



**COUNTY OF SANTA CLARA
ADULT REENTRY STRATEGIC
THREE YEAR IMPLEMENTATION PLAN
FISCAL YEAR 2020-2022**

SANTA CLARA COUNTY MISSION

The mission of the County of Santa Clara is to *plan* for the needs of a dynamic community, *provide* quality services, and *promote* a healthy, safe and prosperous community for all.

ADULT REENTRY VISION STATEMENT

Build safer communities and strengthen families through successful reintegration and reentry of formerly incarcerated individuals back into Santa Clara County.

MISSION STATEMENT

Reduce recidivism by using evidence-based practices in implementing a seamless system of services, supports and supervision.

GUIDING PRINCIPLES AND VALUES

Reentry and reintegration begin while the individual is incarcerated.

- Evidence-based practices are utilized when developing programs and policies.
- Collaboration, coordination, information, and communication are critical to the success and sustainability of the Reentry Network.
- Moderate to high-risk formerly-incarcerated individuals are targeted using validated assessment tools.
- Assessment and case management tools targeting continuous reentry planning are incorporated at the point of admission to the criminal justice system and continue to be used through pre-and post-release.
- The strategic plan is gender-responsive, trauma-informed, and culturally competent.

HISTORICAL BACKGROUND:

On March 1, 2011, the Board of Supervisors approved the establishment of a cross-system re-entry network to develop and implement a reentry plan for the County. The Santa Clara County Re-Entry Network (REN) identifies comprehensive reentry and recidivism reduction strategies to elevate existing efforts, streamline process in linking inmates to effective in-custody and community-based programming, identifies cost-saving methods, and increases support of parolees and low level prisoners under the Public Safety Realignment Act (AB 109).

In October 2011, California passed the Public Safety Realignment Act (AB 109) into law. This law, commonly referred to as *Realignment*, seeks to alleviate prison overcrowding by mandating that low-level felons become the responsibility of local jurisdictions. That is, nonviolent, non-serious, and non-sex-related felons begin serving their sentences in jail instead of prison. In addition, supervision of this population is carried out locally, by probation instead

of state parole agents. In order to facilitate this effort, the state provided additional funding to each county. Santa Clara County chose to invest the bulk of its AB109 funding into rehabilitation instead of building bigger jails. In February 2012, with the collaboration of the Offices of the Sheriff (SHF), Adult Probation Department (ADP), Public Defender Office (PDO), Social Services Agency (SSA), Behavioral Health Services Department (BHS), Custody Health (CH), Ambulatory Care, and the Office of Supportive Housing (OSH) among others, the County opened the Reentry Resource Center (RRC). The RRC serves as a “one-stop shop” serving multiple needs including programs addressing mental illness, substance use disorders, homelessness, unemployment and domestic violence as well as a host of other issues that lead to incarceration. Under this model, individuals exiting County jails can visit the RRC and complete multiple objectives at once. The Office of Reentry Services (ORS), established in September 2013, acts as the administrator of the RRC and reentry-related funding.

On October 23, 2012 the Board of Supervisors approved the current Adult Reentry Strategic Plan establishing the objective to assess the risk and need levels of county inmates and individuals on probation by identifying the likelihood of moderate and high-risk offenders committing new crimes. Additionally, by identifying the most pressing needs of formerly incarcerated individuals, such as education, social needs, peer relationship, or alcohol/drug abuse; and the type of treatment, intervention, supervision, and services to support individualized reentry plans, the County created service domains. These service domains focused on the following:

- Housing
- Education
- Employment
- Health and well-being
- Family reunification and support

Since opening its doors in 2012, the RRC has created opportunities for more than 15,000 residents reentering the community from jail or prison. Over the course of its first six years in operation, the ORS continually expanded along with the RRC and Adult Reentry Network, in both scope and size. The ORS has grown from an office of four, to an office of 18 staff members. It now has partnerships with more than 75 community, faith-based and county departments; it has established college-credit courses both in the jails and in the community; a growing number of large employers are recruiting clients from the Center; and the Center’s South County satellite office has expanded its services.

ORS is looking ahead to the next three years with the aim of further reducing recidivism rates and increasing public safety through evidence-based practices. To that end, ORS engaged DC Design, a social impact design firm, to help

foster an environment of creative problem solving and collaboration to produce innovative ideas that would help guide the strategy.

ENGAGEMENT OF DC DESIGN

On April 26, 2017, DC Design facilitated a meeting for REN members. Taking a human-centered, design-thinking based approach, the meeting focused on three specific questions:

1. What challenges still remain when it comes to serving the consumer?
2. How could the REN strengthen collaboration going forward?
3. What can we do to affect “no-entry” efforts (defined as preventing people from being incarcerated in the first place)?

During the meeting, REN members identified four key areas that would have the most immediate and significant impacts: employee efficacy, consumer support, process refinement, and reentry services. In addition to these key areas, offering services to meet clients' basic needs and inviting opportunities for consumer insights would also help contribute to the reentry effort. DC Design aggregated these findings in a report that included the following action items:

1. Conduct further need-finding work with current jail population, current RRC consumers, and Reentry staff to understand what challenges are most relevant to them and compare those to the findings of the DC Design-REN meeting.
2. Change the format of meetings across the REN to increase willful collaboration and discussion.
3. Immediately begin assessing current processes around how and when services are provided and consider how the Reentry services might more deeply ingrain services through reentry in the community and the jail itself.

On June 28, 2017 a follow up meeting of the REN was held to provide direction to ORS on how to use the DC Design report as a foundation for building a Reentry Strategic Plan for the next three to five years. To provide the REN feedback on the Reentry Strategic Plan, ORS, with the help of DC Design, facilitated ten Adult Reentry Working Group meetings, six focus groups, and 15 one-on-one interviews with clients, peer mentors, community stakeholders, and multi-departmental reentry staff to discover challenges and highlight opportunities from each stakeholder's unique perspective.

As the ORS has reached the end of its previous five-year plan, it turned its attention toward the future; looking ahead to the next three years with the aim of further improving outcomes for those who have been incarcerated. Between the period of July 1, 2017 and September 30, 2018 ORS contracted DC Design to engage Santa Clara County's many stakeholders in a process that would unearth the remaining challenges in reducing recidivism, increasing public safety, and building a more responsive criminal justice system. The outcome of this work is the Adult Reentry Strategic Three-Year Implementation Plan.

IMPLEMENTATION STRATEGIES

Based on ORS's prior work in creating the Five Year Report on Public Realignment and Reentry Services and supported by research on best practices in servicing the reentry population, ORS identified the following strategies:

- **Serve the Client:** Promoting individualized case management, peer navigation, streamlined service linkage, and "no-entry" programming.
- **Strengthen Collaboration:** The path to accessing client services must start in custody with the appropriate identification of high/moderate levels of risk to re-offend, pressing needs and type of treatment, supervision and services with multidisciplinary approaches and validated screenings and assessments.
- **Sustain Public Safety:** Establish strong relationships with law enforcement agencies and promote offender accountability through rehabilitative intervention and diversion efforts.
- **Steward Operational Excellence:** Enhance data management, electronic communication, and standardize the tracking of progress and improvement as measures for success.

Four workgroups were created to better organize the Adult Reentry Strategic Plan work and implement the four strategies.

Client Services Work Group's goal is to ensure safe and adequate housing, living wage employment, and individual client case planning and system navigation for reentry clients. Participants in this work group represented the following departments/organizations: Office of Reentry Services, Carry the Vision, Office of the Sheriff, Enneagram Prison Project, Office of Supportive Housing, Adult Probation Department, San Jose State University Record Clearance Project, Behavioral Health Services Department, Valley Homeless Clinic, Custody Health, and Office of the Public Defender.

Public Safety Work Group's goal is to validate findings and provide insight into how incarceration can be implemented as a last resort while insuring public safety is not jeopardized. Participants in this work group represented the following departments/organizations: Adult Probation Department, California Department of Corrections and Rehabilitation, Office of the Sheriff, and Office of Pretrial Services

System Integration Work Group's goal is to define and scale the transition discharge process in a way that sets up clients for success in reentry. Participants in this work group represented the following departments/organizations: Office of the Sheriff, Adult Probation Department, Office of the Public Defender, Office of Reentry Services, Office of Supportive Housing, Behavioral Health Services Department, Custody Health, Valley Homeless Clinic, Custody Pharmacy

Data & Evaluation Work Group's goal is to expand and improve data collection and data enterprise within the Re-Entry Network, to enhance the evaluation of reentry programs and initiatives. Participants in this work group represented the following departments/organizations: Adult Probation Department, Office of the Public Defender, Office of Data Oversight, Management and Evaluation, Faith-Based Collaborative, Information Services Department (ISD), Office of Reentry Services, Office of the County Executive, Behavioral Health Services Department, and the Center for Population Health Improvement.

By successfully implementing the four key strategies and 15 paradigm shifts/objectives, and oversight from the workgroups, at the end of the three-year plan (July 1, 2019 to June 30, 2022), the County should witness the following bold achievements in our criminal justice system:

- **Safely reduce the jail population by 500;**
- **Decrease the AB 109 targeted population's recidivism rate from 45% to 40%;**
- **Create strong policies and procedures to reduce racial and ethnic disparities**
- **Over 70% of clients receiving reentry-supported employment services will retain employment for more than a year; and**
- **Over 60% of clients receiving AB-109 funded mental health (MH) and/or substance use treatment (SUTS) will successfully complete their program.**

Racial Disparity

Racial disparity is in large part an accumulation of historical socioeconomic and political marginalization as well as a result of implicit bias. To reduce racial disparities observed across high-intervention systems in Santa Clara County, this Strategic Plan will align its approach with other system-wide transformational efforts to become trauma-informed and healing-centered, as well as work towards:

- Ensuring the selection of resources offered are guided by a racial and social equity lens in a manner that the services reach across all of Santa Clara County;
- Educating the community and staff as to the root causes of racial disparity, implicit bias, and the mechanisms that create a self-perpetuating cycle; and
- Exploring through research the areas within County institutions where racial and ethnic disparity is most pronounced and working with community stakeholders to identify local approaches to prevent and reduce disparity.

Completion of Treatment – Behavioral Health Department’s Definition

In order to create a mutual understanding of successful completion, Behavioral Health Services defined completion of treatment as the following:

- For Mental Health Treatment – A client who has achieved their goals such as behavioral wellness and/or received a clinical change in needs to another level of care completion of treatment is identified as a successful discharge.
- For Substance Use Treatment – A client who has completed a substance use treatment service is either referred to another treatment service or not referred and finishes their current treatment program. The client is available to complete the discharge interview either in person as planned or by treatment provider contacting the client by telephone.

Measuring Success

Success is measured as preventing crime and reducing recidivism rates, expanding resource offerings, increasing rates of completion, or increasing service linkage. The overall definition of success pertains to the Re-Entry Network progressing along its goals. Success is rooted in the ability to help the client as well as the client’s ability to help him or herself. Each step taken to become more efficient, more effective, and more present in the community is a success whether that pertains to a single program reporting positive outcomes or a large-scale reduction in recidivism.

TABLE OF CONTENTS

Section	Page
Serve the Client	9
Sustain Public Safety	12
Strengthen Collaboration	13
Steward Operational Excellence	16
Barriers & System Challenges	18
Appendix - ORS Contracted Services Description	20

SERVE THE CLIENT
 IMPLEMENTATION PLAN
 FISCAL YEAR 2020-2022

Client Services Work Group Goal: To ensure safe and adequate housing, living wage employment, and individualized client case planning and system navigation for reentry clients.

OBJECTIVES	ACTIVITIES	LEAD	TIMELINE FOR COMPLETION Month, Year
<p>1. Increase housing capacity so that all clients, including Transitional Aged Youth (TAY) ages 18-26 years old, who are in need, can be placed expediently in short-term housing that does not require them to fall under the HUD definition of homelessness, and clients receive the support necessary to ensure a smooth transition to permanent housing.</p>	<p>1.1 Create clear plans for post-THU transition, paths to long-term housing and curriculum.</p>	<p>ORS & Behavioral Health Services Department (BHS)</p>	<p>July 2019</p>
	<p>1.2 Increase record expungement efforts so that clients can be accepted by landlords.</p>	<p>Superior Court & Public Defender's Office (PDO)</p>	<p>December 2019</p>
	<p>1.3 Expand housing and/or family reunification services for individuals who do not meet HUD definition of homelessness.</p>	<p>Office of Supportive Housing (OSH)</p>	<p>July 2019</p>
	<p>1.4 Put measures in place to make the housing queue more transparent.</p>	<p>OSH</p>	<p>December 2019</p>

<p>2. Clients can obtain and maintain living wage jobs that will allow them to satisfy basic needs, including housing needs, and clearly understand the path to obtaining those jobs.</p>	<p>2.1 Create a community of career employers who are eager to hire those with a criminal record.</p> <p>2.2 Develop a path for skills acquisition or a job placement organization that provides in-custody vocational courses to train inmates to potentially be employed by that or similar organization.</p>	<p>ORS, Adult Probation, OSH, Social Services Agency (SSA) & Faith-Based Collaborative (FB)</p> <p>Office of the Sheriff (SHF)</p>	<p>July 2019</p> <p>July 2019</p>
<p>3. Clients feel respected and empowered in the workplace, and do not feel that their relationships with their employers might be affected by supervision requirements, while the county is able to adequately verify client progress at work.</p>	<p>3.1 Restructure process of employing a supervised individual to make supervision requirements non-intrusive while still meeting county supervision requirements.</p>	<p>SHF</p>	<p>December 2019</p>

<p>4. Each client retains his/her own transition plan, which he/she has personally filled out. This is created before release, and the plan and assessments are sent to all departments that provide appropriate services.</p>	<p>4.1 Create a self-generated discharge planning tool that can be utilized by Custody Health, Superior Court, Faith-based services, the Gender Responsive Opportunities for Women Pilot Project, and other Reentry stakeholders and/or contractors to help clients capture their own journey while in custody and map out first actions once out of jail to long-term plans; covering issues such as housing, employment, life skills attainment, etc. Empower clients to utilize their plan upon release.</p>	<p>SHF, APD, Custody Health (CH), & BHS</p>	<p>July 2019</p>
<p>5. Direct services staff are equipped to gain an in-depth understanding of each client's needs and work to ensure all services a client receives are gender responsive, culturally competent, and trauma informed, catering to individual outcomes, considering their individual history and present challenges.</p>	<p>5.1 Utilize client self-created plan to help coordinate appropriate services for all reentry clients. Obtain client consent to make and share a copy.</p>	<p>ORS, BHS</p>	<p>December 2019</p>

Measuring Success:

- Client self-sufficiency and other applicable scores show incremental or measurable improvement
- Outcomes for reentry-based contracts improve over time (based on contract parameters)
- Slots for housing programs will increase
- The number of clients assisted with legal service will increase

SUSTAIN PUBLIC SAFETY

IMPLEMENTATION PLAN

FISCAL YEAR 2020-2022

Public Safety Work Group Goal: To validate findings and provide insight into where public safety could be at risk and to offer solutions to ensure public safety would not be jeopardized

OBJECTIVES	ACTIVITIES	LEAD	TIMELINE FOR COMPLETION Month, Year
6. Custody is used as a last resort, and the primary goals of rendering consequences for crimes are rehabilitation and self-sufficiency while maintaining public safety as the highest priority.	6.1 Increase effective mental health and substance use treatment services at the community level.	BHS	December 2019
	6.2 Establish guidelines for enrollment of clients; engagement and screening; and assessment of individuals referred to new diversion programs.	PDO, District Attorney's Office	July 2019

Measuring Success:

- More options/alternatives for less serious and special needs offenders will become available
- SUTS and Mental Health capacity will increase
- Average length of stay for less serious and special needs offenders will decrease

STRENGTHEN COLLABORATION

IMPLEMENTATION PLAN

FISCAL YEAR 2020-2022

System integration Work Group Goal: To define and scale the transition discharge process in a way that prepares clients for success in reentry

OBJECTIVES	ACTIVITES	LEAD	TIMELINE FOR COMPLETION Month, Year
7. Every individual employee in every county agency understands the services rendered in their department as well as other departments or knows how to find that out.	7.1 Compile in-depth resource packets that will serve to inform departments about the service offerings of other departments. Identify a point of contact for each department to answer questions and update the resource packet.	ORS	October 2019
8. All clients understand what services are available to them, why those services may be beneficial for them, and most clients feel that if they choose to use services, navigating the system is easy.	8.1 Compile service and resource inventories that are easily digestible and comprehensive. Create a visual that is easy to follow and distribute to clients (online or video series explaining what's available).	ORS	January 2020
	8.2 Involve clients in assessing the health and usefulness of reentry programs.	ORS	October 2019

9. Any employee in any department (with permission to know) can look up what services have been offered to a specific client and what permissions an ROI grants. This information is used in a way that provides clients with the best services possible.	9.1 Develop or adopt a formal and approved Data Enterprise Platform that serves as a seamless way to request and share information, providing the data any employee needs when they need it.	Technology Services & Solutions (TSS)	July 2020
	9.2 Reaffirm universal or shared consent forms from clients. Any department should be able to see what clients have consented to.	County Counsel	October 2019
10. Agencies that can mitigate issues for the client have direct contact with other agencies that can provide the services the client needs.	10.1 Develop or adopt a formal and approved Data Enterprise Platform that serves as a seamless way to request and share information, providing the data any employee needs when they need it.	TSS	January 2020
11. County employees understand the work and objective of other departments, are empowered to support other departments in achieving those objectives where appropriate and can coordinate easily using well-integrated systems.	11.1 Create an Ecosystem Map that shows the points of contact, duties, objectives, and connections of all departments. The map is accessible to all county employees.	Office of Data Oversight, Management & Evaluation (ODOME) & ORS	July 2019
12. Leverage and coordinate existing County and community resources to optimize the way clients access services and navigate through multiple agencies within the existing continuum of care.	12.1 Increase training opportunities for peer mentor/community worker codes.	ORS, BHS	December 2019
	12.2 Develop a Criminal Justice College PAID fellowship program with local colleges and universities.	ORS	July 2019

Measuring Success:

- Information sharing and access to information will improve
- Data-sharing agreements will be signed between reentry partners
- Improved software and operational procedures will be implemented to facilitate collaboration
- Standardized assessments will be utilized at applicable intercepts

STEWARD OPERATIONAL EXCELLENCE

IMPLEMENTATION PLAN

FISCAL YEAR 2020-2022

Data & Evaluation Work Group Goal: To expand and improve data collection and data enterprise within the Re-Entry Network, so that the evaluation of reentry programs and initiatives is enhanced

OBJECTIVES	ACTIVITIES	LEAD	TIMELINE FOR COMPLETION Month, Year
13. The county can evaluate offerings using more measures than recidivism alone when deciding what to amplify, modify, or remove.	13.1 Get buy-in and define what metrics beyond the recidivism rate are important to track, and which departments should collect them. Determine appropriate research questions to use as a starting point for evaluation and collection.	APD, BHS, OSH, ORS	July 2020
	10.2 Educate leadership and staff about the importance of collecting and evaluating this data well.	ORS Executive Leadership	Ongoing
14. Across all departments and services, we collect holistic and uniform data points to close information gaps and more effectively understand how clients move through the system.	14.1 Building on joint agreement of what other metrics are important to track beyond the recidivism rate, standardize the data collection system and create a framework for data analysis of reentry clients.	ODOME	July 2020

	14.2 Write data access/sharing agreements and get all necessary departments to sign and implement them.	ODOME	July 2020
15. The county has a holistic picture of strengths and weaknesses among Reentry programs and initiatives.	15.1 Building on joint agreement of what other metrics are important to track beyond the recidivism rate, standardize the data collection system and create a framework for data analysis of reentry clients.	ODOME	July 2021
	15.2 Build a cohort of clients who can be involved in assessing the health and usefulness of reentry programs.	ORS	October 2019

Measuring Success:

- Comprehensive performance measures will be built into contracts
- Improved software and operations will enable better data integration
- Data sharing agreements will remove current barriers to sharing information

BARRIERS & SYSTEM CHALLENGES

Data Sharing

- 1) County staff are often unable to share data on clients across departments even if the client consents to having his/her data shared. This makes it harder for the county to serve clients well and forces clients to fill out the same paperwork repeatedly. While mapping the client journey, we noticed that there are 14 junctures throughout the client's journey from booking to just after release where they submit, very often, the same information to the County. Even with all of these assessments, when a client walks into the Reentry Resources Center, the Center has virtually no information on how best to serve that client until they fill out more paperwork answering those questions.

Recommendation: A shared system or process between the Courts, Jails, Probation and RRCs in which court mandated and supervision requirements can be shared with the client's consent. This information along with the personal transition plan mentioned below will provide the baseline for a client's reentry and allow ORS and its partners to assist recently released individuals with their court and supervision requirements while also pursuing their own personal goals and plans. This system would also create an opportunity for real-time communication between Courts, Probation, Jail staff and RRC.

- 2) The County can't use client-generated data for placement in community treatment programs, creating a bottleneck in providing services to the client. Currently an in-custody assessment done by non BHS, custody health staff is not valid and cannot be used for placement in community treatment after the person is released. The number of people who are released from jail each day presents a challenge for County staff to administer individual planning for each person upon release. However, many individuals are leaving jail without a plan as to where they will stay once released or how they will get there.

Recommendation: One of the action items the workgroups created was to allow inmates to fill out a personal transition plan where they are compelled to think through these questions before leaving jail. This plan would still be useful in helping someone think through their own next steps upon release, but without it being usable for placement in community programs, it falls short of its potential. The county should investigate creating a framework and form clients can use to plan their own release activities and find a way to use parts of that plan for community program placement.

Timing of Services

- 3) Due to the restrictions between information that can be shared in the jail with those outside of custody, makes it incredibly hard to connect clients with services prerelease. Reentry should begin in custody where clients have time and limited distraction to plan out their reentry journey. There should be a more collaborative effort between the Office of the Sheriff, Probation and ORS to ensure this occurs.

Recommendation: To lessen stressors and to increase the chances that clients will use the services offered to them, a multi-disciplinary approach should be initiated with client participation to ensure the client is provided service appointments and resources before release.

Outcome Measures

- 4) There is a lack of consensus on specific desired measurable outcomes per service offering for justice-involved individuals. Currently, recidivism is the major statistic used, but as outlined above, this doesn't offer a nuanced understanding of client well-being, what programs are working, and which ones are not, and it does not offer directional data on what efforts should be enhanced and which should be stopped.

Recommendation: While recidivism reduction is an overall success measure regarding public safety and county cost savings, there are other levels of success that can be measured. Maintaining a job and staying sober are successes that should be considered. It is possible that some individuals who are maintaining a job and staying sober may recidivate, however this does not necessarily mean this is an "unsuccessful" reentry (of course depending on the severity of the crime).

Community Reestablishment

- 5) Clients leave jail without government-issued identification needed to truly reintegrate into society.

Recommendation: Policy should be changed to ensure clients are provided a driver license or government ID upon release.

Housing and Homelessness

- 6) The HUD definition of homelessness excludes incarceration, making it impossible for some homeless to receive housing assistance from the County upon release.

Recommendation: Add additional services for clients who do not meet the HUD definition of "homelessness" but do meet the ORS, County and local municipalities' definitions.

APPENDIX

FY2020-22 ORS Contracted Services (February 13, 2019)

Service	Description
Service Linkage	Connection of reentry clients to resources in the community such as housing, mental health services, substance use treatment services, physical health services, peer mentoring, education, and other resources.
Education	Vocational and college-credited courses for reentry population.
Employment Services	A comprehensive employment program that includes: 1) Job readiness training, transitional employment, employment connection services, and peer support to justice-involved individuals. 2) Day Worker Program: An employment services program that provides immediate short-term placements, and additional one-touch support.
Certified DV/Family Violence Prevention	Certified Batter's Intervention Class (AB109 Probation referral only)
Psychoeducation/Psychosocial Program	Focus on positive emotional coping mechanisms or family reunification. Examples include but are not limited to Seeking Safety, Moral Reconciliation Therapy (MRT), or other related programs.
Legal Services	Informational workshops and/or legal representation related to the following areas: 1) Family law including brief advice, legal separation, child support; or 2) Civil law matters addressing barriers to reentry such as housing, employment, public benefits, etc.
Community Outreach Court	A collaborative program of the Superior Court of California, County of Santa Clara and the County of Santa Clara Office of Reentry Services was established to assist individuals who are not able to pay court-related fines and fees such as traffic and light rail tickets, court ordered, and Department of Tax and Collections fines and fees affiliated with misdemeanor and felony convictions.