

ALAMEDA COUNTY

PUBLIC SAFETY REALIGNMENT

Year Two Plan

I. Guiding Principles

The Public Safety Realignment Act of 2011 (AB 109 or Realignment), was signed into law in April of 2011 and became effective on October 1 of that year. As required by AB 109, the legislatively created Executive Committee of the County's Community Corrections Partnership (CCPEC) crafted an Initial Implementation Plan to guide Alameda County's participation in the realignment effort. That initial Plan was submitted to and adopted by the Board of Supervisors on November 22, 2011.

The Initial Plan, developed with input from the community, emphasized individual accountability and research-indicated efforts to reduce recidivism for the three major population groups which AB 109 shifted from state to county responsibility, i.e., those on Post Release Community Supervision (PRCS), those convicted after October 1, 2011 of less serious felonies and Parole Violators. Focused on effectively, collaboratively and safely making Realignment work in Alameda County, the Initial Plan sought to reduce the "recidivism of adult offenders through reinvestment in community-based corrections programs and utilization of evidence based strategies that increase public safety while holding offenders accountable."¹

This Year Two Plan is built on, and continues the CCPEC's commitment to, those core principles. It continues to emphasize collaborative efforts to provide effective in-custody and community based services, treatments and programs to realigned individuals and to address programming needs at every stage of the correctional continuum -- in custody, prior to release from custody, during community supervision and after termination of supervision.

Additionally, the CCPEC is committed to tracking and carefully assessing its processes, programs and outcomes related to Realignment. To this end, in order to learn how and how well Realignment is working in Alameda County, the CCP and its member agencies have initiated information gathering and data collection efforts. They continue to work to define populations, define outcomes, manage and where possible coordinate the various information technology (IT) and data collection systems in place throughout the County and also comply with legislatively imposed data reporting requirements.

Since the inception of Realignment, the Alameda County Probation Department (ACPD) has produced and disseminated monthly reports describing the PRCS and Mandatory Supervision populations, their composition and movement through the justice system.

¹ CCPEC Initial Implementation Plan, Guiding Principles, November 2011, page 3

II. Major Goals for Year Two

The CCPEC has adopted three guiding goals for Year Two of Realignment. These goals, which comprise the framework for County Realignment funding priorities for Year Two, were approved by the Board of Supervisors November 20, 2012. The goals are

Protect the public through transparent and accountable administration and service:

Activities include staffing, case work, supervision and programming in both custody and community settings designed to promote and sustain offender rehabilitation.

Ensure effective and supportive transitions from detention to the community:

Activities include emphasizing and enhancing transition services designed to provide a continuum between in-custody services and supports and their community based counterparts.

Develop innovative and therapeutic supports for clients focused on health, housing, and improving access to family sustaining employment:

Activities include maximizing partnerships among public sector and community based service providers to deliver a wide range of needed physical and behavioral health care, education, housing, employment, cognitive behavioral and other services known to help reduce offender recidivism.

A central component of these goals is their reliance on collaboration among community based service providers and public agency personnel to address the multiple, complex needs of the realigned population. In order to expand its ability to incorporate community based providers, the CCPEC has allocated a significant portion of the County's Year Two Realignment funding to support community based services.

III. Major Initiatives / Activities to Address These Goals

1. Expedite Planning and Service Delivery: Workgroups have been established to facilitate ongoing planning and service delivery to accomplish the goals established by the CCPEC. The Workgroups, which will direct and carry out elements of the Year Two Plan, and their respective missions are:

Process and Evaluation - Brendon Woods, Chair

Define and develop the plan for, and implementation and evaluation of, Realignment activities in Alameda County.

Data and Information Management - Nancy O'Malley, Chair

Design and develop a comprehensive, integrated data management system that allows tracking of individuals, outcomes and costs.

Fiscal and Procurement - Alex Briscoe, Chair

Develop an annual Realignment allocation plan and procedures for effective and efficient procurement.

Programs and Services -- La Donna Harris, Chair

Ensure availability of, and access to, evidence-based programs and services for AB 109 populations throughout the continuum of charging through successful reentry.

The Workgroups' Year Two activities, some of which are anticipated to carry over into Year Three as well, are summarized in the table attached as Appendix I.

2. Realignment Coordinator: Having identified the need for a Realignment Coordinator, the CCPEC tasked the Process and Evaluation Workgroup with defining the duties and responsibilities of the position. While the specifics of the position's were being worked out, the need to have a Realignment Coordinator in place remained urgent.

Filling that need was made more difficult by the fact that, in order to increase the funding allocated for community based organizations, the CCPEC had withdrawn the money originally requested in its Year Two budget for the Coordinator position. To enable the CCPEC to have a Realignment Coordinator in place while simultaneously getting money out to community organizations, CCPEC Chair / Chief Probation Officer La Donna Harris promoted Probation Department Management Analyst Neola Crosby to Program Services Coordinator and specifically assigned her as the Probation Department Realignment Coordinator. It is Ms. Harris' intention to request funding for Ms. Crosby's Realignment Coordinator position from the AB 109 / Realignment Year Three allocation; in the meantime, the Probation Department is absorbing the costs. .

In her role as the Probation Department's Realignment Coordinator, Ms. Crosby is reviewing existing service provider contracts and making recommendations for continuing funding and/or other options. She will meet with Probation's PRCS Unit regularly to finalize the referral process and mechanisms to ensure the most extensive and accurate data collection possible. Based on the data collected, Ms. Crosby will recommend additional programs and services, ensure that the appropriate procurement mechanisms are pursued and ensure that all programs and services are evaluated. She will be the point of contact in the department and for community based organizations and the public, keeping them informed of RFPs, other service and program opportunities and other information that may be of interest to them.

Ms. Crosby will work with the department's Data Analysis, Research and Reporting Team (DARRT) to ensure timely and comprehensive release of realignment information to the BOS, public and private partners, the CCP and CCPEC. She will also arrange for the Realignment System Design to be evaluated.

3. Jail Programming: The ACSO will continue to provide appropriate in-custody, pre-release and preparation-for-transition programming, services and treatments to offenders in County Jail. Programming will continue to be focused on offenders' needs.

4. Bridges Between Jail and the Community: The ACPD will continue to provide bridges between jail and the community to support recidivism reduction. The Probation Department is

developing a cadre of interns who will be assigned to work with offenders in custody to help prepare them for their release to community supervision.

5. Community Supervision: The ACPD will continue to provide appropriate programming, services and treatments to realigned individuals on community supervision in preparation for, during and after successful termination of supervision, i.e., aftercare. Programming will continue to be focused on offenders' needs.

6. Adult Services Response Grid: Because the Probation Department is committed to evidence-based practices that reduce recidivism, promote successful reentry and protect public safety, the Department has developed, and is training staff in the use of, an Adult Services Response Grid. The Grid is intended to support uniformity and objectivity as it guides probation officers' responses to PRCS client behavior; it has been structured to address the concerns of both the District Attorney and the Public Defender while furthering the use of community and intermediate sanctions.

Evidence shows that imposing intermediate sanctions alone does not reduce recidivism; however, intermediate sanctions combined with treatment and rewards, especially the reward of earned early discharge, does reduce recidivism. Therefore the Grid delineates a range of potential interventions, both positive (reward) and negative (sanction), which officers are to consider utilizing in their work with realigned offenders under community supervision. While there will not be time in Year Two for the Grid to produce reliable qualitative data as to outcomes, the Year Three Plan includes a mechanism to capture and report how the Grid has been used and the outcomes it has generated.

7. Public / Private Partnerships: The CCPEC is continuing to utilize and enhance Public / Private Partnerships. As noted in the table above, through its Fiscal and Procurement Work Group the CCPEC is developing processes to receive and review proposals from private sector service providers and make recommendations for funding.

8. Procurement Strategy: Because it is a priority to get Realignment funds to community based service providers, the CCPEC is crafting principles and processes to ensure fair, equitable and effective contracting in Year Two and beyond. The principles include:

- Maximizing the use of contract enhancement;
- Utilizing multi-year contracting models;
- Recognizing other public procurements; and
- Utilizing applicable existing fast-track procurement processes.

The processes will comport with the Board of Supervisors' policy regarding competitive procurements and small, local and emerging businesses.

In Year Two, the CCPEC has initiated an RFP (Request for Proposal) for the provision of employment services and services supporting the acquisition and sustaining of employment. The RFP contains elements related to education, employment and support for housing, drug abuse treatment, training and other services necessary to employability and/or employment.

Designed to offer contracts for up to three providers for these services, the amount of the RFP is \$1.5 million. The Scope of Work has been submitted to the General Services Agency for movement through the county procurement process.

The CCPEC is also requesting a second RFI (Request for Interest) for the provision of a very specific type of employment service related to transition employment in a group setting.

9. Realignment Innovations Fund: In Year Two, the CCPEC created a Realignment Innovations Fund (RIF) to encourage innovation to achieve the goals of the Realignment Plan by funding innovative, community based projects that reduce adult recidivism in Alameda County. An innovative project may introduce a novel, creative, and/or ingenious approach to a variety of practices related to reducing adult recidivism and contribute to learning in the field. Innovative Projects can contribute to learning at any point across the spectrum of an individual's needs relating to housing, employment, mental health, education, drug treatment and other supports. The CCPEC and the Alameda County Board of Supervisors have approved a total of \$2,000,000 for the RIF. The fund will be administered by the Philanthropic Ventures Foundation.

The RIF, which is being staffed by HCSA/Public Health Department staff, was fully staffed in February 2013. A 10-person Planning Workgroup was convened to conceptualize the Request for Proposals content between mid-February and late-March. The Planning Workgroup is comprised of representatives from the philanthropic sector, community-based providers, academic / research partners, and government. A community information meeting will be held following the release of the Request for Proposals in April.

A representative Funding Board will be convened and will include people who have been touched by the criminal justice system, nominees from the CCPEC, community-based providers and academic / research experts. The Funding Board will review and prioritize applications which will then be forwarded to the CCPEC and Board of Supervisors for review. Grant agreements will then be signed by the grantee and Public Health after which awards will be disbursed by the Philanthropic Ventures Foundation.

10. Transition Center / Day Reporting Center: The CCPEC will continue its ongoing consideration of the feasibility of developing a multi-agency / multi-service Transition Center and/or Day Reporting Center to enhance community based service delivery.

11. Data Collection and Reporting: Having initiated information gathering and data collection efforts In Year One, the CCPEC and its member agencies will continue and expand those efforts as described in the table above throughout Year Two. There is still a significant amount of work required to clarify and strengthen data collection efforts and develop and/or improve coordination of agencies' various data collection and reporting systems.

12. Upgrade CORPUS: In Year Two, the CCPEC has undertaken a concerted effort to upgrade CORPUS, the existing justice system data management system. The CCPEC approved approximately \$1 million to build a stable, consistent and comprehensive data management system. The current system, CORPUS, was created in 1974 on a main frame platform. Efforts to gather accurate and comprehensive statistics as to the state of Realignment in Alameda County and to measure outcomes have been thwarted by the reliance on the antiquated system. The NEW CORPUS will allow each justice partner as well as the Court to share relevant data, to incorporate separate but significant data and ultimately, will allow the CCPEC to measure outcomes, evaluate gaps and record successes.

In order to fulfill our collective mission, each justice partner, the Court and the Social Services Administration has committed to assigning staff to the 'Build Team' as well as to identify the 'Leadership Team' to ensure full participation and to maintain the expedited schedule we have adopted to build the NEW CORPUS.

Representatives from each justice partner met in the District Attorney's Office on Monday, February 11, 2013. We affirmed our collective commitments and agreed to attend with all team members the next meeting that was the official kick-off of our project. On Thursday, February 21, 2013, the NEW CORPUS Team met at the District Attorney's Office in the Wiley Manuel Courthouse and established a schedule whereby the "Build Team" will meet weekly and the "Leadership Team" will meet quarterly. ITD will lead the effort with DA O'Malley overseeing the Project.

13. Independent External Evaluation: The CCPEC will begin taking the steps necessary to enable a comprehensive evaluation of its Realignment efforts and outcomes to be conducted in Year Three. Consideration will be given to identifying and contracting with an independent consultant or organization knowledgeable about corrections and experienced in conducting such evaluations.

Appendix I

***ALAMEDA COUNTY CCPEC
WORKGROUP OUTLINE***

ALAMEDA COUNTY CCPEC WORKGROUP OUTLINE

Working Group	ACTIVITIES	OBJECTIVES
Process and Evaluation	<i>Proposed charge:</i> Define and develop the plan for, implementation, and evaluation of, Realignment activities in Alameda County.	
	a. Articulate CCP's goals for Realignment in Alameda County with defined measures of success <ul style="list-style-type: none"> Identify key indicators and measures of the agreed upon outcomes and benchmarks for successful implementation of Realignment 	Common understanding of goals and intentions and how measured <ul style="list-style-type: none"> Successfully implement a data driven planning and decision making approach to Realignment implementation
	b. Clearly define Realigned populations	Common understanding of who is being served
	c. Develop clear planning processes (and annual schedule)	Work takes place in efficient, effective, and transparent ways
	d. Develop, facilitate and implement a comprehensive and independent evaluation plan of Realignment efforts in Alameda County	Ensure that the efforts and effectiveness of Realignment are evaluated.
	e. Articulate the structure by which Realignment and reentry efforts in Alameda County will be coordinated	Coordinate reentry and Realignment activities in Alameda County
	f. Define duties, responsibilities, and structure for Reentry/Realignment Coordinator and facilitate hiring	
	g. Develop a proposed structure for community participation in the Realignment planning and implementation	County has a structure for community participation in Realignment plan and budget allocations
Data and Information Management	<i>Proposed charge:</i> Design and develop a comprehensive, integrated data management system that allows tracking of individuals, outcomes, and costs.	
	a. Clearly define data elements needed to track clients and document service delivery and outcomes	Common understanding of specific data to be gathered
	b. Clearly define recommended data objectives in light of outcomes that have been identified by Process and Evaluation Workgroup	Common understanding of intended measures of success

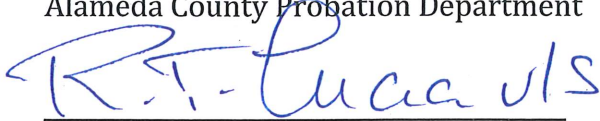
	c. Coordinate communication of data across all agencies and providers	Enhanced ability to share data
	d. Consider feasibility of developing an integrated data management system	Determine whether such a system could be created in a timely and cost effective manner
Fiscal and Procurement	<i>Proposed charge:</i> Develop an annual Realignment allocation plan and procedures for effective and efficient procurement.	
	a. Develop budgets for consideration by CCPEC that support tracking and assessment of processes, programs, and outcomes related to Realignment	Produce required recommendations for submission to B o S
	b. Develop budgeting and fiscal reporting processes that support fiscal planning, monitoring and oversight of expenditures to include per unit cost and their contribution to achieving the goals of the AB 109 Plan	An effective and transparent system for fiscal planning and oversight of AB 109 funds and common understanding of total cost of Realignment
	c. Propose strategies for expediting and/or streamlining procurement to get dollars to CBO providers as expeditiously as possible	Enhanced accountability in procurement in terms of outcomes, performance and reporting
	d. Develop targeted RFPs to community based providers that are accountable and promote evidence based practices	Timely distribution of resources for provision of services by community partners
	e. Enhance/expand existing contracts with effective providers	
	f. Create a sustainable budget and identify opportunities for new or enhanced state, federal, or private foundation funding	Diversify funding sources to support sustainability

Programs and Services	<i>Proposed charge:</i> Ensure availability of, and access to, effective/results-oriented services for Realignment populations from the continuum of charging through successful reentry.	
	a. Catalogue existing programs and services, including those being provided by community based organizations	Common understanding of programs and services being used for and needed by Realigned clients
	b. Identify program and/or service gaps; seek to fill gaps and augment existing services as necessary	Array of programs and services designed to meet identified needs of the population
	c. Assess and support use and integration of Evidence Based Practices (EBPs) across all agencies and providers <ul style="list-style-type: none"> • Review assessment tools; recommend changes as needed 	Increased effective service delivery and enable reporting of county wide EBPs
	d. Assess need for capacity building among community based service providers and develop a plan to address	Support capacity for enhanced service delivery
	e. Explore feasibility of matching clients to services prior to adjudication	Expedite delivery of services to improve outcomes
	f. Continue and enhance in custody transitional services, including the development of a plan for a transition center at Santa Rita Jail	Facilitate and support reentry and rehabilitation
	g. Engage in program design and an implementation plan for one stop, multi-agency Transition Center and/or a day reporting center	
	h. Ensure all Realigned clients are screened for economic benefits and enrolled in a comprehensive health coverage product	Enhanced provision of rehabilitative services


ALAMEDA COUNTY
COMMUNITY CORRECTIONS
PARTNERSHIP



LaDonna Harris, Chair
Chief Probation Officer
Alameda County Probation Department



FOR Gregory Ahern, Sheriff
Alameda County Sheriff's Office



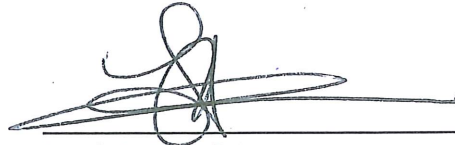
Brendon Woods, Public Defender
Alameda County Public Defender's Office



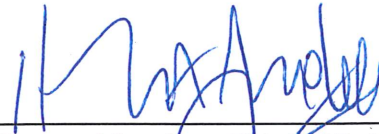
Alex Briscoe, Director
Alameda County Health Care Services Agency



C. Don Clay, Presiding Judge
Superior Court of California, County of Alameda



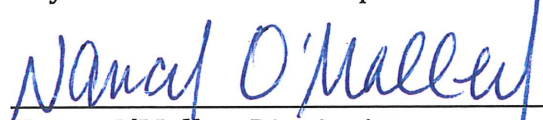
Lori A. Cox, Director
Social Services Agency



Howard Jordan, Chief of Police
City of Oakland Police Department



Michael Noonan, Chief of Police
City of Alameda Police Department



Nancy O'Malley, District Attorney
Alameda County District Attorney's Office