking improvement applies to both participants and operations of reentry programming.

- ✓ **Recommended Action #5:** When it comes to assessing the impacts of an intervention, measures of success that track improvement and progress should be included whenever practical. Tracking client gains and progress provides better insight into what is working and what is not, compared to tracking recidivism alone. In addition, tracking improvement on the operational side of programming is also important.

One theme provided by focus groups and client interviews was that many clients who ultimately did recidivate actually fared better than they ever had before, which they directly attributed to the Reentry Network. If an individual with a history of substance dependency manages to stay sober twice as long as they ever had before, but ultimately falls back into illegal activity, that is a positive finding wrapped in a negative outcome. Using recidivism as the sole measure of success limits opportunities to inform decision-makers in regard to what is working and what needs improvement or redesign.

- ✓ **Recommended Action #6:** It is also important to establish measures of success with realistic expectations so that reentry initiatives are not set up to fail according to their own parameters for success.

For example, one study found that it typically takes six attempts for an individual to be able to maintain sobriety long-term¹³. For a substance use treatment program, abstinence and long-term sobriety represent the ideal outcome, but it would not be realistic to measure the success of the model based solely on the number of participants who relapsed. If the Reentry Network is increasing the length of time individuals are abstaining, and reducing the number of attempts it takes to achieve long-term sobriety, this is important to track.

Recommendation: Continue to address disparity within reentry populations

The Reentry Network must ensure individuals who do not have equal access to the Reentry Network due to geographic, cultural, or logistic obstacles have options to traverse these barriers. Disparity that exists within the community tends to be amplified through punitive policies. While individual actions of law enforcement, court officials, and others can exacerbate the issue, disparity in institutions is largely self-perpetuating. The root of this problem stems from disadvantage in the community itself, making preventative/proactive initiatives the most effective solution. Preventing people from becoming products of inequality is a monumental task which requires change at a higher level. However, there are steps the Reentry Network can take to address this disparity in-custody and through post-release interventions. Overall, as a growing body of research demonstrates, that while front-end efforts are the most effective way to reduce disparity, back-end efforts (such as reentry services) are an important investment in the reduction of disparity.¹⁴

¹³ Laudet, A. B., Savage, R., & Mahmood, D. (2002). Pathways to Long-Term Recovery: A Preliminary Investigation. *Journal of Psychoactive Drugs*, 34(3), 305–311.

¹⁴ Nellis, A. (2009). *The Sentencing Project: Reducing racial disparity in the Criminal Justice System*

- ✓ **Recommended Action #7:** Ensure clients from all Santa Clara County neighborhoods can access the Reentry Network without having to travel far and focus efforts to expand access within the most disadvantaged areas. Utilize satellite offices and subsidize transportation to ensure all reentry clients can access the network with relative ease and little expense.
- ✓ **Recommended Action #8:** Establish operations and pursue models and curriculums that are culturally competent—focusing efforts on the County’s disadvantaged subcultures. For example, the Hispanic/Latino community is less than a third of the population as a whole, but represents over half of the justice population. As a result, effective programming will rely on efforts to accommodate linguistic and cultural differences.
- ✓ **Recommended Action #9:** Establish operations and pursue models and curriculums that are gender-responsive and trauma-informed. The justice population is known to suffer from various types of trauma at higher rates than the general population and jail itself can be a traumatic environment. In addition, males and females oftentimes have very different programmatic needs. It is important to cater to these realities.
- ✓ **Recommended Action #10:** Younger adults typically recidivate at higher rates than older adults, which was also observed in Santa Clara County’s Realignment population. In addition to expanding access to services, targeted interventions for young adults under 25 are necessary for reducing recidivism and preserving public safety.

Recommendation: Continually increase capacity for assessment/screening, re-evaluate target populations

While screening and assessment tools are utilized within the Reentry Network, there is a need to implement them across the board.

- ✓ **Recommended Action #11:** Validated screening and assessment tools should be utilized at all intercept points. Utilizing screening tools at arrest, booking, in-custody, and post-release will create better opportunities for informed decision-making and individualized case planning. Chosen tools should be validated and standardized so that organizations who are screening for similar characteristics can use the same tools, operational language, and data collection processes. This will allow for streamlined risk screening, triaging, and needs assessment. Incorporating assessments that “follow” clients from arrest to reentry will allow improved individualized case-plans to be developed based on risk to reoffend, treatment needs, housing and employment needs, and so on.

Recommendation: Model programs and curriculums around Evidence-Based Practices

Evidence-based practices are already utilized throughout Santa Clara County’s Reentry Network. However, there is need to evaluate large efforts to compare current operations to what has been working elsewhere and to what has been found to be effective by researchers and experts.

- ✓ **Recommended Action #12:** While each partner should ensure all operations adhere to evidence-based practices as closely as possible, the Reentry Network should continue to operate according to the National Institute of Corrections’ Principles of Effective Intervention (PEI), especially in regard to providing interventions:

PEI—Best practices for targeting interventions

- **Risk Principle:** Target high risk offenders for intense programming
- **Need Principle:** Target criminogenic risk/need factors that increase risk to reoffend

- **Responsivity Principle:** Adapt treatment to individual needs/sufficient duration and dosage
- **Fidelity (Dosage):** Deliver programs consistently according to prescribed manual/track person's gains
- **Treatment Principle:** When appropriate, integrate treatment into the full sentence/sanction requirements

In alignment with Evidence-Based Practices, it is important to support the growing movement towards criminal justice reform, away from punitive and reactive policy, toward prevention and rehabilitation. While it is important to hold all criminals accountable for their actions, society benefits most when offenders who move through the system are given interventions and resources that address the individual's deficits and needs.

Recommendation: Expand supportive housing, substance abuse, and mental health resources

The Realignment population, and justice-involved population as a whole have higher rates of homelessness, substance use disorder, and mental illness compared to the larger population of Santa Clara County. There are interventions that most clients need such as behavioral modification and employment support and then there are services that fewer clients need, but at a much higher intensity. For example, offenders who are chronically homeless and/or require clinical treatment are not likely to be successful without interventions designed to address those needs. As a result, efforts to reduce recidivism must support these criminogenic needs. While the Reentry Network has made significant ground in addressing these needs, the level of need is still greater than the capacity to serve it, especially when it comes to homelessness.

- ✓ **Recommended Action #13:** In alignment with the treatment principle, reentry programs should include behavioral health elements and/or supportive housing options whenever appropriate. Initiatives to further overlay treatment elements from arrest to post-release, in a seamless and continuous manner, should be prioritized.
- ✓ **Recommended Action #14:** Available resources must be made more accessible to the populations, jurisdictions and communities that are marginalized. While efforts to expand access to housing and treatment in high-need or geographically distant communities are already underway, capacity to address homelessness, substance use, and mental illness must be continually expanded.

Recommendation: Continue to target gaps in services and establish warm-handoff points

While Reentry Network partners operate in partnership, when it comes to reentry efforts outside the RRC, partner agencies remain relatively siloed, meaning oftentimes, when an offender exits the doorway of one partner, he or she is responsible for finding and entering the doorway of the next partner. Moving forward, efforts to close these gaps will be paramount to the continued evolution of a system that is still very young. While this report provides valuable information, targeted evaluation should be commissioned to maximize improvement and showcase what is being done.

- ✓ **Recommended Action #15:** Standardize the use of individualized case planning. Case planning is utilized throughout the Reentry Network. However, little progress has been made to link these efforts together across systems. While expanding the use of case planning will take time and resources, it should be a long-term goal. In the short term, case planning should be prioritized for target populations that will benefit most. Case planning efforts should be designed to follow the client throughout his or her trajectory, so that when the client is handed off from one case manager to another, the new case manager can build on the previously developed case plan.

- ✓ **Recommended Action #16:** Close gaps within the continuum of reentry from arrest to post-release by establishing warm-handoffs, especially from the jail to the community. Warm hand-offs can come in many different forms. All inmates released from Elmwood during standard hours should have the option to be transported to the RRC. Individuals with significant clinical needs should be handed off by in-custody case managers to case managers within the community. Implementing warm-handoffs across the board is a long process, but each step made in that direction will represent the closing of gaps.
- ✓ **Recommended Action #17:** Targeted program evaluation is needed to ensure the ORS and Reentry Network is moving in an informed direction. Third-party evaluators should be hired periodically to assess the various domains of the Reentry Network and identify opportunities for improvement.
- ✓ **Recommended Action #18:** Many reentry initiatives established over the past five years, both state-wide and locally, have significant potential for cost-savings. The County should pursue cost benefit analysis in the near future in order to pinpoint where funds are being saved and determine where savings can be best reappropriated.
- ✓ **Recommended Action #19:** While there is need for a holistic and diverse service network, the following target populations (many of which overlap) should be prioritized:
 - High-risk individuals: Those who are high risk to reoffend also have high need. While targeting lower risk individuals will lead to better rates of success, it is the high risk individuals who will become caught in a revolving door of incarceration without individualized needs-based services. Mentally ill and substance-dependent individuals should be further prioritized as they are often the highest risk/need.
 - Chronically homeless individuals: Homeless individuals in general should be a priority. With Santa Clara County's high cost of living, even the most self-sufficient clients will struggle to find housing. However, those who are chronically homeless will not be able to attain self-sufficiency without assistance and therefore pose a risk to themselves and to the community.
 - Young adults: Adults under the age of 25 are not fully mentally developed, are less experienced, and are less mature. As a result, they recidivate at much higher rates than older age groups. Therefore, programs and policies must be designed with these individuals in mind and should target younger clients to help prevent them from becoming career criminals.

Next Steps

- ❖ In forming its Adult Reentry Network, Santa Clara County started off with a commendable plan. Effort was made to construct reentry around collaboration and evidence-based programming and significant progress was made over the first five years. This report was meant to provide a foundation for general recommendations and to provide a starting point for more targeted evaluation. An evaluator/consultant can be a vital tool in designing and facilitating organizational change. They can also be useful for additional services, such as cost-benefit analysis. ORS will enlist the services of an evaluator in the near future.
- ❖ The County's Internet Services Department (ISD) is currently working on an Enterprise Data Management data warehouse that will be utilized by all Public Safety and Justice Institutions. In addition to this effort, steps to enhance electronic communication, data collection, and data sharing are being made throughout the County.
- ❖ The Pew-MacArthur Results First Initiative (RFI) is currently working with Santa Clara County to create an inventory of its reentry practices. This inventory matches what is currently being done to a clearinghouse of Evidence Based Practices. Each practice/program then receives a grade that indicates how promising the practice is based on available evidence. The ORS plans to supplement and build upon what is learned from the RFI by hiring evaluators to look into specific gaps in knowledge, with the overall goal of enhancing programming and organizational structure.
- ❖ While the Reentry network has expanded over the first five years there are locations and specific communities that encounter more barriers when it comes to accessing the resources available. Two of the most common reasons are language barriers and distances that are too far to travel. In 2015, an interim center was established in South County to provide an access point for those who live too far to access service linkage portals. A larger, permanent South County facility is due to open in 2017, which will further enhance access for reentry clients who live in places like Gilroy, Morgan Hill, and San Martin.
- ❖ An important next step is improving access to public transportation and utilizing satellite offices so that individuals who cannot afford transportation can reach their objectives without spending what little money they have to support themselves or dedicating an entire day's time to travel. The ORS plans to identify options for expanding access to Uplift (quarterly bus/train/light rail passes) and day passes.
- ❖ The ORS has recently made efforts to standardize the use of transition and discharge planning. While these efforts are still in their preliminary stages, clients who are eligible to receive these case plans receive expedited access to services. In addition, case managers use motivational interviewing to encourage clients who would not normally visit the RRC to visit the center on the day they are released.
- ❖ In addition to ramping up case-planning efforts, the ORS plans to focus on increasing the utilization of peer support navigation. Staff with prior justice involvement, such as Peer Mentors and Community Health Workers are an essential part of a seamless system of service, treatment and care. These peer supports are currently used at the RRC and in the community, but efforts to regiment and expand these positions will help narrow gaps in services and create more opportunities for client hand-offs so that the continuum of support is less fragmented.

Appendix

Funding

The table below depicts the budget by fiscal year, actual state revenue, actual expenses and the net surplus or deficit per fiscal year.

	FY2012 Q2-4 Budget	FY2013 Budget	FY2014 Budget	FY2015 Budget	FY2016 Budget	FY2017 Q1 Budget
Budget	\$ 13,788,233	\$ 37,760,200	\$ 57,261,852	\$ 52,144,638	\$ 51,471,681	\$ 16,306,054.32
<i>Actual State Revenue</i>	\$ 13,653,012	\$ 33,746,839	\$ 42,711,713	\$ 36,754,031	\$ 49,766,271	\$ 10,976,530.14
<i>Actual Expenses</i>	\$ 8,726,008	\$ 23,199,194	\$ 39,966,402	\$ 43,708,668	\$ 42,449,225	\$ 9,866,095.34
<i>Net Revenue & Expenses</i>	\$ 4,927,004	\$ 10,547,645	\$ 2,745,311	\$ (6,954,637)	\$ 7,317,047	\$ 1,110,434.80

Total Fund Balance: \$ 19,692,805

Note: FY17 is only one quarter's funding

Funding was identified to maximize program and treatment resources in order to:

- Improve the chances for individuals to be successful in becoming productive members of society,
- provide maximum flexibility in order to respond to changing conditions, and
- identify and highlight important policy issues and problems that arose since the implementation of Realignment such as the need to allocate funding for jail diversion programming

The Board of Supervisors approved the first funding allocation on September 27, 2011, and since then, staffing and related services were adjusted to most effectively serve the AB 109 population each subsequent mid-year. Led by the Office of the County Executive, each department provided recommendations on how to assist clients. Below is a table on how AB 109 funding was distributed to departments and how over time the funding was allocated based on a variety of key service domains.

Funding Allocated to each Department:

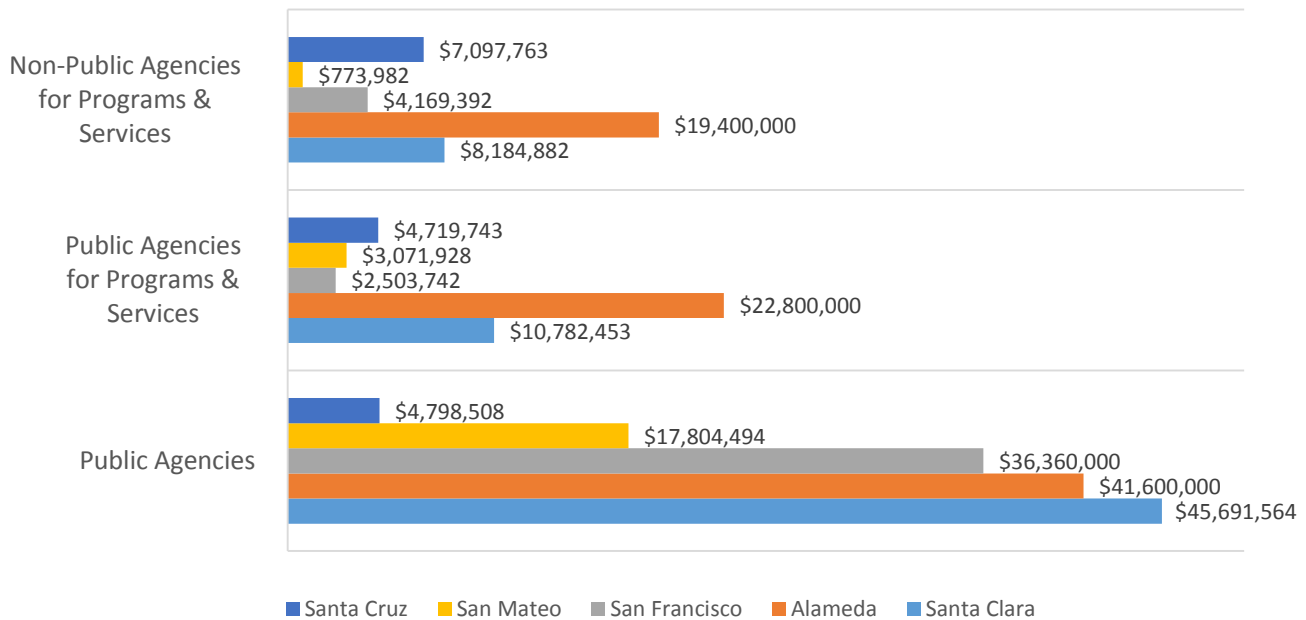
Department	FY2012 (Q2-4)	FY2013	FY2014	FY2015	FY2016	FY2017 (Q1)	Row Total
<i>Administration - Reentry Services</i>	125,000	1,186,552	1,580,936	1,399,593	1,617,548	619,462	6,529,091
<i>Criminal Justice – Reserve/Contracts</i>	1,775,476	1,527,052	7,442,298	4,920,743	7,691,508	4,224,299	27,581,376
<i>Employee Services</i>	-	150,000	233,860	50,000	50,000	2,500	486,360
<i>Information Services</i>	94,548	356,412	857,311	890,914	1,130,002	290,690	3,619,877
<i>Pretrial Services</i>	-	-	682,462	687,498	745,771	187,891	2,303,622
<i>Public Defender – Expungement</i>	225,222	-	484,333	544,216	517,488	132,322	1,903,581
<i>Sheriff/Department of Correction</i>	3,636,135	17,403,914	13,162,487	13,536,111	13,105,055	3,090,977	63,934,679
<i>Probation</i>	4,084,174	7,544,329	9,371,576	10,082,015	9,139,155	2,459,629	42,680,878
<i>Facilities and Fleet</i>	100,000	658,214	3,537,467	1,474,153	520,000	130,000	6,419,834
<i>Mental Health Treatment</i>	1,855,000	2,542,108	5,985,774	4,671,410	5,633,987	1,704,389	22,392,668
<i>Substance Use Treatment</i>	1,000,000	3,769,779	6,396,826	5,404,538	5,119,431	1,366,918	23,057,492
<i>Custody Health</i>	882,678	2,096,468	4,798,877	5,346,932	4,915,652	1,289,507	19,330,114
<i>Housing</i>	-	325,000	2,325,000	2,325,000	325,000	456,250	5,756,250
<i>Social Services Agency</i>	-	200,372	402,645	811,515	859,813	224,156	2,498,501
<i>Valley Medical Center - Ambulatory Care</i>	-	-	-	-	101,271	127,066	228,337
Column Total	13,778,233	37,760,200	57,261,852	52,144,638	51,471,681	16,306,054	228,722,658

A fiscal year starts July 1st and ends June 30th

Attachment: Realignment_5year_Report (87779 : Public Safety Realignment (AB 109) Five-Year Report)

Comparison of Counties (FY 15-16):

Counties chose to utilize their AB 109 funds in various ways. Below is a simple comparison to illustrate how the County of Santa Clara compares to other large Northern California counties in regard to funding allocation.



Budgetary Achievements Timeline:

An important goal is the continued effort to facilitate cross-systems communication and collaboration. In order to fully make use of the County's reentry programs and resources, there is a need to share what is working and what needs improvement. Below are some examples of the many achievements made during the five years of implementation:

FY12-13

- Board of Supervisors approved AB 109 Implementation Plan and Spending Plan.
- On February 7, 2012 the Board of Supervisors modified Spending Plan to fund Housing Vouchers, Bus Passes, Reentry Resource Center, Data Collection Project, Risks/Needs Assessment Tool for Department of Correction, and staffing changes.
- On April 10, 2012 the Board of Supervisors modified Spending Plan to continue funding Reentry Resource Center and Data Collection Project, increased funding for vocational training, educational/employment programs, and cognitive behavioral treatment.

FY 13-14

- Successfully executed Year One Adult Reentry Services Request for Proposal (RFP) & Service Agreements
- Enhanced communication between cross-functional teams
- Promoted evidenced-based approaches as a guiding force towards developing Reentry Programs
- Began implementing a \$4 million housing program for reentry clients

FY14-15

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

FY15-16

- Implemented the Countywide policy for integrated transition and discharge efforts and planning for in-custody clients
- Created a permanent Referral Tracking System for clients accessing the Reentry Resource Center
- Positioned the Reentry Medical Mobile Unit's Community Health Worker with the Main Jail and Elmwood's Medical Clinic to transition high-risk medical patients to reentry services
- Fully implemented the AB 720 Health Care Enrollment for Inmates Program leveraging the Office of the Sheriff/Department of Correction's Rehabilitation Officers and Social Services Agency's Eligibility Worker
- Expanded Reentry in-custody programming in Elmwood Correctional Facility focusing in the areas of job readiness and employment development training, family reunification and support, and health and well-being.
- Created the Jail Diversion and Behavioral Health Services Subcommittee

FY16-17

- The Board of Supervisors approved the Jail Diversion Program
- Aligned reentry efforts with the Board-approved recommendations from the Bail and Release Work Group
- Supported the County's efforts to incorporate reentry services in the New Jail Project and offer new educational opportunities for inmates while in custody and upon release in the community
- Supported efforts to expand faith-based services in Elmwood and the Main Jail
- Expanded the Reentry Resource and Court Outreach services in South County
- Approved funding and design to renovate Muriel Wright facility to expand treatment capacity

Additional Legislation

While Realignment legislation was monumental in terms of how it impacted local justice institutions in California, there were other legislative initiatives passed into law over the five-year period that both support the purpose of Realignment and also obscure Realignment's specific impacts, due to the legislation's contributing impacts on justice-related trends.

Assembly Bill 720

AB 720 (passed September 2013) allows for persons commencing a sentence at jail facility to have their Medi-Cal benefits suspended, rather than terminated; which the previous legislation mandated. Additionally, AB 720 also permits counties to enroll inmates who are currently not enrolled in Medi-Cal but eligible, so they will have access to health coverage upon release.

AB 720 requires counties to enroll eligible inmates into the Medi-Cal program 30 days before the inmate is released. Individuals who have access to healthcare services upon release are at a lower risk to recidivate than those released without coverage. Furthermore, costs associated with Medi-Cal will be covered using federal funds. Previous legislation mandated that the federal share of reimbursement for Medicaid care or services is not provided when the patient is an inmate of a public institution. This new legislation carries significant and promising implications for county reentry efforts, especially in regard to expanding access to physical health, mental health, and substance use services.

Proposition 47

Proposition 47 (passed in November 2014) significantly impacted the operations and outcomes of justice institutions in California. Proposition 47, also known as "the Reduced Penalties for Some Crimes Initiative" decriminalized several felony offenses, reducing them to misdemeanors. The offenses reduced were nonviolent and nonserious, and thus were mainly drug and theft offenses. These crimes were also some of the most common reasons inmates were incarcerated, and many offenses were Realignment-eligible felonies. Overall, Prop 47 altered the way a significant portion of crime committed in Santa Clara County was sentenced. Individuals who would have normally been sentenced as felons were given misdemeanors instead. In addition, individuals with felonious criminal records could apply to have their felonies reduced to misdemeanors retroactively.

Proposition 57

Prop 57 was approved in November 2016, and further decriminalized nonviolent/non-serious crime. The proposition expanded parole considerations for nonviolent felons, altered policies related to juvenile prosecution, and allowed inmates who demonstrate good behavior to receive sentencing credits. Similar to Prop 47, the implementation of Prop 57 has significant potential for cost-savings. The money saved from paying less to house and supervise inmates and parolees, can potentially be used to support efforts to prevent crime and/or to facilitate reentry.

County of Santa Clara
Office of the County Executive



87670

DATE: August 16, 2017
TO: Public Safety and Justice Committee
FROM: David Campos, Deputy County Executive
SUBJECT: Annual Report on DV Trust Fund

RECOMMENDED ACTION

Receive report from the Office of Women's Policy relating to the Domestic Violence Shelter-Based Special Programs Trust Fund.

FISCAL IMPLICATIONS

There is no fiscal impact to the County General Fund associated with acceptance of this annual report. This report is also required under California Welfare and Institutions Code Sections 18290-18309.8, which set forth the intent of the Legislature to address the trauma and impact of domestic violence through domestic violence shelter-based programs.

CONTRACT HISTORY

In order to comply with California statute, the County established the Domestic Violence Shelter-Based Programs Special Fund ("DV Trust Fund") for the collection and administration of Marriage License and Probationer fees for domestic violence shelter-based services. Santa Clara County entered into agreements with four local domestic violence shelter-based agencies (Asian Americans for Community Involvement, Community Solutions, Next Door Solutions to Domestic Violence, and YWCA Silicon Valley), which met the qualifying criteria set forth in the statute from the period of September 28, 2016 through June 30, 2019.

REASONS FOR RECOMMENDATION

The County's Office of Women's Policy ("OWP") currently administers the DV Trust Fund pursuant to California Welfare and Institutions Code. The guidelines for the administration and distribution of these funds as well as qualifying criteria for agencies

operating as domestic violence shelter programs are set forth in the statute. OWP's role is to simply account for the appropriate distribution and monitoring of these funds to the DV Shelters.

California W&C Code 18293 states:

“(b) No provision of this section is intended to prohibit domestic violence shelter-based programs receiving funds pursuant to this chapter from receiving additional funds from any other public or private source. Funds provided pursuant to this chapter shall not be used to reduce the financial support from other public or private sources.”

and

“(i) Funding obtained pursuant to this chapter is for the **unrestricted** use of a recipient domestic violence shelter-based program, and may be used for **direct or indirect costs**.”

The Trust Fund is made up of revenue from three sources

From the three sources of revenue (below), a total of \$390,205 was distributed to the DV shelter-based programs in FY2017. A more complete distribution is depicted in the attachment. OWP receives an administrative fee, which equaled \$33,931 in FY2017. The funds in these three revenue sources were used for DV-related purposes including community trainings and workshops, etc., as follows:

Trust Fund 0378 (Probationer Fees)

Currently, California Penal Code 1203.097 (a)(5) directs the County of Santa Clara to collect a mandatory, minimum \$500 fine from defendants who are granted probation for domestic violence crimes. The administration of these funds is pursuant to Section 18305 of the Welfare and Institutions Code to be expended for the purposes of Chapter 5 of Part 6 of Division 9 of the Welfare and Institutions Code. Trust Fund 0378 (TF 0378) under the County's DV Trust Fund was established for this purpose.

Liability GLA 2220510 (Probationer Fees to Battered Women's Shelters)

Pursuant to California Penal Code 1203.097(a)(11), if probation is granted, the conditions of probation may include, in addition to but not in lieu of the minimum \$500 fine, payments to a battered women's shelter up to a maximum of five thousand dollars. Liability Account 2220510 under the County's DV Trust Fund was established for this purpose.

Trust Fund 0231 (Marriage License Fees)

Currently, California Welfare and Institutions Code (Section 18305) outlines the collection of revenue \$23.00 from every Marriage License issued in the County to be expended for the shelter-based services. Trust Fund 0231 (TF 0231) under the County's DV Trust Fund was established for this purpose.

The County collects administrative costs of 8% of all funds collected in this trust fund. OWP conducts site visits and monitors the program, tracks policy changes to CA statute that impact collection and distribution and produces this annual report for the Board of Supervisors as required by California statute.

CHILD IMPACT

By providing confidential crisis response and advocacy services for adults, and trauma-informed services for their children, the trauma of exposure to violence in the home may be reduced and may prevent the short and long-term negative health effects that these children experience.

SENIOR IMPACT

Confidential advocacy services and safety planning will likely benefit seniors experiencing domestic violence by helping them find safety, heal from trauma, and reduce and prevent future intimate partner violence, as well as provide support to their families, friends, and community.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

There are four domestic violence shelter-based programs in Santa Clara County (Asian Americans for Community Involvement, Community Solutions, Next Door Solutions and the YWCA Silicon Valley), which provide a variety of free, confidential services and programs, and homelessness prevention services for survivors of domestic violence, human trafficking and sexual assault.

Services include 24/7 emergency shelter, transitional housing, crisis lines, counseling, support groups, legal advocacy, case management, and children and teen programs. They also provide emergency food and clothing, transportation, safety planning and empowerment programs, assistance with finding affordable housing and rental subsidies, and self-sufficiency services that help clients obtain public benefits and enhance their ability to find employment and education. They serve a diverse population of victims, including very low- to low-income as well as limited English proficient and monolingual victims with linguistically and culturally specific services.

The organizations also provide services to human trafficking victims. Community Solutions and the YWCA are our local rape crisis centers that provide free and confidential services to victims of sexual assault and sexual violence, including commercially sexually exploited children (CSEC) and transitional age youth.

Survivors can access services regardless of income, zip code, racial or ethnic background, immigration status, gender, sexual orientation, or gender identify. Our local programs serve the entire County, with the only eligibility criterion being that an individual self-identifies as a survivor of domestic violence.

The County's three Family Justice Centers provide co-located services from multiple organizations and providers: Community Solutions hosts the South County Family Justice Center, the YWCA Silicon Valley hosts the North County Family Justice Center and AACI hosts the Family Justice Center in San Jose.

Key Facts about Domestic Violence:

- On average, more than three women a day are murdered by their husbands or boyfriends in the United States.¹
- Nearly one in four women in the United States reports experiencing violence by a current or former spouse or boyfriend at some point in her life.²
- Women are much more likely than men to be victimized by a current or former intimate partner.³ Women are 84 percent of spouse abuse victims and 86 percent of victims of abuse at the hands of a boyfriend or girlfriend. About three-fourths of the persons who commit family violence are male.⁴
- Women ages 20 to 24 are at the greatest risk of experiencing nonfatal intimate partner violence.⁵
- According to the National Network to End Domestic Violence, domestic violence is a major cause of homelessness for women and children.⁶ A U.S. Department of Justice funded study found that approximately one homeless woman in four is homeless mainly because of her experiences with violence.⁷

¹ Catalano, Shannan. 2007. Intimate Partner Violence in the United States. U.S. Department of Justice, Bureau of Justice Statistics. Available at <http://bjs.ojp.usdoj.gov/content/pub/pdf/ipvus.pdf>.

² Adverse Health Conditions and Health Risk Behaviors Associated with Intimate Partner Violence, Morbidity and Mortality Weekly Report. February 2008. Centers for Disease Control and Prevention. Available at <http://www.cdc.gov/mmwr/PDF/wk/mm5705.pdf>.

³ National Crime Victimization Survey: Criminal Victimization, 2007. 2008. U.S. Department of Justice, Bureau of Justice Statistics. Available at <http://bjs.ojp.usdoj.gov/content/pub/pdf/cv08.pdf>.

⁴ Family Violence Statistics: Including Statistics on Strangers and Acquaintances. 2005. U.S. Department of Justice, Bureau of Justice Statistics. Available at <http://bjs.ojp.usdoj.gov/content/pub/pdf/fvs02.pdf>.

⁵ Catalano, Shannan. 2007. Intimate Partner Violence in the United States. U.S. Department of Justice, Bureau of Justice Statistics. Available at <http://bjs.ojp.usdoj.gov/content/pub/pdf/ipvus.pdf>.

⁶ http://nnedv.org/downloads/Policy/NNEDV_DVHousing_factsheet.pdf.

⁷ Jasinski, Jana L.; Wesely, Jennifer K.; Mustaine, Elizabeth; Wright, James D. *The Experience of Violence in the Lives of Homeless Women: A Research Report*, November 2005. Available at: <https://www.ncjrs.gov/pdffiles1/nij/grants/211976.pdf>.

Board of Supervisors: Mike Wasserman, Cindy Chavez, Dave Cortese, Ken Yeager, S. Joseph Simitian

County Executive: Jeffrey V. Smith

Agenda Date: August 16, 2017

Local Data about Domestic Violence:

- In fiscal year 2015-2016, over 6,000 domestic violence victims and children were provided with in-person services by our local shelter-based programs.⁸
 - Emergency shelter was accessed by 696 victims and children, providing them a safe place to stay and resources to escape violence and abuse.
 - Over 18,000 bed nights were provided but more were needed.
 - There were 2,200 unmet requests for shelter (this may include duplicated calls).
 - The county has 63 emergency shelter beds for survivors of domestic violence and their children.
- The 24-hour domestic violence crisis hotlines answered over 20,000 calls in fiscal year 2016.
- The domestic violence shelters gathered exit data from survivors transitioning out of the emergency shelters in fiscal year 2016. The following is a breakdown of where survivors that were surveyed moved upon leaving the shelter:
 - 30% moved into another domestic violence shelter
 - 22% moved in with family or a friend
 - 14% moved into permanent housing such as renting a room or apartment
 - 5% moved into a motel/hotel
 - 2% accepted into transitional housing
 - 2% moved to a homeless shelter
 - 2% returned to an abusive partner
- The report “Home Not Found: The Cost of Homelessness in Silicon Valley” uncovered that the County has equal numbers of males and females experiencing homelessness, and more females experiencing persistent homelessness. This differs from national data, which show two or three times as many males homeless as females.⁹ This high rate of female homelessness is being investigated further by the Office of Women’s Policy and the International Human Rights Clinic at Santa Clara University’s School of Law.
- In 2015, there were 5,110 domestic violence-related Calls to 911 in the County,¹⁰ which is an increase over the prior 2 years:
 - 2013, the County had 3,992 domestic violence-related calls for assistance

⁸ Domestic Violence Advocacy Consortium, 2017.

⁹ Burns, Patrick, Fleming, Daniel, and Toros, Hall. 2015. Home Not Found: The Cost of Homelessness in Silicon Valley, Economic Roundtable. http://destinationhomesc.org/wp-content/uploads/2015/05/er_homenotfound_report_6.pdf.

¹⁰ California Department of Justice, OpenJustice, “Domestic Violence Related Calls for Assistance from 2006 to 2015,” <https://openjustice.doj.ca.gov/crime-statistics/domestic-violence> (accessed July 25, 2017).

Board of Supervisors: Mike Wasserman, Cindy Chavez, Dave Cortese, Ken Yeager, S. Joseph Simitian

County Executive: Jeffrey V. Smith

Agenda Date: August 16, 2017

- 2014 had 5,052 domestic violence-related calls for assistance
- The Santa Clara County District Attorney's Office received 5,101 domestic violence case referrals in 2016.¹¹ This represents an increase of 815 cases referred from 2015. Of the 5,101 cases referred in 2016, 2,314 or 55% supported the filing of criminal charges:
 - 981 or 42% of filed cases resulted in felony charges
 - 1,333 or 58% resulted in misdemeanor charges
 - 2,797 or 45% of cases resulted in no criminal charges filed
- The County had seven domestic violence related deaths in 2016¹², including five victims and two perpetrators who committed suicide or blue suicide.¹³ That number represents a slight decrease from 2015 when 13 deaths occurred. Over the past 16 years, 178 people (victims and perpetrators) died in Santa Clara County as a result of intimate partner violence.
- The Intimate Partner Violence Blue Ribbon Task Force final report, "Working Together to Promote Healthy and Safe Relationships in Santa Clara County" was presented and received by the Board of Supervisors on June 20, 2017. The projects and activities identified in the report are designed to increase system alignment and large-scale change to prevent and address intimate partner violence in the County. Aligned with the Prevention Institute's Spectrum of Prevention, these recommendations will allow us to focus on multifaceted and interrelated prevention and intervention efforts, and provide a greater effect than would be possible from funding a single activity or initiative. The next step—taking action—will require a continued and widespread commitment to implementation, policy alignment, and systems coordination. OWP is presenting strategic funding needs for consideration by the Board in the fall of 2017 based on the report.¹⁴

CONSEQUENCES OF NEGATIVE ACTION

The County will not be compliant for annual reporting on the Domestic Violence Trust Fund as required by California statute.

¹¹ Santa Clara County Domestic Violence Death Review Team Annual Report 2016.

Catalano, Shannan. 2007. Intimate Partner Violence in the United States. U.S. Department of Justice, Bureau of Justice Statistics. Available at <http://bjs.ojp.usdoj.gov/content/pub/pdf/ipvus.pdf>.

Adverse Health Conditions and Health Risk Behaviors Associated with Intimate Partner Violence, Morbidity and Mortality Weekly Report. February 2008. Centers for Disease Control and Prevention. Available at <http://www.cdc.gov/mmwr/PDF/wk/mm5705.pdf>.

¹² Santa Clara County Domestic Violence Death Review Team Annual Report 2016.

¹³ Blue suicides are those situations where an individual threatens to kill police officers and/or others and comes toward the police with a deadly weapon – intending that they respond by shooting him or her.

¹⁴ https://www.sccgov.org/sites/owp/Documents/pub/Working%20Together%20to%20Promote%20Healthy%20and%20Safe%20Relationships_FINAL.pdf.

ATTACHMENTS:

- Domestic Violence Trust Fund FY17 Payment Summary (PDF)

Domestic Violence Programs
Fiscal Year 2017

Source:	AACI	Community Solutions	Next Door	YWCA	8% Admin	Totals
Fund 0231	59,511.23	59,511.23	75,035.90	64,686.12	22,499.52	281,244.00
Fund 0378	17,839.42	17,839.42	22,493.20	19,390.67	6,744.58	84,307.29
LA 2220510	12,396.60	12,396.60	15,630.49	13,474.55	4,686.80	58,585.04
Totals	89,747.25	89,747.25	113,159.59	97,551.34	33,930.90	424,136.33



87603

DATE: August 16, 2017
TO: Public Safety and Justice Committee
FROM: Aaron Johnson, Director of Pretrial Services
SUBJECT: Annual Report

RECOMMENDED ACTION

Receive annual report from the Office of Pretrial Services relating to release population trends.

FISCAL IMPLICATIONS

There are no fiscal implications for this report.

CHILD IMPACT

The recommended action will have no/neutral impact on children and youth.

SENIOR IMPACT

The recommended action will have no/neutral impact on seniors.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

At the Public Safety and Justice Committee in June, 2011, the Committee requested quarterly reports for the Office of Pretrial Services on caseload sizes and departmental data. In November 2014, the Public Safety and Justice Committee members requested to move the report from a quarterly data report to a bi-annual data report. In November 2015, the report was moved from bi-annual to annual.

ATTACHMENTS:

- PTS PSJC 081617 (PDF)

PSJC ANNUAL REPORT 2017

OFFICE OF PRETRIAL SERVICES

Aaron Johnson, Director

August 16th, 2017

OFFICE OF PRETRIAL SERVICES

Jail Unit

- Operates 24 hours a day, 7 days a week – main responsibilities at booking
- Review release eligible misdemeanor/felony on-view and arrest warrant booking
- Interview detainee, run criminal history and recommend release/detention

Court unit

- Operates 8am – 5pm, Monday – Friday
- Main responsibilities at arraignment
- Provide release/detention recommendations at arraignment

Supervision Unit

- Operates 8am – 5pm, Monday – Friday
- Monitor defendants with SORP condition of release
- Electronic Monitoring for home detention, GPS and Alcohol Monitoring

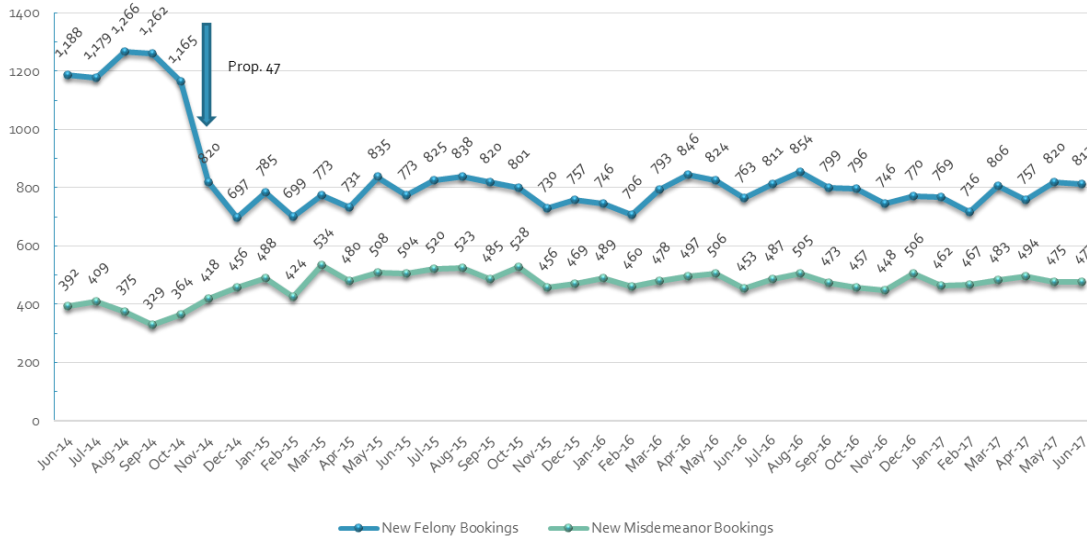
Clerical Unit

- Assist clients reporting to appointments at Pretrial Services Office
- Research and process client record checks for Pretrial Officers and Courts
- Collect/compile data for Pretrial Officers to complete reports and risk assessments

Additional Services Provided

- Diversion: Community Accountability Program in collaboration with DA's Office
- Self-Surrender Program: Allows defendants with misdemeanor/felony arrest warrants to be screened by Duty Judges to relinquish the arrest warrant and possible OR/SORP release until next court date
- Drug Testing Unit: Provide testing for SORP and Prop 36 clients

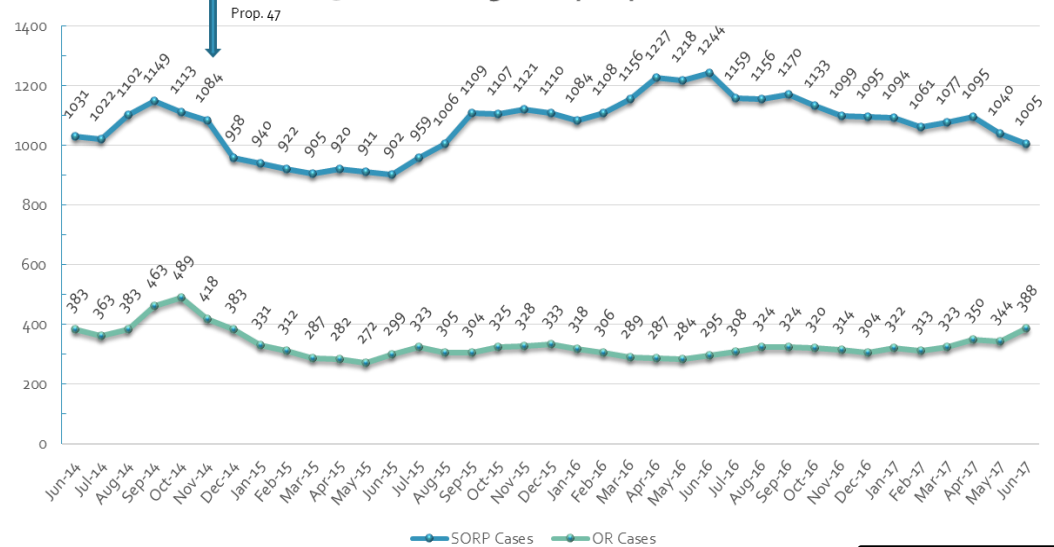
3-Year Bookings Reviewed



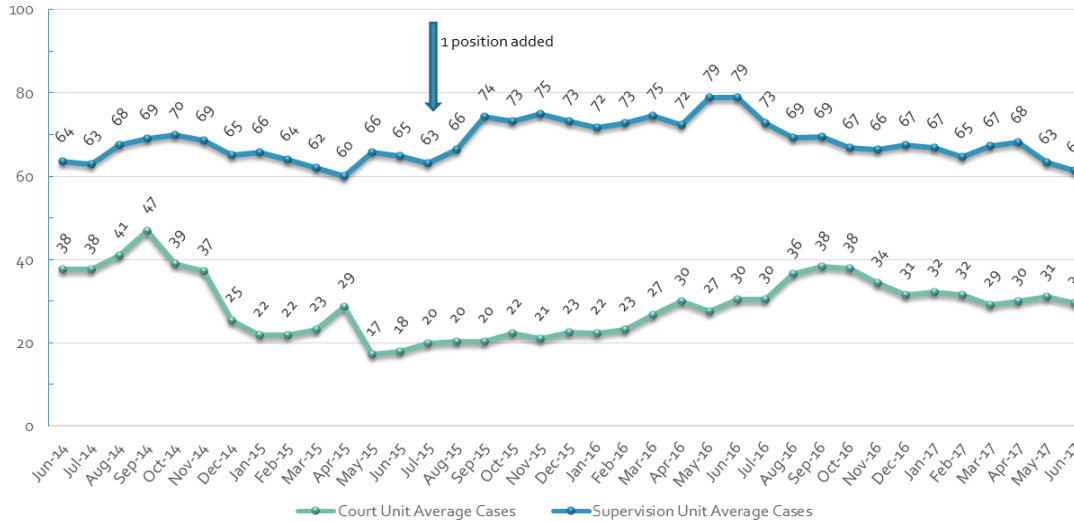
NUMBER OF BOOKINGS REVIEWED

AVERAGE DAILY SUPERVISION POPULATION

3-Year Average Daily Population



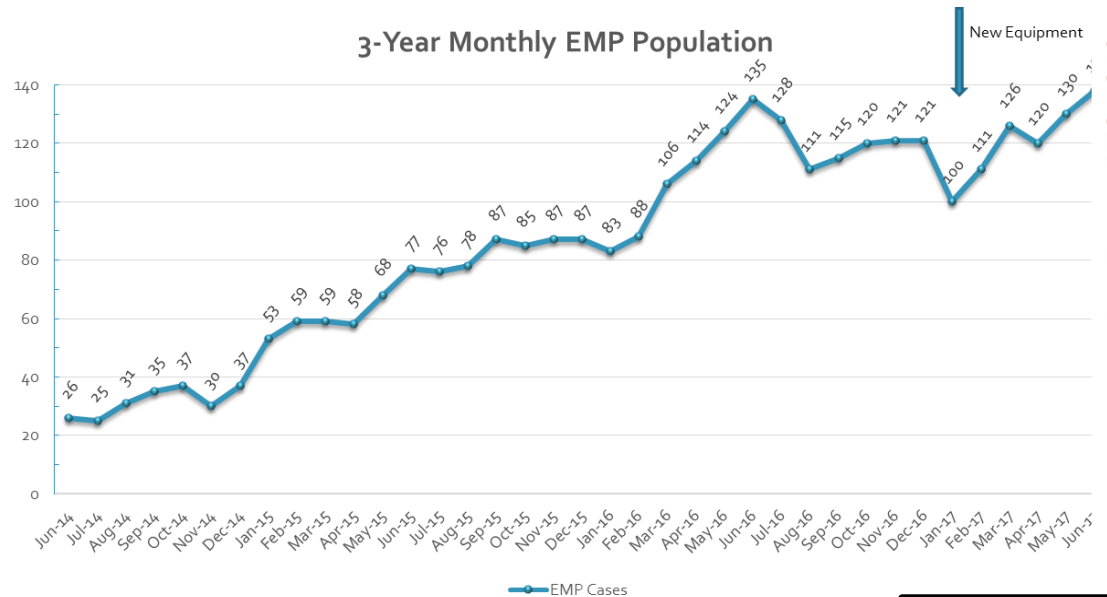
3-Year Average Caseload per Officer



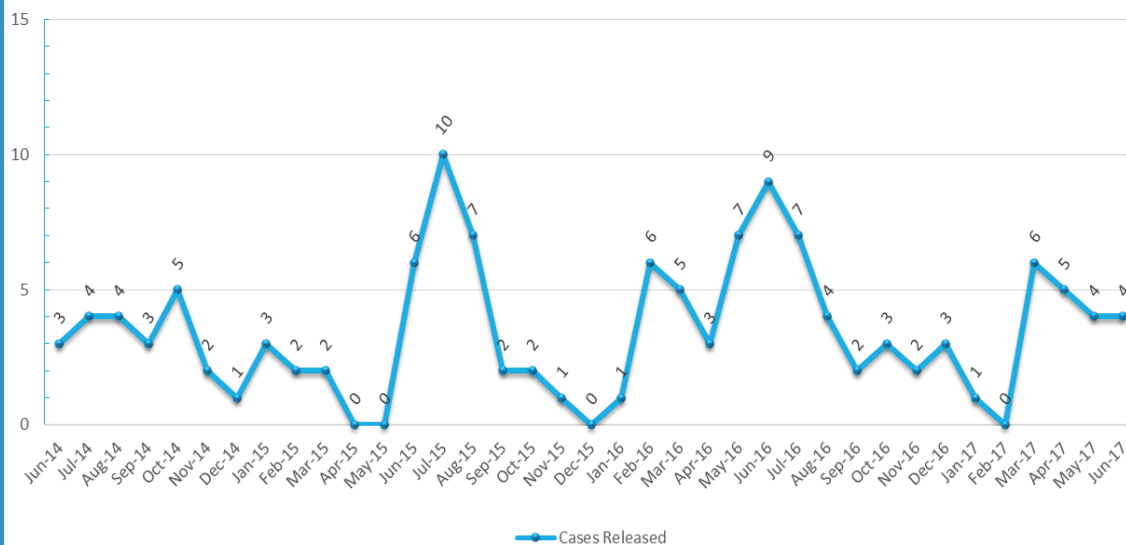
AVERAGE SUPERVISION CASELOAD

ELECTRONIC MONITORING PROGRAM

3-Year Monthly EMP Population



3-Year Self-Surrender Caseload



NUMBER OF RELEASED
SELF-SURRENDER CASES

DIVERSION OUTCOMES



MEASURING WHAT MATTERS

NATIONAL INSTITUTE OF CORRECTIONS

2011 Publication dictating measured standards

APPEARANCE RATE – make all scheduled court appearances

SAFETY RATE – not charged with a new offense during pretrial stage

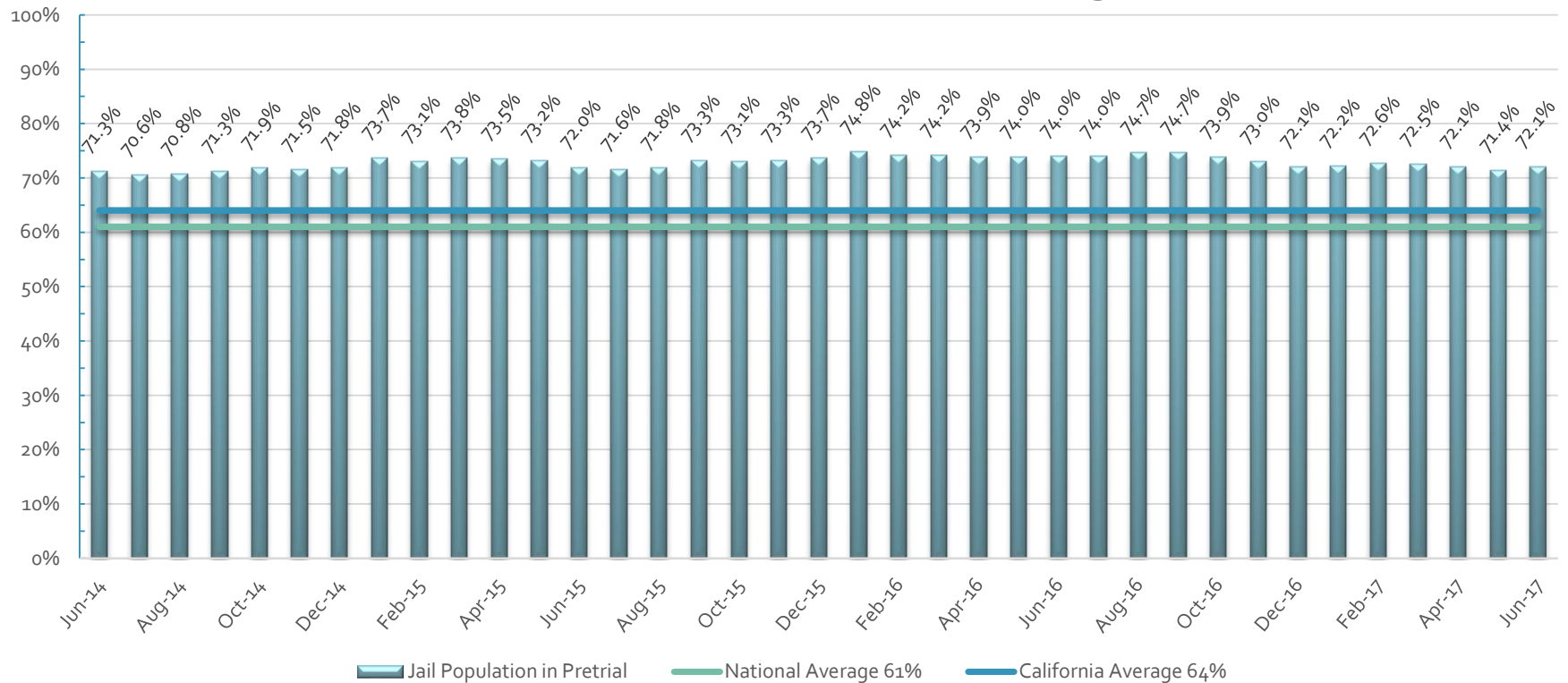
TECHNICAL COMPLIANCE – follow all conditions of release

SUCCESS RATE – not revoked for appearance, safety, and technical violations

based on average daily pretrial population

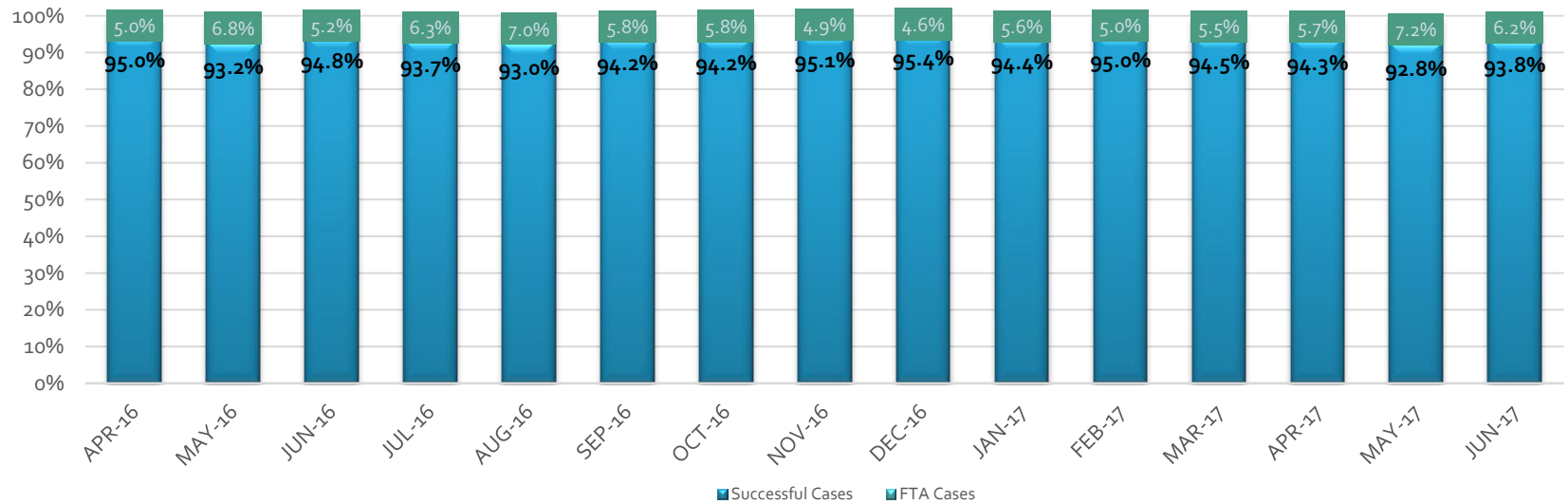
AVERAGE DAILY PERCENTAGE OF JAIL POPULATION IN PRETRIAL STAGE

3-Year Jail Population in Pretrial Stage



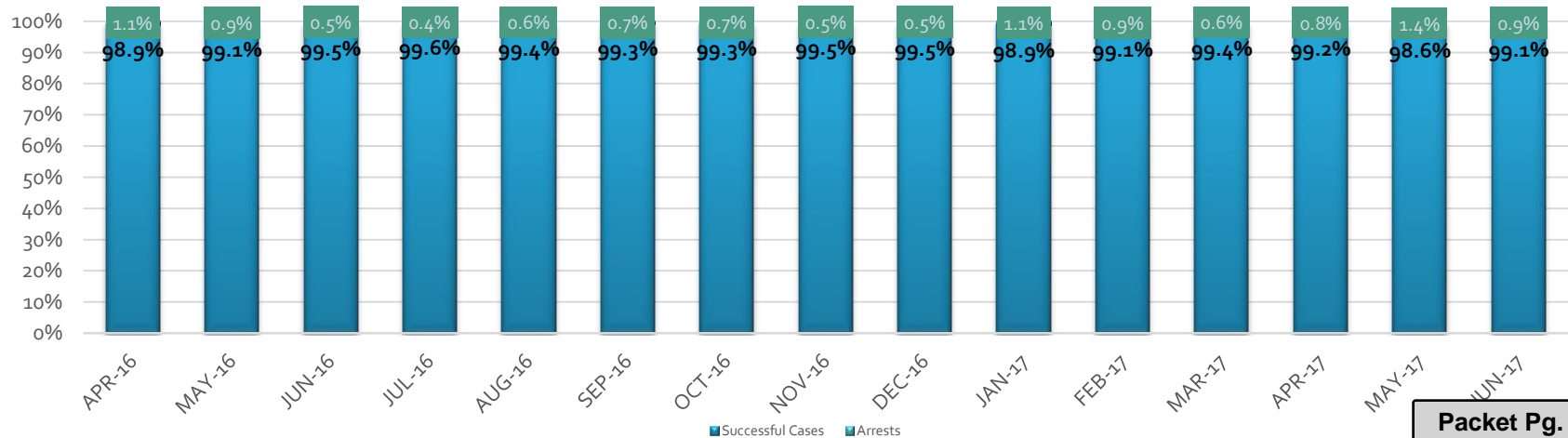
APPEARANCE RATE

Percentage of supervised defendants who make all scheduled court appearances based on monthly average pretrial daily population

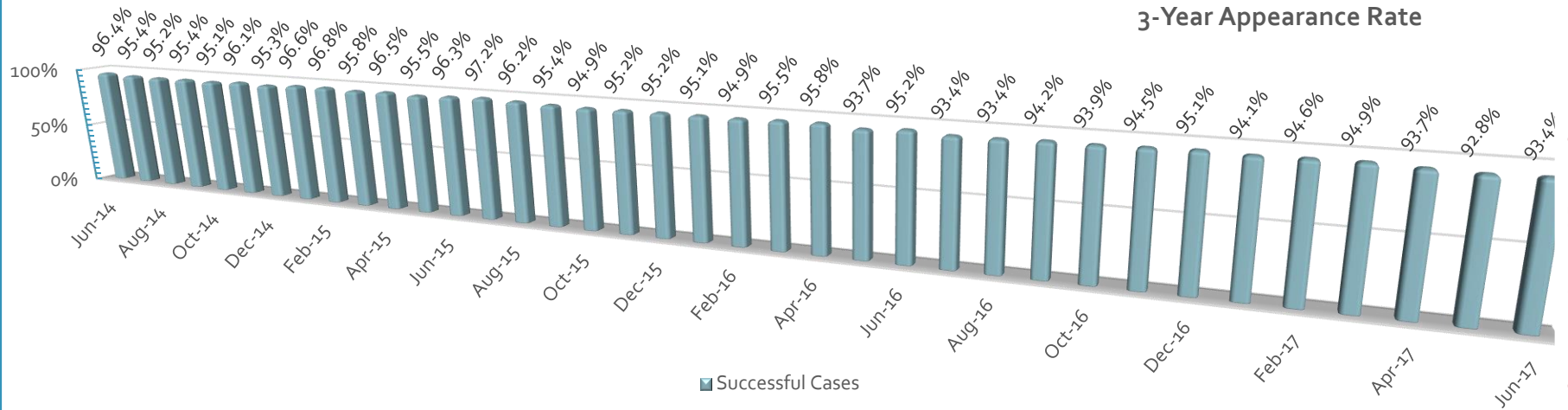


SAFETY RATE

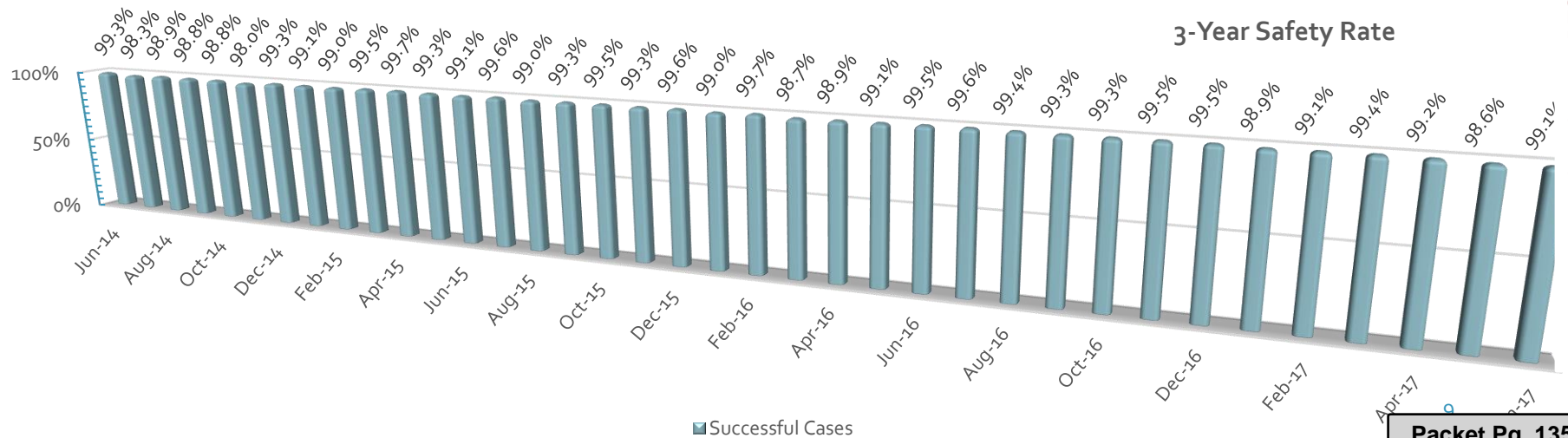
Percentage of supervised defendants who are not arrested for a new offense during the pretrial stage based on monthly average pretrial daily population



APPEARANCE RATE: Percentage of defendants who make all scheduled court appearances

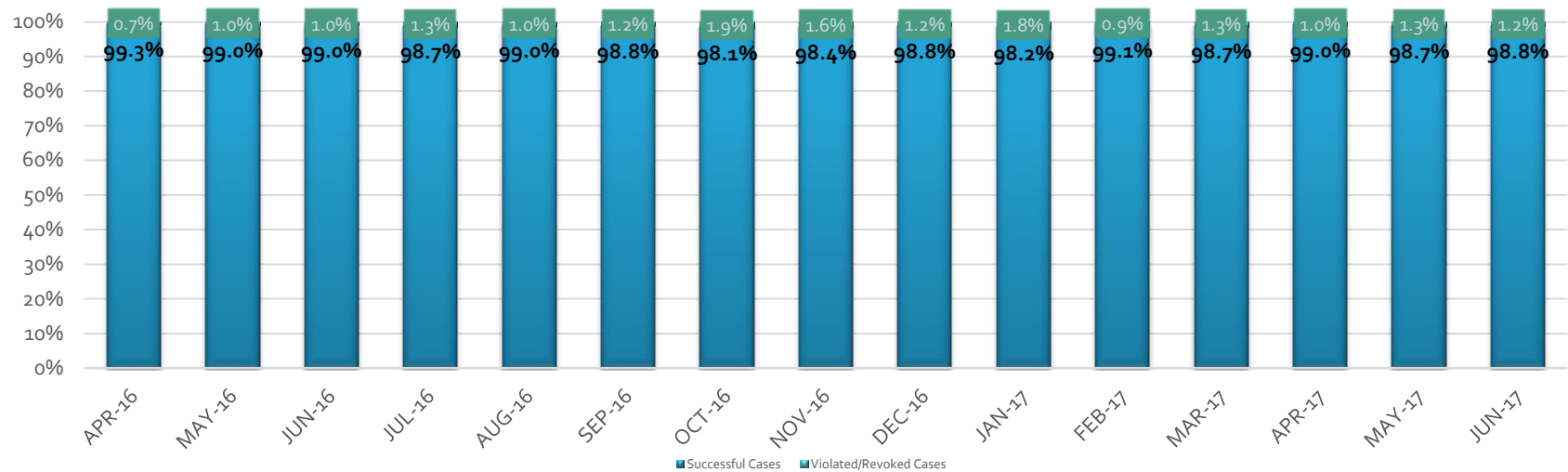


SAFETY RATE: Percentage of defendants who are not arrested for a new offense during pretrial stage



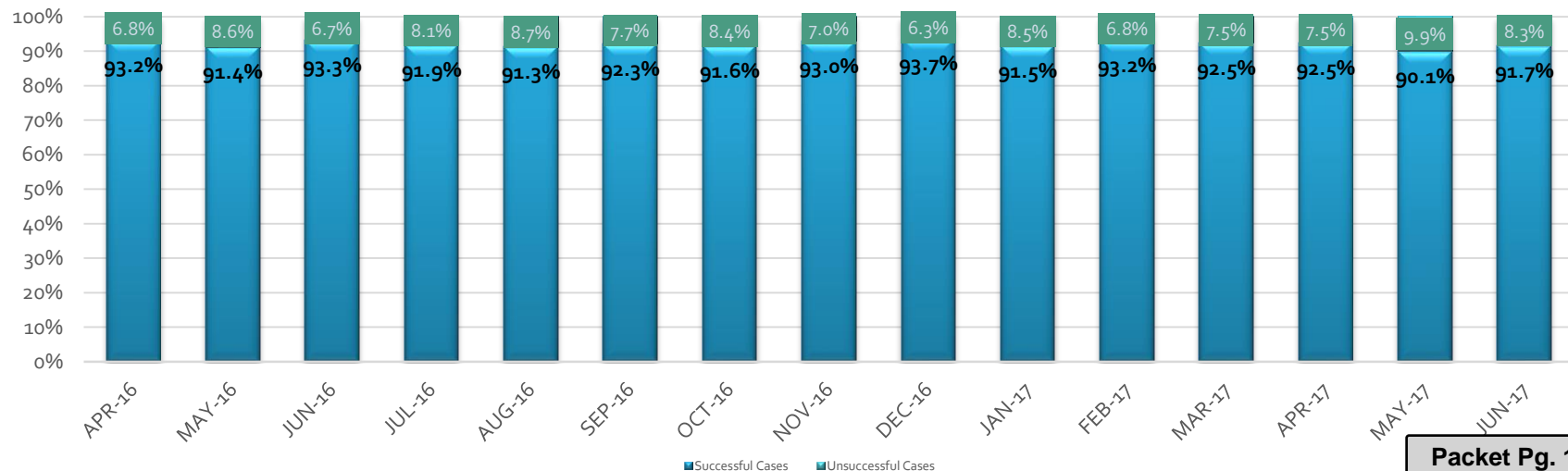
TECHNICAL VIOLATION RATE

Percentage of released defendants who violated conditions of release which resulted in revocation based on monthly average pretrial daily population



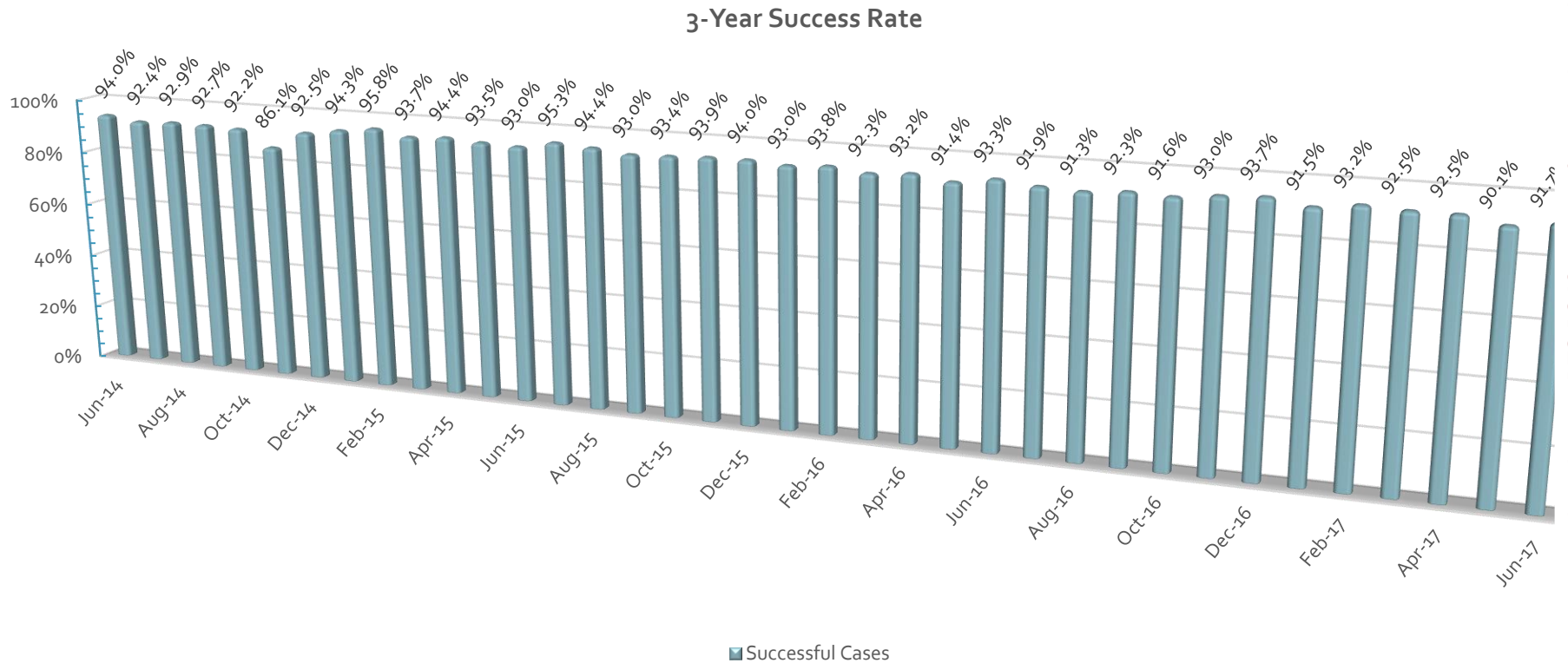
SUCCESS RATE

Percentage of released defendants who (1) are not revoked for technical violations of the conditions of their release, (2) appear for all scheduled court appearances, and (3) are not charged with any new offense during pretrial supervision based on monthly average pretrial daily population



SUCCESS RATE:

Percentage of defendants who (1) are not arrested for a new offense during pretrial supervision, (2) appear for all scheduled court appearances, and (3) are not revoked for technical violations of conditions



County of Santa Clara
Law & Justice
Office of Pretrial Services



87821

DATE: August 16, 2017
TO: Public Safety and Justice Committee
FROM: Aaron Johnson, Director of Pretrial Services
SUBJECT: Bail Performance Outcomes

RECOMMENDED ACTION

Receive report from Office of Pretrial Services relating to Bail Performance Outcomes.

RECOMMENDED ACTION

Receive report regarding data collection and sharing on Bail Performance Outcomes in Santa Clara County as recommended by the Bail and Release Work Group (BRWG)
Recommendations for the historical period of 2013-2016.

FISCAL IMPLICATIONS

There are no fiscal implications associated with receiving this report.

REASONS FOR RECOMMENDATION

On October 4, 2016, the BRWG presented to the Board of Supervisors its *Final Consensus Report on Optimal Pretrial Justice*, containing the results of its two-year-long study of County policies and practices for incarceration, bail, screening, and supervision of criminal defendants during the pretrial phase; policies and practices in other jurisdictions; and best practices and national standards for bail and pretrial justice. The *Final Consensus Report* contained 18 policy recommendations which the BRWG asked the Board of Supervisors to approve for referral and further study by relevant County departments and other public agency partners.

This specific recommendation addresses the need for collecting and sharing Bail Performance Outcomes for Santa Clara County. This report specifically reviews historical data provided by the Superior Court and the CJIC (Criminal Justice Information Control) program for defendants posting bond with a bail bond agent for the period 2013 – 2016. The review is based on the [National Institute of Corrections \(NIC\) Measuring What Matters](#),

which are the same standards the Office of Pretrial Services utilizes. At this time, there is no known material available matching these standards from the bail agents.

Performance outcomes on which this data set is based include the following:

- Total Number of Bail Agent Bonds posted per year
- Appearance Rate (number of individuals who appear at all court appearances)
- Safety Rate per year (number of individuals who do not have a new arrest)
- Success Rate per year (defendants who make all appearances and have no new arrests)
- Estimated Client Premiums Paid per year (based on the average 10% premium charged by bond agents)
- Forfeiture Amounts Ordered by the Superior Court and number of Bench Warrants issued

CHILD IMPACT

This recommendation does not have an impact on children at this time.

SENIOR IMPACT

The recommendation does not have an impact on senior citizens at this time.

SUSTAINABILITY IMPLICATIONS

The recommended action would promote transparency of the bail performance outcomes for appearance and public safety rates in order for the County and its partners to continue and improve the administration of fair and evidence-based pretrial justice.

BACKGROUND

The Board of Supervisors created the BRWG in February 2014 to research, analyze, and recommend improvements to current policies and practices for incarceration, bail, screening, and supervision of criminal defendants, including those in domestic violence cases. After its commencement, the BRWG held many public meetings over the course of two years to discuss its research and recommendations regarding pretrial adjudication practices. In October 2016, the BRWG presented its *Final Consensus Report on Optimal Pretrial Justice* to the Board of Supervisors, which approved 16 of the BRWG's 18 recommendations for referral, implementation, and/or further study. In November 2016, the Board of Supervisors approved the addition of two members to the BRWG representing the bail bonds industry. The BRWG met again on June 9th, 2017 and were made aware the data collection was in process and results would be provided upon completion.

CONSEQUENCES OF NEGATIVE ACTION

The BRWG would not be able to review the findings of the data collection and would not be able to provide comments and recommendations to present to the Board of Supervisors in regards to bail performance outcomes.

ATTACHMENTS: N/A

ATTACHMENTS:

- Bail Performance Outcomes 2013 - 2016 (PSJC 081617) (PDF)

Bail Performance Outcomes Report 2013 – 2016

As a public agency, the Office of Pretrial Services in Santa Clara County provides a yearly report to the Public Safety and Justice Committee and public at large in regards to our measured outcomes, data, and current programs we offer to our clients. We know through this report over 70% of the jail population falls under the presentenced population and are ineligible for release, denied OR/SORP release conditions at booking or arraignment, or can't afford to pay the bail amount associated with their charges dictated by the bond schedule. However, we do not have any formal measured outcomes for those clients who are able to post bail. The Bail and Release Work Group made a recommendation for the collection and sharing of the data on bail performance outcomes following the same type of measurements the Office of Pretrial Services uses which is the National Institute of Corrections "*Measuring What Matters: Outcome and Performance Measures for the Pretrial Services Field*" published in August of 2011.

This report highlights the outcomes for defendants able to post their bond amount with a bail bond agent in Santa Clara County for the period 2013 – 2016 and uses the following definitions for the measures as provided by the National Institute of Corrections:

Appearance Rate – Defendants making all scheduled court appearances

Safety Rate – Defendants not charged with a new offense prior to the disposition of the case they posted bond

Success Rate – Overall rate of clients making all scheduled court appearances and not being charged with new offenses

We could not provide a technical compliance rate as the bail bond agents do not have a common contract and could not verify this information was available across all bail agents.

The total numbers and estimations were received from different sources. The Superior Court publishes a monthly summary of bail bonds filed in the criminal court. This report provides the bail file date, docket number, bail bond number, bail bond company, bond amount posted, forfeiture date and exonerated date.

Information was also obtained from CJIC in reference to new law violations being after the date of bail bond release and the original case reaching disposition, the average days between the initial booking & release, and total number of failure to appear warrants filed prior to the bail bond release reaching disposition.

Unfortunately the Superior Court was not able to provide the actual amount of forfeiture paid to the court for the 2013-2016 time frame.

Recommendations

Because the Bond Agent industry is regulated by the California Department of Insurance and not directly accountable to the Superior Court or Board of Supervisors, bail agents are not required to provide measurement or outcome data.

We strongly recommend individual bail bond agents to report their measurement and outcome data to the Public Safety and Justice Committee on a 6 month basis based on the same criteria set for by the National Institute of Corrections for Pretrial Services.

Because the Bond Agents are a private company, lack of data available by the Superior Court, and [current forfeiture laws](#) in the State of California, the amount of actual forfeiture paid by the bail agents to the Superior Court is unknown at this time.

We strongly recommend the Superior Court create public tracking of forfeiture amounts owed and collected in addition to the information provided on their public [Bail Bonds Filed Report](#).

Because there is such a [variance in bail agent contracts](#), we do not know how much was actually received by the Bail Bond Agents by defendants or their cosigners initially or through late fees and interest. We also do not know how much is continuing to be received by defendants or their cosigners even though a defendant may have had their charges dropped, case resolved or was found innocent.

We strongly recommend these types of measures be included in the 6 month reports provided to PSJC by the individual agents.

Because bail agents are only responsible for the appearance of the defendant to court and not public safety, we strongly recommend the Superior Court only use the bond schedule if there are strong indications the defendant is a flight risk. Any public safety concerns for eligible defendants should rely on the validated pretrial risk assessment and the judge's discretion.

Bail Agent Outcomes

The average number of days for clients to post bail over this time frame was 2 days.

	Total Bail Agent Bonds Posted	FTA Filed	New Law Charge	Success	Estimated Client Premium Paid	Forfeit Amount ordered by Court	Amount of Forfeiture Paid to Court
2013	8513	1274	3966	3273	\$20,287,163	\$8,465,250	UNK
2014	10,250	1600	3966	4684	\$25,077,343	\$9,222,350	UNK
2015	10,004	1753	4797	3454	\$25,748,457	\$9,574,500	UNK
2016	8655	1190	804	6661	\$24,067,972	\$7,045,100	UNK

Bail Agent Measurements

Year	Appearance Rate	Public Safety Rate	Overall Success Rate
2013	85%	53.5%	38.4%
2014	84.4%	61.3%	45.7%
2015	82.5%	52%	34.5%
2016	86.3%	90.7%	77%

Although the measurements here appear to move in a positive direction, we should take into account the cases in 2013 have had a chance to fully resolve versus the newer cases opened in 2016 which are still on-going.

Bail Bond Paid and Cases not filed

Based on the 2017 data provided by the District Attorney's office, we have identified 265 cases where a defendant or cosigner had posted bond with a bail agent and their case ended up being not filed.

The total non-refundable fee paid by these individuals based on the same above estimated 10% client premium was \$546,364, for an average of \$2700.

Bail Agent Data Sets per Year

2013

According to the Superior Court website, there were 325 Failure to Appear (FTA) forfeiture clients out of 5576 individual docket numbers filed in 2013 and a total of 8513 bail bonds posted, indicating some defendants had multiple cases and posted multiple bonds.

Additionally in 2013, CJIC confirmed an additional 949 FTA warrants issued for those posting bond with a bail agent for a total of 1274 Failure to Appear warrants issued.

According to the 2013 CJIC data set, 3966 individuals who posted bail had a new law violation prior to the disposition of the case they posted bail on.

A reported total of \$8,465,250 was court ordered forfeiture, but the amount paid is unknown.

Overall, the estimated premiums paid to the bail agents was \$20,287,163.

2014

According to the Superior Court website, there were 411 Failure to Appear forfeiture clients out of 7056 individual docket numbers filed in 2014 and a total of 10,250 bail bonds posted, indicating some defendants had multiple cases and posted multiple bonds.

Additionally in 2014, CJIC confirmed an additional 1189 FTA warrants issued for those posting bond with a bail agent for a total of 1600 Failure to Appear warrants issued.

According to the 2014 CJIC data set, 3966 individuals who posted bail had a new law violation prior to the disposition of the case they posted bail on.

A reported total of \$9,222,350 was court ordered forfeiture.

Overall, the estimated premiums paid to the bail agents was \$25,077,343.

2015

According to the Superior Court website, there were 438 Failure to Appear forfeiture clients out of 6792 individual docket numbers filed in 2015 and a total of 10,004 bail bonds posted, indicating some defendants had multiple cases and posted multiple bonds.

Additionally in 2015, CJIC confirmed an additional 1315 FTA warrants issued for those posting bond with a bail agent for a total of 1753 Failure to Appear warrants issued.

According to the 2015 CJIC data set, 4797 individuals who posted bail had a new law violation prior to the disposition of the case they posted bail on.

A reported total of \$9,574,500 was court ordered forfeiture.

Overall, the estimated premiums paid to the bail agents was \$25,748,457.

2016

According to the Superior Court website, there were 341 Failure to Appear forfeiture clients out of 5702 individual docket numbers filed in 2016 and a total of 8655 bail bonds posted, indicating some defendants had multiple cases and posted multiple bonds.

Additionally in 2016, CJIC confirmed an additional 849 FTA warrants issued for those posting bond with a bail agent for a total of 1190 Failure to Appear warrants issued.

According to the 2016 CJIC data set, 804 individuals who posted bail had a new law violation prior to the disposition of the case they posted bail on.

A reported total of \$7,045,100 was court ordered forfeiture.

Overall, the estimated premiums paid to the bail agents was \$24,067,972.

County of Santa Clara
Office of the County Executive



87798

DATE: August 16, 2017
TO: Public Safety and Justice Committee
FROM: Garry Herceg, Deputy County Executive
SUBJECT: Community Awaiting Placement Supervision Service Update

RECOMMENDED ACTION

Receive report from the Office of the County Executive relating to the continuation and possible expansion of the Community Awaiting Placement Supervision (CAPS) Service pilot.

FISCAL IMPLICATIONS

There are no fiscal implications associated with the acceptance of this report.

REASONS FOR RECOMMENDATION

On February 7, 2017, the Board of Supervisors reviewed and unanimously approved the implementation of the CAPS Service. This is a report on the progress of the CAPS Service.

The current process for the CAPS pilot consists of a supervision team made up of a collaboration of criminal justice stakeholders in Santa Clara County. The team includes the Sheriff's Department, Probation Department, Pretrial Services, Reentry Services, Behavioral Health Services, Custody Health, and Office of Supportive Housing. The team works in conjunction with the Superior Court, District Attorney's Office, Public Defender's Office, Department of Correction, State Parole, and treatment providers to facilitate the release of individuals on the Jail Assessment Coordinator (JAC) List. Once a CAPS client is released, the CAPS Team provides appropriate community supervision until treatment services become available.

Review of CAPS Demographics and Service Connections

Between April 17, 2017 and July 16, 2017 the CAPS Team reviewed 140 unique individuals from the JAC List, of which 61 were released to CAPS. This population can be broken down into two subpopulations – Probation and Pretrial. Of the 61 in CAPS, 53 were supervised by Probation and eight were supervised by Pretrial.

The demographics and outcomes of the CAPS clients are as follows:

- Male: 45 (74%) and Female 16 (26%)

- Average Age: 38
- Race/Ethnicity:
 - Hispanic: 25 (41%)
 - Black/African-American: 17 (28%)
 - White/Caucasian: 16 (26%)
 - Other: 3 (5%)
- Rearrests: Of the 61 CAPS clients, 15 were rearrested as of July 17, 2017. Only 11 of the 15 CAPS clients had charges filed. There were 17 charges overall:
 - 3 felony charges and 14 misdemeanor charges
 - 9 charges related to drugs, 3 charges related to property offenses; 3 charges related to other misdemeanors (such as false report of emergency; 1 charge related to assault; and 1 charge related to theft/fraud

The service connections and preliminary outcomes are as follows:

- **Mental Health Services:** 52 clients connected to mental health treatment services - 29 clients are still in treatment and 23 have been discharged
 - 96% of CAPS clients ordered released to mental health services were connected to treatment services the same day as their release.
- **Substance Use Treatment:** 4 clients connected to substance use treatment (SUTS) - 2 clients are still in treatment and 2 clients have been discharged.
- **Public Benefits:** All 61 clients were assessed by the Social Services Agency team at the Reentry Resource Center (RRC) with 42 completing an SSA appointment at the RRC
 - Of the 42 appointments, 39 cases were created, of which 23 (59%) remained open as of July 16, 2017
 - Of the SSA cases closed, the main reasons for closure were: active SSI, did not complete application process, and did not comply with paperwork.
- **Custody Health Services:** All 61 clients were assessed and received some type of crisis support/stabilization, medication management, group therapy, case management, and discharge planning

In Santa Clara County's Coordinated Assessment system, all homeless individuals and families complete a standard triage assessment survey that considers the household's situation and identifies the best type of housing intervention to address their situation. The standard triage assessment survey used in Santa Clara County is the Vulnerability Index-Service Prioritization Decision Assistance Tool (VI-SPDAT). Permanent housing

programs, including Permanent Supportive Housing (PSH) and Rapid ReHousing (RRH), fill spaces in their programs from a community queue of eligible households generated from Help Management Information System (HMIS). The queue will be prioritized based on length of time homeless and VI-SPDAT scores to ensure that the County provides housing to those with the greatest housing need.

- **Housing:** Only 48 of the 61 CAPS clients were assessed and received a VI-SPDAT score, of which 23 are within the PSH range and 19 are within the RRH range. Housing connections are still in progress.

The Administration is working with the Office of Supportive Housing to add five contracted shelter beds available for the CAPS team to utilize when CAPS clients are in need of temporary housing.

Expansion and modification of the CAPS Service pilot

As of August 1, 2017, there were 520 individuals in custody who were set to appear in Department 61, an Adult Treatment Court of the Superior Court of Santa Clara County. The Santa Clara County Adult Treatment Court programs are implemented to address the needs of individuals who present with identified mental health symptoms and diagnoses, substance use disorders, or both. Therefore, all 520 individuals are potential JAC List candidates and, as a result, also potential CAPS clients. Currently CAPS only has the capacity to release 10 clients a week. In order to best facilitate the reduction of the JAC List, an expansion of CAPS and process change is recommended.

To facilitate the expansion of CAPS, the agency partners have agreed that treatment program release orders should read: release to CAPS/treatment provider. This will help to expedite the release process and shorten the amount of time a client may wait to be released to CAPS by allowing the coordination of a release to occur without the need of a CAPS client returning to court for a release order modification. Another step that may assist in decreasing the release process timeline is starting the release medication and discharge paperwork process once a client is placed on the JAC List. Prior to a CAPS release, members of the CAPS Team meet with each CAPS client and complete an in custody intake, which assists in the reentry process. Then upon release to CAPS, clients are assisted with routing throughout the center to access the various service providers, transportation, and housing referrals to ensure each client's success upon release. Increase in staff to assist with the pre-release and post-release CAPS process will assist in the CAPS clients accessing the needed services.

Current Process	Recommended Process
1. Superior Court – Department 61 court release orders currently read: JAC/treatment provider	Update release order to read: CAPS/treatment provider – This will streamline the release process, so

	clients do not need to return to court for a release order modification.
2. Review top 10 clients (waiting the longest) on JAC List	Expand the review to 20 clients
3. Custody Health starts processing release medication and discharge paperwork for CAPS clients upon notification of release	Custody Health to begin processing release medication and discharge paperwork upon client's placement on the JAC List – This will may help expedite the release process
4. CAPS releases occur Mondays and Wednesdays of each week	CAPS releases will need to be expanded beyond twice a week – This will allow each agency more time and resources to coordinate each client's release. This will also ensure the increased number of clients can be routed through the Reentry Resource Center and are able to access the needed service portals the day of their release.
5. CAPS clients are routed to the various service providers at the Reentry Resource Center by staff	Increase in staff to assist clients with in custody intake and accessing the various service providers at the Reentry Resource Center upon release
6. CAPS Team transports clients to housing location	Increase transportation options
7. CAPS clients access housing through their treatment provider or are transported to a shelter by the CAPS team	Housing slots for CAPS clients – majority of CAPS clients are homeless with shelters being their most likely housing option

JAC List Snapshot

On May 11, 2017, the JAC list stood at 55, one month after the start of CAPS. It stayed in the 60's through June 19, 2017 then rose quickly through late June and July 2017. As of August 2, 2017, 91 out of the 111 on JAC List are from Department 61.

January 28, 2017: Pre-CAPS

- Total number of clients on the JAC List: 62
- Date range: 10/28/16 – 1/28/17

- 76% placed in the month of January 2017

July 21, 2017: CAPS

- Total number of clients on the JAC List: 83
- Date range: 5/25/17 – 7/21/17

- 87% placed in the month of July 2017

The number of people ordered by the Court onto the JAC List has increased by over 30% based on historical average, this despite over ten each week either coming off the list due to being placed or CAPS release. While there has been a substantial increase on the number of clients on the JAC List there has been an increase of individuals being placed into treatment upon release than before with CAPS.

CHILD IMPACT

The recommended action may have a positive impact on building safer communities and stronger families by reducing crime and recidivism through proper assessment and effective programs in custody and in the community.

SENIOR IMPACT

The recommended action may have a positive impact on senior age inmates by ensuring better linkages between inmate/ex-offenders and the resources and benefits needed for a stable, self-sufficient and successful lifestyle.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

On December 15, 2015 the Board of Supervisors unanimously approved the creation of a Santa Clara County Jail Diversion and Behavioral Health Subcommittee of the Re-Entry Network with a “No-Entry” focus that will consider best practices, receive public testimony and deliver recommendations to the Board of Supervisors. Specifically, the subcommittee will:

1. Identify strategies for preventing individuals with mental health needs from becoming offenders;
2. Identify gaps and strategies for community based treatment solutions for individuals with mental health and substance use problems who have a history of or are at risk of offending;

3. Assess training needs of relevant personnel (i.e., law enforcement, first responders);
4. Ensure cultural competency is included in community based solutions and discharge planning; and
5. Be prepared to address any other relevant issues as they arise from the Subcommittee's work.

In order to effectively meet its intended function, the Santa Clara County Jail Diversion and Behavioral Health Subcommittee of the Re-Entry Network should:

1. Make recommendations to the Board of Supervisors;
2. Name additional members to the Subcommittee with specific areas of expertise; and
3. As appropriate, hold meetings at times to facilitate public participation.

On January 20, 2017 the Subcommittee received the report to establish the CAPS program and unanimously approved the recommendation to move the concept of the CAPS program to the Board of Supervisors for consideration. The Subcommittee raised questions regarding the data of the JAC List, assessment/screening efforts, how to communicate progress and updates to our Superior Court partners and the public, and requested specifics on how the CAPS program would be implemented. The Administration continues to meet with County stakeholders to finalize an operational plan, update client workflows, and improve existing criteria. Furthermore, the Administration continues to discuss resource needs such as additional Probation Officers to support Probation's existing Mental Health Unit and additional CASU Sheriff Deputies to support increased number of individuals that will require supervision in the community.

The CAPS Team is made up of the following staff members from various agencies:

<u>Agency</u>	<u>Title</u>
Behavioral Health (Lead Agency)	Health Care Program Manager II
Sheriff's Office	CASU Sheriff Deputy (CIT Trained)
Probation Department	Deputy Probation Officer II (CIT Trained)
Pretrial Services	Pretrial Services Officer III
Reentry Services	Management Analyst
Custody Health	Health Care Program Manager II
Office of Supportive Housing	Program Manager I

Case Processing and Jail Release

The CAPS Team meets weekly to review the top 10 clients on the JAC list who have been waiting the longest to be released to treatment services. The team members provide relevant information to the group that may indicate a need for more time to coordinate a client's release. Once the team has selected the clients to be released to CAPS the following week, each agency begins their portion of the release coordination process. The Pretrial Service Officer III and the Court's Behavioral Health Services Clinical Team are present in Court to provide information on appropriate candidates for release to CAPS and updates on CAPS clients currently participating in the service.

After the Court has ordered an individual into CAPS, the individual is released from custody at 9:00am. Sheriff/Department of Correction staff facilitate the release and will then escort the individual to the RRC for an intake meeting with the CAPS Team. Escorting individuals to the RRC secures a warm handoff by ensuring they make it to their initial meeting with the CAPS Team.

Intake Process and Follow up Procedures

At the initial intake meeting, the CAPS Team review the following with the individual:

- Purpose and desired outcome of CAPS;
- Court release terms including reporting/contact schedule, drug testing info and general performance expectations;
- Contact info, residence information, mode of contact, etc.;
- Which agency and officer will be the primary point of contact for the individual;
- Process to fill medication prescriptions;
- Services available to individual;
- Programming information and treatment/services information that the individual is required to attend including an introduction to the BHS CAPS Manager;
- Future court date schedule;
- Information and contact information about future placement; and
- Potential temporary housing options for those who are homeless.

After the completion of the intake meeting, each CAPS client is routed through the Reentry Resource Center to access the various service portals. After the client has been routed through the center, the CAPS Team assist the individual with transportation to fill any prescribed medications. Once the individual has medications in hand and is transported to his or her housing and/or treatment location, then the client is released to the community.

The CAPS Team makes contact with each individual 3-5 times per week depending on the client's level of risk and need. Frequency of supervision contact will be reviewed weekly by the CAPS Team and modifications to supervision monitoring levels will be based on the performance of each individual. As part of CAPS supervision, the Deputy Probation Officers also checks on each CAPS client 24 hours after release at the location where the individual is designated to reside. In addition, the Behavioral Health Services representative on the CAPS Team (or the mental health treatment provider assigned to the individual) monitor the medication needs of the individual to ensure the availability of refills and reassess medication needs in the community.

Specifically, staff determines whether an updated or new assessment is required prior to entering CAPS, identify the transition efforts already in place by the client's Probation Officer, identify the type of housing placement needed, and clearly define the role of the supervising entities with an established process for warm hand-offs.

CONSEQUENCES OF NEGATIVE ACTION

The Public Safety and Justice Committee will not receive regular updates on the progress of the CAPS Service.

County of Santa Clara
Clerk of the Board



87458

DATE: August 16, 2017

TO: Public Safety and Justice Committee

FROM: Megan Doyle, Clerk of the Board

SUBJECT: Fiscal Year 2017-2018 Work Plan for Advisory Commission on Consumer Affairs

RECOMMENDED ACTION

Receive report from the Office of the Clerk of the Board relating to Fiscal Year 2017-2018 annual work plan for the Advisory Commission on Consumer Affairs, and forward to the Board of Supervisors for approval.

FISCAL IMPLICATIONS

There is no fiscal impact regarding acceptance of the Advisory Commission on Consumer Affairs work plan.

REASONS FOR RECOMMENDATION

On February 2, 1999, the Board of Supervisors approved the reporting structure for the advisory boards and commissions that receive clerical/administrative support from the Office of the Clerk of the Board of Supervisors. The Board of Supervisors directed that advisory boards and commissions submit annual work plans for each fiscal year through the appropriate board committee for review prior to submittal to the Board of Supervisors. At that time, it was determined that the Advisory Commission on Consumer Affairs should report to the Public Safety and Justice Committee (PSJC) for review prior to forwarding to the Board of Supervisors for action.

CHILD IMPACT

The recommended action will have no/neutral impact on children and youth.

SENIOR IMPACT

The recommended action will have no/neutral impact on seniors.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

A committee of Board Policy Aides and the Office of the Clerk of the Board developed a standard template for the work plans in 1999. The work plans are based on a fiscal year rather than a calendar year. The commissions were advised that work plans are to be completed and approved at a regular commission meeting no later than April 1 of each year. Development of Fiscal Year 2017-2018 work plans has been included on the commission agendas since January 2017.

COMMISSION	DATE OF APPROVAL
Advisory Commission on Consumer Affairs	May 22, 2017

The Advisory Commission on Consumer Affairs approved its work plan after the deadline to place the work plan on the agenda for the May 24, 2017 PSJC meeting; therefore, the work plan is submitted now for review and approval.

The Office of the Clerk of the Board serves as the ex-officio secretary for the Advisory Commission on Consumer Affairs, and this transmittal is forwarded on its behalf.

CONSEQUENCES OF NEGATIVE ACTION

The Advisory Commission on Consumer Affairs will not be in compliance with the Board of Supervisors' direction and will not have the opportunity to receive feedback and recommendations from PSJC prior to submitting the work plan to the Board of Supervisors.

STEPS FOLLOWING APPROVAL

Pursuant to the Rules of the Board of Supervisors, Section 33.3 (b), following the PSJC meeting the Chairperson of the Committee shall submit a written report of the meeting to the full Board of Supervisors, at an open meeting of the Board, and the work plan will be forwarded to the Board for approval.

The Deputy Clerk will notify the Commission of the Committee action, comments, and recommendations.

ATTACHMENTS:

- Advisory Commission on Consumer Affairs Fiscal Year 2017-2018 Work Plan (PDF)



COUNTY OF SANTA CLARA

Advisory Commission on Consumer Affairs

FISCAL YEAR 2017-2018 WORK PLAN

AND

2016-2017 ACCOMPLISHMENTS

Elizabeth Ambra
Charlotte Casey
Todd Jarvis
Dmitrius Garcia
Neil Salem, Chair
Nathan Svoboda
Charisse Lebron
Roya Shakoori

MISSION STATEMENT:

The Advisory Commission on Consumer Affairs was established by Ordinance No. NS300.197 of Santa Clara County Ordinance Code. We generally assist and advise the Board of Supervisors of Santa Clara County appropriate action to be taken to protect the interests of consumers in this county. When necessary or advisable, we also consult and work with other government agencies to enhance our efforts to reach the consumer and to avoid duplication of efforts. We also take in consumer complaints and have meetings where consumers can participate and alert the commission to various problems within the community.

HISTORICAL BACKGROUND:

The Advisory Commission on Consumer Affairs was established by Ordinance No. NS 300.197 of Santa Clara County Ordinance Code.

FISCAL YEAR 2017 - 2018 WORK PLAN

GOAL/OBJECTIVE	PROPOSED ACTIVITIES	PRIORITY RANKING	TIMELINE FOR COMPLETION
1. Support the County's Healthy Nail Salon initiative.	<ul style="list-style-type: none"> Get updated from Betty Duong of Supervisor Chavez' office. 	1	Ongoing
2. Educate county residents about tax filing and IRS scams.	<ul style="list-style-type: none"> Receive tutorial from a volunteer from VITA on what the process is on educating the county for tax filing assistance. 	2	April 2018
3. Protect consumer privacy.	<ul style="list-style-type: none"> Monitor activity of the State Committee on Privacy and Consumer Protection Receive reports on issues specific to our county 	3	July 2018
4. Improve financial literacy among County residents.	<ul style="list-style-type: none"> Encourage the County of Santa Clara to improve financial literacy at the high school level and adult schools. Prepare Proposal to submit to Board of Supervisors for suggested implementation in our education system. 	4	October
5. Learn more about Santa Clara County Water district.	<ul style="list-style-type: none"> Commissioners to attend Water Purification Inspection Tours for quality assurance. 	5	October
6. Improve low/moderate income housing inventory in SCC.	<ul style="list-style-type: none"> Work with department of housing and review reports 	6	October

PRIOR YEAR ACCOMPLISHMENTS

GOAL/OBJECTIVE	ACTIVITIES SUPPORTING GOAL	STATUS
1. Improved health of County residents by reducing sugar in our diets.	Received presentation from the Office of the Public Health Department of Santa Clara County to educate Commission and current initiatives.	Complete
2. Reduce use of bottled water in our County.	County has successfully installed refill water stations throughout county.	Complete.
3. Support Healthy Nail Salon campaign.	Received updates from Supervisory Chavez' office.	Ongoing
4. Ensure that consumers in our county have access to helpful online information.	Encouraged Supervisors to include links to online consumer information such as the Consumer Connection magazine in their outreach materials.	Ongoing.
5. Alert county seniors to the proliferation of scams targeting seniors and the elderly.	Received reports from staff of Consumer Mediation Unit, Office about scams such as the fake calls from the IRS.	Ongoing.

ONGOING PROJECTS

PROJECT	ACTIVITIES
Educate ourselves and alert the public about important consumer issues.	<ul style="list-style-type: none"> • Work with Consumer Protection Unit (Office of District Attorney) to find out about what issues the public is bringing to that office. • Invite speakers to Commission meetings from groups such as the Better Business Bureau and the state Department of Insurance.
Monitor consumer issues with a view toward recommendations to be forwarded to the Board of Supervisors.	<ul style="list-style-type: none"> • Review state Department of Consumer Affairs web site on a regular basis. www.dca.ca.gov • Send delegates to the annual conference of the California Consumer Affairs Association www.cca-net.org • Review other web sites with information of interest to California consumers: Consumers' Union: www.consumersunion.org California Public Interest Research Group (CalPIRG): www.calpirg.org • Stay informed about issues raised in the Action Line column of the San Jose Mercury News
Use the <i>Consumer Connection</i> magazine published quarterly by the state Department of Consumer Affairs to educate people in our county about important consumer issues.	<ul style="list-style-type: none"> • Subscribe to the magazine • Read magazine articles • Urge County Supervisors to distribute the magazine to their constituents.

County of Santa Clara
Office of the Sheriff



87820

DATE: August 16, 2017
TO: Public Safety and Justice Committee
FROM: Laurie Smith, Sheriff
SUBJECT: Semi-annual Report on County-wide Gang Activity

RECOMMENDED ACTION

Receive report from the Office of the Sheriff relating to County-wide Criminal Gang Activity.

REASONS FOR RECOMMENDATION

This report provides a statistical analysis of the Santa Clara County Sheriff's Office gang-related cases for the first half of the year 2017 (January - June); as well as, providing a comparative analysis of case data from the years prior (2013-2017). The Sheriff's Office areas of responsibility currently include unincorporated areas of the County, County parks, contract cities, court facilities, custody facilities, and VTA transit lines and stations.

Analysis of Gang-Related Cases

The Sheriff's Office has maintained use of the data collection method first implemented in 2011. This report is derived from an analysis of case data compiled from cases flagged as gang by the investigating officer, cases resulting in a PC 186.22 investigation, and those identified during a manual review to have suspected gang elements present.

Gang-related activity is grouped into four general incident type categories:

- Violent (e.g. Attempted Homicide, Robbery, Assaults)
- Non-Violent (e.g. Weapons Possession, Probation/Parole Violation, Drug Charges)
- Property (e.g. Vandalism, Stolen Vehicles, Burglary)
- Info Report (e.g. Missing Person, Informational Report)

Table I is a summary of the total number of gang-related cases for 2017 (Jan - Jun) for each incident type: Violent, Non-Violent, Property, and Informational Reports. It further illustrates a direct comparison to the same time period of the prior year 2016, highlighting a slight decrease of 2% overall. However, when gang-related activity is dissected by incident type it shows that decreases in the Violent and Informational Report categories were almost offset by an increase in the Non-Violent category.

TABLE I

**Santa Clara County Sheriff's Office
Gang-Related Cases - Incident Type
2017 (Jan - Jun) v. 2016 (Jan - Jun)**

Incident Type	2017 Jan-Jun	2016 Jan-Jun	Change	% Change
Violent	45	56	-11	-20%
Non-Violent	101	91	10	11%
Property	34	33	1	3%
Info Report	5	9	-4	-44%
TOTAL	185	189	-4	-2%

Non-Violent gang-related incidents continue to account for the largest percentage of overall gang activity at 55%. Additionally, with respect to the Non-Violent gang-related cases, 28% involved a firearm, knife, or other weapon. This percentage is an increase over the same time period of 2016 in which 22% of Non-Violent gang-related cases involved a firearm, knife, or other weapon. This indicator continues to be both a public safety and officer safety concern. Most often the possession of the weapons is explained as a means of protection from an attack by rival gang members or others; and/or, utilized during the commission of a crime.

Figure I is a 5-year historical view of the number of gang-related cases during the first six (6) months of each year from 2013 to 2017. With respect to Violent gang-related cases, the 2017 totals are the lowest in 5 years. With respect to Non-Violent gang related cases, the 2017 totals are at the second highest over 5-years.

Figure I

Santa Clara County Sheriff's Office
Gang-Related Cases - Incident Type
Year to Year Comparison
First Half (2013-2017)

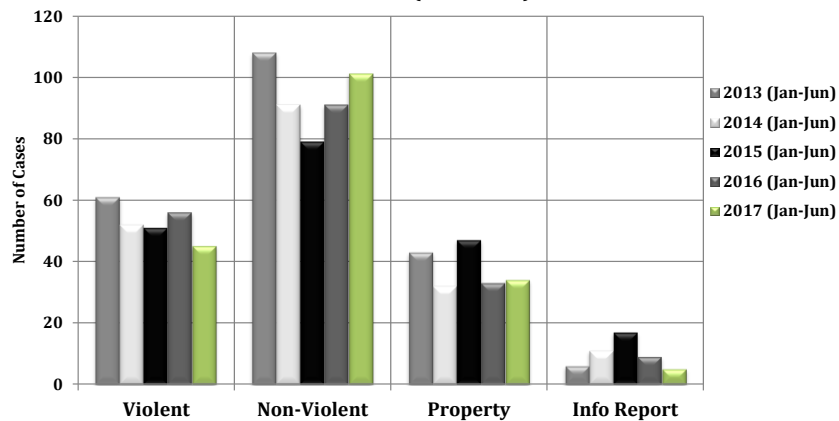


Figure II is an exhibit of the distribution of gang-related cases by incident type in each specific area of responsibility for 2017 for January through June. Violent gang-related incidents occurring in the Jails account for 62% of the total. Non-Violent gang-related cases were highest in Transit accounting for 33%. Property gang-related cases were highest in East San Jose accounting for 38%.

Figure II

Santa Clara County Sheriff's Office
Gang-Related Cases - Incident Type by Area
2017 (Jan - Jun)

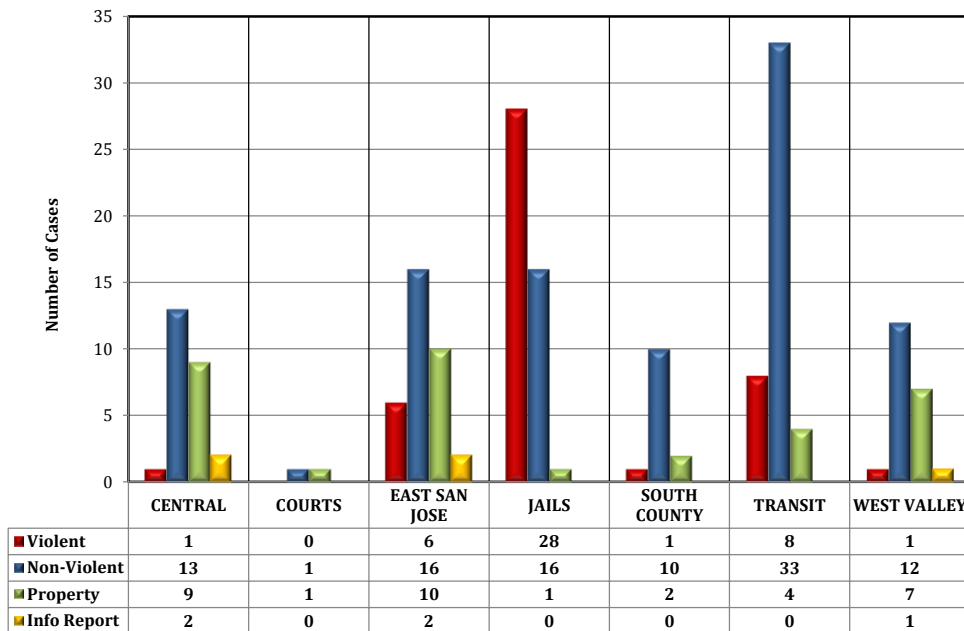


Figure III

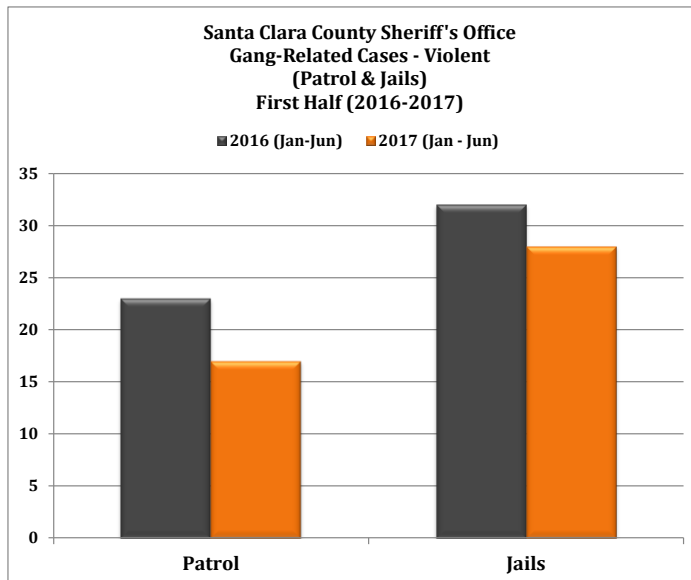


Figure III displays the 2016-2017 breakdowns of Violent gang-related cases in the Jails and the Patrol areas. Thus far in 2017, there has been a 26% decrease in Violent gang-related cases in the Patrol areas compared to the same time period in 2016. With respect to the Jails, there was a 13% decrease in 2017 compared to the same time period in 2016.

Analysis of Gang-Related Cases - Patrol

From this point on, this report will focus on activity occurring in the Sheriff's Office five (5) respective patrol areas only: Central, East San Jose, South County, Transit, and West Valley. Collectively, these areas will herein be referred to as Patrol. The structured dynamics of custodial and court facilities vary greatly from the free flowing activity of the communities serviced in the Patrol areas. The separation has been brought about to gain further insight into the gang-related activity directly impacting the communities in these areas.

Figure IV depicts the distribution of gang-related cases by area for 2017 from January through June. During this time period, at 33% Transit accounted for the largest percentage of gang-related cases in the Patrol areas. East San Jose followed closely behind accounting for 25%.

Figure IV

**Santa Clara County Sheriff's Office
Gang-Related Cases by Patrol Area
2017 (Jan - Jun)**

Total Number of Cases: 138

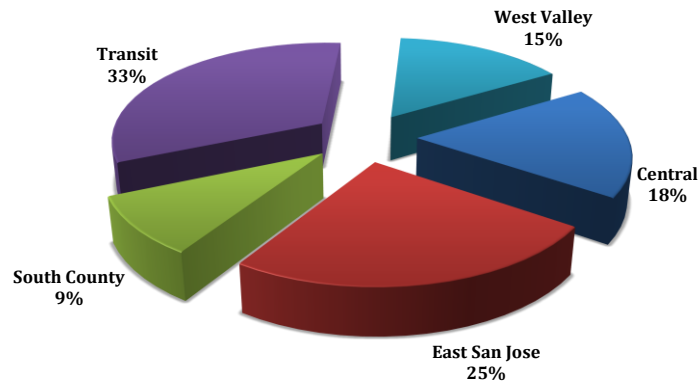


Figure V is a monthly comparison of the number of Violent gang-related cases that occurred in the Patrol areas in 2017 from January through June to monthly data for the years 2013-2016. From 2012-2017, there were on average 3 to 4 Violent gang-related cases per month in the Patrol areas. Thus far in 2017, the average is slightly lower at 2 to 3.

Figure V

**Santa Clara County Sheriff's Office
Gang-Related Cases - Violent (Patrol Areas)
First Half (2013-2017)**

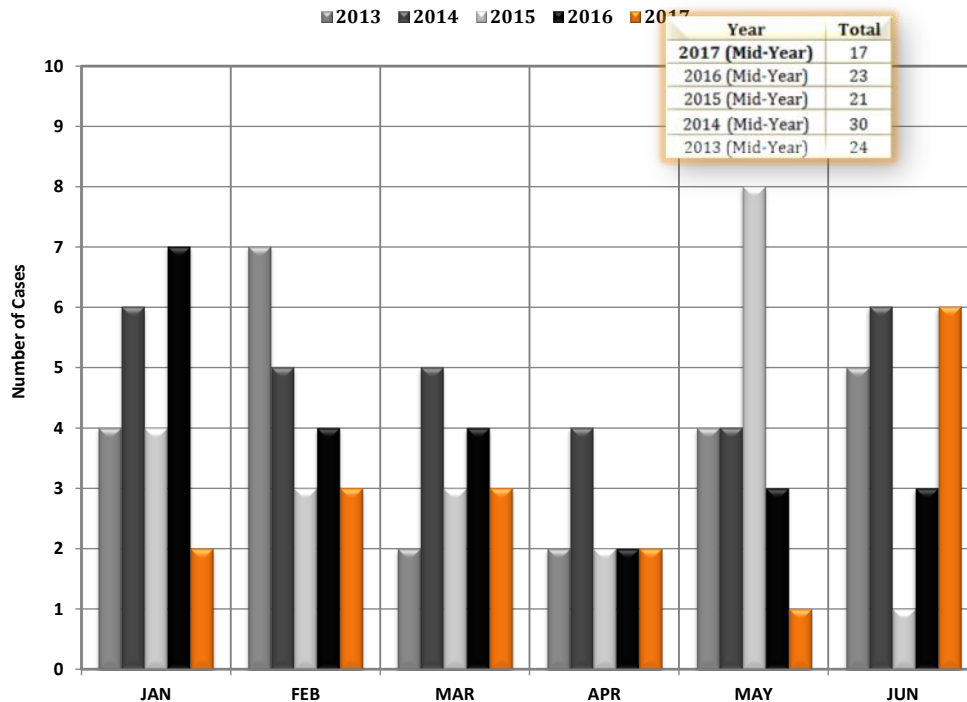


Figure VI illustrates the percentage of all the gang-related cases occurring in the Patrol areas during 2017 from January through June, which included a charge of a probation/ parole violation. Collectively, these charges are present in 19% of the gang-related cases in the Patrol areas.

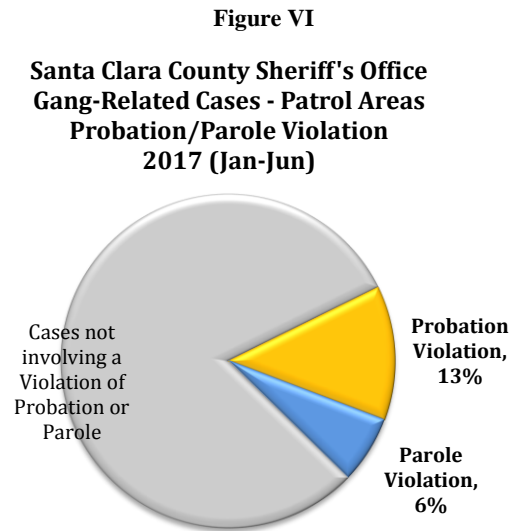


Table II details the number of Offenders involved in gang-related cases occurring in the Patrol areas by age group.

Table I*

Santa Clara County Sheriff's Office Gang-Related Cases - Patrol Areas Offender (Age Groups) 2017 (Jan - Jun)	
Under 10	0
10-14	4
15-19	35
20-24	31
25-29	31
30-34	26
35-39	20
40-49	20
50 & OVER	4
UNKNOWN	11
TOTAL	182 (171¹)
JUV	25
ADULT	146

**This represents the total known offenders. The unknown age group is not factored into this total*

Table III details the number Offenders for just the Violent gang-related cases in the Patrol areas by age group. For the first half of 2017, the 15 to 19, 20 to 24, and 25 to 29 age groups each account for approximately 18- 20% of known offenders for all gang-related cases in the Patrol areas. With respect to Violent gang-related cases in the Patrol areas, the 20-24 age group accounted for 37% of the known offenders.

Table III*

Santa Clara County Sheriff's Office Gang-Related Cases (Violent) - Patrol Areas Offender (Age Groups) 2017 (Jan - Jun)	
Under 10	0
10-14	0
15-19	3
20-24	7
25-29	3
30-34	4
35-39	2
40-49	0
50 & OVER	0
UNKNOWN	2
TOTAL	21 (19)¹
JUV	1
ADULT	18

**This represents the total known offenders. The unknown age group is not factored into this total*

CHILD IMPACT

The recommended action will have no/neutral impact on children and youth.

SENIOR IMPACT

The recommended action will have no/neutral impact on seniors.

SUSTAINABILITY IMPLICATIONS

The recommended action will have no/neutral sustainability implications.

BACKGROUND

In 2010, the Public Safety and Justice Committee (PSJC) began reviewing status reports on the Sheriff's Office gang crime analysis activities, specifically statistical analyses of countywide gang crimes occurring in the Sheriff's Office jurisdictions.

CONSEQUENCES OF NEGATIVE ACTION

The Committee will not receive this report.

LINKS:

- Linked To: 84980 : 84980
- Linked To: 85266 : 85266

County of Santa Clara

Public Safety and Justice Committee

Supervisor Mike Wasserman, Chairperson. Supervisor Ken Yeager, Vice Chairperson.

County Government Center – 70 West Hedding Street, 1st floor
San Jose, CA 95110 Phone 408-299-5001 TTY:993-8272



DATE: April 26, 2017, Regular Meeting
TIME: 1:00 PM
PLACE: Board of Supervisors' Chambers

MINUTES

Opening

1. Call to Order.

Chairperson Wasserman called the meeting to order at 1:04 p.m. A quorum was present.

Attendee Name	Title	Status	Arrived
Ken Yeager	Vice Chairperson	Present	
Mike Wasserman	Chairperson	Present	

2. Public Comment.

One individual addressed the Committee.

3. Approve Consent Calendar and changes to the Committee's agenda.

One individual addressed the Committee.

3 RESULT: APPROVED [UNANIMOUS]
MOVER: Ken Yeager, Vice Chairperson
SECONDER: Mike Wasserman, Chairperson
AYES: Yeager, Wasserman

Regular Agenda - Items for Discussion

Fiscal Year 2017-2018 Budget Proposals

4. Receive report from the Office of the Sheriff and Department of Correction relating to Fiscal Year 2018 Departmental Budget Proposals. (ID# 85662)

Two individuals addressed the Committee.

Laurie Smith, Sheriff, provided a presentation relating to the goals to increase safety, increase analytical ability; develop policies and implement training; incorporate new philosophies around correction and policing; establish reliable, affordable childcare; hire technology and analytical staff; and, obtain electronic control devices such as tasers and full-body scanners.

Minutes Acceptance: Minutes of Apr 26, 2017 1:00 PM (Consent Calendar)

Vice Chairperson Yeager suggested that the Office of the Sheriff discuss possible sharing of resources such as helicopters with the Santa Clara Valley Water District and the City of San Jose.

4 RESULT: RECEIVED

5. Receive report from the Office of the District Attorney relating to Fiscal Year 2017-18 Departmental/Office Budget Proposals. (ID# 85710)

One individual addressed the Committee.

Jeffrey Rosen, District Attorney, provided a presentation relating to the budget requests for the Office of the District Attorney to improve public safety; expand the capability of the Crime Lab; reform juvenile justice; and, strengthen operational support.

Chairperson Wasserman requested that the Office of the District Attorney provide a report off-agenda relating to court decisions regarding possible collaboration with schools in terms of penalties for students with a history of truancy.

5 RESULT: RECEIVED

6. Receive report from Medical Examiner-Coroner relating to Fiscal Year 2017-18 Departmental Budget Proposals. (ID# 85763)

Martha Wapenski, Deputy County Executive, and Jesse Montano, Administrative Support Officer, Office of the Medical Examiner/Coroner, provided a report relating to the request for additional funding and positions for the Office of the Medical Examiner-Coroner and the need to decrease the caseload per investigator.

6 RESULT: RECEIVED

7. Receive report from Office of Pretrial Services relating to Fiscal Year 2017-18 Departmental Budget Proposals. (ID# 85673)

One individual addressed the Committee.

Aaron Johnson, Director of Pretrial Services, provided a presentation relating to loss of revenue from the courts and utilization of Assembly Bill 109 funds.

7 RESULT: RECEIVED

8. Receive report from the Probation Department relating to Fiscal Year 2017-18 Departmental Budget Proposals. (ID# 85883)

Laura Garnette, Chief Probation Officer, and Roseanne Rodarte, Administrative Services Manager, Probation Department, provided a presentation relating to the Department budget proposal. Chief Garnette highlighted information relating to an increase in domestic violence cases.

8 RESULT: RECEIVED

9. Receive report from the Office of the Public Defender relating to Fiscal Year 2017-18 Departmental Budget Proposals. (ID# 85838)

One individual addressed the Committee.

Molly O'Neal, Public Defender, provided a presentation relating to budget requests of the Office of the Public Defender and the Alternate Defender's Office and the impact of the passage of Propositions 36, 47, 57, and 64.

9 RESULT: RECEIVED

Consent Calendar

10. Approve minutes of the February 15, 2017 Regular Meeting.

10 RESULT: APPROVED [UNANIMOUS]

MOVER: Ken Yeager, Vice Chairperson

SECONDER: Mike Wasserman, Chairperson

AYES: Yeager, Wasserman

11. Receive quarterly report from the Office of the County Executive relating to the Juvenile Justice Systems Collaborative. (ID# 85862)

11 RESULT: RECEIVED

12. Receive report from the Office of the Sheriff relating to specific training topics for public safety staff. (ID# 86076)

12 RESULT: RECEIVED

13. Receive report from the Office of the Sheriff relating to the Academy, Recruitment, and Staffing Levels. (ID# 85909)

13 RESULT: RECEIVED

Adjourn

14. Adjourn to the next regular meeting on Wednesday, May 24, 2017 at 2:00 p.m., in the Board of Supervisors' Chambers, County Government Center, 70 West Hedding Street, San Jose.

Chairperson Wasserman adjourned the meeting at 2:30 p.m.

Respectfully submitted,

Marilyn Anderson

Deputy Clerk

Minutes Acceptance: Minutes of Apr 26, 2017 1:00 PM (Consent Calendar)

County of Santa Clara

Public Safety and Justice Committee

Supervisor Mike Wasserman, Chairperson. Supervisor Ken Yeager, Vice Chairperson.

County Government Center – 70 West Hedding Street, 1st floor
San Jose, CA 95110 Phone 408-299-5001 TTY:993-8272



DATE: May 24, 2017, Regular Meeting

TIME: 2:00 PM

PLACE: Board of Supervisors' Chambers

MINUTES

Opening

1. Call to Order.

Chairperson Wasserman called the meeting to order at 2:00 p.m. A quorum was present.

Attendee Name	Title	Status	Arrived
Ken Yeager	Vice Chairperson	Present	
Mike Wasserman	Chairperson	Present	

2. Public Comment. (ID# 86766)

One individual addressed the Committee.

3. Approve Consent Calendar and changes to the Committee's agenda. (ID# 86768)

Item No. 7 was added to the Consent Calendar.

Five individuals addressed the Committee.

3 RESULT: APPROVED AS AMENDED [UNANIMOUS]

MOVER: Ken Yeager, Vice Chairperson

SECONDER: Mike Wasserman, Chairperson

AYES: Yeager, Wasserman

Regular Agenda - Items for Discussion

4. Consider recommendations relating to Senate Bill (SB) 10 (Hertzberg) and Assembly Bill (AB) 42 (Bonta). (Office of Intergovernmental Relations) (ID# 86513)

Possible action:

- a. Receive report from the Office of Intergovernmental Relations relating to SB 10 (Hertzberg) and AB 42 (Bonta).
- b. Forward a recommended position of support for SB 10 and AB 42 to the Board of Supervisors for consideration.

One individual addressed the Committee.

Minutes Acceptance: Minutes of May 24, 2017 2:00 PM (Consent Calendar)

Forwarded to the Board of Supervisors with no recommendation.

4 RESULT: FORWARDED [NO VOTE]

- 5. Receive report from the Office of the Sheriff relating to gender issues in the jails and how to incorporate additional points of view regarding gender issues. (Held from May 11, 2017, Finance and Government Operations Committee, Item No. 10) (ID# 86610)**

5 RESULT: RECEIVED

- 6. Receive report from the Office of the Sheriff relating to unsentenced inmates. (ID# 86611)**

6 RESULT: RECEIVED

- 7. Consider various budget inventory items and forward to the Board of Supervisors for consideration.**

- a. Consider Inventory Item No. 8 relating to the Probation Community (Pro-Com) Program and forward to the Board of Supervisors for consideration. (Supervisor Wasserman) (ID# 86657)

Possible action:

- a. Add one Deputy Probation Officer III position at an ongoing cost of \$197,034, offset by a one-time salary savings of \$49,259.
- b. Allocate \$40,000 in ongoing funds to support activities, equipment, coaching, and other program needs.

Added to the Consent Calendar at the request of Vice Chairperson Yeager.

7.a RESULT: FORWARDED

- b. Consider Inventory Item No. 9 relating to the South County Youth Task Force and forward to the Board of Supervisors for consideration. (Supervisor Wasserman) (ID# 86669)

Possible action:

- a. Allocate \$266,000 in one-time funds to support the work of the multi-jurisdictional South County Youth Task Force.
- b. Approve usage of Board Policy 5.6.5.1(D)(2)(a), Exceptions to Competitive Procurement (Single Source), relating to Agreement with the non-profit South County Youth Task Force.

Added to the Consent Calendar at the request of Vice Chairperson Yeager.

7.b RESULT: FORWARDED

- c. Consider Inventory Item No. 37 relating to the Notario Fraud Unit and forward to the Board of Supervisors for consideration. (Cortese) (ID# 86480)

Possible action:

- a. Allocate a total of \$315,173 in ongoing funds for a period of three years to sustain and expand the Notario Fraud Unit under the Office of the Sheriff.
- b. Add one Full-Time Deputy Detective to provide investigative support in the amount of \$214,609.
- c. Add one Full-Time Community Worker to provide administrative support and community outreach and education in the amount of \$100,564.

Added to the Consent Calendar at the request of Vice Chairperson Yeager.

7.c RESULT: FORWARDED

- d. Consider Inventory Item No. 52 relating to funding an additional immigration attorney and forward to the Board of Supervisors for consideration. (Cortese) (ID# 86791)

Possible action:

- a. Allocate \$140,000 of one-time funds to contract with outside counsel to augment the efforts of the Public Defender's Immigration Attorney.

Added to the Consent Calendar at the request of Vice Chairperson Yeager.

7.d RESULT: FORWARDED

- 8. Receive report from the Office of the Clerk of the Board relating to Fiscal Year 2017-2018 annual work plan and budget for the Domestic Violence Council, and forward to the Board of Supervisors for approval. (ID# 86383)**

8 RESULT: FORWARDED [NO VOTE]

Consent Calendar

- 9. Receive report from the Office of the Sheriff relating to Notario Crime. (ID# 86655)**

9 RESULT: RECEIVED

Adjourn

- 10. Adjourn to the next regular meeting on Wednesday, June 21, 2017 at 2:00 p.m., in the Board of Supervisors' Chambers, County Government Center, 70 West Hedding Street, San Jose.**

Chairperson Wasserman adjourned the meeting at 2:51 p.m.

Respectfully submitted,

Dave Leon

Deputy Clerk