

## Santa Cruz County Community Corrections Partnership

### **Public Safety Realignment and Post Release Community Supervision 2017-2018 Implementation and Evaluation Plan**

On October 4, 2011, the Santa Cruz County Board of Supervisors adopted a Community Corrections Implementation Plan developed by the Santa Cruz County Community Corrections Partnership (CCP) that provides an ongoing framework for local implementation of the California Public Safety Realignment Act, Assembly Bill 109 (AB109). The plan's phased implementation strategy directs evenly divided resources to address goals in the areas of corrections, community supervision, and treatment services to the AB109 population, as follows:

- I. Establish an array of **Effective Alternatives to Incarceration** to address the impacts that the realigned population will have on the county jail in order to avert crowding and poor conditions of confinement without jeopardizing public safety outcomes;
- II. Implement **Evidence-Based Probation Supervision** that properly assesses risk factors associated with recidivism and provides effective probation interviewing, case planning, and community supervision to ensure public safety and reduce recidivism; and
- III. Develop community partnerships for **Effective Intervention Services** that adhere to the principles of evidence-based practices for maximum recidivism reduction.

The adopted plan articulates a set of core values and principles that guide ongoing implementation and continuous improvement. This plan continues to direct the implementation and refinement of community corrections strategies, with annual addenda based on outcome data and emerging opportunities.

The initial implementation plan established a formula for allocation of AB109 funding, beginning with a fixed amount (\$200,000) for AB109 administration, including all financial reporting, contract development and oversight, evaluation and reporting, and facilitation of ongoing work groups and other meetings. The remaining allocation from the State is distributed evenly, one-third each, between the three primary components: cost-effective alternatives to incarceration; evidence-based community supervision; and effective treatment and intervention services to address criminogenic needs. The Executive Committee of the CCP has continued to support this distribution model for existing and new realignment funding.

#### **Implementation Highlights**

2011-2012. The CCP convened work groups comprised of CCP members and other community representatives to develop plans and oversee operations. Services were implemented for the initial cohort, based on prior local reentry models. During this period the Probation Department put in place fourth-generation risk and needs assessment tools, and caseloads were reorganized by risk level. The Sheriff's Office developed a Custody Alternative Program (CAP) to provide alternative custody (work release and electronic monitoring) for low level inmates in order to reserve jail beds for the new AB109 population.

2012-2013. The CCP established a community process for selecting qualified organizations to provide services to the AB109 population. Service areas were chosen based on assessed criminogenic needs of the first year cohort. The process resulted in the establishment of an AB109 Service Provider Network supporting a forensic assertive case management model operated by the Probation Department and the

CAP team. In addition, the Probation Department adopted the EPICS model (Effective Practices In Community Supervision) with training and quality assurance provided by the University of Cincinnati.

2013-2014 and 2014-2015. Service contracts were maintained and refined based on program outcomes and documented needs among the target population. Service providers participated in self-assessment and continuous program improvement with technical assistance from the Center for Advancing Correctional Excellence at George Mason University. At the request of providers, a new position was funded through AB109 to provide clinical assessment and referral for substance abuse treatment. AB109 also supported a pilot project utilizing Vivitrol (injectable Naltrexone) to improve outcomes for opioid users.

2015-2016. The CCP released a new request for letters of interest for providing AB109 treatment and intervention services. A total of twelve organizations were recommended for funding by a community review panel, with services in multiple areas related to criminogenic need and client responsibility. In addition, during this year the CCP released a request for proposals for comprehensive, system-wide evaluation of AB109 implementation and outcomes. Resource Development Associates (RDA) was selected, and during the last quarter RDA staff met with stakeholders, interviewed key leaders, and developed an evaluation plan based on local needs and interests. Other accomplishments during FY15-16 included support for Proposition 47 notification and records clearance services to support reentry; adoption of CCP Bylaws; piloting in-custody intensive SUD treatment; and the development of Recovery Maintenance Services to provide on-going support following SUD treatment in the community.

2016-2017. The CCP worked with RDA to implement an evaluation plan that included two major components: an Implementation Evaluation, including a data capacity assessment; and an Outcome Evaluation. The Implementation Evaluation was completed during the 2016-17 program year, and the CCP work groups began the process of reviewing the report recommendations and developing action plans to address them. The Outcome Evaluation is expected to be complete by September 2017, pending availability and adequacy of data from the Superior Court's new data management system. Other successful activities included a major community forum, produced in collaboration with twenty local agencies and organizations. The forum entitled *How Have Criminal Justice System Reforms Impacted Santa Cruz County* featured an update of AB109 implementation by CCP Executive Committee members, as well as the CCP Speaker's Bureau. Following the forum the CCP hosted a meeting with representatives from Californians for Safety and Justice to explore opportunities to adapt and implement their recently-released *Blueprint for Shared Safety*.

### **Goals and Activities for 2017-2018**

During the 2017-2018 year, the CCP will continue service contracts initiated in 2016-2017, with adjustments approved by the Board of Supervisors, based on availability of funds, adequate prior performance, and structural changes to the local jail system. The primary goals will be the implementation of recommendations based on the RDA implementation Evaluation; and completion of the Outcome Evaluation, including the establishment of on-going systems to track individual and group criminal justice outcomes correlated with specific practices by the courts, corrections, probation, and treatment service providers.

Implementation Evaluation Response. In response to the findings and recommendations of the AB109 Implementation Evaluation conducted by Resource Development Associates, the following activities will be completed during FY17-18:

- Implementation of an electronic referral and reporting system to standardize client processing, provide better communication between the Probation Department and service

providers, and enable more comprehensive and accurate tracking of service participation and outcomes.

- Comprehensive mapping of all system assessments, referrals, and transitions between organizations and providers, followed by the adoption of specific benchmarks and metrics for ensuring timely referrals and transfers.
- Develop and approve recommendations for restructuring the CCP and its work group to ensure greater participation, involvement, and engagement by all system stakeholders.
- Piloting contracts for AB109 services that include outcome-based compensation in order to better incentivize and reward providers that achieve specific client outcomes related to individually assessed criminogenic needs.
- Further integrate AB109 service delivery systems and procedures with CORE Investments, Whole Person Health Care, and the Expanded Medi-Cal Waiver.
- Provide regular training for service providers and system stakeholders, on topics including: core correctional practices; motivational interviewing; cognitive behavioral curricula facilitation; harm reduction; trauma-informed services; recovery maintenance; the CAIS assessment and development of the criminal justice case plan; use of the new electronic referral and reporting system; and gender responsiveness; and culturally competent service delivery.
- Explore options for a day reporting center that would provide multiple co-located services, supervision, and reentry support.
- Continue to develop clear guidelines for case handoff between in-custody services and community reentry.

Additional activities will be developed by the Treatment and Intervention Services Work Group and the System Evaluation and Data Work Group as they continue to review the implementation evaluation and make recommendations to stakeholders and partners to address evaluation findings.

Outcome Evaluation. During FY17-18 RDA will complete and present a report on criminal justice outcomes from the local AB109 implementation. This will represent the third and final phase of the RDA evaluation (planning, implementation evaluation, outcome evaluation). Following this report, AB109 partners will develop a plan for ongoing system monitoring and evaluation based on the work and templates created by RDA.

State Reporting. The California Board of State and Community Corrections requires an annual report on specific outcomes related to the three goal areas in the original CCP Implementation and Evaluation Plan. These goals and measures are reported six months following the end of each fiscal year. The report filed in 2016-17, which gives outcomes from 2015-16, is attached at the end of this report.

2017-2018 Treatment and Intervention Service Contracts. Attached is a summary of treatment and intervention services planned for FY16-17, arranged by the following categories: Programs Addressing Criminal Thinking, Behavior and Identity; Substance Use Disorder Treatment and Recovery Maintenance; Workforce and Job Placement Services; Educational Programming; Mental Health Care; Family Involvement; Housing Support; Reentry Planning and Community Support; and Community Education and Engagement

Santa Cruz County Community Corrections Partnership  
**AB109 Intervention Service Contracts, FY 2017-18**

**1. Programs Addressing Criminal Thinking, Behavior and Identity (CTBI)**

Criminal thinking, behavior and peers are the most strongly predictive criminogenic factors for recidivism. Until and unless these areas are addressed, meeting other need areas will not result in significant positive outcomes for offenders. A variety of research-based curricula are available, along with training and support for fidelity of implementation. The two key elements are the cognitive reframing, based on education and dialectic discussion, combined with behavioral re-patterning through extensive role play and skills practice.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following CBT curricula services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Encompass Community Services	\$20,000	In-custody Batterers Intervention Program and SAMHSA Anger Management curriculum to reduce negative behavior and increase compliance with court-ordered services
Volunteer Center of Santa Cruz County	\$200,000	In-custody and community-based CTBI curriculum, including Thinking For A Change (group) and Courage to Change (group and individual).

Common outcome measures for this area will include:

- Pre/post improvement in cognitive and behavioral areas including increased pro-social behavior and cognition
- Pre/post improvement in utilization of problem-solving, self-control, and communication skills
- Decrease in self-serving behaviors as measured by a staff observational survey

**2. Substance Abuse Treatment and Relapse Prevention**

Nationally, almost two-thirds of all jail and prison inmates met medical criteria for alcohol and/or drug abuse and/or dependence, yet only one in ten of these inmates received any type of professional treatment since admission. The recidivism and relapse rates of chemically dependent offenders are extremely high. While substance use contributes to the criminality of this population, it is not enough to treat chemical dependency without also addressing criminal thinking, associations, and other risk factors that may be present in the individual. Responsivity issues with this population that must be addressed include low readiness for treatment and change, a history of treatment failure, gender-specific issues for women offenders, co-occurring mental health disorders, and life skill deficits.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following substance abuse treatment services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Encompass Community Services	\$223,805	Community-based substance use disorder treatment, including residential, intensive outpatient, outpatient, and sober living environments.
Encompass Community Services	\$70,000	In-custody intensive substance use disorder treatment programs, including ongoing aftercare groups
Janus of Santa Cruz	\$213,000	Community-based substance use disorder treatment, including detox, residential, intensive outpatient, medically assisted treatment, sober living environments, and recovery maintenance.
New Life Community Services	\$20,000	Community-based substance use disorder treatment, including residential and sober living environment.
Sobriety Works	\$218,000	Community-based substance use disorder treatment, including outpatient, Matrix Model, intensive outpatient, drug testing and sober living environment housing.
United Way of Santa Cruz County	\$30,000	Community campaign based on the County Strategic Plan for Substance Use Treatment and Intervention, focused on reducing stigma and increasing support and utilization of SUD treatment.

Common outcome measures for this area will include:

- Number/percent of participants who complete assigned treatment episode
- Number and percent reporting 30-day abstinence at program discharge
- Pre/post improvement in social support for recovery
- Number/percent of participants with Recovery Maintenance plan
- Number/percent of participants engaged in post-treatment continuing care following discharge
- Number/percent of participants improving one or more stages during recovery maintenance services

### **3. Workforce and Employment Services**

Employment is an essential element in reentry for most individuals returning to the community following incarceration. Employment provides necessary resources for independent living along with esteem and constructive time use, while unemployment leaves individuals vulnerable to involvement in drug sales, residential burglary, credit and identity theft, and other criminal enterprises. This population faces multiple, substantial barriers to employment, however. Former prisoners often have low levels of education, limited work experience, and carry the stigma of incarceration that place them at the back of the employment queue. Studies find that fewer than half of former prisoners are employed during the year following reentry, and that increasing employment opportunities may have an impact on recidivism.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following workforce and employment services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Community Action Board	\$180,000	Community-based employment readiness and job placement, including individual assessment, preparation, and coaching; outreach to employers; and linkage to local and state job placement resources.

Common outcome measures for this area will include:

- Number/percent of participants hired (new job)
- Number/percent of participants still employed at 90 days (retention)
- Number/percent of participants who improve their earnings/compensation or employment stability

#### **4. Educational Programming**

Low educational attainment among the target population both reflects their history of low social attachment and predicts a future of low employability and limited career advancement. For most, attaining at least a high school equivalency (HSE) is a key step towards pro-social engagement and successful reentry. Some have educational levels so low that they require basic literacy services to enable them to reach the level of HSE preparation classes. Responsivity factors include undiagnosed learning disorder, inconsistent motivation, and negative past experiences in educational settings.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following educational services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Cabrillo College	\$26,000	Cohort-based higher education program for inmates and individuals under community supervision, including assessment, enrollment, and participation in the ACE program and support to complete the first college semester.
County Office of Education	\$140,000	High school diploma/equivalency preparation program at Main, Blaine St., and Rountree facilities, including assessment, classroom instruction, and support to obtain HSD/HSE.
Volunteer Center of Santa Cruz County	\$45,000	In-custody and community-based education program for low-literacy AB109 participants, including assessment, volunteer-based classes and individual tutoring.

Common outcome measures for this area will include:

- Pre/post improvement on standardized educational assessment
- Number/percent of participants attaining high school diploma or equivalency

- Number/percent of participants passing one or more achievement tests or earning academic credits

**5. Mental Health Care**

While mental health is not in itself a criminogenic factor, unmet mental health needs among criminally involved individuals can be a barrier to the delivery and effectiveness of other reentry services. This includes underlying mental illnesses as well as the mental health impact of incarceration itself. Enrolment in publically-funded adult mental health services is generally limited to individuals with severely impaired functioning (e.g. recent hospitalization or current suicidality). Few of the AB109 population meet this threshold, although many may face untreated post-traumatic stress, depression, anxiety and other mood disorders. Responsivity issues for this population include wariness and mistrust engendered by prison culture, complex and sometimes irretrievable histories of mental health services, challenges in transportation and logistical access to office-based clinical services, and difficulty meeting professional service expectations.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following mental health care services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Encompass Community Services	\$220,000	Mental health services, including assessment, individual and family psychotherapy, system navigation case management, and wraparound case management to increase service access and recidivism avoidance.

Common outcome measures for this area will include:

- Pre/post improvement on standardized assessment of mental health and social functioning
- Number/percent of participants who access sustainable mental health services and/or support
- Number/percent of participants fully compliant with mental health medications (or, pre/post improvement in mental health medication compliance)
- Number/percent of participants who report improved mental health
- Pre/post decrease in negative behavioral incidents attributable to mental illness

**6. Family Involvement**

Involving and addressing families of the AB109 population can mobilize positive on-going support for community reentry. It also provides the opportunity to interrupt the well-documented intergenerational nature of criminal involvement. Finally, the opportunity to be better parents to their children is a profound source of motivation and positive identity for individuals returning to the community from incarceration. Programs can provide a healthy cognitive framework for effective parenting, build skills, and expand pro-social community connections and support.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following family involvement services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Encompass Community Services	\$35,000	Research-based supporting father involvement program, both in custody and in the community, including assessment, parenting groups, communication skills, peer support and service linkage

Common outcome measures for this area will include:

- Pre/post improvement in father involvement and co-parenting
- Pre/post improvement in parenting knowledge and skills
- Pre/post improvement in communication skills

## **7. Housing Support**

While lack of housing is not in itself a criminogenic factor, housing instability can be a barrier to the delivery and effectiveness of reentry services. Without stable housing, formerly incarcerated individuals are exposed to victimization, criminal opportunities and drug use; face difficulties in phone, mail or other communication with service providers; limited ability to obtain and retain employment; and compromised physical health and social relationships. Given the high cost of housing in Santa Cruz County, the large number of homeless persons residing locally, and diminishing subsidized shelter resources, housing is a key responsivity factor for many AB109 participants.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following housing support services (significant housing services are also contained in the SUD treatment area):

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Encompass Community Services	\$75,000	Emergency and transitional housing, including the River Street Shelter and Gemma House (for women), with access to on-site counseling and case management.
Homeless Services Center	\$24,000	Transitional housing and workforce development for individuals in the process of developing permanent housing.

Common outcome measures for this area will include:

- Number/percent of participants with secure housing during community supervision
- Pre/post improvement in housing stability

## **8. Reentry Planning, Aftercare and Mentoring**

Numerous barriers and adaptive challenges face individuals returning from incarceration, from the immediate need for food, housing and clothing to more complex areas such as phone access, legal identification, and driving privileges. Good reentry planning combines validated risk and needs assessment with logistical plans and on-going support for basic needs and the restoration of pro-social capital to replace institutionalized supports. This includes eligibility and enrollment assistance for on-going public benefits, including the expanded medical, mental health and substance use disorder treatment benefits available under the Affordable Care Act.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following reentry planning, aftercare and mentoring services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Santa Cruz Barrios Unidos	\$70,000	Culturally-based reentry peer mentoring, violence prevention, and case management.
Volunteer Center of Santa Cruz County	\$220,000	In-custody reentry planning and post release community support, including benefits enrollment, support for reentry plans, and flex funds management with Probation to address barriers to successful reentry.

Common outcome measures for this area will include:

- Number/percent of participants with a written, dynamic reentry plan based on assessed criminogenic needs
- Number/percent of participants linked to sustainable resources for community support
- Number/percent of participants who complete at least half of their reentry plan 90-day benchmarks

### **9. Community Education and Engagement**

Community education and engagement is an essential element in creating long-term support for effective interventions. This includes developing and distributing information, public speaking events, media strategies, and engagement of key community members and sectors. In particular, community outreach needs to be focused on areas such as housing and employment, where prevailing attitudes and practices can create serious obstacles to successful community reentry from incarceration.

For 2017-2018, the Santa Cruz Community Corrections Partnership will contract for the following community education and engagement services:

<i>Provider</i>	<i>Funding Amount</i>	<i>Services</i>
Sobriety Works	\$30,000	Support for an AB109 Speakers Bureau, including training and peer support for public speaking, leadership skills, and community education. In addition, develop a Women’s Speakers Panel and limited in-custody weekend workshops.
United Way of Santa Cruz County	\$35,000	Community campaign to expand the CCP Community Education and Engagement Work Group with a focus on coordinating the local implementation of the Blueprint for Shared Safety developed by Californians for Safety and Justice.

Outcome measures for this area will primarily be limited to the number of people involved and engaged in planning and activities in the area of justice system reform and community-based support for positive reentry from incarceration.

## BSCC Goals, Objectives and Outcome Measures

The following are goals and objectives from 2015-16 and 2016-17, as reported annually by the Santa Cruz County Probation Department to the Board of State and Community Corrections. 2016-17 outcomes will be reported in December of 2017.

**Goal I: Establish an array of Effective Alternatives to Incarceration to address the impacts that the realigned population will have on the county jail in order to avert crowding and poor conditions of confinement without jeopardizing public safety outcomes**

Objective	Establish and maintain a Custody Alternatives Program (CAP) to identify, screen and place appropriate inmates in community alternatives, including the use of electronic monitoring and supervision to ensure public safety.
Objective	Maintain an effective Pretrial Release Program to identify, screen, and place appropriate individuals on community supervision while they are waiting for court processing. This will include the use of validate risk assessment tools and active communication with the courts for pretrial release.
Outcome Measure	Average daily jail population as a percentage of the rated capacity for each of the County's three facilities
Outcome Measure	Total number of jail bed days saved by CAP; public safety rate of inmates committing new law violations during the period of their custody alternative
Outcome Measure	Total number of jail bed days saved by Pretrial Services; public safety rate of defendants committing new law violations during the period of their pretrial release
Progress toward stated goal	<p>During 2015-16 the average daily population across the County's three jail facilities was 438, or approximately 99% of combined rated capacity.</p> <p>During 2015-16 CAP supervised a total of 569 participants, saving a total of 23,062 jail bed days.</p> <p>During 2015-16 Pretrial Services supervised a total of 343 individuals, saving a total of 15,403 jail bed days, with a public safety rate of 94.2% of defendants not arrested for new criminal behavior during the period of pretrial release.</p>

**Goal II: Implement Evidence-Based Probation Supervision that properly assesses risk factors associated with recidivism and provides effective probation interviewing, case planning, and community supervision to ensure public safety and reduce recidivism**

Objective	Conduct risk assessment on all AB109 individuals within 30 days of sentencing; conduct full assessment of criminogenic needs on all moderate and high risk AB109 individuals within 30 days of sentencing.
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Objective	Develop supervision case plans for all AB109 individuals, including all court ordered terms as well as services and supports directly related to assessed criminogenic needs.
Objective	Conduct active, risk-based community supervision of all AB109-sentenced individuals, including the use of EPICS, motivational interviewing, and an objective sanctions and rewards grid for response to participant behavior.
Outcome Measure	Number of AB109-designated individuals assessed for risk and criminogenic need
Outcome Measure	Number of AB-109-designated individuals with supervision case plans
Outcome Measure	Documented utilization and outcomes of EPICS interventions
Progress toward stated goal	Among AB109-designated individuals during 2015-16, a total of 170 assessments were conducted for risk level; 148 initial comprehensive assessments were conducted for criminogenic need; and 349 reassessments were conducted to assess change in risk and needs. A total of 828 EPICS interventions were documented among AB109-designated individuals

**Goal III: Develop community partnerships for Effective Intervention Services that adhere to the principles of evidence-based practices for maximum recidivism reduction**

Objective	Refer all AB109-designated individuals to services and supports that address assessed criminogenic needs and reentry stability factors
Objective	Provide a minimum aggregate of 200 hours of appropriate services to high risk individuals and 100 hours for moderate risk individuals in order to reduce the risk of recidivism
Outcome Measure	Number and percent of AB109-designated individuals referred to services based on assessed need
Outcome Measure	Number and percent of AB109-designated individuals receiving adequate service dosage based on risk level
Progress toward stated goal	During 2015-16 a total of 328 AB109-designated individuals received services through the CCP's referral and service model, with an average total dosage of 97 hours of service during 2015-16.