

COUNTY OF SAN MATEO
2015 PUBLIC SAFETY REALIGNMENT ACT REPORT





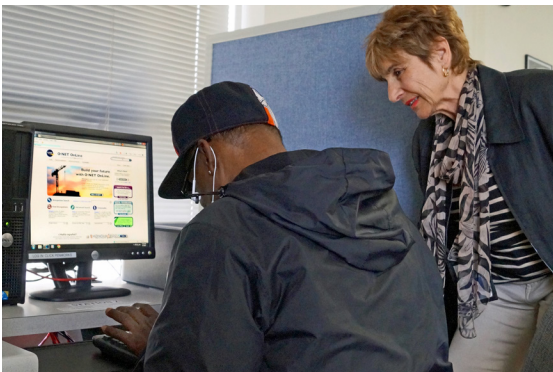
COUNTY OF SAN MATEO
2015 PUBLIC SAFETY REALIGNMENT ACT REPORT

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
INTRODUCTION	1
RECIDIVISM—COUNTY DEFINITION	2
KEY FINDINGS	2
REPORT PURPOSE	3
SAN MATEO COUNTY’S PUBLIC SAFETY REALIGNMENT ACT PLAN	4
CURRENT SERVICES FOR AB 109 OFFENDERS	5
SAN MATEO COUNTY AB 109 SERVICE FLOW CHART	6
AB 109 OFFENDER INFORMATION	7
AB 109 OFFENDER DEMOGRAPHIC PROFILE	8
AB 109 IN-CUSTODY CHARGE AND SENTENCING DATA	9
PROBATION OFFENDER EXIT REASONS	10
IN-CUSTODY STRAIGHT SENTENCE POPULATION DATA	11
IN-CUSTODY SPLIT SENTENCE POPULATION DATA	12
ASSESSMENT OF RISK AND NEEDS OF AB 109 OFFENDERS	13
PROBATION SERVICE AND REFERRAL DATA	15
PROBATION VIOLATION AND RECIDIVISM DATA	16
CORRECTIONAL HEALTH SERVICES: CORRECTIONAL MENTAL HEALTH SERVICES (CMHS) AND CHOICES	19
SERVICE CONNECT: HUMAN SERVICES AGENCY (HSA) AND BEHAVIORAL HEALTH AND RECOVERY SERVICES (BHRS)	22
HSA SERVICE DATA	22
BHRS MENTAL HEALTH AND ADDICTION DATA	24
BHRS SERVICE AND OUTCOME DATA	25
PUBLIC SAFETY REALIGNMENT FUNDING	27
FUTURE DIRECTION	31
GLOSSARY	33
ADDENDUM	34



EXECUTIVE SUMMARY



KEY COMPONENTS OF PUBLIC SAFETY REALIGNMENT ACT

- Revised the definition of a felony to provide that certain offenses are punishable in county jail.
- Transferred responsibility for post-release supervision of lower-level and non-high-risk sex offenders.
- Established that all persons released from prison on and after October 1, 2011 be subject to community supervision provided by a county agency (PRCS only).
- Enhanced local custody and supervision tools.

INTRODUCTION

California's Public Safety Realignment Act of 2011, or Assembly Bill 109 (Chapter 15, Statutes of 2011) and other subsequent legislation shifted jurisdiction of, and funding for, supervision and incarceration of specified low level felony offenders from state to local control. The purpose of the legislation was to address court mandates requiring the reduction of overcrowded conditions in California prisons. The legislation did so by altering both sentencing and post-prison supervision for lower level offenders. Most offenders convicted of non-serious, non-violent and non-sex offenses with some exceptions who, prior to public safety realignment would have been sent to state prison, are now eligible to serve their time in county jails. This group is referred to as the 1170(h) population. In addition, realignment also tasked county probation departments with the supervision of a specified population of inmates discharged from state prison whose commitment offense was non-violent and non-serious. This population is the Post-Release Community Supervision (PRCS) group. Finally, parolees—excluding those serving life terms—who violate the terms of their parole serve their parole revocations in county jail.

Assembly Bill 109 (AB 109) is undoubtedly the biggest change in the criminal justice system in over a century. By transferring responsibility for the management and supervision of these high-risk populations to counties, the state sought to lower the recidivism rate as it is believed that counties are better able to provide them with the treatment and resources they need to address underlying criminogenic behavior. This County has responded to the challenge by leveraging our resources through multidisciplinary teams that assess and determine what each offender needs in order to be most successful in their reentry process.

The following is the first comprehensive report on the overall process, implementation, and outcomes of realignment in San Mateo County from the beginning of realignment in October 2011 to April 2015. This report centers on implementation activities and outcomes connected to recidivism. Successful realignment implementation depends on many

county agencies and the courts working together to reduce recidivism. This document not only attempts to show what has transpired with the AB 109 population in San Mateo County, but is also intended as a tool that will help to inform our team on future planning, procedure development, and ongoing implementation when working with the realigned population.

RECIDIVISM—COUNTY DEFINITION

The County of San Mateo has adopted a definition slightly different than the state. The state’s recidivism definition: “Recidivism is defined as a *conviction* of a new crime committed within three years of release from custody or committed within three years of placement on supervision for a previous criminal conviction.” The County of San Mateo’s definition is, “Recidivism is defined as an *arrest and/or criminal filing* of a new crime committed within three years of release from custody or committed within three years of placement on supervision for a previous conviction.” Although the state’s and County’s definitions are slightly different, we currently have the ability to track both. This is important as it helps staff to identify offenders early in the process and provide them with the support and intervention needed prior to a conviction.

KEY FINDINGS

Overall, this report analyzes close to 1,500 AB 109 offenders. About half, or 46.6%, were PRCS while the 1170(h) population accounted for the remainder (53.4%) sentenced to our county jail under either a straight (23.9%) or split sentence (29.5%). (A straight sentence is one with no probation period following jail time, while a split sentence denotes both jail and time on probation.)

COUNTY RECIDIVISM RATE

Since October 2011, only **26.6%** of all probation supervisees were charged with a misdemeanor or felony within three years of their release. The data indicates that 72.3% of PRCS offenders under probation supervision did not recidivate within three years and 65.2% of 1170(h) offenders under probation supervision did not recidivate within three years.

DEMOGRAPHICS OF OFFENDERS

Most AB 109 offenders on probation identify as male and are between 23 to 43 years of age. The most common ethnicity is White. The majority of commitment offenses for both PRCS and the 1170(h) population were for drug-related crimes. For those who recidivated within three years, the majority of offenses were for property or drug-related charges. (Property-related crimes are frequently related to drug addiction.)

CORRECTIONAL ASSESSMENT AND INTERVENTION SYSTEM (CAIS) RISK ASSESSMENT

As expected, those with higher CAIS risk levels committed more misdemeanor or felony violations than those with medium or low risk levels. CAIS is the risk assessment tool used by the Probation Department for all offenders.



SAN MATEO COUNTY RECIDIVISM DEFINITION

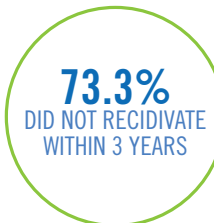
Arrest and/or Charges Filed within three years of Last Incarceration in San Mateo County.

Excludes:

§ PRCS Flash Incarceration/Revocation, 647/849B1 (no charges filed), or Dropped Charges, etc.

Includes:

§Warrant Arrests. PTA/Court Sentence, etc.



REPORT PURPOSE

This report presents findings from an initial review of the public safety realignment population served in the County of San Mateo from October 2011 to April 2015. Two sources of data inform this report:

1. County of San Mateo Social Solutions Efforts to Outcome (ETO®) database
2. Human Services and Behavioral Health and Recovery Services database systems

The Social Solutions Efforts to Outcome (ETO®) database is meant to be the primary source of data (i.e., demographic, legal, and service data) for the realignment population. ETO® is an established software product used by public, private, and non-profit organizations across the United States to capture, in real time, the work of staff. ETO® software transactions are conducted over a secure connection using 128-bit Secure Sockets Layer encryption, which protects confidential information from interception and hacking. Furthermore, the software is secure using industry standard VeriSign security encryption. The real time capabilities of the software allow staff to monitor and record individual client needs, enter and aggregate results and manage referrals.

The County of San Mateo launched the use of the ETO® database for the realignment population in May 2014. For the purpose of this report, all data was entered into ETO® by staff serving the realignment population. Basic demographic information and criminal history data were back-entered for individuals served prior to May 2014. Probation service and referral activities only include those individuals served since May 2014. Data was exported from ETO® and imported into Statistical Package for the Social Sciences (SPSS) for statistical analysis. All data was cleaned and checked for accuracy before a final analytic dataset was created. The database is in its first year of implementation and not all key agencies are entering data into the system. Data presented for the Probation Department, Sheriff's Office and Correctional Health were sourced from ETO®.

Data presented for the Human Services Agency and Behavioral Health and Recovery Services was extracted and aggregated by County staff and provided to Harder+Company in summary form. Although the data presented here reflects a subset of the population described in the other sections, it is not matched to that sample. This is a significant limitation to this report.

Future reports will include a more sophisticated and in-depth analyses of the AB 109 population as all County departments enter more data into the Social Solutions Efforts to Outcome (ETO®) database. This analysis will isolate gaps in services to bolster resources that will achieve the greatest reductions in crime. Continued reductions in recidivism rates should result in safer communities in our County, while leveraging AB 109 funding to achieve the highest and best use of the dollars.

Finally, this report uses several terms to refer to the public safety realigned population, including AB 109 population, offender, supervisee and client. AB 109 population is used generally to describe both the now locally sentenced population, or 1170(h)s, and the Post-Release Community Supervision (PRCS) population. Offender is used to refer both 1170(h)s and PRCS when detailing demographic and crime statistics. Both supervisee and client are used to refer to persons receiving services through Service Connect, specifically the Human Services Agency and Behavioral Health and Recovery Services. A comprehensive glossary of terms used throughout the report is provided on page 33.



SAN MATEO COUNTY'S PUBLIC SAFETY REALIGNMENT ACT PLAN

The County of San Mateo's Public Safety Local Implementation Plan, or Public Safety Realignment Act Plan, was released in April 2012. This plan developed under the direction of the Community Corrections Partnership (CCP) details 12 strategies by which the County would implement the Public Safety Realignment Act. These strategies include individual-level strategies for supervising and serving Post-Release Community Supervision (PRCS) and locally-sentenced 1170(h) populations; process flow structures illustrating how individuals enter and exit the County's system of supervision, custody, and services; and systems-level strategies to more effectively integrate county and city programs and services. The CCP's philosophy is based on a collaborative approach that seeks to reduce recidivism and ensure public safety by coordinating services and in- or out-of-custody supervision. In this approach, multidisciplinary teams (MDTs) work together to engage supervisees as early as possible and ensure that supervision and services are complementary in order to help supervisees succeed.

In addition to developing service models and strategies to address the service needs of the realignment population, the County of San Mateo invested in developing information-sharing procedures and data systems to strengthen the understanding of the realignment population and the impact of the services delivered.

Commencing in spring 2011, and over the course of several months, the Probation Department, Sheriff's Office, Human Services Agency, and Health System met to define roles, develop the collaborative process, and draft a Memorandum of Understanding. Between October 2011 and April 2015, 1,479 AB 109 offenders were sentenced and entered in the ETO® database.

ENHANCED LOCAL CUSTODY AND SUPERVISION TOOLS IMPLEMENTED IN SAN MATEO COUNTY

- Community-based residential programs, drug or alcohol treatment, behavioral health treatment, literacy programming, employment counseling etc. ✓
- Day reporting ✓
- Flash incarceration ✓
- Home detention with electronic monitoring or GPS monitoring ✓
- Intensive community supervision ✓
- Mandatory community service ✓
- Mandatory random drug testing ✓
- Mandatory substance abuse treatment programs ✓
- Mother-infant care programs ✓
- Restorative justice programs ✓
- Work in a work release program ✓
- Work, training, or education in a furlough program ✓

CURRENT SERVICES FOR AB 109 OFFENDERS

Page 6 provides an overview of services provided and the service pathway for AB 109 offenders from incarceration to release. Below, we provide a brief profile of the core agencies serving this population:

COUNTY OF SAN MATEO PROBATION DEPARTMENT is responsible for enforcement of release conditions and case management of all post-release supervisees and 1170(h)s on mandatory supervision.

COUNTY OF SAN MATEO SHERIFF'S OFFICE is responsible for oversight of in-custody care program services, supervision and management of all incarcerated AB 109 offenders.

CORRECTIONAL HEALTH SERVICES assesses, coordinates, and provides medical, mental health and substance use treatment for incarcerated AB 109 inmates and evaluates their social service needs for follow-up upon release. Specific programs include:

- Correctional Mental Health
- Choices Recovery

SERVICE CONNECT is a partnership comprised of the Human Services Agency and Health System staff that provides assessment referrals and services for AB 109 offenders post release.

- The Health System's Behavioral Health and Recovery Services (BHRS) provides mental health and substance use treatment services and Public Health provides initial medical care and employment physicals.
- The Human Service Agency (HSA) provides assistance with basic needs such as housing, employment and case management.



SAN MATEO COUNTY AB 109 SERVICE FLOW CHART

IN CUSTODY

SHERIFF'S OFFICE

- CAIS Assessments
- MDT Review
- Reentry Planning
- Referrals

POST-RELEASE

PROBATION DEPARTMENT

- Monitoring and Supervision
- CAIS
- Referrals

CORRECTIONAL HEALTH

CORRECTIONAL MENTAL HEALTH SERVICES

- Needs Assessment
- Reentry Planning
- Referrals

CHOICES

- Chemical Dependency Programs
- Therapeutic Community Model
- Classes (e.g., GED, DV, Parenting, Coping, and Interpersonal)

SERVICE CONNECT

BEHAVIORAL HEALTH

- Medical, Mental Health, and Alcohol or Drug screenings, assessments, and referrals to treatment

HUMAN SERVICES AGENCY

- Case Management
- Employment Services (Job development and addressing barriers to employment)



AB 109 OFFENDER INFORMATION

All data presented in this report describe AB 109 offenders who entered the County of San Mateo’s realignment caseload between October 1, 2011 and April 25, 2015.

Close to 1,500 AB 109 offenders are included in this report. About half (46.6%) were released from state custody to County supervision while the remaining were sentenced fairly evenly between straight (23.9%) and split sentences (29.5%). At the time of data entry, the majority of offenders were under Post-Release Community Supervision (PRCS) (64.0%).

FIGURE 1 OFFENDERS BY SENTENCE TYPE (N=1,454)

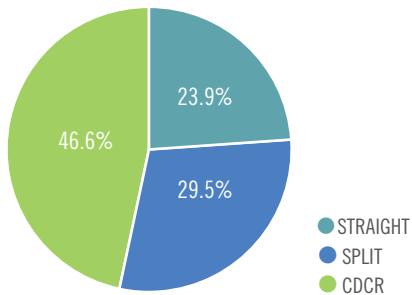


FIGURE 2 OFFENDERS BY SUPERVISION TYPE (n=1,213)

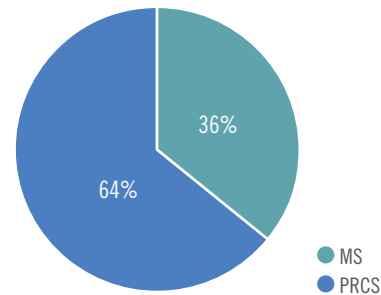


FIGURE 3 TOP FIVE CITIES OF RESIDENCE OF AB 109 OFFENDERS

FIVE MOST COMMONLY REPORTED CITIES OF RESIDENCE

CITY	MS	PRCS
Redwood City - 1	42	120
East Palo Alto - 2	31	85
Daly City - 3	29	70
San Mateo - 4	19	56
San Francisco - 5	80	49

As shown in Figure 3, the number of AB 109 offenders living out of the County, particularly in San Francisco, has continued to be an ongoing issue. AB 109 offenders who are transient or owe restitution as a part of their supervision conditions are not eligible for transfer to their county of residence for supervision, making them ineligible for referrals to Service Connect as counties are under no statutory obligation to provide them with rehabilitative services. However, in order to assist offenders living in San Francisco, probation officers usually travel to the South San Francisco office for meetings, wherein offenders are encouraged to seek services in that county. Services are also provided in mid-county through Service Connect in San Carlos and in south-county at the David E. Lewis Reentry Center in East Palo Alto. For those on realignment who live out-of-county and are eligible for transfer, their cases are handled by an officer whose primary function is to facilitate transfer to their home county.

AB 109 OFFENDER DEMOGRAPHIC PROFILE

- Demographic profile information of AB 109 offenders is presented below by supervision type.
- Most AB 109 offenders on probation identify as male and are between 23 to 43 years of age. The most common ethnicity is White followed by Hispanic/Latino for PRCS offenders and Black for Mandatory Supervision offenders.

FIGURE 4 GENDER BY SUPERVISION TYPE

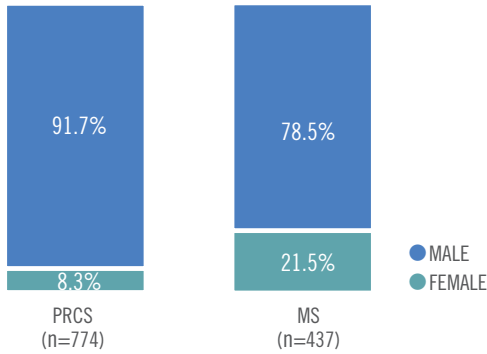


FIGURE 5 AGE BY SUPERVISION TYPE

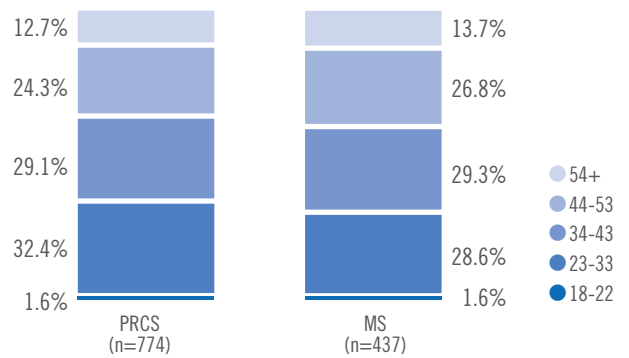


FIGURE 6 RACE BY SUPERVISION TYPE

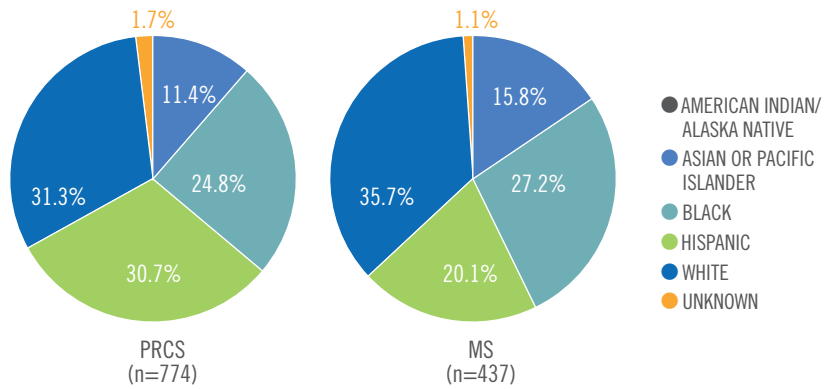
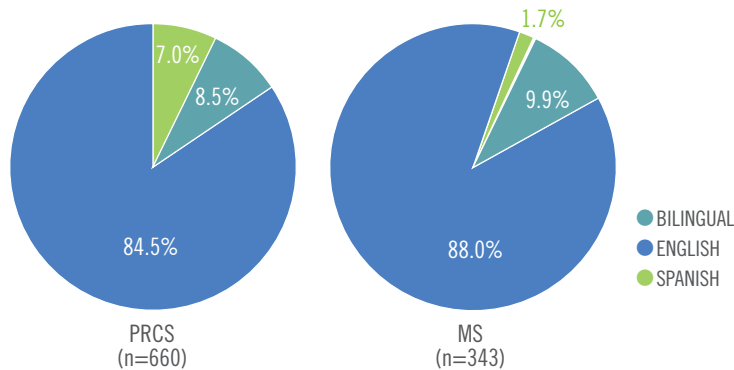


FIGURE 7 LANGUAGE BY SUPERVISION TYPE



The Probation Department supervises offenders by order of the Court. In an attempt to address the diverse demographic make-up of the AB 109 population, the supervision unit is staffed with officers who are ethnically diverse and speak multiple languages.

AB 109 IN-CUSTODY CHARGE AND SENTENCING DATA

- Average sentence length was 31 months (range from 2 months-15 years).
- Average incarceration length was 7 months (range from 0-47 months).
- Average supervision length was 19 months (range from 4-50 months).

FIGURE 8 CRIME CATEGORIES FOR ORIGINAL SENTENCE BY SUPERVISION TYPE

	PRCS (n=689)	MS (n=379)	TOTAL (n=1,068)
Property	26.0%	57.2%	41.6%
Drugs/Alcohol	38.7%	38.4%	38.5%
Crimes Against Person	15.1%	1.8%	8.5%
Other	20.2%	2.6%	11.4%

FIGURE 9 CRIME CATEGORIES FOR STRAIGHT AND SPLIT SENTENCE POPULATION

	1170 (H) STRAIGHT	1170 (H) SPLIT
Property	56.0%	59.1%
Drugs/Alcohol	38.0%	36.6%
Crimes Against Person	2.0%	1.6%
Other	4.0%	2.7%

FIGURE 10 MOST COMMON CRIMES FOR ORIGINAL SENTENCE

EIGHT MOST COMMONLY REPORTED CHARGES



During this reporting period, the average sentence length for the realigned population was 31 months. The longest sentence was 15 years for an 1170(h) split sentence (this is an outlier). Over half of the crimes committed by the 1170(h) population sentenced to both split and straight sentences were for property crimes with drugs and alcohol second. For the supervised population, the top crime category was drugs/alcohol at 38.7% and for mandatory supervision cases it was property crimes at 41.6%.

PROBATION OFFENDER EXIT REASONS

- Over half of offenders who exited probation had successful terminations (51.2%).
- The majority of those terminated successfully were male, identified as White, Hispanic or Black, and are over 33 years old.

FIGURE 11 DISMISSAL REASONS OF OFFENDERS EXITED FROM PROBATION (n=769)



FIGURE 12 DISMISSAL REASON OF PRCS OFFENDERS BY GENDER

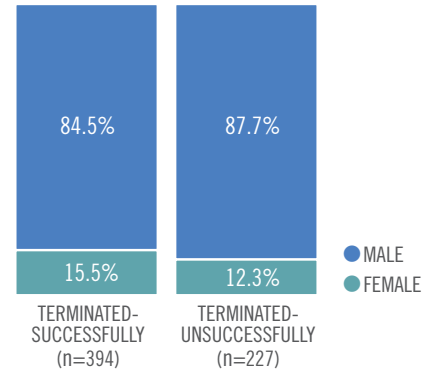


FIGURE 13 DISMISSAL REASON OF OFFENDERS EXITED FROM PROBATION BY RACE

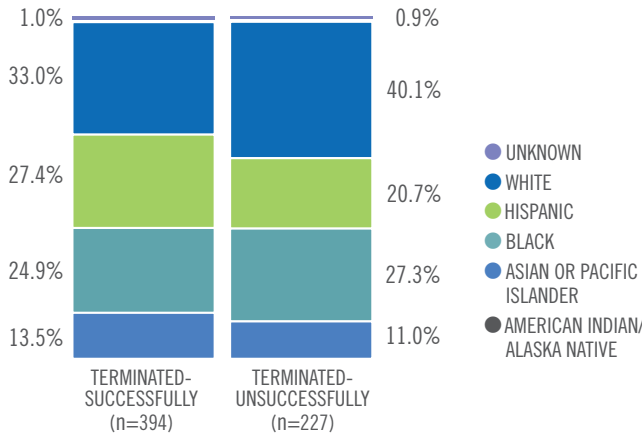
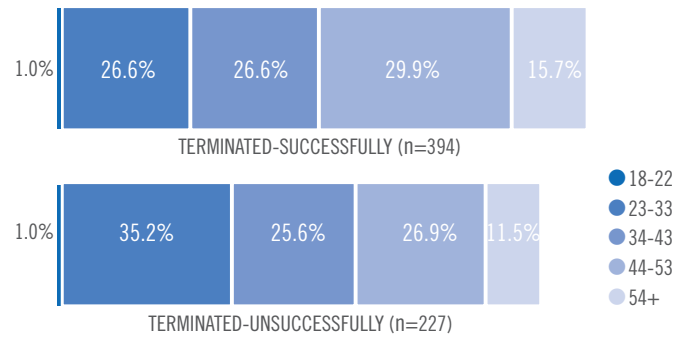


FIGURE 14 DISMISSAL REASON OF OFFENDERS EXITED FROM PROBATION BY AGE GROUP



The figures above indicate the reasons for termination of supervision for the AB 109 population. Successful completion of probation may be defined in two ways: (1) *early termination* – wherein the offender is discharged or terminated after six consecutive months of no violations under supervision; (2) *normal termination* – wherein the offender is discharged or terminated after 12 consecutive months of no violations under supervision. Figure 11 above shows that 51.2% of offenders have successfully completed their probation, and therefore, their supervision was terminated by probation and not by the Court following a revocation.

Unsuccessful completion, on the other hand, are terminations that are usually a result of violations and are addressed through various sanctions, such as flash incarceration and modified probation terms to increase supervision time. Ultimately, after these alternatives have been imposed on the offender and they still continue to violate, their probation will be terminated by the Court following a revocation hearing. Figure 11 indicates that only 29.5% of all AB 109 offenders have terminated unsuccessfully.

It should also be noted that with the passage of Proposition 47 in fall 2014, which reduced certain felonies to misdemeanors, numerous offenders immediately exited probation both successfully and unsuccessfully, based on the same criteria explained above.

IN-CUSTODY STRAIGHT SENTENCE POPULATION DATA

FIGURE 15 GENDER FOR STRAIGHT SENTENCE POPULATION

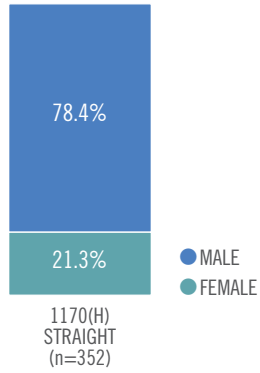


FIGURE 16 AGE FOR STRAIGHT SENTENCE POPULATION

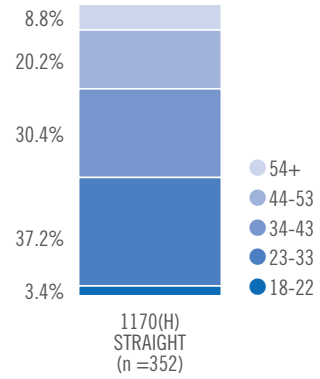


FIGURE 17 RACE BY STRAIGHT SENTENCE POPULATION

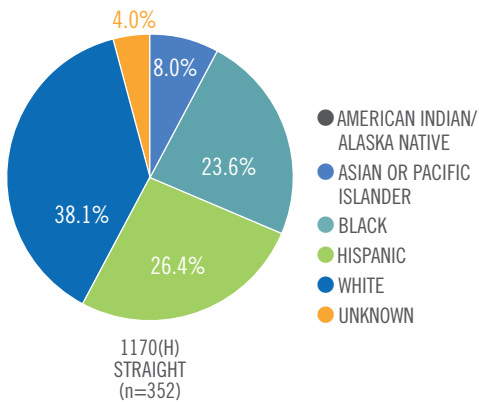
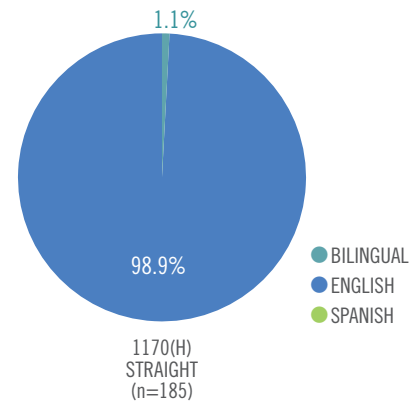


FIGURE 18 LANGUAGE BY STRAIGHT SENTENCE POPULATION



Male offenders composed 78.4% of the straight sentence population. Offenders between the ages of 23 to 33 years old comprise the largest age group (37.2%) and 34 to 43 year olds make up the second largest (30.4%). White or Hispanic offenders committed the majority of crimes sentenced to an 1170(h) straight sentence, representing 64.5% of this population overall. Over 98% of all offenders speak English.

IN-CUSTODY SPLIT SENTENCE POPULATION DATA

FIGURE 19 GENDER FOR SPLIT SENTENCE POPULATION

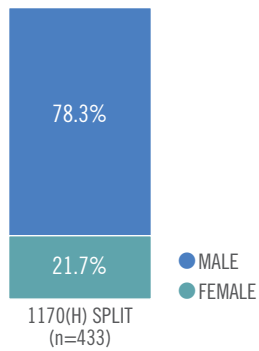


FIGURE 20 AGE FOR SPLIT SENTENCE POPULATION

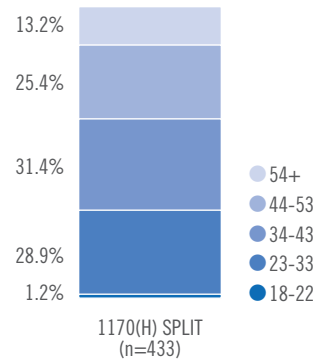


FIGURE 21 RACE BY SPLIT SENTENCE POPULATION

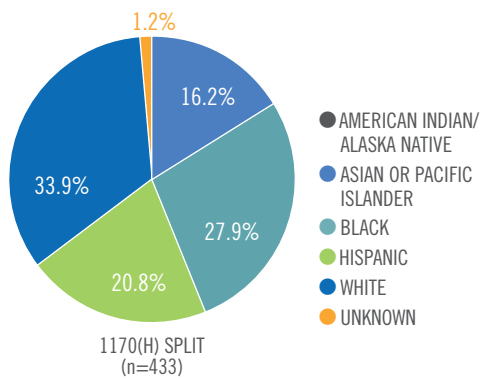
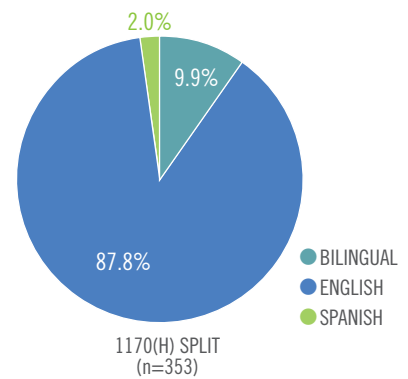


FIGURE 22 LANGUAGE BY SPLIT SENTENCE POPULATION



Over 78.3% of the split sentence population is male with females comprising approximately 22% of this group. Offenders between the ages of 34 to 43 comprise the largest age group (31.4%) and 23 to 33 year olds make up the second largest (28.9%). White or black offenders committed the majority of crimes sentenced to an 1170(h) split sentence, representing 54.7% overall of this population. African Americans/Blacks represent the second highest group of offenders, making up 27.9% of the split sentence population. Over 88% of all offenders speak English with a small percentage (only 2 percent) reporting themselves as monolingual (Spanish speaking-only).

ASSESSMENT OF RISK AND NEEDS OF AB 109 OFFENDERS

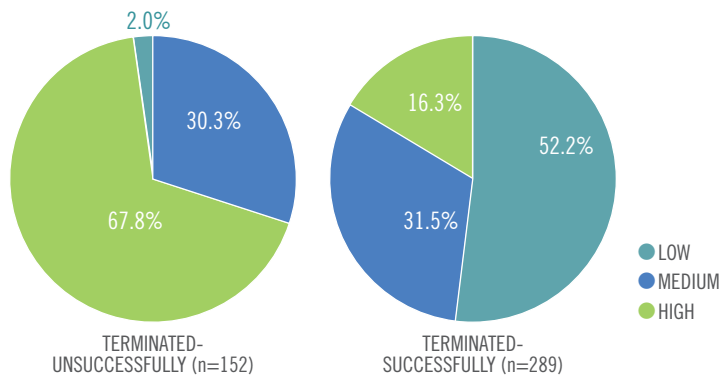
FIGURE 23 CAIS RISK LEVEL BY SUPERVISION TYPE

	LOW	MEDIUM	HIGH
PRCS (n=514)	32.3%	34.0%	33.7%
MS (n=270)	14.4%	36.3%	49.3%

FIGURE 24 CAIS CATEGORIES BY SUPERVISION TYPE

	CASEWORK CONTROL (CC)	LIMIT SETTING (LS)	SELECTIVE INTERVENTION TREATMENT (SI-T)	SELECTIVE INTERVENTION STRATEGY (SI-S)	ENVIRONMENTAL STRUCTURE (ES)
PRCS (n=492)	40.9%	35.4%	13.8%	3.7%	6.3%
MS (n=259)	37.8%	35.9%	15.8%	6.9%	3.5%

FIGURE 25 CAIS RISK LEVEL BY DISMISSAL REASON



As previously mentioned, the Probation Department utilizes the CAIS (Correction Assessment and Intervention System) as its risk assessment tool for the adult offender population. CAIS is a gender-specific supervision strategy model that weaves together a risk assessment and a needs assessment—in one face-to-face assessment interview. The interview focuses on the underlying motivation for criminal behavior and prepares Probation Officers to best manage the supervision relationship; it builds rapport, and is one of the defining aspects of the assessment process.

CAIS helps Deputy Probation Officers (DPOs) identify the important issues they will face during supervision. Focusing on the underlying motivation for criminal behavior increases the chances for success. CAIS permits the DPOs to complement the professional judgment of the caseworker, providing insight into what is causing the offender to act out, identifying service needs related to the offending behavior, calculating risk of recidivism, and assisting in the development of effective supervision plans. Based on the risk and needs assessment, CAIS provides concrete supervision strategies and recommends programs most likely to produce success.

The CAIS assessment procedure begins with a semi-structured assessment interview with the offender. Generally, this assessment takes about 45 minutes to complete. CAIS produces a comprehensive report that includes: 1) recommendations for case planning; 2) identifies the general supervision strategies to be used; 3) the risk level of the offender, including specific needs that should be addressed; and 4) provides notes on special issues identified during the assessment interview.

As recommended by the National Council on Crime and Delinquency (the developer of the CAIS tool), each offender will receive at least three CAIS assessments while on supervision. These assessments are:

1. CAIS Initial Risk (Men and Women) – administered at intake with the Court Investigations Unit;
2. CAIS Assessment (Men and Women) – administered at the time the case is transferred to a supervision unit;
3. CAIS Reassessment (Men and Women) – administered every six months of supervision.

The assessment is then scored (Low, Moderate or High), and the offender is assigned to one of four supervision strategy groups:

1. SELECTIVE INTERVENTION (SI)

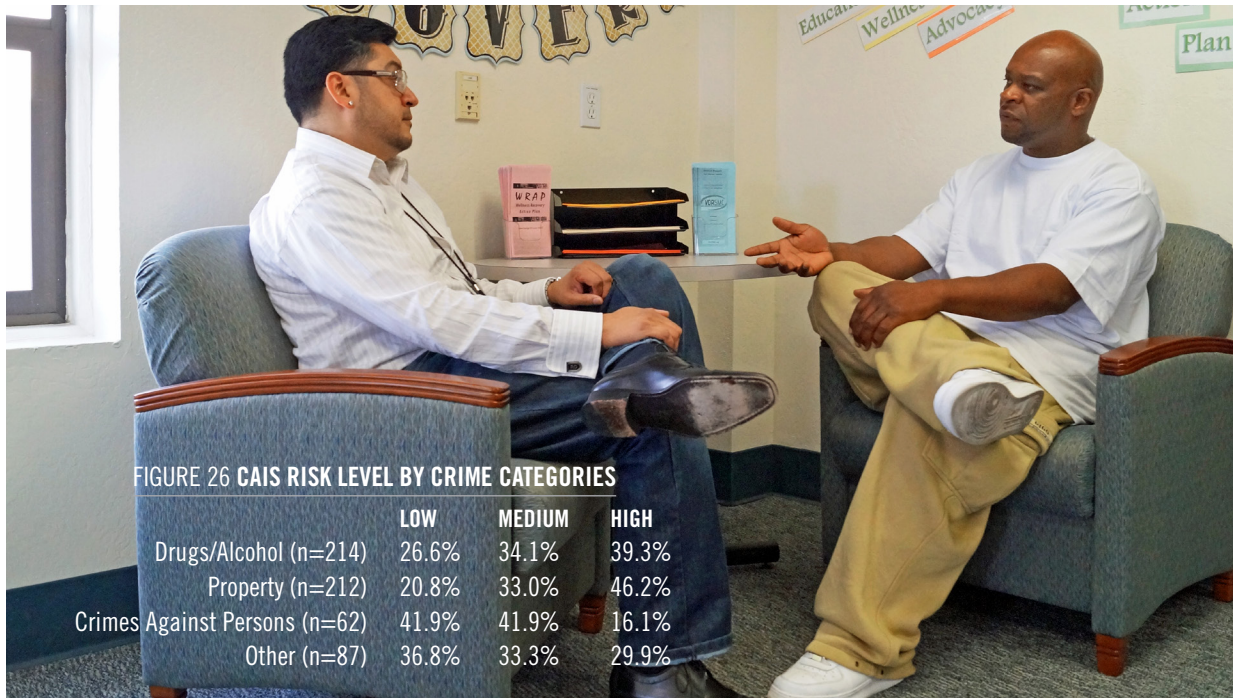
- A. Situational – these offenders generally have the most pro-social value systems and are more likely to work, stay with jobs and have a stable residence to support themselves and their dependents.
- B. Treatment - offenders in this supervision group tend to do well in most areas of their lives; they have a specific, ongoing problems causing the offense, such as substance abuse.

2. CASEWORK/CONTROL (CC) – these offenders are characterized as having general instability in their life situation. Although they generally possess marketable job skills, their personal problems and lack of goal directedness prevents them from maintaining steady employment. As a result of this failure, they often escape their pain through drug and alcohol abuse.

3. ENVIRONMENTAL STRUCTURE (ES) – offenders in this group lack social and vocational skills because of their low ability to solve problems correctly, and social gullibility. There is a strong tendency for these offenders to have below-average mental capacity, often resulting in impulsive behavior on either themselves or others.

4. LIMIT SETTING (LS) – these offenders have a fair degree of comfort with a criminal lifestyle. They often demonstrate a pattern of long-term involvement with criminal activities. More often, LS offenders seem to need to over-prove their ability to con others and to beat the system.

Generally, AB 109 offenders are classified as either medium or low risk and are under the Casework/Control supervision strategy group. This indicates that AB 109 offenders have the skills to make themselves better but need additional support such as more training or case management to reach their goals. The Addendum on page 34 provides details on the different types of supervision strategy groups.



PROBATION SERVICE AND REFERRAL DATA

The data presented in this section reflects service and referral data for offenders under supervision.

- Average time spent in meetings with case manager was two hours for PRCS offenders and 90 minutes for MS offenders.
- Most commonly made referrals were to job training programs.

FIGURE 27 CASE MANAGEMENT BY PROBATION OFFICER—TIME SPENT WITH CLIENTS BY SUPERVISION TYPE

	PRCS (n=148)	MS (n=80)
Less than 1 hour	37.8%	41.3%
1-2 hours	44.6%	47.5%
3-4 hours	12.8%	6.3%
5-6 hours	0.7%	3.8%
7 hours or more	4.1%	1.3%

FIGURE 28 LIST OF TREATMENT PROVIDERS CLIENTS REFERRED TO

EXTERNAL REFERRALS SERVICE PROVIDERS	NUMBER OF REFERRALS
Program	13
JobTrain	12
Our Common Ground	7
The Latino Commission	7
Out of County Law Enforcement Agency	6
Project 90	5
Mobile Health Clinic/SMMC	4
Veterans Administration (VA)	3
Asian American Recovery Services	3
STARVISTA	2
Pyramid Alternatives	2
Shelter	2
Out of County Medical Services	2
Women's Recovery Association	1
El Centro Libertad	1
Telecare	1
Total	71

The Probation Department currently makes referrals to Service Connect for AB 109 offenders that are in need of more intensive counseling for mental health or substance abuse or those that need more comprehensive resources to become productive members of society.

PROBATION VIOLATION AND RECIDIVISM DATA

- The majority of supervisees did not commit any misdemeanor or felony violations, with those in MS committing slightly more than those in PRCS (34.8% vs. 27.7%).
- Those with higher CAIS risk levels committed more misdemeanor or felony violations than those with medium or low risk.
- Since implementation of the Public Safety Realignment Act, the number of misdemeanor and felony violations has fluctuated each month, peaking during the summer of 2013.

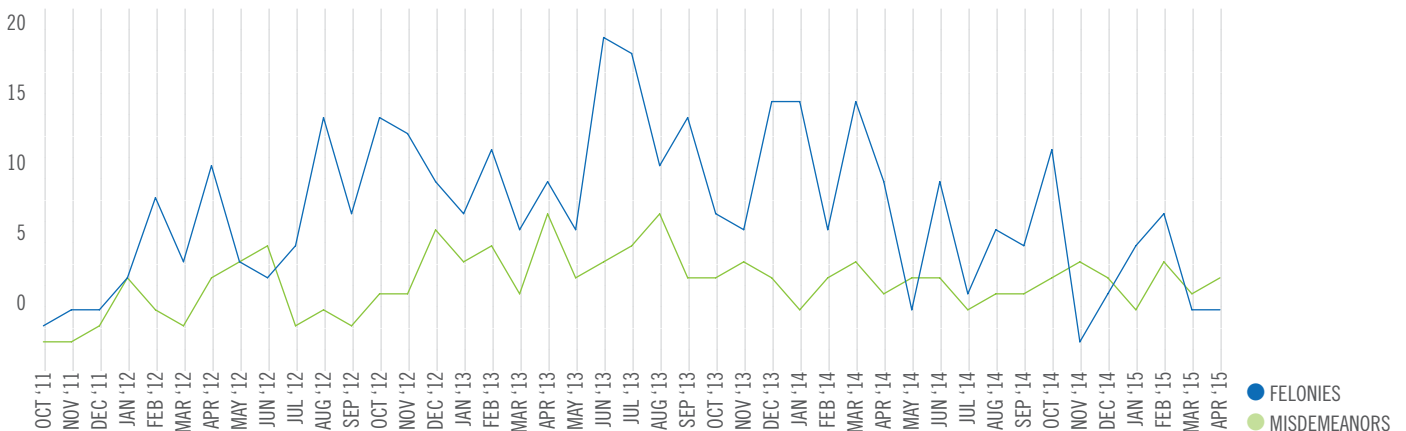
FIGURE 29 NUMBER OF MISDEMEANOR OR FELONY VIOLATIONS COMMITTED BY OFFENDERS UNDER PROBATION SUPERVISION

	PRCS (n=661)	MS (n=402)
No violations	72.3%	65.2%
1 violation	16.5%	24.1%
2 violations	7.0%	6.5%
3 violations	3.0%	3.0%
4 or more violations	1.2%	1.2%

FIGURE 30 NUMBER OF MISDEMEANOR OR FELONY VIOLATIONS COMMITTED BY CAIS RISK LEVEL

	LOW (n=206)	MEDIUM (n=274)	HIGH (n=309)
No violations	93.7%	70.4%	52.8%
1 violation	4.4%	19.7%	25.9%
2 violations	1.0%	6.9%	12.6%
3 violations	0.5%	1.1%	6.5%
4 or more violations	0.5%	1.9%	2.2%

FIGURE 31 NUMBER OF FELONY OR MISDEMEANOR VIOLATIONS PER MONTH



Recidivism

- 73.3% of AB 109 offenders have not recidivated (defined as charged with a misdemeanor or felony within three years of release).
- Of those that recidivated, over three quarters were charged with a new felony (77.1%) and the most common outcome was Revocation-Termination (42.1%).
- The most common crime categories for the recidivated crimes were property (37.4%) and drug related (36.2%).
- Only one recidivism crime was reported as being gang related.

FIGURE 32 RECIDIVISM RATE



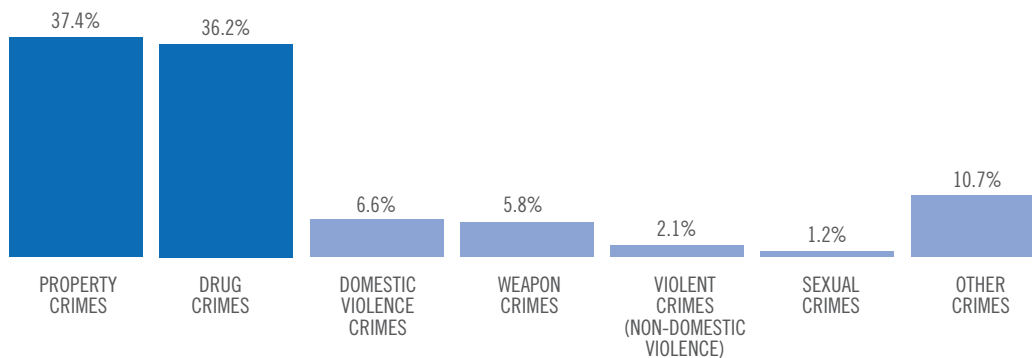
FIGURE 33 VIOLATION CHARGE FOR THOSE WHO RECIDIVATED

VIOLATION TYPE (n=245)	
New Misdemeanor	22.9%
New Felony	77.1%

FIGURE 34 VIOLATION OUTCOME FOR THOSE WHO RECIDIVATED

OUTCOME TYPE (n=242)	
Flash	12.0%
Revocation – Reinstatement	23.1%
Revocation – Termination	42.1%
Revocation – 1170 (h)	21.1%
Other	1.7%

FIGURE 35 VIOLATION CRIME CATEGORY FOR THOSE WHO RECIDIVATED





The Probation Department and County partners, have continuously worked together to ensure the success of the AB 109 offender population, particularly in law enforcement. Overall, despite limited rehabilitation space within the county, the Probation Department has successfully lowered the recidivism rate of this population to 26.6%, as seen in Figure 32. This rate is significantly lower than the 30% goal set by the State of California and the local Community Corrections Partnership (CCP). It can be directly attributed to the ongoing partnerships County departments have established through Service Connect, as well as new partnerships with local law enforcement agencies.

While the Probation Department numbers are highly encouraging, there is more work to be done. Figures 33 and 35 are indicative of the types of crimes that are commonly committed by AB 109 offenders that have recidivated within three years. Property and drug/alcohol crimes are ranked highest overall in the types of crimes committed by those who recidivate. Property crimes include possession of stolen property, while some drug crimes include possession of narcotics, drug sales, or being under the influence of a controlled substance. “Other crimes” may include identity theft, obstructing justice, or trespassing. The majority of these offenders have their probation unsuccessfully terminated as a result of the offense.



CORRECTIONAL HEALTH SERVICES: CMHS AND CHOICES

- Five hundred and twenty-seven inmates received services through Correctional Health Services/Correctional Mental Health Services (CMHS) department since October 2011.
- The most commonly provided services include: psycho-educational support, such as counseling, motivational interviewing; education regarding mental health and substance use treatment needs and resources; anger management classes; information about benefits, housing, and employment; and referrals to Service Connect and other supportive programs.
- The majority of clients spent between one to two hours and an average of 160 minutes with their case managers.
- The majority of clients were reported as engaged in services (98.3%) meaning they accepted services and were actively involved in discharge planning with a clinician, meeting 100% of their service goals (96.4%).

FIGURE 36 PRESENTING ISSUES AT CORRECTIONAL HEALTH INTAKE (n=527)

	NUMBER OF OFFENDERS WITH NEEDS
Referrals to additional support services	470
Linkages to community resources	446
Alcohol/drugs	323
Benefits	283
Emergency transportation	236
Mental health	222
Emergency food	221
Medical	218
Housing	211
Emergency clothes	195
Employment	176
Education	129

FIGURE 37 CLINICAL SERVICE GOALS (n=411)

	NUMBER OF OFFENDERS WITH GOAL(S)
Engage inmate	404
Receive community referrals for support services	404
Work with CHS clinician on developing a plan	379
Discuss probation concerns and reporting requirements with CHS clinician	355
Work with Choices counselor on treatment plan	53

FIGURE 38 CORRECTIONAL HEALTH SERVICES PROVIDED

	NUMBER OF OFFENDERS	NUMBER OF SERVICES
Psycho-Educational Support	135	321
Alcohol or Drug Counseling	111	239
Mental Health Counseling	110	188
Needs Assessment	107	121
Other	128	335
Total	—	1,204

FIGURE 39 CMHS AND CHOICES RECOVERY GROUPS

CMHS GROUPS	
	NUMBER OF OFFENDERS
Anger Management	25
Life Skills	15
Relationship Skills	5
Domestic Violence	6
Seeking Safety	5
Coping Skills through Journaling	4
Early Recovery Skills	5
Stress Reduction	5
Cognitive Behavioral Therapy Skills	3
Serious Mental Illness Social Skills	2

CHOICES GROUPS	
	NUMBER OF OFFENDERS
Residential, Outpatient, and Mental Health Referrals	72
Counseling	74
Psycho-Education	73
Education	73
Social Education	73
Peer Mentoring	74

FIGURE 40 CORRECTIONAL HEALTH CASE MANAGEMENT TIME SPENT WITH CLIENTS (n=143)

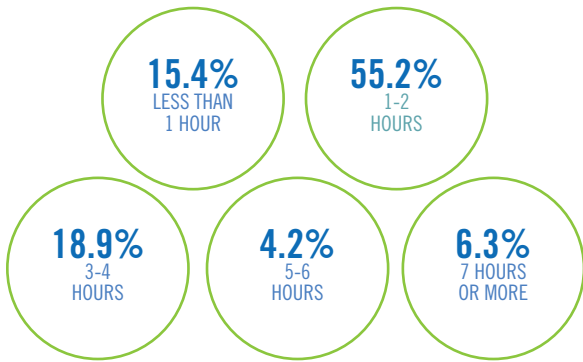


FIGURE 41 SERVICE ENGAGEMENT (n=477)

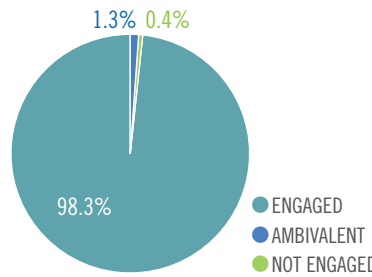


FIGURE 42 CLINICAL REENTRY SERVICE GOALS PROGRESS (n=477)

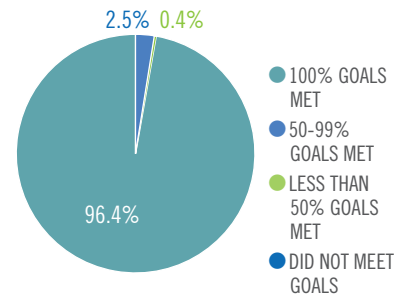
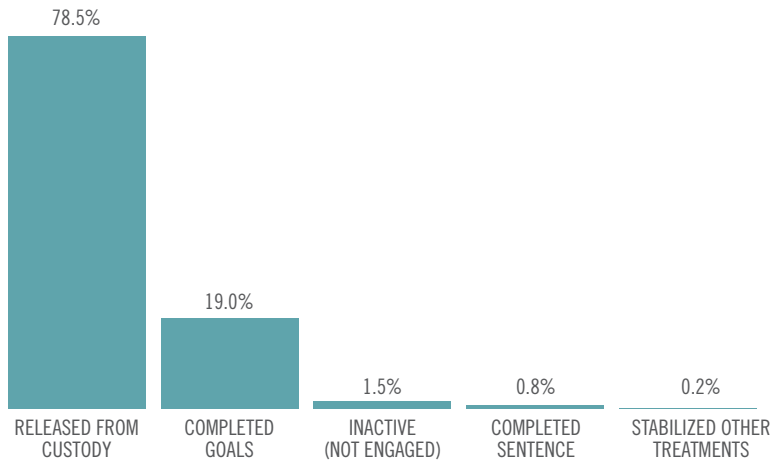


FIGURE 43 DISMISSAL REASONS OF OFFENDERS EXITED FROM CMHS AND CHOICES (n=478)



- OVER THREE QUARTERS OF OFFENDERS EXITED CORRECTIONAL HEALTH SERVICES AFTER BEING RELEASED FROM CUSTODY AND 91% OF THOSE RELEASED COMPLETED 100% OF THEIR REENTRY SERVICE GOALS.

CORRECTIONAL MENTAL HEALTH SERVICES/CHOICES CASE

A 31-year-old African American male with a history of methamphetamine dependence, multiple prison incarcerations, and difficulty with maintaining relationships, employment or housing, was sentenced under PC 1170(h) with a split sentence. He applied to Choices, the residential substance abuse treatment program inside Maguire Correctional Facility, while incarcerated and actively participated in the Choices program for seven months. After two months in the program, he became a Choices peer mentor. The Choices peer mentors are chosen by the Choices Program Counselors when they demonstrate a period of treatment engagement that results in demonstrable behavior and attitude change. The peer mentor takes on the responsibility to be a role model for the other men in the program. They play a lead role in groups, and offer support and direction to the other Choices offenders.

From the time the inmate transferred into the Choices program, the Program Counselors began working with him to develop a plan which included securing acceptance into a treatment program, and collaboratively developing an understanding of what is required to live in recovery. A month prior to his release, a CMHS clinician became involved to coordinate the release plan with Probation and Service Connect. The CMHS clinician, in coordination with the Choices counselors, referred the inmate to Service Connect for post-release Intensive Case Management Services. His PRCS Probation Officer approved the inmate's plan to enter Mz Shirley's Transitional Living Center upon release.

This client was a high-risk offender with a long history of substance abuse. However, due to the client's determination along with the coordinated efforts of the San Mateo County professional community working with the AB 109 population, he made and kept a commitment to do the work that was required to make positive changes in his life. While his stay in Choices was not without difficulties or challenges, he accepted responsibility for his actions and made the changes necessary to correct his behavior. He worked with the CMHS clinician to learn more about services available to him through Service Connect. He then carried this commitment to recovery with him into Mz Shirley's Center.

This client was released to the Mz Shirley's Center in September 2013. At the time of his release, he was already focused on maintaining his recovery and transitioning to an independent living program. He became involved in individual counseling, and regularly attended AA/NA meetings. Additionally, he worked full-time on landscaping and construction contracts that have been developed for clients at Mz Shirley's Center to provide job skills and training. He met regularly with his Service Connect case manager, and with the assistance of Service Connect case managers and the program staff at Mz Shirley's, he moved to the Transitional Living Center at Project 90.

Today, he is still living at Project 90's Transitional Living Center. He is engaged to be married and works full-time while going to school with a goal of working in the AOD field to give back to the community.



SERVICE CONNECT: HSA AND BHRS

In preparation for, and upon release, supervisees were connected with Service Connect programs to help with the transition process. Service Connect consists of Human Service Agency (HSA) programs that provide assistance with basic needs such as housing and employment, and Behavioral Health Recovery Services (BHRS) programs that assist with mental health and substance use needs.

HSA SERVICE DATA

- The most commonly needed HSA services at intake include basic needs, benefits, housing and employment.
- The most commonly provided HSA services include transportation and food assistance.

FIGURE 44 HSA SERVICES NEEDED AT INTAKE (n=759)

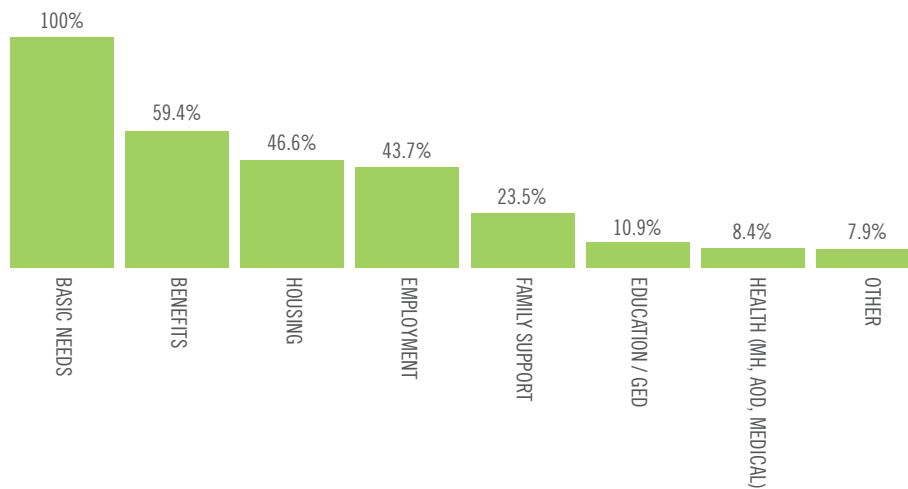
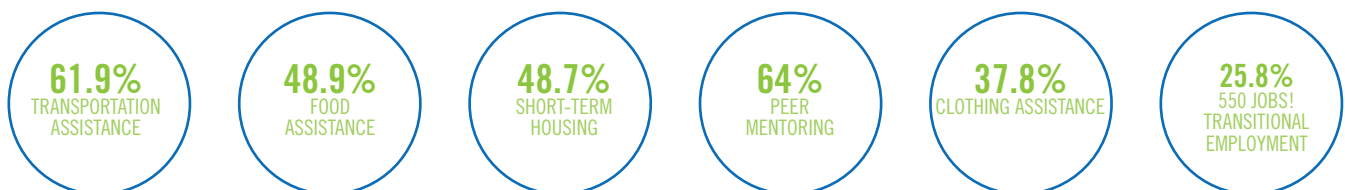


FIGURE 45 HSA SERVICES PROVIDED:



SERVICE CONNECT CLIENT

Eduardo*, a 29 year-old Latino male was transferred from state custody to the County of San Mateo Probation Office, and referred to Service Connect. Eduardo relayed his history of homelessness and gang involvement; having been on probation since he was nine years old, he voiced that he did not know any other life besides “drugs, jail, prison and being on the run.” He stated, “Due to the lifestyle I was living, I lost my children, wife, mother, and father - my whole world.” Eduardo asked for help and reported that he was tired of living the street lifestyle. He said, “I want to change, but I need help. I need support and direction.”

His immediate needs were housing, employment assistance, mental health support, and alcohol and drug support. Eduardo was immediately referred to Behavioral Health Recovery Services, from which he continues to receive mental health support on a weekly basis. Additionally, he was connected with a Service Connect Peer Mentor who provided him with support, daily check-ins, and assisted him with getting his California Identification Card and Social Security Card in order for him to begin the County’s 550 Jobs! Program. Initially following his release from custody, Eduardo utilized one week of emergency motel vouchers while he waited for an open bed at the Maple Street Shelter. He resided at Maple Street for six months, saved \$4,800, and then entered the New Beginnings Transitional House, stating, “Even though it’s a transitional house, it’s a place I can call home - a warm safe place where I can rest my head.”

Eduardo’s participation in 550 Jobs! connected him to a Vocational Rehabilitation Counselor who assisted him with employment training and support. Two months later the client obtained a permanent job at a high-end restaurant, where he has been working for the past five months and has recently received a promotion to line cook.

Eduardo also attended weekly substance abuse recovery meetings, completed a Wellness Recovery Action Plan (WRAP), and is currently working towards becoming a WRAP facilitator. In order to begin visitation with his children, the Department of Child Support Services helped arrange a payment plan. Additionally, Eduardo is working on getting his driver’s permit and is scheduled to start college in the fall of 2015. With the help of the multi-faceted support network that he’s developed and maintained, Eduardo has remained clean and sober since his release from custody, approximately 10 months ago. The client has remained connected with Service Connect staff. For the first time in his life, he has been checking in with his Probation Officer on a weekly basis, remains in good standing, and is scheduled to successfully terminate from probation in September 2015.

This is one example of the multi-disciplinary, team-based experience that Service Connect strives to provide all offenders re-entering our County, providing immediate stability, comprehensive support, and a viable path towards long-term success.

*Name changed to protect client identity

BHRS MENTAL HEALTH AND ADDICTION DATA

- For clients with prominent mental health issues, nearly half (46%) are diagnosed with depression or a mood disorder. Over one quarter (27%) of the clients have a principal or secondary diagnosis of PTSD, indicating that trauma plays a significant role in their lives. Nearly one quarter (24%) are struggling with a psychosis and 16% have a diagnosed anxiety disorder.
- Over 70% of clients are considered to be dually diagnosed, meaning they have a substance use disorder in addition to their mental health diagnosis.

FIGURE 46 MENTAL HEALTH AND SUBSTANCE USE BHRS CLIENTS (n=161)

DIAGNOSES	
Mood Disorder	46.0%
Post-Traumatic Stress Disorder (PTSD)	26.7%
Psychosis	23.6%
Anxiety	15.5%
Adjustment Disorder	6.2%
Anti-Social	3.1%
Conduct	1.9%
Attention Deficit Hyperactivity Disorder (ADHD)	1.2%
Other	1.2%
Dual Diagnosis (Mental Health and Substance Use Disorder)	70.8%

The Addiction Severity Index (ASI) is administered to all AB 109 clients entering AOD services. It describes the nature and severity of the individual’s substance use issues and the impact it has on their life.

FIGURE 47 BHRS CLIENTS WITH EXTREME, CONSIDERABLE OR MODERATE SCORES ON THE ADDICTION SEVERITY INDEX (ASI) (n=1884)*

ASI DOMAINS	EXTREME/ CONSIDERABLE	EXTREME/ CONSIDERABLE OR MODERATE
Drugs	66%	80%
Alcohol	53%	68%
Family/Social	40%	56%
Legal	40%	58%
Psychiatric	39%	52%
Employment	31%	48%
Medical	23%	35%

* CLIENTS MAY HAVE BEEN ASSESSED MULTIPLE TIMES IF THEY ENTERED MORE THAN ONE PROGRAM

- The severity of substance use problems for this population is rated extreme or considerable for up to 66% and extreme, considerable or moderate for up to 80% of client's getting AOD services.

BHRS SERVICE AND OUTCOME DATA

- Since July 2011, BHRS delivered a total of 31,903 service-type counts to a sample size of 456 supervisees. On average, each supervisee received 70 counts of services.
- Residential drug and alcohol services accounts for 35% of all services.
- Emergency services (Psychiatric Emergency Services and Inpatient) are a small percent of all services and have been decreasing over time.
- BHRS has successfully engaged 72% of clients into care beyond initial contact as measured by percent of clients receiving four (4) or more services.
- Successful completion rate for this population is below that of system-wide BHRS average but equivalent to the state average (50.3%).

FIGURE 48 COUNT OF SERVICES PROVIDED TO BHRS CLIENTS*

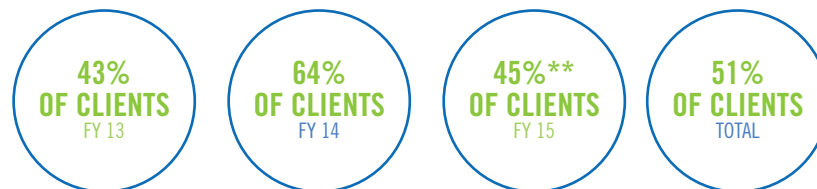
BHRS SERVICES	# OF SERVICES	% OF SERVICES
AOD Residential	11,227	35.2%
Mental Health Case Management	6,587	20.6%
AOD Methadone	3,731	11.7%
Mental Health Outpatient	3,487	10.9%
Medication Services	2,437	7.6%
AOD Outpatient	1,866	5.8%
MH Residential	937	2.9%
AOD IOP	920	2.9%
AOD DEx	244	0.8%
PES	208	0.7%
Inpatient	143	0.4%
AOD Case Management	116	0.4%
Total	31,903	100.0%

* NOTE SERVICES WERE PROVIDED TO 456 UNDUPLICATED CLIENTS, 72% OF WHOM WERE RETAINED FOR AT LEAST FOUR SERVICE ENGAGEMENTS.

Mental health and substance use challenges are significant among the realignment population. Much of our experience to date confirms our perception of this population and the behavioral health service and supports they need to successfully reenter the community. As a cohort, most have mental health and substance use challenges. Although 27% have a principal or secondary PTSD diagnosis, we believe that trauma plays a significant factor in a greater number of individuals. A positive development is the number of individuals who remain in ongoing treatment and support as indicated by the number of services they are receiving. Additional data not included in this report shows that even after probation supervision is terminated, individuals are remaining in treatment.

In addition, BHRS is working to improve the flow and increase the number of individuals who are identified with behavioral health issues while incarcerated to community-based rehabilitative services. Reducing the number of individuals that are not successfully engaging in community services is a high priority.

FIGURE 49 RATE OF SUCCESSFUL COMPLETION OF AOD TREATMENT BY FISCAL YEAR* (n=96)



* SUCCESSFUL COMPLETION DEFINED AS THREE CONSECUTIVE NEGATIVE URINE SCREENS AND COMPLETION OF TREATMENT GOALS.
 ** BASED ON DATA THROUGH APRIL 2015.

BHRS SERVICE RECIPIENT WITH A DUAL DIAGNOSIS (SYMPTOMS OF POST-TRAUMATIC STRESS DISORDER AND CHEMICAL DEPENDENCY)

The client used drugs since adolescence, sometimes even with his parents (who still actively use). From a very young age, he experienced neglect, abandonment, and institutionalization. By the time he reached Service Connect, he had been lost for many years, struggling with so many problems he doubted he could recover. He felt angry, fearful, and uncertain of his potential. His treatment included individual and group therapy, plus psychiatric medication management. Service Connect helped to connect him to work through 550 Jobs!, and connected him to substance recovery treatment. He has remained clean and sober, and has sustained full-time employment. He continues building a life for himself.

BHRS SERVICE RECIPIENT WITH A MAJOR DEPRESSIVE DISORDER

Sexually abused as a child, the client became involved with men who regularly exploited her. Each time she was arrested, her mother took care of her children from three separate, absent fathers. She struggled with unemployment. Each time she got involved with another man, she eventually lost track of herself, emotionally neglecting herself and her children. Her depressive symptoms included low self-esteem, insomnia/hypersomnia, feelings of hopelessness/helplessness, and social isolation.

The Service Connect team connected her to the 550 Jobs! program. Eventually, she advanced to full-time employment. In addition, individual therapy helped her to address past trauma, develop coping skills, and build family resources. She began to slowly heal and restore relationships with her children, who also received individual and family therapy through BHRS. She has now completed probation and recently graduated from Service Connect. She now cares for her children and no longer participates in individual therapy.



PUBLIC SAFETY REALIGNMENT FUNDING

TABLE 1 PUBLIC SAFETY REALIGNMENT FUNDING ACTUALS

	FY 2011-12 ACTUALS	FY 2012-13 ACTUALS	FY 2013-14 ACTUALS	FY 2014-15 ACTUALS	FY 2015-16 BUDGET	TOTAL
AB 109 ALLOCATIONS						
Probation Department	1,152,235	2,009,305	2,517,728	3,420,767	3,254,392	12,354,427
Sheriff's Office	10,901	162,491	995,603	5,183,356	11,137,750	17,490,101
District Attorney's Office	2,070	188,171	447,747	454,501	658,052	1,750,541
Human Services	380,042	924,905	1,589,671	2,111,252	3,146,420	8,152,289
Health Services	263,270	1,083,258	2,285,020	2,121,245	3,519,434	9,272,227
Local Law Enforcement	0	15,800	0	0	134,200	150,000
Superior Court	0	0	0	174,375	210,000	384,375
CCP Grants	0	0	600,428	265,855	1,004,653	1,870,937
Program Evaluations	67,099	0	0	0	502,326	569,425
Total Expenditures	1,875,617	4,383,930	8,436,197	13,731,352	23,567,227	51,994,323
Total Receipts	4,820,877	13,603,527	16,945,000	14,398,709	18,270,686	68,038,799
AB109 Y/E Fund Balance	2,945,260	9,219,597	8,508,803	667,357	(5,296,541)	16,044,476

	FY 2011-12 ACTUALS	FY 2012-13 ACTUALS	FY 2013-14 ACTUALS	FY 2014-15 ACTUALS	FY 2015-16 BUDGET
AB 109 FTEs					
Probation Department	10.5	11.5	17.0	20.0	20.0
Sheriff's Office*	1.0	2.0	5.0	6.0	75.0
District Attorney's Office	0.0	3.0	3.0	4.0	4.0
Human Services	3.5	5.0	7.0	10.0	10.0
Health Services	2.2	5.2	7.0	10.7	11.7
Superior Court	0.0	0.0	0.0	1.0	1.0
Total FTEs	17.2	26.7	39.0	51.7	121.7

*Includes Crime Analyst position.

	FY 2011-12 ACTUALS	FY 2012-13 ACTUALS	FY 2013-14 ACTUALS	FY 2014-15 ACTUALS	FY 2015-16 BUDGET
AB 109 RESERVES					
Sheriff's Office	1,298,199	5,306,301	9,253,165	9,204,641	4,054,222
Local Law Enforcement	0	134,200	134,200	134,200	0
CCP Grants	0	1,004,653	1,408,878	2,147,675	2,147,675
Program Evaluations	0	502,326	1,004,652	1,506,978	1,506,978
Uncommitted	1,647,061	5,217,377	8,872,765	8,347,522	8,335,601
Total Reserves	2,945,260	12,164,857	20,673,660	21,341,017	16,044,476

Since 2011, the Probation Department has been allocated \$12.4 million, averaging \$2.5 million annually. This allocation has funded the Department's Post Release Community Supervision (PRCS) Unit, within the Realignment Division. This unit is comprised of ten (10) Deputy Probation Officer positions, one (1) Senior Deputy Probation Officer, and one (1) Probation Services Manager. The PRCS Unit assesses the risk and needs of offenders, links them to appropriate services, and monitors compliance with court conditions. The allocation has also funded five (5) Legal Office Specialist positions that serve as clerical support to the PRCS Unit and one (1) Fiscal Office Specialist as the fiscal support for this program as well as to track and reconcile funds. The allocation has also partially funded the Deputy Chief Probation Officer and Director positions that oversee the PRCS Unit.

The Sheriff's Office has been allocated \$21.5 million, averaging \$4.3 million annually since 2011. Of this amount, approximately \$6 million has been used on staffing and contracts which have allowed the department to create and implement the AB 109 Strategic Implementation Plan for Jail Programming and Services. Referred to as the Access to Services and Program to Inspire and Empowerment (ASPIRE) model, ASPIRE highlights the Sheriff's commitment to providing an enhanced continuum of care within its correctional facilities, including service needs assessments, individual case management, targeted programming, and preparation. The Office accomplishes these goals through six (6) funded positions: four (4) in-custody case managers who deliver programs and services, one (1) Management Analyst who collects and analyzes realignment data, and one (1) Crime Analyst who analyzes realignment crime data under the Program Evaluation portion of the Realignment Public Safety budget but is housed under the Sheriff's Office budget. Funding also supports the use of the Correctional Assessment and Intervention System (CAIS) tool that case managers use to assess inmate risk/program needs, to develop inmate program plans, and prepare inmates for reentry (including screening inmates for Service Connect/Unified eligibility). As part of its Strategic Plan, the Sheriff's Office launched the ASPIRE pilot program pod and has been piloting evidence-based programs that service inmates' needs. Upon completion of the pilot phase, the ASPIRE model for jail programming will be offered in all correctional facilities to provide quality inmate programs and services that reflect a continuum of care and case management approach from incarceration through release. As of June 30, 2015, the Sheriff's Office had accumulated \$9.2 million in Public Safety Realignment reserves, which represents Sheriff's Office allocations set aside for the planned use of opening and operating the new Maple Street Correctional Center. The Sheriff's Office FY 2015-16 Recommended Budget appropriates \$9 million, including \$5.2 million in reserves, for this purpose; however, actuals costs will be considerably less with the planned March 2016 jail opening.

The District Attorney's Office has been allocated \$1.75 million, averaging \$350,000 annually since 2011. This allocation has enabled the office to fund one (1) full-time Deputy District Attorney devoted to the prosecution of cases that fall within public safety realignment as defined in the Penal Code. The allocation has also enabled the office to (partially or fully) fund three (3) Victim Advocates. The Advocates' role is to assist victims of property crimes on realignment-related offenses.

The Human Services Agency, which works collaboratively with the Health System, Probation Department and Sheriff's Office, as well as community-based organizations, to facilitate successful reentry of AB 109 clients through Service Connect, has been allocated \$8.2 million, averaging \$1.6 million since 2011. Approximately, 89% of the budget appropriation provides critical wrap-around services to address immediate needs such as access to food, clothing, transportation, family reengagement, and rapid employment opportunities. Services also include emergency short term housing and peer mentor programs. Included in this direct service component are nine (9) staff members that provide ongoing social services case management, linkages to public assistance programs, and employment services. The remaining 11% of the funding goes to program operating costs, primarily rent, phones and IT/automation costs.

The Health System has been allocated \$9.3 million, averaging \$1.9 million annual since 2011, to provide treatment and supportive services through the following divisions: Behavioral Health and Recovery Services (BHRS), Correctional Health, Public Health Policy and Planning and the San Mateo Medical Center. The majority of services are provided through BHRS with community partners to provide assessment, peer support, substance use and mental health treatment services. Services are evidence-based, and are designed to meet the individual clinical and recovery support needs for each client. These services are provided through Service Connect. BHRS has eleven (11) staff positions that are partially or fully funded by public safety realignment funding. These include four (4) clinicians, one (1) part-time Psychiatrist, three (3) Community Workers, one (1) Patient Services Assistant, one (1) Office Assistant, and one (1) partially funded Clinical Services Manager II. In addition, twelve (12) community-based contractors provide substance use treatment services, one (1) contractor provides intensive mental health full service partnership services, and one (1) contractor provides peer support services. Clients also access services through the mental health managed care network.

To ensure the provision of a coordinated response to reentry services, BHRS has integrated Unified Reentry services and public safety realignment services at the David Lewis Reentry Center in East Palo Alto under the supervision of our Clinical Services Manager II for the AB 109 program.

Services are also provided in the jail through the Correctional Health Division. Clinicians receive referrals from the Sheriff's Office and Probation and provide services while clients are in custody. Staff also assess post-release service needs, such as housing, benefits, treatment and/or supportive needs for mental health and substance abuse, medical services and begin the referral process for these services to Service Connect. The referrals are set in motion prior to the inmate's release from custody. Two (2) Marriage Family Therapists are assigned to this population.

The mobile van provides medical services on site at Service Connect. A Nurse Practitioner sees patients as drop-ins and by appointment on Mondays 8:30 a.m. to 4:30 p.m. and Thursdays 10:00 a.m. to 2:00 p.m. Medical services provided include primary care services, sick visits, linkage to primary care medical homes, and expedited work physicals. Work physicals are provided for clients being placed into jobs by 550 Jobs! and South Bay Recycle, and frequently are completed the same day clients visit Service Connect. Since January 2015, the Mobile Health Clinic Service Connect site has received more than 200 referrals resulting in 154 medical visits and work physicals. Additional medical services are provided at San Mateo Medical Center and clinics as needed.

In addition to departmental allocations, in August 2014, your Board approved allocation of an amount not to exceed \$630,000 of public safety realignment funding over a three (3) year period to reimburse the Superior Court for the salary and benefits of one (1) court commissioner position for fiscal years 2014-15 through 2016-17. The purpose of the allocation was to enhance the ability of the Court to handle its realignment cases in the midst of its already significant caseload. More specifically, this allocation was made in recognition of the fact that implementation of AB 109 has resulted in the transfer of criminal defendants from state prisons to the County jail and an increase in the Court's caseload while, at the same time, significant cuts to trial court funding have overloaded the Court and made it difficult for the Court to effectively and efficiently process and manage its increased realignment caseload.

Finally, since 2012, the County has allocated \$1 million in AB 109 dollars for the funding of Community Corrections Partnership (CCP) Grants. The grants are intended to fund community-based innovations, efforts to strengthen collaborations in program delivery, and to fill identified gaps in services: all with a purpose of improving the successful reentry of realigned offenders. To date, the County has funded a total of seven (7) CBO grants for a total of approximately \$681,000 in FY 2013-14. These grants supported transitional housing, supportive employment, supportive vocational training, wellness recovery services, the purchase of Mike's House (a County reentry home), a feasibility study for a County social impact bond, and educational services. Future one-year grants, to begin in October 2015, will be focused on employment training, recovery services, supportive transitional housing, and in-custody educational services.

PAST, PRESENT AND FUTURE REVENUES

State funding for public safety realignment implementation is derived from a dedicated and permanent revenue stream to counties through Vehicle License Fees and a portion of the state sales tax. These funds are then allocated to counties through base funding, also referred to as programmatic funding, and growth funding, or funding collected above base funding paid to counties one year in arrears. Since the inception of public safety realignment in 2011, the state has used temporary formulas (based primarily on projected AB 109 populations, county populations and probation performance as defined by SB 678) to allocate base and growth funding to counties with the intent of establishing a more permanent formula further on that would incentivize performance goals. In FY 2014-15, the state adopted new criteria for the allocation of AB 109 funding using a one-time only "blended" rate that combined each county's share of FY 2013-14 base funds and its share of FY 2012-13 growth funds. In San Mateo County, the blended rate of base funding equaled approximately \$14.5 million. Growth funding for FY 2013-14 was allocated to counties using two factors: 1) a two-thirds performance factor (based on a County's SB 678 success rate); and 2) a one-third "transition/stabilization" funding. This allocation was also developed to both reward performance and to begin transitioning counties to their new FY 2015-16 base allocations. In San Mateo County, this funding totaled \$899,968, or \$579,170 in performance growth and \$320,793 in transition/stabilization growth.



Fiscal year 2015-16 has set the base for all counties with regard to public safety realignment funding going forward. This new formula includes three categories weighted as follows: 1) 45% caseload, including 1170(h) jail inmates, PRCS and felony probation caseload; 2) 45% crime (defined as serious property and violent crimes) and population among the adult population (ages 18-64); and 3) 10% special factors, such as poverty rates and small county minimums. San Mateo County received approximately \$13.9 million in programmatic base in FY 2015-16. With regards to growth funding, the state has continued to use its allocation as a way of assisting counties with the transition to the new programmatic base, which now will include less overall funding due to a projected decline in the realignment population. Thus, in FY 2014-15 growth will be allocated as follows: 1) 35% as a “transition” payment; and 2) 65% based on a combination of performance/transition payment/fiscal stabilization. In San Mateo County, the FY 2014-15 growth payment is estimated to be \$4.3 million (\$3.2 million in transition funding, \$363,590 in fiscal stabilization funding and \$662,008 in performance funding).

Starting in FY 2015-16, however, growth will be distributed entirely on performance factors. These include: 1) 80% SB 678 success rate (20% of which will be based on year-over-year improvement); and 2) 20% incarceration rates (specifically year-over-year reduction in the number of second strike admissions to state prison, year-over-year new prison admissions, and per-capita rate of prison admissions). It is expected that the state will maintain this structure for growth distribution for approximately five years until statewide performance factors directly related to 2011 public safety realignment are identified.

Beginning in FY 2015-16, counties will also be expected to create a Local Innovation Subaccount for use at the local level. The subaccount—funded by taking a 10% share of four other specified realignment-related growth accounts—is intended to promote local innovation and county decision making. Thus, expenditure decisions for the Local Innovation Subaccount are to be determined by the Board of Supervisors and must be focused in the following areas: trial court security, community corrections, District Attorney and Public Defender, and juvenile justice. The growth funds for these purposes are distributed to counties in October 2016.

Finally, the Budget Acts of 2014 and 2015 allocated \$8 million and \$4 million statewide, respectively, for the Community Recidivism Reduction Grant as specified in Penal Code section 1233.10 to develop and administer a competitive grant program intended to fund community recidivism and crime reduction services to persons who have been released from state prison, a county jail, or a juvenile detention facility, who are under the supervision of a parole or probation department. San Mateo County received \$250,000 in 2014-15 for this purpose and is expected to receive an additional \$125,000 in 2015-16.



FUTURE DIRECTION

While the County can be proud of a 26.6% recidivism rate among the AB 109 population, there is much more that can be done to continue to lower this rate. The following are a list of steps that may be taken to better serve the realigned population in the coming year:

EXPANDED SERVICES:

- **TREATMENT PROGRAMS** – Success is contingent on addressing the substance abuse issues confronting the realignment population. Drug and alcohol substance abuse services account for more than a third of services received by AB 109 offenders. It is recommended the County continue to place a heavy emphasis on resolving substance abuse issues by continuing to offer evidence-based treatment programs.
- **MENTAL HEALTH SUPPORT SERVICES** – The realignment population continues to disproportionately suffer from mental health issues. More than a quarter of AB 109 offenders with a prominent mental health issue are considered to be dually diagnosed with Post-traumatic stress disorder or psychosis. Mental Health Services should continue to be prioritized in order to engage offenders in addressing their psychological needs.
- **EMPLOYMENT** – The County of San Mateo has had success in getting the realignment population gainfully employed. Nearly half of AB 109 offenders needed services relative to securing employment. Targeted funding for long-term employment programs is recommended to increase the number of realigned offenders who secure livable wage employment.
- **HOUSING** – Rehabilitation depends on a safe environment and continues to be a primary need for the realignment population. Without proper transitional housing, offenders often return to the community homeless, which is one of the highest risk factors contributing to criminal behavior. Nearly half of AB 109 offenders required housing assistance. Increased funding and strategies to counteract the housing market are recommended.

INTEGRATED SERVICES FOR ALL COUNTY JUSTICE INVOLVED INDIVIDUALS:

- The natural and expected decline in the number of PRCS offenders and the increase in non-AB 109 offenders who are also considered high risk and high need (currently being served through the County's Unified Reentry pilot program) necessitates the integration and delivery of services to both populations. Beginning this summer, County public safety realignment funding is being used to provide services to both populations through Service Connect and the David Lewis Reentry Center in East Palo Alto.
- Starting this fall, the County will embark in a six-month pilot program to provide supportive services to parolees living in East Palo Alto and the Belle Haven neighborhood of Menlo Park. The program, to be based out of the David Lewis Reentry Center, will provide health, housing, employment and other supportive services to a select group of state parolees living in the area. The County, in collaboration with the Department of Corrections and Rehabilitation, will closely monitor and track services to the population assessing the program's effectiveness at the six-month period. Should the program prove successful, the County will seek to formalize the arrangement, including a possible financial agreement with the state for ongoing services.

JAIL POPULATION STUDY:

- Passage of Proposition 47 has led to a decline in the jail population, while at the same time those who are incarcerated under AB 109 are serving longer sentences than non-AB 109 inmates presenting greater challenges to both jail and treatment staff. In order to better understand the changing nature of the County's jail population and in an effort to achieve better long term outcomes, the County Manager's Office and Sheriff's Office will commission a comprehensive study of the jail population in spring 2016.

DATA COLLECTION AND SHARING:

- The ability to measure the overall effectiveness of realignment in San Mateo County is contingent on the Efforts to Outcome (ETO®) database. As realignment enters its fourth year, it is critically important that staff continue to improve on existing data collection and expand its use to our community-based organizations. In the coming year, County staff will work to ensure use of ETO® by all County departments, as well as refine its use and expand its use to all community-based organizations receiving funding to serve the realignment population.
- County staff will also begin to expand ETO® for the tracking of the Unified Reentry population, which will begin to receive the same services offered to the AB 109 population. Doing so, will provide a more comprehensive picture of just how all the criminal justice involved populations are doing in the County, and assist in the identification of gaps in services to continue working towards improving the County's recidivism rate.
- The County will continue to work towards greater flexibility in the sharing of select summary criminal history data between the Sheriff's Office and the Health System. The ability of expert County staff to target emergency room "frequent flyers" will be important in developing protocols and services, such as the use of Vivitrol for chronic alcoholics, which specifically target frequent users of the criminal justice system.

COUNTY LOCAL IMPLEMENTATION PLAN:

- It is recommended the Community Corrections Partnership (CCP) review the County's Local Implementation Plan (LIP) and modify it as necessary to address the changing needs of our departments who are working collaboratively to better understand successful program/treatment strategies.



GLOSSARY

1170(H) – Passage of AB 109 enacted penal code section 1170(h) which mandated that certain felons who have committed non-violent, non-serious and non-sex offenses (N3) will be housed in county jail as opposed to state prison.

AOD – Alcohol and Other Drugs.

CMHS – Community Mental Health Services.

COMMUNITY CORRECTIONS PARTNERSHIP (CCP) – All 58 California counties are required to establish a Community Corrections Partnership in order to implement the Public Safety Realignment Act. The Community Corrections Partnership acts as the governing body responsible for developing and submitting Public Safety Realignment Act implementation recommendations to the Board of Supervisors.

CORRECTIONAL ASSESSMENT AND INTERVENTION SYSTEM (CAIS) – The Correctional Assessment and Intervention System is a supervision strategy model that creates an individual risk assessment and needs assessment for offenders. Based on the risk and needs assessment, CAIS provides supervision strategies and recommends programs most likely to produce success.

FLASH INCARCERATION – Flash Incarceration is a period of detention in county jail due to a violation of an offender's conditions of post release supervision.

MANDATORY SUPERVISION (MS) – Mandatory Supervision is defined as a court ordered period of time in the community under the supervision of the county probation department.

POST RELEASE COMMUNITY SUPERVISION (PRCS) – Post Release Community Supervision creates a new process whereby certain offenders being released from prison custody are no longer supervised by the state parole system, but instead are supervised by the county probation agency. PRCS does not shorten any prison term but only modifies the agency that will supervise the defendant after release.

PROPOSITION 47 – California Proposition 47, the Reduced Penalties for Some Crimes Initiative, was approved by voters on the November 4, 2014 ballot as an initiated state statute. The initiative reduced the classification of most non serious and nonviolent property and drug crimes from a felony to a misdemeanor.

PUBLIC SAFETY REALIGNMENT ACT (PSRA OR AB 109) – The Public Safety Realignment Act is a California state law that went into effect October 1, 2011. The law addresses overcrowding in the California state prison system through transferring responsibility for incarceration and supervision of many low level inmates and parolees from the California Department of Corrections and Rehabilitation (CDCR) to the county level.

RECIDIVISM – Recidivism is measured by criminal acts that result in rearrests, reconviction or return to custody with or without a new sentence during a three-year period following the prisoner's release.

RESTORATIVE JUSTICE – Restorative Justice is an approach to justice that focuses on the needs of victims and the offenders, as well as the involved community.

REVOCATION HEARING – A Revocation Hearing is a hearing held to determine whether or not a person has violated the conditions of probation. The judge conducts a hearing to determine whether the probation is to be revoked. If the court finds that a violation of the conditions of probation has occurred, the judge may revoke the probation and impose all or part of the original sentence.

SERVICE CONNECT – Service Connect provides a range of services aimed at supporting former inmates as they reenter the community. Service Connect is available to individuals who have served sentences for specific low-level offenses, who live or plan to live in San Mateo County, and who are enrolled in Post Release Community Supervision or who served their sentence in county jails under the 1170(h) program.

SPLIT SENTENCE – In a Split Sentence the defendant is able to serve a portion of their total county jail sentence on probation instead of serving the entire sentence in custody.

STRAIGHT SENTENCE – In a Straight Sentence the defendant serves their total county jail sentence in custody.

ADDENDUM

STRATEGY GROUPS OVERVIEW

STRATEGY GROUP

SELECTIVE INTERVENTION (SI-S)

GENERAL CHARACTERISTICS

- Pro-social values
- Positive adjustment
- Positive achievements
- Good social skills

WHY OFFENDERS GET IN TROUBLE

- External stressors

INTERVENTION GOALS

- Resolve external stressor
- Return to school or work as applicable
- Return to appropriate peers and activities

SELECTIVE INTERVENTION (SI-T)

- Pro-social values
- Positive adjustment
- Positive achievements
- Good social skills

- External stressors
- Internal, neurotic need

- Resolve external stressor
- Resolve internal problems
- Return to school or work as applicable
- Return to appropriate peers and activities

CASEWORK/ CONTROL (CC)

- Broad range instability
- Chaotic lifestyle
- Emotional instability
- Multi-drug abuse/addiction
- Negative attitudes towards authority

- Positive effort blocked by:
Chaotic lifestyle
Drug/alcohol use
Emotional instability
- Unable to commit to long-term change

- Increase stability
- Control drug/alcohol abuse
- Overcome attitude problems
- Foster ability to recognize and correct self-defeating behavior

ENVIRONMENTAL STRUCTURE (ES)

- Lack of social and survival skills
- Poor impulse control
- Gullible
- Naïve
- Poor judgment

- Used by more sophisticated criminals
- Difficult generalizing from past experience

- Improve social and survival skills
- Increase impulse control
- Develop realistic education program
- Limit contact with negative peers

LIMIT SETTING (LS)

- Antisocial values
- Prefers to succeed outside the rules/law
- Role models operate outside the rules/law
- Manipulative, exploitive

- Motivated by power, excitement
- Straight life is dull

- Substitute pro-social means to achieve power, money, excitement
- Change attitudes and values
- Use skills in pro-social ways
- Protect the community, especially school environments



harder+company
community research



Harder+Company Community Research is a comprehensive social research and planning firm with offices in San Francisco, Davis, San Diego, and Los Angeles, California. Harder+Company's mission is to help our clients achieve social impact through quality research, strategy, and organizational development services. Since 1986, we have assisted foundations, government agencies, and nonprofits throughout California and the country in using good information to make good decisions for their future. Our success rests on providing services that contribute to positive social impact in the lives of vulnerable people and communities.

The County Manager's Office wishes to thank the Probation Department, Sheriff's Office, Correctional Health, Human Services Agency, and Health System for their assistance in the development of this analysis.

COUNTY OF SAN MATEO
PUBLIC SAFETY REALIGNMENT ACT REPORT 2015

