Jail Based Services and Reentry Programming

Strategic Implementation Plan

San Mateo County Sheriff's Office

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Executive Summary

San Mateo County Sheriff's Office Correctional Goals and Mission

Following the completion of the Community Corrections Partnership's (CCP) 2011 Public Safety Realignment local planning process, the San Mateo County Sheriff's Office commissioned Resource Development Associates (RDA) to develop a Strategic Implementation Plan for improving existing programs and services provided to individuals in custody at San Mateo County Adult Correctional Facilities. The goal was to develop an implementation plan based upon approaches that are proven effective in reducing recidivism and enhancing public safety as well as on promising practices in Contra Costa, Alameda, and Santa Cruz counties in order to improve or expand existing custodial programming.

This report provides background material about evidence based practices, detailed strategies that include the existing processes and programs in place at both San Mateo County Adult Correctional Facilities, the rationale for expanding or improving what is currently in place, the proposed strategies, operational implications, and estimated costs associated with each strategy. A timeline details the tasks related to each strategy and a workplan illustrate the progression of implementation over a three-year period. A preliminary process flow chart is available for review.

Report Purpose

This report outlines strategies for the implementation of a comprehensive system of programs and services to meet in-custody service needs and prepare for release needs. Also considered is the growing population of inmates returning to San Mateo County Adult Correctional Facilities as a result of AB 109. These strategies are informed by best practice research from the National Institute of Corrections (NIC) and other divisions of the Department of Justice; various state and local criminal justice agencies; research and policy institutes, and academic institutions; interviews with county agency staff and service providers; as well as input received from current and former inmates of San Mateo County adult correctional facilities.

Overview of Key Strategies

Each of the strategies contained in this report responds directly to gaps identified through the combined efforts of Resource Development Associates (RDA) and the SMCSO's Advisory Jail Programming Committee. These strategies and recommendations are the collective outcome of a dedicated group of San Mateo County staff, elected officials, and Community Based Organizations (CBOs) whose expertise has created a strong foundation for the work currently undertaken in San Mateo County to improve the lives and futures of those incarcerated in SMC adult jail facilities.

The proposed strategies reflect the NIC recommendation that inmates are best served by participating in the full spectrum of programming that address three primary functions: (1) reformative, (2) activity-based, and (3) reintegrative or reentry–based. The following strategies emphasize the creation of a continuum of care that begins with individual service needs/risk assessment through discharge and transition planning. In this way, inmates can receive appropriate programming that targets their

recognized needs while in custody and in preparation for release. A key component of this process is the availability of a case manager to work with the inmate to create an individualized case plan. The case plan will map programming and services to identified needs, allowing inmates to build the necessary skills to make a healthier transition once released. The addition of case management also provides support, cultivates behavior change, rewards pro-social behavior, and proposes ideas for reentry throughout the inmates' time in custody. The strategies are broken down into domains or categories that follow a sequence of the inmate's experience and include:

- Intake
- Service Needs/Risk Assessment
- Case Management
- In-Custody Programming
- Reentry and Transition Planning

The initial Process Flow Map, Gap Analysis, Guiding Principles document and the recommendations made by subcommittees throughout the life of this project are included in the appendices. Subcommittee recommendations about specific programs are also included in the appendices and will be considered when program selection occurs. Please see the implementation timeline for more details.

Background on Evidence-Based Best Practices

Introduction

The National Institute of Corrections (NIC) divides jail programming into three distinct categories – **reformative** programming, **activity-focused** programming **and reintegrative** or **reentry** programming. *Reformative programming* focuses on addressing common needs among the inmate population, such as low levels of education and high levels of substance abuse and anger management problems. These programs help inmates develop skills, knowledge, and behaviors to address their personal needs and to succeed both in and out of custody. The main objective of *activity-focused programming* is to structure inmates' time in positive ways to alleviate their boredom and minimize negative behavior. The activities in this category can include such disparate actions as card and board games, work or chores in the facility, and exercise. Finally, r*eintegrative or reentry programming* centers on preparing inmates for release and reentry into the community. This includes the development of reentry and transition plans, vocational training, and linkages to services in the community, including resources for housing and job placement.[1]

It is important to note that within this typology, there is a difference between program *function* and program *subject area*. For example, work programs are generally considered activity-focused programs if they occur inside the jail and do not focus on helping inmates develop transferable skills, while community-based work programs help inmates transition into reentry and are, therefore, considered reintegration programs. Similarly, religious services may be considered activity-focused programs, while religious counseling or faith-based living skills programs would be reformative. In addition, NIC differentiates *programs*, which structure inmates' time though activities, skill or knowledge development, and reentry planning, from *services*, which are intended to meet inmates' basic needs. Thus, medical and psychiatric care are services, while health education and counseling are considered programming.

An appropriate mix of the three different types of programming is essential in program planning and implementation. Although jail administrators may be more interested in reducing recidivism through reformative and reintegrative programming, not all inmates will be interested in these types of programs. Few inmates will want to spend all of their time only involved in reformative or reintegrative programs. In addition, pushing inmates who are not invested in reform or reentry into these types of programs will drain scarce program resources and diffuse program effectiveness. Similarly, pushing inmates into reform or reentry programs in which they have no interest will create distractions for inmates who do want to participate, again lessening the effectiveness of these programs. Consequently,

[1] Mark D. Martin and Richard J. Kaledas, "Programs and Activities: Tools for Managing Inmate Behavior," *National Institute of Corrections #024368* (June 2010), 7.

providing a balanced array of activity, reform, and reentry programming is critical not only to inmate satisfaction with programming, but also to the success of reentry and reform programs.

Providing inmates with positive ways to structure their time, whether through activities or through reform and reentry programming, also offers significant benefits for jail security. When inmates do not have enough to do with their time, they are more likely to exhibit a variety of negative behaviors, such as fighting with other inmates, arguing with or even assaulting jail staff, or vandalizing jail property.[2]

Program Planning

There are two key precursors to program planning: 1) setting programmatic goals; and 2) identifying ways to integrate programming into other aspects of jail management and administration.[3]

Programmatic Goals

Goal setting occurs at two levels, the facility level, and the individual program level. First, **facility-level programmatic goal setting** means identifying the goal or goals that a facility administrator wants to achieve through its programs. These goals can be specific to particular jail sub-populations; for example, the goal can include reducing domestic violence issues. Alternatively, the goal can be more general, such as reducing returns to custody or reducing inmate altercations. Either way, these facility-level goals will influence the appropriate array of programs implemented.

In addition to these broad facility-level goals, every **program that a facility implements should have clear program-specific goals**. For an activity-based program, the goal may be as broad as keeping inmates productively occupied, while reform or reentry programming should have specific reformative or reintegrative goals that tie into particular program activities. Clearly delineating the goal(s) of each inmate program will help a facility administrator choose the best array of programs to meet its facility-level goals and ensure that facilities set appropriate expectations for different programs. Establishing programmatic goals will also be essential for evaluating the effectiveness of inmate programs.

Integrating Programs into Jail Operations

Effective program planning also identifies ways to integrate programming into other aspects of jail management and administration, in particular **inmate classification security assessment and the service needs/risk assessment**.

Assessing all inmates for risks and needs using a validated assessment tool is essential to ensure that those inmates have access to appropriate programming tied to their needs. In addition, because these same assessment tools can be used to assign inmates to housing locations, jail staff can organize their inmate populations around particular programming. Most, if not all, jails already assign inmates to housing based on their assessed risk (classification security assessment), but by connecting service

[2] Ibid, 2-3.
[3] Ibid, 25.

needs/risk to housing, jails can also organize facilities around particular needs, increasing the likelihood that inmates will have access to appropriate programming. This is particularly true for reformative programs that take a therapeutic community model (i.e., creating a holistic living-learning environment to support successful recovery of inmates housed together, as later described in this paper), but it can also be true for programs such as education or vocational training.[4]

Reformative Jail-Based Programming

The purpose of reformative jail-based programs is to address needs common to the inmate population, such as low levels of education, high prevalence of substance use and abuse, and mental health issues. These programs are aimed at helping inmates reform the skills, attitudes, and behaviors that are associated with criminal behavior. In this way, reform and reentry or reintegration programming are inextricably linked – it is crucial that jail inmates receive the proper kinds of programming in order to maximize their chances of successful reintegration into the community post-release. That said, reformative programs are not focused on reentry *per* se, but instead focus on increasing skills and knowledge and changing behaviors regardless of custodial status. The use of validated service needs/risk assessment, while important for most inmate programming, it is especially critical for reformative programming. Without a validated service needs/risk assessment, it is very difficult to ensure that inmates are getting the appropriate services to address their specific reformative needs, as well as to ensure that programming is offered in the appropriate context and at the right dosage.

When designing a treatment or reentry plan for an inmate that includes jail-based programming, it is necessary to take into account the length of sentence to determine appropriate programming. Some therapies or treatments are much more demanding than others in terms of duration and intensity. *Duration* of a program means how long the program lasts from entry to exit. *Intensity* reflects the amount of time and how often an inmate participates in a program per day. Both duration and intensity should also reflect inmates' level of risk. Those programs that require longer and more intense participation should be available to inmates with a high-risk level, and those with low-risk should participate in programs that are shorter and less intense. It should also be noted that program curricula, in some cases, can be modified based on inmate need and their sentence length.

Activity Programming

Activity programming is an important element to incorporate into any jail programming schedule. Activities can keep inmates busy in between programs or during recreational time. Some activities promote pro-social behaviors, teamwork, or increase cognitive abilities. Activities range from card games to caring for animals. Although activities do not make any significant contribution to an inmate's treatment or reentry plan, they are essential to helping inmates make constructive use of their time while incarcerated.

[4] Ibid, 8.

Reintegration (Reentry) Programming

Reentry or reintegration programs help inmates transition out of jail and back into their communities. Reentry programming is inclusive of many different kinds of programming from substance abuse or mental health treatment to employment readiness and post-release housing services.

Reentry programming will vary depending on an inmates' level of risk, sentence length, and behavioral needs. It is also important for jurisdictions to conceptualize where the process of reentry begins and ends. In Vermont, for example, reentry planning begins the moment a person is incarcerated. In some states, reentry planning and programming begins at sentencing.[5] In the case of Vermont, correctional staff has come to believe:[6]

> *'Every aspect of correctional operations and programs conceivably (and in some ways, accurately) affects the prospects of offender reentry… everything about the prison and post-prison experience is loosely related to reentry, and reentry really isn't a program at all.'*

The following program findings reflect that reentry is a process. Reentry can be more narrowly defined to in-custody treatment plus the transition to the community, but in all cases, best practice findings show cross-departmental collaboration and multi-disciplinary teams are necessary to guide the process of reentry for inmates successfully into their communities.

Reentry programs vary in length, either due to the programmatic needs of the inmate, risk-level, or sentence length. Inmates' reentry plans should dictate the length of time they spend in various programs, trainings and in community aftercare. In the case of substance abuse and mental health treatment, studies consistently show that the longer an ex-offender remains in community aftercare the less likely they are to recidivate. According to one study, the most significant reductions in substance use and recidivism occur after enrolling for a minimum of six months in community aftercare.[7] In general, the length of reentry programs will vary depending on the inmates' classification security assessment, service needs/risk assessment, crimes committed and motivation to participate in programs both pre and post release.

Conclusion

The most effective jail programs are those that are part of a broad array of program types with the capacity to address the diverse needs of inmates both in custody and upon release. For facilities working to promote public safety and reduce recidivism, an integrated programming approach that emphasizes

[5] Faye S. Taxman Ph.D., Douglas Young M.S., James M. Byrne Ph.D., Alexander Holsinger Ph.D. and Donald Anspach Ph.D., "From Prison Safety to Public Safety: Innovations in Offender Reentry," US Department of Justice (#196464*)* (October 10, 2002): 22.
[6] Joan Petersilia, "What Works in Prisoner Reentry? Reviewing and Questioning the Evidence," *Federal Probation 68 (2)* (2004): 4-5.
[7] Michael Prendergast, Ph.D., "Outcome Evaluation of the Forever Free Substance Abuse Treatment Program: One-Year Post-Release Outcomes," 8.

evidence-based reformative programming along with best practices in reentry preparation offers the greatest chance of success. In particular, facilities should implement cognitive behavioral therapies that teach inmates how to respond differently to life situations; substance abuse treatment to target the underlying cause of much criminal behavior; and education and vocational training to address common skill deficits in inmate populations. Because prisons and jails are, by definition, residential facilities and are almost always residentially segregated by gender and risk-level, correctional facilities also offer an excellent opportunity to utilize therapeutic communities and gender-responsive or gender-specific reform-oriented interventions, all of which have been proven effective in reducing recidivism.

Reformative programming by itself, however, is not enough. To be truly effective, these interventions must be paired with extensive and continuous reentry planning and preparation as part of a holistic model for reducing inmate recidivism. Among the essential elements of reentry planning are ongoing case management, including the development of reentry transition plans; creating a continuity of care by linking inmates to post-release supports while they are still in custody; involving inmates' families in their reentry transition planning; and giving inmates hands-on work experience that can help them obtain employment upon release.

As part of a continuum of programs that also includes programs and activities that give inmates positive ways to structure their time without focusing explicitly on reform or reentry, these programs offer correctional facilities the best promise of reducing recidivism by helping to provide inmates with the skills and opportunities that they will need to successfully re-enter society. At that same time, providing the proper program continuum can also help jail administrators operate a safe facility with reduced incidence of disruptive or violent inmate behaviors. Inmates who do participate in reform and reentry programming will be more focused on their individual improvements and less likely to violate facility rules or engage in dangerous behavior. Inmates who are not interested in reform and reentry programs but participate in activity-based programs are less likely to turn to negative activities to fill their time. One of the most important tasks for jail administrators is differentiating the former group of inmates from the latter, and providing the appropriate program opportunities to each in order to ensure both program effectiveness and jail security.

The strategies to improve jail-based services and programming in the next chapter were all informed by the results of best practices research, subcommittee recommendations and the results of key informant interviews and focus groups with current and former inmates. It is intended that these strategies provide a comprehensive framework for how SMCSO can move forward with improving current jail programs and in the development of new programs once jail construction is complete.

Jail Based Services and Reentry Program Strategies

Introduction

The jail programming strategies provide a road map for how the San Mateo County Sheriff's Office can implement improvements to current jail-based programs and provide comprehensive programming in the replacement jail facility once it is complete. The strategies are broken down into five domains:

A. Intake;

B. Service Needs/Risk Assessment;

C. Case Management;

D. In-Custody Programming; and

E. Continuity of Care and Transition Planning.

Each domain takes into account the relative sequence of steps in processing individuals as they are brought into custody at San Mateo County Adult Correctional Facilities. This section of the report provides a step-by-step flow of each activity associated with the strategy. Some activities affirm current jail operations, whereas others convey significant differences. Each strategy analysis includes the following:

- **Background** on the current SMCSO adult correctional procedures that will be affected by the proposed strategy;
- **The Strategy** to improve or expand upon current programming based on evidence-based best practice research, inmate interviews, ex-inmate focus groups, and Jail Programming Subcommittee feedback and recommendations;
- **The rationale** for implementing the strategy;
- The **operational implications** or impact of implementing the proposed strategy; and
- Potential **funding opportunities or costs** will also be included for each domain and/or strategy.

✓ Intake

- *Strategy A1: Conduct standardized mental health and medical screenings for all persons taken into custody.*

Background: SMCSO already requires immediate mental health and medical screenings for all people entering the jail system. Screenings are provided by Correctional Health Services staff upon jail intake to identify the presence of acute and chronic medical, developmental disability, and mental health conditions requiring immediate attention. A more thorough psychosocial assessment that includes individual and family history, presence of trauma, educational and vocational levels of attainment, and other related domains is included in Section B as part of the service needs/risk assessment.

Strategy: Correctional Health Services is currently in the early stages of implementing an Electronic Medical Record (EMR) based on the National Commission on Correctional Health Care (NCCHC) standards. The EMR selected provides standardized assessments that follow established clinical protocols and meet NCCHC's standard of care.

Rationale: Standardized screening and assessment tools that meet NCCHC standards will provide tools for Correctional Health staff to better assess the immediate and ongoing substance abuse and mental health treatment needs for inmates.

Operational Implications: Enhancing or replacing current assessments with standardized screening and assessment tools may impact the length of assessment administration. The standardized tools built into the EMR are unlikely to significantly lengthen initial medical and mental health screenings.

None of the standardized assessments require additional credentials. Current screening and assessment staff already meet the requirements for administration as licensed clinicians. Therefore, staffing implications are minimal.

Estimated cost: Costs associated with the implementation of the EMR's standardized screening and assessment tools are included in Correctional Health Services' EMR implementation estimates and represent no additional costs.

- *Strategy A2: Conduct classification security assessment.*

Background: SMCSO conducts a classification security assessment for every person who enters the jail system. The following strategy does not suggest changing current jail operations, but documents the first step in the assessment process. The strategies that follow in Section B reflect recommended changes to this process.

Strategy: Upon intake, the jail should continue to conduct classification security assessments. These classification security assessments will continue to be the primary consideration in determining inmates' initial housing assignment.

Rationale: The purpose of the classification security assessment is to make an initial housing assignment that ensures the inmate receives appropriate supervision. As stated previously, this represents no change to the existing process but establishes a starting point for the strategies in Section B.

Operational Implications: No changes are suggested to the use of the initial classification security assessment and no operational implications are associated with this strategy, unless the Sheriff's Office determines a revised classification security assessment tool is desired.

Estimated cost: This strategy is cost neutral and does not represent any additional costs.

- *Strategy A3: Place inmates in initial housing based on classification security assessment*

Background: Currently, SMCSO places inmates into housing based primarily on their classification security assessment. Housing assignments based on classification security assessment ensure appropriate supervision for each inmate. The following strategy does not suggest changing current jail operations. Later strategies recommend that housing assignment may be reconsidered based on additional assessments later in the corrections process.

Strategy: In this plan, inmates would continue to be housed as soon as possible based upon their classification security assessment. This preserves current operations for initial housing assignment.

Rationale: Housing assignments based on classification security assessment ensure both inmate and adult correctional staff safety, and represents standard practice in the jail intake process.

Operational Implications: No changes are suggested to the use of making housing assignments based on the classification security assessment and no operational implications are associated with this strategy.

Estimated cost: This strategy is cost neutral and does not represent any additional costs.

✓ Service Needs/Risk Assessment

- *Strategy B1: Conduct service needs/risk assessment within seven (7) days after initial intake.*

Background: San Mateo County Adult Corrections staff currently conduct the CAIS quick screen for all ***sentenced*** inmates who are serving time in the jail facilities, but housing assignment is based on the classification security assessment. As a result, programming is available to inmates based on their housing assignment and is not necessarily based on service needs. While many

inmates receive access to needed services when their housing assignment matches available programming, inmates can only access programs available in their pod or housing area. This may or may not align with their service needs.

Unlike sentenced inmates, ***pretrial inmates*** in San Mateo County Adult Correctional Facilities are not currently assessed using the CAIS quick screen or other validated service needs/risk assessments to identify service needs and inform programming recommendations. Therefore, pretrial inmates are placed in housing that may or may not provide access to the appropriate array of reformative, activity-based or reintegrative programming services indicated for an individual inmate.

Strategy: This strategy incorporates a service needs/risk assessment for ***all inmates***, both pretrial and sentenced inmates, into the corrections process at San Mateo County Adult Correctional Facilities. The additional level of screening will help staff identify program and service needs for ***all*** inmates.

In order to identify the service needs/risk of ***all*** inmates, the service needs/risk assessment should be conducted within 7 days after entering the facility, and include a psychosocial history including level of education, presence of trauma, family history and support system, veteran's status, and other related domains. By waiting to conduct this assessment, the jail will minimize unnecessary time and resources assessing inmates who will only be in the facility for a short period of time and who are unable to take advantage of available programming due to the brevity of their stay.

For ***sentenced*** inmates, the Sheriff's Office could continue using the CAIS instrument or consider another validated service needs/risk assessment tool, such as the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS), the Level of Service/Case Management Inventory (LS/CMI), or the Florida Inmate Assessment in order to more fully identify his/her service need and risk. For ***pretrial*** inmates, the jail will likely need to work with criminal justice experts to develop a service needs/risk assessment instrument that excludes questions about criminal offending that are not appropriate for pretrial inmates as contained in the assessments listed above.

Regardless of which tool is used, the service needs/risk assessment should address inmate needs across reform, activity, and reentry programming in order to determine program and service needs for each inmate. Subsequently, additional service needs/risk assessments should be conducted periodically throughout an inmate's stay in order to re-assess inmate programming needs. This will be necessary to establish a continuum of care that can be provided throughout an inmate's custodial time and eventual release.

The service needs/risk assessment should target criminogenic needs, including:

- Anti-social personality

- Anti-social attitudes and values
- Anti-social associates
- Family dysfunction
- Poor self-control, poor problem-solving skills
- Substance abuse
- Lack of employment/employment skills

In addition, inmates should be assessed for the following program and service needs:

- Educational/vocational
- Gender-specific programs
- Family reunification
- Domestic Violence
- Veteran service needs
- Language and culturally specific programs

Recommendations from subcommittees suggest that an assessment of family needs and/or expectations could be included in these "point of entry assessments." An awareness of familial structure and responsibilities could inform the planning process for release and identify the need for family reunification counseling and additional programmatic needs while in-custody.

Rationale: By identifying individual service needs, the jail will gather information that can be used to inform how to target programming and service offerings based on the needs of each inmate. The use of a comprehensive assessment that accounts for service needs provides the opportunity for the jail to offer more applicable and appropriate services to each inmate, thereby increasing the likelihood that inmates will both participate in and benefit from available programming.

In the course of conducting a more thorough service needs/risk assessment, the SMCSO will also gain significant insight into the needs of the pretrial detention population, which could be of use to the Court and other criminal justice agencies. Consequently, we recommend that the SMCSO work with San Mateo County Pretrial Services and the Probation Department to identify areas where assessment information might also be relevant for pretrial planning and reporting.

Operational Implications: This strategy incorporates a new, additional assessment for ***all inmates*** who stay at the jail for at least seven days. SMCSO will need to select an instrument for the sentenced population and select or design an instrument for the pretrial population. Because certain information is considered confidential for pretrial inmates undergoing the adjudication process, one system will need to be developed to assess pretrial inmates differently from sentenced inmates. When selecting an instrument, the SMCSO should consider:

- The staff qualifications and training required to administer the selected assessment.

- The length of time required for administration.
- Availability in the public domain or costs for copyrighted materials.
- The structure and usefulness of the information received from the assessment.
- How to manage a dual system where inmates receive different assessments based on their stage of adjudication.

In addition, SMCSO may want to consider developing monitoring and evaluation tools to ensure that each assessment is being administered effectively and correctly. Subcommittee recommendations suggest that additionally funded ROR positions and/or an outside agency such as the Service League of San Mateo that might be able to administer the new service needs/risk assessments.

Estimated costs: This strategy incorporates a new assessment to be completed within seven days post intake and represents additional costs. Each assessment will likely take about 60-90 minutes. For approximately 1,000 inmates per year, this represents a staffing position of one full time equivalency. If 1.0 FTE can be managed through staff reassignment and the tool selected is in the public domain, the costs would be minimal. If this new assessment cannot be completed with existing staff, the costs would include 1.0 additional FTE.

- *Strategy B2: Deliver information on all available programming.*

Background: SMCSO currently offers an extensive array of programs and services to individuals in custody. Unfortunately, many of these programs appear to be underutilized because inmates receive limited information about program opportunities and because many programs are only offered in specific locations within the SMC correctional facilities. Other programs like Choices, Achieve 180, and Men's and Women's Transitional Facilities remain full much of the time.

After the initial series of screenings (medical and mental health screening, classification security, ROR, and service needs/risk assessment) are completed, all inmates are assigned to housing based upon availability and the results of their assessments. This procedure results in substantial supervision needs and some programming needs being met while incarcerated in San Mateo County Adult Correctional Facilities. However, there appears to be insufficient awareness about available programming to engage inmates effectively. Comprehensive information about all of the programming available should be provided to inmates inside the jail so that they can make informed decisions about the choices they have regarding program involvement. This decision-making process for inmates should be incorporated at the end of the service needs/risk assessment.

Strategy: The jail should build on existing program schedules to provide an overview of all available programs to inmates throughout the assessment and intake process with focused attention immediately following the service needs/risk assessment. This information should be

easily available to inmates to ensure that they are aware of program availability throughout their incarceration.

The Sheriff's Office can integrate multiple strategies to disseminate programming information to inmates. Examples include:

- An informational video can be shown on television monitors at Intake and Housing locations.
- A recorded audio description of programs and their goals could be made available on headsets during the intake process.
- Expand the program scheduling information currently available at multiple locations throughout the jail to include informational brochures or program directories.
- Inmates currently engaged in programming can serve as Inmate Ambassadors or mentors to newer inmates.

Some of these methods can be used to communicate with inmates directly about programming in the lounges prior to housing. Once housed in their assigned pods or housing areas, printed informational materials including program description, availability, and schedules for program participation unique to each pod should be available to inmates. Inmate Ambassadors can disseminate first-hand information about the benefits of available programs. The jails should also communicate incentives tied to program participation and completion during this time to motivate inmates to participate in available programs based on their identified needs. To ensure that this strategy will be carried out as efficiently and effectively as possible, the Sheriff's Office will need to identify the most appropriate staff person(s) for this job and provide training on available programming.

Rationale: One of the most significant pieces of feedback received from current San Mateo County Adult Correctional Facilities' inmates was that despite the program schedules currently available, not all programs offered by the jail were known at the time of incarceration. A multi-pronged approach for communicating program information offered by the jail as described above will increase inmate access to that information and will likely increase participation in and benefit from programming.

Operational Implications: Based upon the final selection of communication strategies to be used, SMCSO staff will need to develop a multi-media "in reach" campaign to alert inmates of programs and services available to them while they are in custody.

Estimated cost: The costs associated with this strategy include the development of multi-media materials and staff training for personnel assigned to this role. Staff training costs are likely minimal, and SMCSO will likely need to request bids for materials development.

- *Strategy B3: Place inmate in appropriate pod or housing area based on the combined results of classification security assessment and service needs/risk assessment.*

Background: Inmates are currently housed in pods or housing areas upon completion of their initial classification security assessment and the intake process, and the housing assignments are then reviewed at regular intervals. Housing assignments are currently based primarily on classification security assessment in order to ensure the appropriate supervision and safety of all inmates and jail staff, which is completed at intake and then at regular intervals throughout their detention. Subsequently, inmates are allowed access to the programs that are offered in their particular pod or housing area only. In most cases, the programming that is available is appropriate for their assessed level of classification security. Upon the implementation of a new service needs/risk assessments for all inmates, inmates may have programming needs that are not available in their assigned pod or housing area. In order to maximize the effectiveness and utility of programs already being offered in the jail to inmates who need them the most, housing assignments should be considered based on the **combined results of the classification security assessment and the service needs/risk assessment**.

Strategy: Once the service needs/risk assessment is complete, inmate housing should be reevaluated and, if appropriate for the risk level, changed to accommodate inmate service needs. Although security/facility safety concerns and emergent/urgent mental health and physical health needs should be the primary factor determining inmates' housing assignments, service needs identified by the service/risk needs assessment should also be taken into account as a secondary factor. To encourage inmate program participation, when possible, inmates should be placed in pods or housing areas that offer programming that meets their assessed service needs, regardless of whether the inmate initially indicates interest in participating in programs.

Additionally, the SMCSO may wish to consider a process for inmates to petition for or request placement in a specific pod or housing area based on identified service needs/risk. While safety is of the utmost concern, other jurisdictions that allow inmates to petition for specific housing assignment based on identified service needs/risk report little to no disciplinary problems with this practice but do have clear and enforced behavioral expectations for inmates whose petitions are approved and transfer to alternate pods or housing areas. An in-depth discussion of this strategy is provided in D3.

Rationale: Allowing for the reconsideration of housing assignments based on a combination of the results of the classification security assessment and the service needs/risk assessment will enhance service and program access and therefore participation for jail inmates. This leads to helping inmates to better prepare for reentry by accessing programs that target their unique needs for reformative, activity-based, and reentry programs.

Operational Implications: SMCSO may need to update its policies and procedures for assigning inmate housing based on the combination of classification security assessment and service needs/risk assessment results and follow-up housing considerations within a period of time (e.g. every 30 days). Additionally, a decision tree or decision matrix may be helpful to provide parameters for making decisions about housing assignment based on service needs/risk. Programming may also need to be re-organized so that pods or housing areas provide access to a full array of reform, activity, and reintegrative programming.

Estimated cost: The costs to re-consider housing assignment based on the results of the classification security assessment and the service needs/risk assessment depends on how the process is structured. This strategy requires that staff review housing assignment following the service needs/risk assessment. While this may be possible to accomplish with existing staff, additional staffing resource may be necessary to accommodate the additional housing reviews. If a structured decision-making tool can be developed, the housing assignment reconsideration could be encompassed at the end of the service needs/risk assessment and provided by the 1.0 additional FTE described in Strategy B1 in partnership with existing correctional staff. If this cannot be included in the service needs/risk assessment process, additional staff time may be required to accommodate this strategy.

✓ Case Management

Case management is a collaborative process of assessment, planning, facilitation, coordination, evaluation, and advocacy for options and services that meet an individual's comprehensive needs. It refers to the use of a social or mental health worker to secure and coordinate services to support the individuals' identified needs and goals. Case managers use a variety of techniques to engage clients in participating in services and programs, and it is an active way to motivate inmates to access needed services and programs rather than relying on their own internal motivation and will alone.[8] Case plans are developed directly from the service needs/risk assessment (Strategy B) in collaboration with the inmate with the purpose to address identified needs. Case plan development generally occurs after the service needs/risk assessment and is based on available programs that the individual can realistically access. Needs that cannot be addressed from available programming are documented and alternative strategies to meet the unmet needs can be developed.

- *Strategy C1: Interested inmates are assigned case managers.*

Background: The absence of comprehensive case management has been identified as a critical gap in the SMCO's current correctional facilities' programming. SMCSO has expressed interest in transitioning to a case management model and has already launched a multi-disciplinary team (MDT) to review cases and provide discharge planning services. Currently, comprehensive case management is provided in the Choices Pod for both unsentenced and sentenced inmates.

[8] Kerry Murphy Healy, "Case Management in the Criminal Justice System," *National Institute of Justice: Research in Action*, February 1999, https://www.ncjrs.gov/pdffiles1/173409.pdf.

Correctional Health has also assigned a case manager to assess and provide a hand off for 1170h inmates. After this hand off, Service Connect participates in an MDT that case manages inmates 60 days before release.

The Sheriff's Office provides case management for those eligible for modified release to residential treatment programs via an MDT comprised of probation, the service league of San Mateo County, Choices and Job train.

Achieve 180 provides comprehensive case management for eligible sentenced inmates.

Strategy: Case management should be made available in appropriate languages to all inmates who express interest. It is important to note the voluntary nature of the case management relationship; some inmates may not feel that case management is necessary or choose not to participate. For those that opt in to case management, a case manager should be assigned.

Rationale: Case management provides the link from identified service needs/risk to the development of an action-oriented plan that increases the likelihood inmates will access services to address their identified needs. When inmates are able to translate their needs into concrete steps, problems and issues that seem insurmountable become more manageable. Through this process, inmates play a role in creating their case management plan (including their programs and services curriculum) and develop the motivation to address the issues and problems that likely contributed to their incarceration and that will influence future reentry success and the likelihood of recidivism.

Operational Implications: SMCSO will need to integrate case management into the assessment process. Immediately following the service needs/risk assessment, the inmate should be offered the choice of participating in case management. For those inmates who indicate they are interested in case management, SMCSO will need to define the policy and procedure for assigning a case manger in the assigned housing unit and working with the in-custody MDT and other reentry service providers to ensure a smooth and coordinated transition of case plans to other partner agencies.

Estimated cost: The addition of case management into the jail system will likely result in additional staffing costs. Depending on the case management model selected, typical case loads range from 20- 200 individuals per full-time case manager. This range is generally based on the frequency and intensity of case management services. The level of staffing resources required depends not only on the case management model selected but also on the number of inmates who elect to participate in case management. If the level of need varies between housing units, SMCSO could employ differing levels of case management based on the needs of inmates in each housing unit. For example:

- If some housing units have a majority of inmates with a high level of need or inmates with shorter sentences who are closer to discharge and reentry, SMCSO could implement a case management model with smaller caseloads and more intensive services.

- A less intense model with higher caseloads could be used on housing units with inmates with lesser needs or who have longer sentences.

The costs associated with case management are directly related to how many staff would be required to implement the selected model(s). Regardless, additional staffing will likely be required to implement a more comprehensive case management system.

- *Strategy C2: Develop individualized case plans.*

Background: Currently, SMCSO does not use individualized case plans for individuals outside of the Achieve 180 program.

Strategy: Case management uses an individualized case plan to create actionable steps for inmates to address identified service needs. Case managers will work with inmates to develop individualized case plans based on the inmates' service needs/risk assessment. The case plan will map programming and services to address identified needs that led to their involvement with the criminal justice system and that would likely increase the risk of recidivism if not addressed. Incentives for participation can also be included in the case plan to make explicit the benefits of program participation. Strategy D2 offers a more detailed discussion of program incentives.

Rationale: Every inmate comes into the jail with his or her own individual history and past experience with the criminal justice system. The individualized case plan and program curriculum takes into account the individual needs of inmates to support rehabilitation and reentry and acts as a 'partnership agreement' between the case manager and the inmate; goals are based on the need and motivation of the inmate. The individualized case plan can be used to chart the inmate's progress and hold both the inmate and case manager accountable for improving the inmate's behavioral health.

Operational Implications: The individualized case plan does not pose significant implications to jail operations above and beyond the operational implications of implementing case management. SMCSO will need to consider the length of time to develop case plans with each interested inmate. SMCSO will need to ensure having the properly trained staff or staff with the correct qualifications to conduct case management and to develop individualized case plans with inmates.

Estimated cost: As individualized case planning is an integral part of case management, the estimated costs for individualized case planning are described in Strategy C1 include the costs of case planning for all participating county inmates.

- *Strategy C3: Conduct regular follow-up meetings to track progress in programming.*

Background: SMCSO has expressed interest in implementing an in-custody case management model. Regular follow-up meetings between the case manager and inmate are a routine case management practice.

Strategy: Case managers will meet with inmates at regular intervals to track programming progress, reassess service needs, and revise individualized case plans as needed. Case managers should also use this time to begin reentry transition planning and to establish linkages to community-based services.

Rationale: The individualized case plan can be used to chart the inmates treatment progress and hold both the inmate and case manager accountable to the case plan agreements. Regular, follow-up meetings help the inmate and case manager monitor progress towards goals and revise goals as the inmate achieves stated goals or as needs change. Regular follow-up meetings also provide the opportunity for the case manager to both motivate and hold the inmate accountable for their choices about program participation.

The case management relationship and follow-up meetings not only provides regular opportunity to motivate and monitor inmate progress, it also provides a consistent relationship for the inmate with a jail staff. Inmates' perception of interactions with sworn and professional staff in the jail can have a critical impact on inmate success. Strained relationships with correctional officers can negatively impact program participation, whereas the perception of staff support helps facilitate inmate participation. In this model, the case manager frequently acts as a representative of the jail staff. This often generalizes to jail staff as a whole resulting in inmates' perception that all jail staff are invested in their rehabilitation and success.

Operational Implications: Follow up meetings between case managers and inmates do not pose significant operational implications on jail policy and procedure. SMCSO will need to consider the length of time to conduct regular meetings between case managers and inmates. SMCSO will need to ensure having the properly trained staff or staff with the correct qualifications to conduct case management with inmates.

Estimated cost: As follow-up meetings are an integral part of case management, the estimated costs for this strategy are encompassed in the resource needs described in Strategy C1.

✓ In-Custody Programming

- *Strategy D1: Develop a series of program schedules and/or curricula to ensure each pod offers a mix of reform, activity, and reentry-based programming to meet inmate needs.*

Background: Currently, general population inmates, and especially male general population inmates, have limited access to reform and reintegration programming. The majority of this programming is offered only in CHOICES and Transitional pods or housing areas.

Strategy: Each housing pod should offer a mix of reform, activity, and reentry-based programming, although the nature and extent of the specific programming mix should vary by location. For example, the Men's and Women's Transitional Facilities should continue to emphasize reentry programming – especially employment opportunities – to facilitate these inmates' smooth transitions out of custody. Nonetheless, Transitional Facility inmates should also receive a mix of reform and activity programming to address their other needs. Similarly, CHOICES pods should incorporate more activity and reentry-based programming to balance out the extensive reformative programming currently offered. General Population pods, which currently offer the most limited programming opportunities, should revise or expand program schedules and structured curricula that incorporate a mix of all three programming types for inmates with varied lengths of stay. Where appropriate, the jail should utilize modular programming using curriculum separated in discrete units that can be provided independently from the other units in the curriculum.

Gaps identified by RDA and subcommittees include the addition or expansion of:

- Vocational training
- Employment Preparedness programming
- Gender Responsive programming (for both men and women)
- Domestic Violence service and programs
- Trauma-informed services
- Veteran Services
- Regular physical activity
- Cognitive behavioral groups
- Mental Health / Life Skills (Inmate Behavior/Management Plans)
- Educational classes (that can be continued upon release)
- Computer programming
- English as a second language classes
- Financial literacy classes
- Pre-release classes
- Family reunification programming (MOMs, DADs programs)
- Classes that teach ways to navigate the social service system upon release

The Sheriff's Office should also consider developing an individualized program schedule for each participating inmate.

Rationale: An appropriate mix of the three different types of programming is essential in program planning and implementation. By offering a variety of programming in each pod, inmates can work with their case manager or other jail staff to participate in the programs that best suit their service needs. Providing inmates with positive ways to structure their time, whether through activities or through reform and reentry programming, also offers significant benefits for jail security. Additionally, modular programming maximizes program utility, especially when inmates housed together have varied sentence lengths.

Not all inmates will be interested in all types of programs; the jail should invest programming resources in those inmates who express interest in participating in jail programs, particularly those who are assigned a case manager. In addition, San Mateo County Adult Correctional Facilities should use the evidence-based practice model supported by the US National Institute of Corrections to select programs and curriculum and offer a mix of reformative, activity and reintegrative programming in each housing pod.

Operational Implications: In order to carry out Strategy D1, SMCSO will need to re-classify its jail-based services and programming on the reformative, activity, and reintegrative continuum of services to align with the National Institute of Corrections (NIC) best practices for jail programming. Programming and service schedules will need to be revised based on the change in programming availability within each pod.

Subcommittee recommendations include implementing a performance measurement system to gage the efficacy of current programs. This would allow the SMCSO to promote those programs that are successful and consider methods for improving or replacing those that are not effective.

Estimated Cost: This strategy represents some of the more significant costs of this initiative. One component of this strategy includes reorganizing existing programs and is likely to have only minimal costs associated. The selection and implementation of additional programs, however, carries costs of additional staffing, purchase of supplies and curricula, and training development. Costs will vary based on the amount of new programming to be implemented, the level of effort and staffing required for each new program, and if there is a cost for curriculum and supplies.

- *Strategy D2: Incentivize program participation.*

Background: Currently, the primary incentive for program participation is participation in an activity and any learning or personal development gained. San Mateo County Adult Correctional Facilities should consider enhancing rewards for positive inmate behavior while participating in jail-based programming beyond the guidelines set by their sentencing.

Strategy: Case managers should work with inmates to encourage prosocial behavior and reward inmates for jail programming participation and completion. The Sheriff's Office should work with providers to create a set of in-custody incentives to encourage program participation. Potential incentives can include:

- Increased visitation
- Later curfews for work release inmates
- Later lock-in times
- More phone access
- More recreation time
- More television
- Access to more television channels
- Certificates of completion
- Letters of recognition
- Work furlough if otherwise eligible
- Inmate worker programs
- Improved housing assignments

Examples of incentive based in-jail programming include the Earned Incentive Program in Arizona[9], Correction Enterprises in North Carolina and Transitions Project in Oregon.[10]

Rationale: Incentivizing program participation, as part of the broader effort to promote successful reentry, can have a positive impact on an inmates' behavior and increase program completion rate. Encouraging inmate adherence and programming success will likely result in the increased safety of inmates and jail staff and in the successful reentry of inmates once released from the jail.

Operational Implications: Incentivized programming requires coordination and planning prior to implementation. SMCSO will need to create a structure and protocol for an incentive system and vet them with appropriate stakeholders in the corrections process (e.g. Probation and the Courts). Case managers will need to coordinate with other jail staff to ensure that incentives are provided in a timely manner. Different incentives will need to be evaluated for their appropriateness for different types of inmates and should be salient to the type of behavior that is encouraged. For example, increased visitation with family would be an appropriate incentive for an inmate successfully participating in a parenting-skills program.

[9]Arizona Department of Corrections, *Earned Incentive Program,* January 11, 2011, http://www.azcorrections.gov/Policies/800/0809.pdf.

[10] Reentry Policy Council , *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community,* New York: Council of State Governments, January 2005, http://reentrypolicy.org/Report/PartII/ChapterII-B/PolicyStatement15/Recommendation15-D.

Estimated Cost: Incentivizing program participation and completion generally only carries the cost of the incentives. The majority of the incentives listed in this strategy carry little to no cost. As such, the only cost would potentially be if increasing recreation or creating later lock-in time required additional staff supervision.

- *Strategy D3: Establish a process whereby inmates can apply to participate in programming that would otherwise be inaccessible due to security or other classification-based limitations.*

Background: Currently, inmates only have access to services and programs available at their housing unit. This method emphasizes the safety of the inmates and jail staff by having the appropriate security level applied to an inmate's risk classification. Also, an inmate's classification security assessment result is thought to be representative of the level of service need and programming intensity. However, the addition of a service needs/risk assessment may result in the identification of additional service or program needs not previously considered. Therefore, in order to ensure that inmates can access treatment and programming to meet their identified needs and improve outcomes, jail staff should consider allowing inmates to participate in programming outside of their security classification or housing assignment.

Strategy: The Sherriff's Office should establish a process whereby inmates can apply to participate in programs that would otherwise be unavailable due to security classification. Alameda County's Santa Rita Jail provides a model for this, allowing inmates to apply for programs for which they are not automatically eligible. As part of this process, inmates are required to sign a contract with the jail explicitly stating their commitment to following all program and facility rules and acknowledging a zero-tolerance policy for major rule violations. Inmates who are given access to programs outside of their security classification immediately lose the privilege to participate upon any infraction. Santa Rita Jail programming staff reported no security or safety breeches related to this process.

In addition, the Sheriff's Office should continue expanding opportunities for inmates who have been convicted but not yet sentenced to participate in lower security custodial alternatives available to sentenced inmates, including the ASB's Sheriff's Work Program (SWP), Electronic Monitoring Program (EMP), and Work Furlough, and Men's and Women's Transitional Housing programming. The Sheriff's Office should also continue increasing the use of GPS tracking devices and other electronic monitoring devices (EMD) to allow more inmates to utilize these lower-security programs while enabling the Sheriff's Office to continue to provide the higher levels of supervision that these inmates may require.

Rationale: By allowing inmates to participate in programs that target identified service needs/risk but are outside of their security classification, jail staff help inmates access needed treatment, therapy, education or skill-building support their rehabilitation and reentry.

Operational Implications: Jail policy and procedures would need to be updated to reflect this new process, all of which would need to be communicated throughout the facilities to staff and inmates. Additionally, all staff would need to be trained in the zero-tolerance policy for major rule violations.

Estimated cost: This strategy is cost neutral, as it requires no additional resources or staffing to complete.

✓ Reentry and Transition Planning

- *Strategy E1: Assess inmates for post-release service needs.*

Background: A multi-disciplinary team of select jail staff, members of the Sheriff's Office, Correctional Health, Behavioral Health and Recovery Services, Human Services'-Service Connect, Probation Department, Educational agencies, and Service League staff assess current inmates' post-release service needs. This was developed in response to newer types of jail populations, such as the 1170(h) and Post Release Community Supervision (PRCS) within the AB 109 population, bringing longer-term inmates into the custody of the County's adult correctional facilities. Because these populations are new to the jail, different strategies for reintegration or different types of programs may be required to properly serve these demographics to reduce recidivism and ensure the community's safety.

Strategy: Case managers will work with inmates to identify post-release needs, including housing, financial counseling, identification, medical and behavioral health treatment, ongoing educational and vocational training, and job placement services. To facilitate this process, SMCSO should consider developing a reentry checklist addressing common inmate release needs. This checklist can be made available to all inmates, including those who have opted out of case management services. For inmates who will be released to probation supervision, this assessment should be conducted collaboratively with the San Mateo County Probation Department; for 1170(h) inmates released to Mandatory Supervision, the Sheriff's Office should ensure that this planning aligns with the Local Implementation Plan.

Rationale: Assessing each inmate for their post-release service needs and facilitating linkages between inmates and community based services increases the likelihood of successful community reintegration upon release. A checklist that is user friendly, at an appropriate reading level, and available in multiple languages will help to demystify the process of reintegration and organize the myriad tasks for reentry.

Operational Implications: With a multi-disciplinary discharge planning team in place and the addition of case management staff to the team, there are minimal operational implications associated with the implementation of this strategy. Creating or selecting an existing checklist requires minimal resources and training.

Estimated Cost: If the SMCSO chooses to implement the case management strategies previously discussed, this checklist would be a component of case management services for those enrolled and carries no additional cost. For those not enrolled in case management, the checklist is intended to be self-administered therefore carrying no cost. This strategy is therefore cost neutral.

- *Strategy E2: Assess and support inmates for post-release financial obligations.*

Background: As the jail moves toward implementing a full case management model, post-release financial obligation assessment and programming will be an integral component to inmate transition planning.

Strategy: For those inmates that identify having post-release financial obligations during their risk/service needs assessment or throughout the case management and discharge planning process, participation in a financial literacy program while incarcerated could improve his or her ability to manage finances effectively. Based on the results of the service needs/risk assessment, case managers should suggest financial literacy training and work with inmates to identify outstanding financial obligations, especially criminal justice debt, such as restitution and court fees, and child support payments. Upon identifying debt obligations, the case managers should work with inmates to contact the appropriate agencies to develop feasible payment plans.

Rationale: Money management skills are essential after an inmate has been released from jail. Outstanding financial obligations such as restitution and court fees, have a significant impact on newly released individuals and could result in increased stress, extreme poverty, and a return to criminal behaviors that generate income (e.g. narcotics sales). Helping inmates learn to successfully plan and manage their finances supports successful reentry outcomes. Because the County already partners with JobTrain and Service Connect to address issues like employment and job skills, the Sheriff's Office should explore additional opportunities to link inmates to post-release services like money management through existing partnerships.

Operational Implications: The assessment of post-release financial obligations could be included in the service needs/risk assessment with targeted goals and strategies outlined in the individual's case plan. This has few operational implications above and beyond what is described in the case management section. The addition of financial literacy and money management training for inmates requires that this programming and associated service provider be selected and that the training be included in the programming materials. By leveraging existing relationships with service providers, SMCSO can minimize the operational impact of implementing this strategy.

Estimated Cost: The costs of including post-release financial obligations and planning post-release money management are included in the existing case management costs in Section C. The cost of adding a financial literacy or money management service or training program is new

and depends on who is selected, what the format is, and the amount negotiated. This should be a commensurate amount with other contracted services provided in the jail by non-jail staff.

- *Strategy E3: Assess inmates for entitlement eligibility.*

Background: As SMCSO moves toward implementing a full case management model in the jail, assessing inmates for entitlement eligibility should be integrated into case management services. Assessing for entitlement eligibility can be integrated as a regular part of the assessment and transition planning between an inmate and case manager.

Strategy: Case managers should assess each inmate to see what, if any, entitlement programs inmates received prior to incarceration and what they will become eligible for post-release. Entitlement programs can include but are not limited to Supplemental Nutritional Assistance Program (SNAP), Medi-Cal/Medicare, Veterans' Benefits, General Assistance, SSI/SSDI, etc.

Rationale: Navigating external systems to find financial, food, and housing support can be confusing and difficult. Where needed, case managers should help inmates navigate external systems that will likely affect inmates' ability to successfully remain out of custody, including obtaining necessary identification documentation required for applications and beginning the application process for entitlement benefits.

Operational Implications: Because inmates are already assessed by the multi-disciplinary team for reentry, there are minimal operational implications associated with the implementation of this strategy. Case managers can integrate assessment of entitlement eligibility into the standard practice for reentry preparation.

Estimated cost: The estimated costs for this component are integrated into the costs of providing case management staff. With case management staff in place, there should be no additional costs for this strategy.

- *Strategy E4: Link inmates to community-based services.*

Background: While inmates prepare for reentry, SMCSO can use this opportunity to directly connect inmates with community-based service providers to support their post-release service needs.

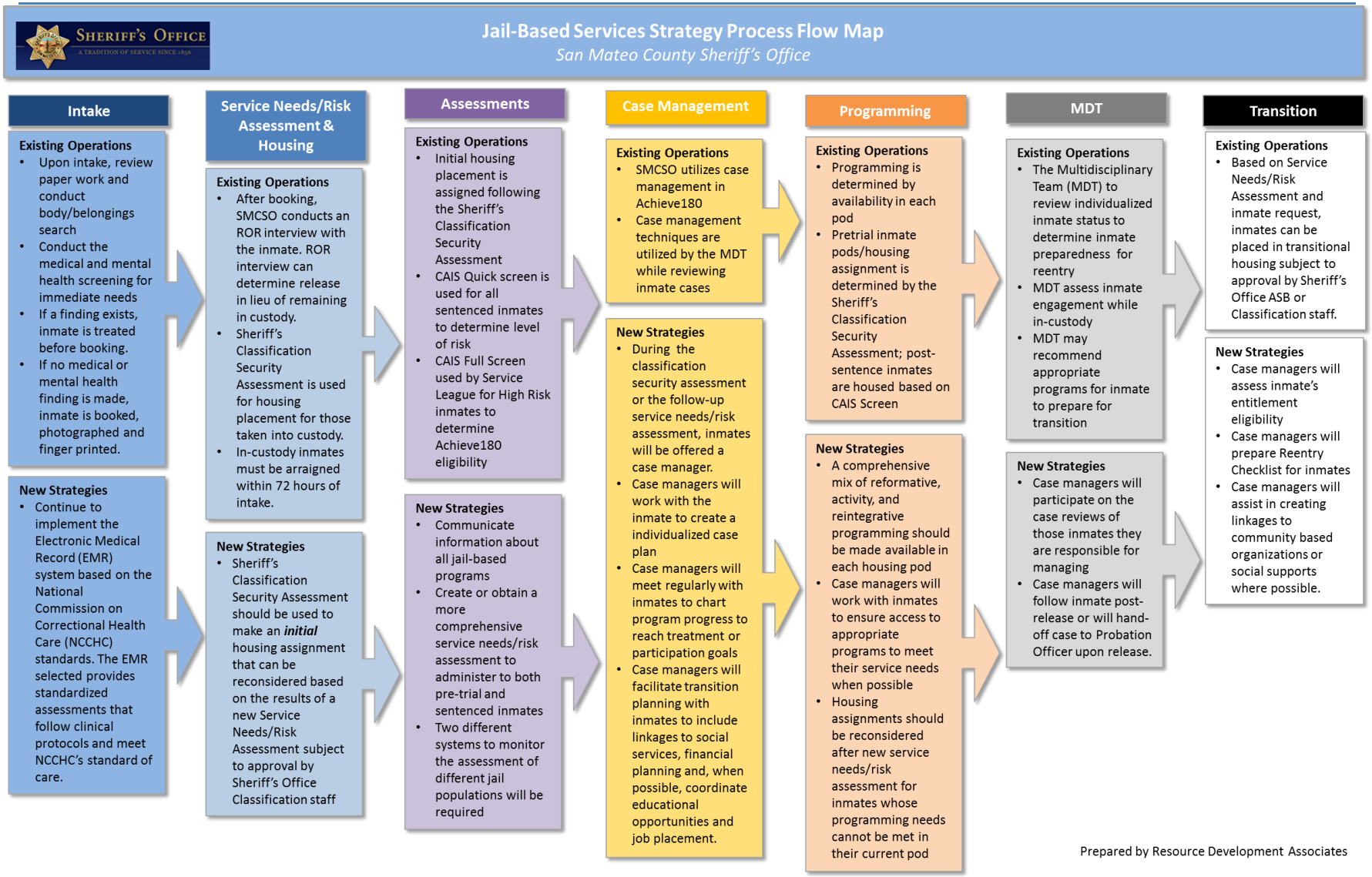
Strategy: Case managers and in-custody service providers should work with inmates to identify post-release service needs and match them to available resources. As part of this process, case managers and service providers should help inmates connect with these services while still in custody to facilitate the referral and ensure that services are available upon release. Where possible, case managers should facilitate meetings between inmates and County support agencies, Service Connect, and other community-based program staff so that inmates and providers can establish a relationship prior to release, which will increase the chances of successful linkage upon release. If an inmate has begun a service in the jail and would like to

continue the service upon release (e.g. GED classes, AOD treatment), any opportunity to arrange the continuation of classes or training workshops prior to their release should be considered.

Rationale: Post-release support includes assistance with housing and linkages to community-based employment, medical, mental health, and recovery services. Because many inmates lack housing or a support system upon release, many turn to prior acquaintances still involved in illegal activities, making it hard for even well intentioned individuals to remain crime-free. For some, the stress and anxiety surrounding release from jail is exacerbated by concerns about personal safety upon being released. SMCSO can use linkages to community-based service providers to ensure that post-release housing and other services will support the rehabilitation and treatment of individuals. By creating the necessary service and programming infrastructure for formerly incarcerated individuals, SMCSO will increase safety to the community by reducing the potential for recidivism.

Estimated cost: The cost of transition and discharge planning is included in the cost of case management and represents no additional costs. Post-release services carry a cost for service delivery, but the jail can take advantage of existing community-based services from the existing network of care and incur no additional costs.

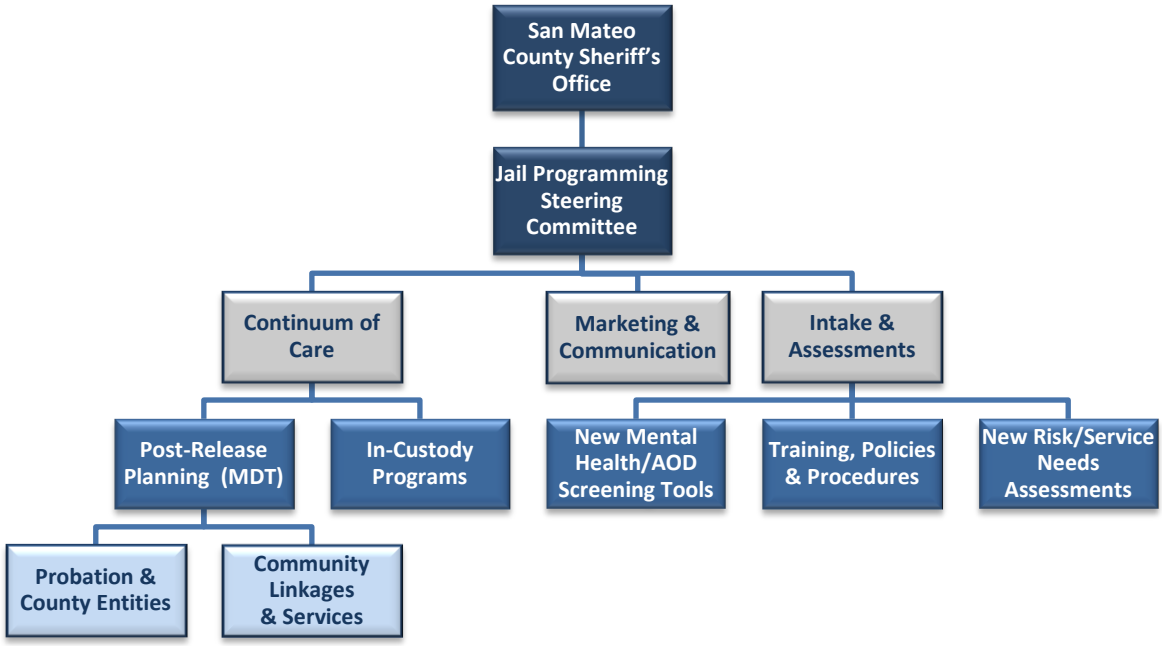
Jail Processing Flow Chart with Strategies



Implementation of Timeline/Workplan for Strategies

This segment of the Strategic Implementation Plan links the recommended strategies to the tasks required for execution. Each section outlines the framework for incremental steps and tasks required to achieve the identified strategies in service of the overall vision to improve jail programming in San Mateo County. While the Strategic Implementation Plan includes recommendations based on input from San Mateo County Community Corrections stakeholders, SMCSO maintains final authority on all decisions for programming within the jail.

The diagram below provides the recommended committee and working group structure to support the requisite planning and implementation processes.



1st & 2nd tier: Strategy | 3rd tier: Advisory & Planning Teams | 4th & 5th tier Implementation Work Teams

Decision-making processes and activities in preparation for implementation:

- **Convene a Steering Committee** composed of existing members and any additional Community Corrections stakeholders, to serve as an advisory group as the Sheriff's Office moves to make final decisions about the implementation of the identified strategies.

- **Assemble three Advisory Committees** to plan and supervise the research and preparation for implementation of each of the strategies:
    - Intake and Assessments
    - Marketing and Communication
    - Continuum of Care

- **Organize a series of Implementation Work Teams** that can manage the tasks required to prepare for implementation of each strategy:
    - Intake and Assessments
        - Classification Security Assessment
        - Service Needs/Risk Assessment
        - Training, Policies and Procedures
        - New Mental Health/AOD Screening Tools
    - Marketing and Communication (to develop overarching implementation marketing and communication plan)
    - Continuum of Care
        - In-Custody Programs
        - Community Linkages
        - In-Custody Case Management
        - Post-release Case Management or Probation

- **Apply for funding** to offset costs of implementing new strategies.

Intake and Assessment Advisory Committee

Strategy B: Service Needs/Risk Assessment

- Review and select service needs/risk assessment tools for **sentenced** inmates, including the current CAIS quick screen. (Note: selected assessment can be rolled out in increments if CAIS instrument is to be replaced.)

- Explore existing service needs/risk assessment tools and assess for appropriateness for **pretrial** inmates. If no appropriate tool exists and the decision is to create a customized service needs/risk assessment, access consultation from experts in the field to develop a legally compliant pretrial assessment tool. Once the pretrial instrument is completed:

- Pilot the instrument with a small group of individuals entering San Mateo County Adult Correctional Facilities;
- Monitor the pilot program for any noticeable improvements in program placement as a result of the new service needs/risk assessment;
- Evaluate data collected from the service needs/risk assessment and implementation monitoring;
- Use data analysis to inform any necessary changes to the service needs/risk assessment instrument;
- Transition to the new service needs/risk assessment instrument for all pretrial individuals entering San Mateo County Adult Correctional Facilities;
- Continue to monitor the impact of the more comprehensive assessment on program enrollment and completion and housing reassignments.

- Draft policies and procedures to guide the administration of new service needs/risk assessment.
- Communicate new intake procedures to staff to inform them of expectations and ensure buy-in.
- Provide requisite staff training based on selected assessment.
- Develop decision tree/matrix to structure housing assignment decisions based on additional information from service needs/risk assessments.
- Create a multi-pronged marketing and communication plan for informing inmates about programming using different forms of media (i.e., a paper based directory of programs and services, an audio tape of program availability, a continuous loop video that can be shown on monitors throughout the jail).

Continuum of Care Advisory Committee

In-Custody Programs

Strategy C: Case Management

- Select and design case management model(s).
- Develop processes, policies and procedures for case management;
- Identify or draft the materials required for case management (consent/participation agreement, case plans, progress notes, case plan updates, discharge plans);

- Consider leveraging existing community corrections partnerships for out-sourcing case management positions;
- Recruit and train appropriate staff in preparation for case management implementation. If necessary, recruit externally for case management positions.

Strategy D: In-Custody Programming

- Design a series of structured curricula that incorporate a mix of reform, activity and reintegration programming to meet the needs of inmates with varied lengths of stay;
- Draft policies and procedures for inmate participation in programming;
- Select appropriate incentive based programming to include opportunities to participate in programming not accessible in assigned pod;
- Consider the creation of a special needs pod for those with serious mental illness that would include a range of suitable programs;
- Develop a comprehensive evaluation process to assess program efficacy.

Post-Release Planning (MDT)

Strategy E: Reentry and Transition Planning

- Create a checklist to standardize the reentry assessment conducted by MDT;
- Develop a process to integrate reports from Case Managers in MDT assessment;
- Develop a tool to assess pre-release inmates for entitlement eligibility;
- Expand network of community based service providers willing to provide linkages for inmates upon release;
- Build relationships with educational programs to tie in-custody programming to educational opportunities upon release;
- Ensure in-custody vocational programs are linked to employment opportunities upon release.

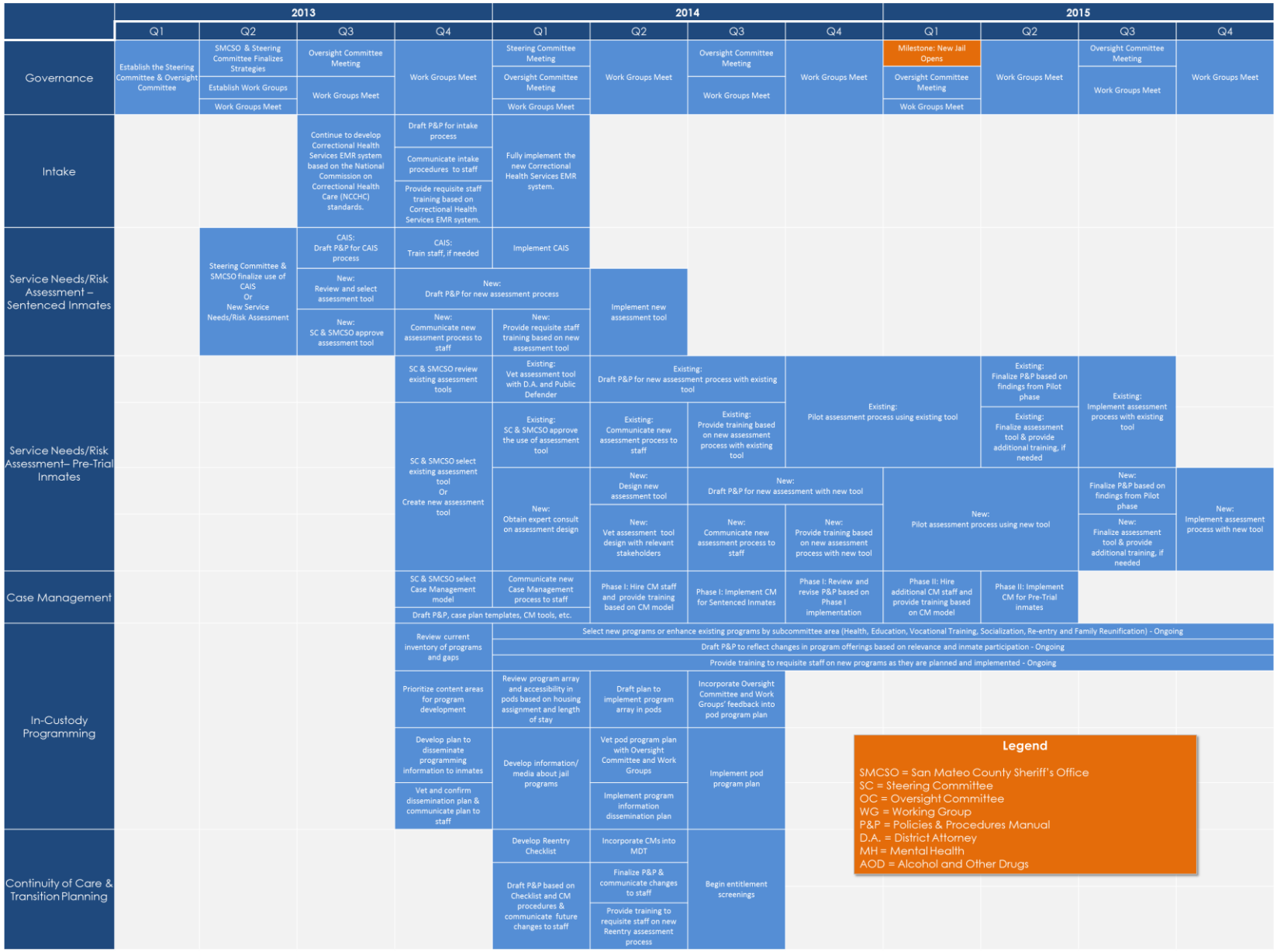
The first priority is to make the final decisions about what direction SMCSO would like to see this project take. We estimate 3-6 months for the decision-making process to be completed. It is important to communicate the final plan to Sheriff Office staff to inform them of upcoming changes and engage them in implementation planning work teams.

In addition to the strategies above, the development of performance measurement system to monitor the efficacy of the new assessment and related changes in policies, procedures and programs is highly recommended if the Sheriff's Office is to effectively assess program efficacy.

The following timeline illustrates the tasks required to move towards implementation over the course of the next 4 years and includes milestones such as the opening of the new jail in 2015.

Jail Based Services and Reentry Programming Strategic Implementation Plan

San Mateo County Sheriff's Office



**Please note: This timeline is subject to change.*

Prepared by *Resource Development Associates*

Fiscal Implications & Funding

While many of the strategies delineated in this plan are cost neutral, there are three areas of this plan that will require additional resources for implementation: service needs/risk assessment, case management, and in-custody programming. This section of the report categorizes the costs by staffing and operational expenses and suggests possible sources of funding for the activities.

Staffing

Service Needs/Risk Assessment: Strategy B1 recommends adding a validated service needs/risk assessment to identify the service needs of each inmate seven days after intake. Strategy B3 then suggests reconsidering housing assignment based on assessed needs and security classification. The cost of implementation is approximately 1.0FTE.

Case Management: All of the strategies listed in the Section C: Case Management and Section E: Reentry and Transition Planning are dependent on the addition of case management staff to complete case plans, regular case management meetings, and facilitate all reentry and transition planning. The number of FTEs required is dependent on the model selected. The cost of implementation varies based on the number of FTEs required for the case management model selected.

Programming: The addition of new programming will require additional staffing to facilitate the selected reform, activity, and reentry based programs. SMCSO could choose to hire additional staff, contract program delivery to other service providers, or implement a blend with some activities facilitated by SMCSO staff and some by contract providers. The cost of implementation of this set of strategies varies based on the programming selected and the structure of service delivery.

Operations

Risk/Service Needs Assessment Strategy B2 recommends the development of multi-media materials to inform inmates of available programming while incarcerated. This could include videos, taped messages, and written materials (e.g. flyers and handouts). The cost of implementation varies based on the materials selected for development.

Programming: Strategy D1 recommends the development of a series of program schedules and/or curricula to ensure that each pod or housing area offers a mix of reform, activity, and reentry based programming to meet inmate needs. Based on the programs selected and the structure of service delivery (i.e. SMCSO or contract provider service provision), the costs include the purchase of curriculum and materials. The cost of implementation varies based on the programs selected.

The next page provides a summary of all of the strategies listed and the estimated costs for implementation. All of the strategies are either listed as cost neutral or provide information on the costs that would be incurred.

Domain	Strategy	Estimated Cost
Intake	A1: Conduct mental health and medical screenings for all persons taken into custody.	Cost neutral
	A2: Conduct classification security assessment.	Cost neutral
Service Needs/Risk Assessment	B1: Conduct service needs/risk assessment within seven (7) days after initial intake.	Addition of 1.0 FTE
	B2: Deliver information on all available programming.	Materials development and production costs
	B3: Place inmate in appropriate housing based on the combined results of the classification security assessment and service needs/risk assessment.	Cost neutral
Case Management	C1: Interested inmates are assigned case managers.	Addition of Case Management Staff. Number of FTEs to be added depends on case management model selected.
	C2: Develop individualized case plans.	Addition of Case Management Staff described in C1.
	C3: Conduct regular follow-up meetings to track progress in programming.	Addition of Case Management Staff described in C1.
In-Custody Programming	D1: Develop a series of program schedules and/or curricula to ensure each pod offers a mix of reform, activity, and reentry based programming to meet inmate needs.	Addition of program staffing, supply and curriculum costs, and staff training. The actual costs depend on the programs selected and whether new programs are provided by SMCSO staff or contract providers.
	D2: Incentivize program participation.	Cost neutral
	D3: Establish a process whereby inmates can apply to participate in programming that would otherwise be inaccessible due to security or other classification-based limitations.	Cost neutral.
Reentry and Transition Planning	E1: Assess inmates for post-release service needs.	Addition of Case Management Staff described in C1.
	E2: Assess and support inmates for post-release financial obligations.	Addition of Case Management Staff described in C1.
	E3: Assess inmates for entitlement eligibility.	Addition of Case Management Staff described in C1.
	E4: Link inmates to community-based services.	Addition of Case Management Staff described in C1.

Funding Opportunities

SMCSO may wish to leverage existing funding sources or consider applying for additional funding for the addition of case management and the implementation of evidence best practices in jail programming to support rehabilitation while in-custody and facilitate successful reentry post-release. Current funding that may be available for re-consideration includes the Inmate Welfare Fund and AB109 funding allocations.

The Office of Justice Programs, Bureau of Justice Assistance (BJA) has provided funding for reentry support through the Second Chance Grant program. The Department of Health and Human Services, Substance Abuse, and Mental Health Administration (SAMHSA) has provided funding through the Offender Reentry Program. While both are focused on improving outcomes for people exiting jails and prisons, both recognize that the continuum of care begins during incarceration and ends post-release. As such, both allow for funds to be spent on reentry supports both in-custody and post-release. SMCSO should consider both the BJA and SAMHSA grants in partnership with the Probation Department and continue to screen for possible grant opportunities via grants.gov, the federal porthole for funding opportunity announcements.

While most foundations are unlikely to support in-custody services, the Robert Wood Johnson Foundation (RWJF) has provided funding to implement evidence based practices and evaluate their outcomes related to recidivism in jail-based settings. The focus of the previous round of funding was young men of color in the criminal justice system. SMCSO may wish to monitor the opportunities posted by RWJF for funding announcements that may support the strategies in this plan.

SMCSO may be eligible for other federal, state, and local funds as they become available, in addition to collecting private donations.

Appendices:

Appendix A: Guiding Principles Document

Appendix B: Gap Analysis Report

Appendix C: Strategic Implementation Plan Presentation

Appendix D: Subcommittee Recommendations

Appendix A: Guiding Principles

Purpose:

The Sheriff's Office Jail Programming Committee reviews inmate programs and services offered at San Mateo County Adult Correctional Facilities and provides recommendations to enhancements, modifications and additions to programs and services delivered to inmate populations.

Goal:

To achieve a model for providing quality inmate programs and services for our adult correctional facilities that reflects a continuum of custody, care and case management throughout an inmate's incarceration and has a positive impact on recidivism rates and public safety in San Mateo County.

Guiding Values:

1. ***Accountability.*** The Jail Program Committee will make sure the taxpayer funds are used in the most efficient and effective manner for the treatment and rehabilitation of San Mateo County Adult Correctional Facilities inmates.
2. ***Integrity.*** The Jail Program Committee prepares reports with honesty, accuracy, and consistency.
3. ***Utility.*** The Jail Program Committee ensures that jail programs are available to those inmates who are most in-need or at-risk.
4. ***Cultural Competency.*** The Jail Programming Committee recommends programs and services to support the diverse racial, ethnic, linguistic, gender, sexual orientation, disability, age, and geographic needs of inmates.
5. ***Continuous Learning*****.** Through ongoing assessment of service delivery systems and programs, the Jail Programming Committee will work to improve and expand services.
6. ***Strengths Based.*** The Jail Program Committee rewards good work and celebrates program success.

Structure:

The Jail Programming Committee is a multi-disciplinary team consisting of members from the San Mateo County's Sheriff's Office, Probation Department, Legal Office, Jail Planning, Correctional Health, Service League, Human Services Agency, Behavioral Health & Recovery Services, Project Read, Department of Education, Job Train, El Centro de Libertad, Shelter Network, local college researchers and others. The Committee meets 4-6 times per year and reviews jail and reentry programs, programming schedules, and evaluation outcomes and other reports. The Committee will forward specific recommendations to

the Sheriff's Office to enhance, build, or alter program offerings that will lead to improved program participant outcomes.

Roles & Responsibilities:

The Jail Programming Committee will:

1. Provide a clear road map for how the Sheriff's Office can best integrate evidence-based practices in jail programming into services.
2. Engage in continuous learning of evidence-based and best practices used both in San Mateo County Adult Correctional Facilities and in jails throughout the United States.
3. Use Committee meetings as a forum for information sharing on new or improved uses of evidence-based and best practices for jail and reentry programming.
4. Ensure cultural competency of jail programs and services offered to the diverse inmate population.
5. Solicit feedback from jail inmates and ex-offenders on ways to improve jail programming or reentry services.
6. Document case studies or vignettes of program participants to supplement outcomes evaluation data.
7. Collaborate with the Sheriff's Office to implement policies and strategies effectively and safely for jail staff, inmates, and the public.

Appendix B: Gap Analysis Report

Introduction and Overview

This report assesses the San Mateo County Sheriff's Office's (SMCSO) current inmate programming in relation to established best practices in order to identify gaps in current inmate programs, services, and processes. It identifies gaps in four distinct areas – Assessments; Continuum of Care; Program Array, Frequency, and Duration; and Access to Existing Programs – and provides suggestions for addressing each.

The key gaps identified in this report include the following:

1. A need for a comprehensive service needs/risk assessment for all inmates (sentenced and pretrial) in order to identify ideal curriculum of programs and services;
2. The absence of intake-to-release case management and transition planning;
3. Insufficient linkages and transition of inmates to post-release services in the community;
4. An incomplete array of In-Custody Programming, especially a shortage of Reintegration Programming, as well as gender responsive, domestic violence and family inclusive programming;
5. Few long-term or consistent programs to address the needs of longer-term AB109 inmates;
6. Infrequent program sessions that limit program value to short-term inmates;
7. Limited information for inmates about available programs and services;
8. Few Spanish-language programs and/or Spanish-speaking providers for a growing Latino population;
9. Limited programming for inmates with serious mental illness;
10. The absence of ongoing, rigorous program evaluation to assess program effectiveness.

The identification of these gaps and the formulation of potential solutions derive from the combined efforts of Resource Development Associates (RDA) and the SMCSO's advisory Jail Programming Committee, as well as input from current and former San Mateo County Sheriff's Office inmates. Consequently, these suggestions reflect a diverse and broad-based array of expertise in corrections, education, employability, health and mental health, evidence-based practices, and a variety of other relevant subject areas, as well as lived experience with incarceration, recovery, and rehabilitation. All of these recommendations stem from a shared commitment to ensuring that San Mateo County's adult correctional facilities are safe, healthy places for staff and inmates.

This list of gaps notwithstanding, it is important to note the SMCSO, Correctional Health Services, the Service League of San Mateo County, and the various community-based providers working in San Mateo County's adult correctional facilities do currently offer an impressive array of programs and services for inmates, including a number of evidence-based practices (EBPs), gender responsive programming, work furlough and the Sheriff's Work Program, and the therapeutic community-based CHOICES program, to name just a few. Because this report assesses gaps, it necessarily focuses on areas that have room for improvement; in so doing, however, our intention is not to minimize the importance or utility of

currently available programs and services, nor the hard work and dedication of the many people who design, implement, and deliver these programs on an ongoing basis.

Assessments

Inmate Service Needs/Risk Assessment

All inmates entering San Mateo County's Adult Correctional Facilities currently receive a classification security assessment to determine their level of risk and to assign them to corresponding pods or housing areas. There is, however, no assessment of inmates' program and service needs/risk upon intake or prior to sentence, which is essential for making appropriate program recommendations and referrals and for ensuring that inmates are housed in pods or housing areas that provide these services. To address the gap in the identification of service needs, we recommend expanding the current assessment process so that **each inmate is assessed using a full service needs/risk assessment instrument**, such as the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS), the Level of Service/Case Management Inventory (LS/CMI), or the Florida Inmate Assessment in order to more fully identify his/her risk and needs. This assessment should be coupled with mental health and substance abuse screenings, such as the Addiction Severity Index (ASI) and the Beck Depression and Anxiety Inventories (BDI II and BAI) to more accurately identify these service needs. In addition, we recommend that the Sheriff's Office **utilize inmates' service needs/risk, as determined by the service needs/risk assessment and behavioral health screening tools, to house inmates in pods or housing areas that offer programs that correspond with the inmates' assessed service needs**. Although security-level and facility safety concerns should be the primary factor determining inmates' housing assignments, service needs should also be taken into account as a complimentary and secondary factor.

Pretrial inmates should receive the same mental health and substance abuse screenings as sentenced inmates. However, the aforementioned assessment instruments, which include questions about criminal offending, are not appropriate assessment tools for pretrial inmates, creating a gap in the SMCSO's ability to assess the service needs of pretrial inmates. Our research indicates that the absence of an established validated inmate service needs/risk assessment tool for programs and services of pretrial inmates means that this gap is likely shared by most correctional facilities. Consequently, we recommend that the SMCSO work with criminal justice experts to **develop a service needs/risk assessment instrument to determine the ideal program and service needs of pretrial inmates so a continuum of care can be maintained through sentence and eventual release**. Like the above-mentioned instruments, this assessment in combination with mental health and substance abuse screenings, should identify inmates' needs across reform, activity, and reintegration-based programs and services. This assessment can be used to house inmates in pods that offer a mix of programs that correspond with the inmates' assessed service needs whenever possible within security considerations.

In the course of conducting this more thorough service needs assessment, the SMCSO will gain significant insight into the pretrial detention population, which could be of use to the Court and other criminal justice agencies. Consequently, we recommend that the **SMCSO work with San Mateo County**

Pretrial Services and the Probation Department to identify areas where assessment information might also be relevant for pretrial reports.

Assessment Action Items:

1. Implement a full validated inmate needs assessment for sentenced inmates;
2. Incorporate Correctional Health Services' behavioral health screenings for all inmates, such as the ASI, BAI, and BDI II
3. Develop service needs/risk assessment for pretrial inmates programs and services;
4. Work with Pretrial Services and the Probation Department to identify areas where assessment information might be relevant for pretrial reports;
5. Where possible within security considerations, use inmates' assessed needs to house them in pods that offer programs/services to address those needs.

Continuum of Care

Case Management

The absence of comprehensive case management for all inmates to ensure that they are moving toward a successful transition out of custody is a critical gap in the SMCSO's current jail programming. Following their service needs/risk assessment, all **inmates should meet with a case manager who will work with the inmate to develop a case plan based on the inmate's service needs/risk assessment.** This case plan should include suggestions for in-custody programming to address inmates' service needs as well as a plan to help the inmate transition from custody into the community. Where needed, case managers should **help inmates navigate external systems that will likely affect inmates' ability to successfully remain out of custody without recidivism**, including obtaining necessary identification documentation, applying for entitlement benefits, and getting in touch with debt collecting agencies to develop payment plans for legal debts such as child support and restitution. As inmates approach their release dates, case managers should help those inmates identify and link with organizations that can continue to provide services upon release. This is discussed further below.

Service Continuity and Post-Release Linkages

A key gap in the SMCSO's current ability to ensure that inmates receive a continuum of services that crosses from custody into the community is the lack of linkages to services and resources following release. To address this gap and increase service continuity, **case managers and in-custody service providers should work with inmates to identify resources for receiving services upon release.** As part of this process, case managers and service providers should **help inmates get in touch with these services while still in custody** to prepare a smooth transition to release. Where appropriate, case managers should facilitate meetings between inmates and community-based program staff so that inmates and providers can establish a relationship prior to release, which will increase the chances of successful linkage upon release. Where possible this service should extend to educational and vocational opportunities begun in-custody. Where inmates have successfully enrolled in educational or vocational programming that is available to them upon release, any opportunity to arrange the continuation of

classes or training prior to their release should be considered. Several former inmates reported getting **financial assistance to support post-release educational and vocational opportunities through the California Department of Rehabilitation**, which provides employment, education, and housing support to individuals with demonstrated disabilities. The SMCSO should further investigate this and other resources and, where appropriate, assist inmates with accessing this funding.

Former SMCSO inmates who participated in focus groups strenuously emphasized the need for more support upon release, including assistance with post-release housing and linkages to community-based employment and recovery services. Several former inmates reported that because they had nowhere to go upon release, they ended up staying with acquaintances who were still involved in illegal activities, making it hard for even well intentioned individuals to remain crime-free. For women, this problem was exacerbated by concerns about personal safety upon being released with nowhere to go. Former inmates who did have access to motel vouchers also pointed out that the only places that accepted these vouchers are cheap, dangerous motels that are rife with drugs and other illegal activities, further complicating their attempts to transition out of their former lifestyles. To address this gap, the **SMCSO should work with its faith and community-based partners and appropriate County agencies to identify more opportunities to link inmates with temporary housing and/or housing assistance upon release**.

Finally, the ability to find and secure post-release employment, especially for inmates with felony convictions, continues to be one of the greatest barriers to former inmates' ability to successfully reenter the community, a problem that is not specific to San Mateo County. Although the County already partners with JobTrain and Service Connect to help address this issue, the Sheriff's Office should **explore additional opportunities to link inmates to post-release employment,** including through local community businesses and faith-based institutions.

Continuum of Care Action Items:

1. Develop in-custody and post-release case management plans for inmates;
2. Help inmates prepare for and navigate external systems, including ID receipt, entitlement applications, and child care and restitution payments;
3. Link inmates to community-based organizations, recovery and treatment services, educational and vocational training opportunities to continue receiving services upon release;
4. Work with community, faith-based partners and County agencies to identify more opportunities for transitional housing;
5. Identify more opportunities to link inmates to post-release employment.

Program Array, Frequency, and Duration

Comprehensive Program Array

The Jail Programming Gap Analysis Matrix included in Table 1 and Table 2 of this report compares programs recommended in RDA's *Jail Programming and Re-Entry Services: Summary of Best Practices Research* Report to programs currently offered in various housing units in SMCSO facilities to highlight programmatic gaps. Although this analysis identifies gaps in Reform, Activity, and Reintegration (or

Reentry) programs, by far the largest gap exists in Reintegration programming. One of the primary gaps, case management, is discussed above; this key Reintegration programming component is addressed separately from other programs because case management should function not as an independent program but as a means to connect the various programs and services in which inmates participate. Beyond case management, however, there are critical gaps in the Reintegration programming currently offered in SMCSO facilities. In particular, SMCSO offers limited **vocational training or employment preparedness programming**, especially for inmates who are not in Transitional housing. There is **also a gap in the availability of men and women's gender-responsive programming, especially for general population inmates**, who comprise the majority of the SMCSO inmate population. Similarly, the SMCSO should seek to implement **family inclusive programming** to better prepare inmates and their families for their transition to release. The More Opportunities for Mom (MOMs) Program, Dads Acquiring and Developing Skills (DADs) Program, and Family-Inclusive Case Management are all evidence-based practices that would help address these gaps.

Former inmates who participated in jail programming focus groups highlighted the need for more vocational and educational programming, family-involved programming, and domestic violence programming. Every female focus group participant reported being a victim of domestic violence. Many attributed their experience with domestic violence to the actions that led to their incarcerations, including using drugs and alcohol to alleviate anger and depression stemming from domestic violence victimization and physically assaulting their abusers. Women reported needing a number of **services and programs related to domestic violence, including group and one-on-one counseling, education about the nature and dynamics of domestic violence, and linkages to post-release domestic violence resources.** A few of the male former inmates acknowledged having been perpetrators of domestic violence and expressed the need for more in-custody programming, especially group counseling, to help them identify and change their own abusive behavior. One of the men felt so strongly about the benefits he experienced in domestic violence group counseling mandated after his release that he suggested that it be mandated upon arrest. He compared it to being compelled to have to undergo counseling after being arrested on a 5150. In general, the men's comments underscore the need for domestic violence programming while in custody.

In addition to these best practices in Reintegration and Reform programming, pod schedules and interviews with inmates indicate a **gap in opportunities for physical activity and recreation.** One former inmate noted that for inmates dealing with substance abuse issues, recovery is as much a physical process as a mental or emotional process, and attributed much of her success in remaining drug-free to finding outlets in exercise; other former inmates concurred and spoke of the healing nature of physical activity. In addition, activity-based programming in general and physical activity in particular are critical components in effective facility safety and population management, and should be offered whenever possible. In particular, the SMCSO should identify more opportunities for inmates to participate in outdoor recreation and various types of exercise, including sports and group exercise classes.

Programs for Inmates with Serious Mental Illness

Many of the aforementioned gaps and associated recommendations related to general programming arrays are equally relevant for inmates with serious mental illness. In particular, **inmates with serious mental illness need intensive cognitive interventions, such as Moral Reconation Therapy and Relapse Prevention; family involvement in case planning; and linkages to community-based resources upon release**.

Program Frequency and Duration

One of the critical challenges for the SMCSO, as with many local correctional facilities, is the need to offer programming that can meet the needs and challenges of longer term inmates while still offering programs of value to short-term inmates. As AB109 brings more longer-term inmates into the custody of the County's correctional facilities, this challenge will only increase. Currently, the SMCSO does not appear to offer sufficient long-term programs to meet this need, and should seek to **implement longer-term and multi-stage programs, including adding more modules to current curriculum-based programs**. Some of this need can be met through more longer-term vocational training and employability programming, which have the added benefit of better preparing inmates for successful reentry, but longer-term cognitive behavioral programming should be offered as well. This recommendation was echoed by comments of former inmates who have had the opportunity to participate in cognitive behavioral programming in other facilities.

In addition to offering more long-term programming to meet the needs of the growing AB109 population, the SMCSO should offer more **programs with greater frequency** to increase the utility of these programs for the still-large short-term inmate population. Currently, many programs are offered only once a week or once every two weeks, limiting the effectiveness of these programs for the many inmates who are in the jail for only a few weeks.

To meet the diverse programming needs of both long and short-term inmates, the Sheriff's Office should **design a series of structured curricula that incorporate a mix of reform, activity, and reintegration programming for inmates with varied lengths of stay**.

Program Array, Frequency, and Duration Action Items:

1. Increase Reintegration Programming, especially vocational and employability programs;
2. Increase Gender Responsive and Family Inclusive Programming, such as the MOMs program, the DADS program, and Family Inclusive Case Management; this programming should also include the addition or expansion of a variety of gender-specific domestic violence programming;
3. Offer more opportunities for physical activity, including outdoor recreation and group exercise classes;
4. Implement longer-term and multi-stage programs for long-term inmates;
5. Increase the number of cognitive behavioral programs available;

6. Offer programs multiple times per week to better address the needs of short-term inmates;
7. Design a series of structured curricula that incorporate a mix of reform, activity, and reintegration programming for inmates with varied lengths of stay.

Table 1: Jail Programming Gap Analysis Matrix: Reform and Reintegration Programs

Jail Programming Gap Analysis Matrix				
Reform Program	**Recommended Program Length**	**Jail Housing**		
Substance Use and Mental Health Treatment		**General**	**Transitional**	**CHOICES**
AA/NA/ALANON Groups	Any	■	■	■
Aggression Replacement Training	0 - 3 months			■
Relapse Prevention Therapy	Any			
Cognitive Behavioral Group Treatment	0 - 3 months			
Moral Reconation Therapy	3 - 6 months			
Forensic Assertive Community Treatment (FACT)	3 - 6 months			
Therapeutic Community	6+ months			■
Dialectical Behavior Therapy	3 - 6 months	■		
Cognitive Behavioral Therapy	3 - 6 months	■		
Wellness Recovery and Action Plan	3 - 6 months		■	■
Educational & Vocational Programs				
GED or ABE	3 - 6 months	■	■	■
Post-Secondary Education Classes	3 - 6 months			
Inmate Employability Program	0 - 3 months	■	■	
Business Education Technology	0 - 3 months		■	
Other Reform Programs				
Life Skills	0 - 3 months		■	■
Faith-Based Programs	Any	■	■	■
Gender Responsive Programs				
Hope Inside	3 - 6 months		■	
Helping Women Recover	3 - 6 months			
Beyond Trauma	3 - 6 months			
Seeking Safety	Any			■
Domestic Violence Prevention Programs				
Compassion Workshops	3 - 6 months			
Sheriff's Anti-Violence Effort (SAVE)	1 - 2 years			
Reintegration Program	**Recommended Program Length**	**Jail Housing**		
		General	**Transitional**	**CHOICES**
Case Management	Any			
Programing for High-Risk Offenders				
Co-Occurring State Incentive Grant Services (Pilot)	1 - 2 years			
Serious and Violent Offender Reentry Initiative (SVORI)	1 - 2 years			
Stages of Change	1 - 2 years			
Famiy Reunification				
Family-Inclusive Case Management	Any			
Employment & Vocational				
Vocational Training/Employment Training	Any		■	
Center for Employment Opportunities (CEO)				
Gender-Responsive Treatment				
Resolve to Stop the Violence Project (Men)	1 - 2 years			
More Opportunities for Mom (MOM)	2 months			
Dads Acquiring & Developing Skills (DADS)	Unknown			
Substance Use & Mental Health Treatment				
Strengths Based Case Management	Any			
Motivational Interviewing	Any			
Community Aftercare	Any			■
Faith-Based				
Transcendental Meditation Program	Any			
InterChange Freedom Initiative Program	1-2 years			
Domestic Violence Prevention				
Safe Return	1 - 2 years			

Programs appear as both general approaches to programming and specific models that address issues such as substance and mental health treatment (Forensic Assertive Community Treatment) or gender responsive treatment

(Helping Women Recover). Specific program models that are evidence-based best practices appear bold in the matrix.

Recommended program length was determined through research of evidence-based best practices. Although program duration was not always available for programs offered in San Mateo County Adult Correctional Facilities, the best-fit equivalent was used in jail programming literature to provide an idea of how to modulate programs to fit the sentence length of inmates. Using a mix of all types of programs of different lengths will best suit a diverse inmate population.

"Jail Housing" indicates how different programs are offered based on the housing assignment of each inmate. The different housing assignments are General Population, Transitional, and CHOICES. Each box represents the presence of a program or evidence-based practice already being offered by San Mateo County Adult Correctional Facilities. The white areas, or "gaps", in programming indicate opportunities to implement new programs that may best suit the needs of a diverse inmate population – increasing their chances for successful reentry.

Table 2: Jail Programming Gap Analysis Matrix: Activities

Jail Programming Gap Analysis Matrix		
Activities	**Program Length**	**All Jail Housing Locations**
Animal Care Programs	Continuous	
Board Games	Continuous	
Card Games	Continuous	
Creative Arts Programs	Continuous	
Exercise Class	Continuous	
Groups	Continuous	
Inmate Worker Program	Continuous	
Library Services	Continuous	
Recreational Sports	Continuous	
Religious Services*	Continuous	
Special Presentations and Videos	Continuous	
Tai Chi†	Continuous	
Team Sports	Continuous	
Vocabulary	Continuous	

*Religious services includes Bible Study and Spirituality Class & Group
†Tai Chi is only available in Women's Transitional Housing

Access to Existing Programs

Program Information and Location

As noted above, despite the gaps described in this report, the SMCSO currently offers an extensive array of programs and services to individuals in custody. Unfortunately, many of these programs appear to be underutilized because inmates receive limited information about program opportunities and because many programs are offered only in limited locations within the SMCSO's facilities. To address these gaps, the SMCSO should **develop a clear system for communicating programming opportunities to inmates** immediately upon their arrival in the facilities. The ROR Officer's role could be expanded to include providing each entering inmate with a full program schedule and description; information video or programs in the lounges prior to housing; program schedules could also be posted in each housing pod and correctional officers working in the pods should be fully briefed on inmate programs.

In addition, to address the gap in program availability related to program location, **more programs should be offered in more pods or the jail should develop systems to allow inmates to participate in programming in other pods**, where feasible within security considerations. Currently, general population inmates, especially male general population inmates, have limited access to reform and reintegration programming because the majority of this programming is offered only in CHOICES and Transitional housing pods. Current and former inmates underscored this issue, with several current and former inmates expressing frustration that if they did not participate in CHOICES, they had almost no opportunity to participate in any reform or rehabilitative programming. To increase program access to all inmates who are not restricted due to security concerns, the SMCSO should ensure that a blend of all types of programs – reform, activity, and reintegration – are offered in all housing pods. This should include integrating more reentry programming into the CHOICES pods, to balance CHOICES' current emphasis on reformative programs, as well as offering a full mix of reform, activity, and reintegration programming in non-CHOICES pods.

SMCSO should also **explore the possibility of creating a special needs pod organized specifically around programs and services for inmates with serious mental illness**. Doing so may offer two programming benefits: first, by housing inmates with serious mental illness in one unified special needs pod, the Sheriff's Office can ensure that these high-needs inmates have access to the intensive services and programming that they require. In addition, by separating inmates with serious mental illness from general population inmates, programs may have more time to focus on addressing the needs of the general population inmates and, consequently, to more effectively meet their needs.

Barriers to Program Access

The two other critical barriers to program access that former inmates noted were **language barriers and security classification barriers.** A Latina inmate who had participated in CHOICES pointed out that there are no Spanish-speaking CHOICES providers in the jail, limiting the usability of the program for the sizeable Latino inmate population. With the exception of the Project Read ESL component, this problem

extends beyond the CHOICES program to a variety of reintegration and reform programs, and results in a growing proportion of inmates not benefiting from existing jail programming.

In addition, several former inmates felt that their opportunities for self-improvement were limited by their security classifications, including barriers to their participation in the Alternative Sentencing Bureau (ASB) and contact visits with family. To address the gap created by security classification, the Sheriff's Office should revisit the relationship between security classification and program participation. In particular, the SMCSO should consider **establishing a process whereby inmates can apply to participate in programs that would otherwise be off limits due to security classifications**. Alameda County's Santa Rita Jail provides a good model for this, allowing inmates to apply for programs for which they are not automatically eligible. As part of this process, these inmates are required to sign a contract with the jail, explicitly stating their commitment to following all program and facility rules and acknowledging a zero-tolerance policy for infractions. Inmates who are given access to programs that would otherwise be outside their security classification immediately lose this privilege upon any infraction, and Santa Rita Jail programming staff reported no security or safety breeches related to this process. In addition, the Sheriff's Office should **continue expanding opportunities for inmates who have been convicted but not yet sentenced to participate in lower security custodial alternatives available to sentenced inmates**, including continuing to expand their access to the ASB and the Sheriff's Work Furlough. Continuing to increase the use of GPS tracking devices – which the Sheriff's Office has already begun doing – might allow more inmates to utilize these lower-security programs while enabling the Sheriff's Office to continue to provide the higher levels of supervision that these inmates may require.

Access to Existing Program Action Items:

1. Develop a system for communicating program information and availability to inmates; possible solutions include expanding ROR Officer's role to include providing this information, posting programming schedules in housing pods, ensuring officers are better educated about programming options;
2. Offer more programs in more locations, especially in general population housing pods, or allow inmates to attend programs in other pods;
3. Develop a program curriculum video to ensure inmate awareness of programming opportunities;
4. Explore the possibility of creating a special needs pod to house inmates with serious mental illness;
5. Provide Spanish-language programming, translation and providers;
6. Revisit the relationship between program participation and security classification and consider implementing processes for allowing inmates to participate in programs otherwise outside their security classification limitations;
7. Continue expanding opportunities for inmates who have been convicted but not yet sentenced to participate in lower security custodial alternatives available to sentenced inmates.

Summary and Conclusion

Despite the extensive scope of programs currently offered in San Mateo County's adult correctional facilities, RDA, the advisory Jail Programming Committee, and current and former inmates have identified a number of gaps related both to the actual programs offered, and to a variety of related processes that affect program implementation and effectiveness. Among the key gap areas identified are Assessment; Continuum of Care; Program Array, Frequency, and Duration; and Access to Existing Programs. In addition, there is one critical gap that spans all of these areas: the need for **ongoing rigorous evaluation of jail programs and related processes**. The SMCSO should strive to collect data on inmate program participation and outcomes in order to assess the effectiveness of its programming on both facility safety and successful inmate reentry. Doing so will allow the Sheriff's Office to make fully informed decisions about which programs to support and which to reconsider.

Finally, a last note on an issue raised by former inmates who participated in focus groups: many former inmates pointed out that the nature of their interactions with sworn and professional staff in the Sheriff's Office can have a critical impact on their success, regardless of the programs in which they participate. Several male former inmates spoke of strained relationships with correctional officers, some of who expressed doubt that the inmates would change as a result of program participation. By contrast, several female former inmates spoke of truly supportive correctional staff, who helped them believe that they could succeed. Much of this input, of course, is subjective; nonetheless, it is important to remember the importance of personal relationships and the ability of San Mateo County Sheriff's Office sworn staff and professionals to have a profound effect of the likelihood of subsequent offending. The Sheriff's Office should provide ongoing training to staff to ensure a common understanding of the continuum of care approach, and of the impact staff could have on inmates' success. This training will also help facilitate a consistent approach to supervising the inmate population and minimizing inmate idle time, both of which are critical for maintaining a safe facility.

Appendix C: Jail Based Services and Reentry Programming: Strategic Implementation Plan Presentation

Jail Based Services and Reentry Programming

Strategic Implementation Plan

San Mateo County Sheriff's Office

January 14, 2013

Today's Objectives

1. Review project purpose and timeline of events to-date.
2. Review the *Strategic Implementation Plan (SIP).*
3. Answer questions related to the *SIP.*
4. Review next steps.

Project Purpose

To develop an implementation plan for the improvement of existing programs and services provided to individuals in custody at San Mateo County Adult Correctional Facilities based upon approaches that are proven effective in reducing recidivism and enhancing public safety.

2012 Project Timeline

February
- Project Kickoff with Sheriff's Office and Board of Supervisors

March
- Project Kickoff with Jail Programming Committees

May
- Completion of the literature review on jail programming evidence based practices
- Committee Half-Day Workshop

June – August
- Jail Programming Committee & Subcommittee Meetings

September
- Finalized Jail Programming Gap Analysis

October – December
- Developed *Strategic Implementation Plan*

January 2013
- Finalize *Strategic Implementation Plan*

Jail Programming Evidenced Based Practices

1. **Reform** – Addresses needs common to the inmate population such as improving skills, attitudes, and behaviors that are associated with criminal behavior.
2. **Activity** – Activities keep inmates busy in between programs or during recreational time. Activities range from card games to caring for animals.
3. **Reintegration/Reentry** – Programs that help inmates transition out of jail and back into their communities.

Examples of Evidenced Based Practices and Programs

Reform	Activity	Reintegration/Reentry
Aggression Replacement Training	Animal Care Programs	Case Management
Cognitive Behavioral Therapy	Board Games/Card Games	Stages of Change
Business Education Technology	Creative Arts Programs	More Opportunities for Mom (MOM)
Faith-Based Programs	Library Services	Transcendental Meditation Program
Helping Women Recover	Recreational Sports	Safe Return

Jail Based Services & Reentry Programming
Strategic Implementation Plan

Gap Analysis

- Comprehensive service needs/risk assessment for all inmates in order to identify ideal curriculum of programs & services;
- Intake-to-release case management & transition planning;
- Linkages between inmates and post-release community service providers;
- Complete array of in custody programming in jail pods, modular program sessions, and communication plan about all available programs; and,
- Rigorous, ongoing program evaluation.

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Jail Based Services & Reentry Programming
Strategic Implementation Plan

Strategic Implementation Plan (SIP) – Overview

The SIP outlines strategies for the implementation of a comprehensive system of programs and services to meet in custody service needs and prepare inmates for release.

Strategies include:

1. Intake
2. Service Needs/Risk Assessment
3. Case Management
4. In Custody Programming
5. Reentry and Transition Planning

January 14, 2013 Prepared by *Resource Development Associates*

Jail Based Services & Reentry Programming
Strategic Implementation Plan

Strategic Implementation Plan (SIP) – Strategies

Each of the strategies include an analysis of:

- **Background** on the current SMCSO jail procedure that will be affected by the proposed strategy;
- **The strategy** to improve or expand upon current programming;
- **The rationale** for implementing the strategy;
- The **operational implications** or impact of implementing the proposed strategy; and,
- **Potential funding opportunities or costs** associated with implementing the strategy.

January 14, 2013 Prepared by *Resource Development Associates*

Jail Based Services & Reentry Programming
Strategic Implementation Plan

Summary of Intake Strategies

1. Conduct mental health and medical screenings for all persons taken into custody.
2. Conduct risk/classification screening.
3. Place inmates in initial housing based on risk classification screening.

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Jail Based Services & Reentry Programming
Strategic Implementation Plan

Summary of Service Needs/Risk Assessment Strategies

1. Conduct service needs/risk assessment within seven (7) days after initial intake.
2. Deliver information on all available programming.
3. Place inmate in appropriate housing based on the combined results of classification security assessment and service needs/risk assessment.

January 14, 2013 Prepared by *Resource Development Associates*

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Strategic Implementation Plan

Summary of Case Management Strategies

1. Interested inmates are assigned case managers.
2. Develop individualized case plans.
3. Conduct regular follow-up meetings to track progress in programming.

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Strategic Implementation Plan

Summary of In-Custody Programming Strategies

1. Develop a series of program schedules and/or curricula to ensure each pod offers a mix of reform, activity, and reentry-based programming to meet inmate needs.
2. Incentivize program participation.
3. Establish a process whereby inmates can apply to participate in programming that would otherwise be inaccessible due to security or other classification-based limitations.

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Strategic Implementation Plan

Summary of Reentry & Transition Planning Strategies

1. Assess inmates for post-release service needs.
2. Assess and support inmates for post-release financial obligations.
3. Assess inmates for entitlement eligibility.
4. Link inmates to community-based services.

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Strategic Implementation Plan

Funding Opportunities

- Sheriff / County Funding Options
  - California State AB109 funds
  - Inmate Welfare Fund
- Federal Grant Programs
  - Office of Justice Programs, Bureau of Justice Assistance (BJA) – Second Chance Grant program
  - Substance Abuse Mental Health Services Administration (SAMHSA) – Offender Reentry Program
- Robert Wood Johnson Foundation (RWJF)
- Other local, state, and federal grant options or donations

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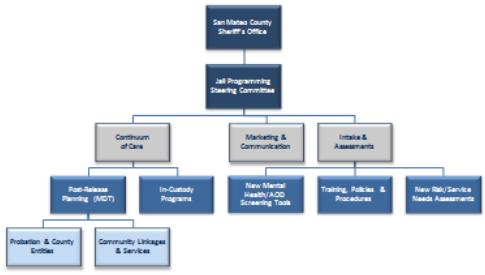
Jail Based Services & Reentry Programming
Strategic Implementation Plan

Implementation Timeline – Committees & Workgroups



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Strategic Implementation Plan

Implementation Timeline

Please refer to the ***Implementation Timeline*** *handout*

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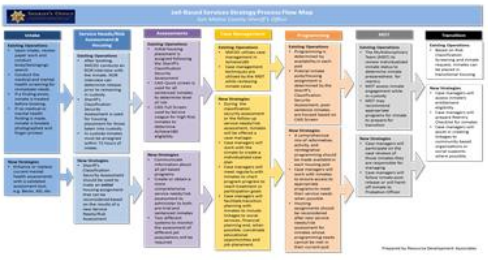
Jail Based Services & Reentry Programming
Strategic Implementation Plan

Implementation Strategies – Process Flow Map

Please refer to the ***Process Flow Map*** *handout*



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Strategic Implementation Plan

Question & Answer

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Jail Based Services & Reentry Programming
Strategic Implementation Plan

Next Steps

- Sheriff's Office will review plan, establish Steering and Oversight Committees, solicit expertise from: 3-6 mos
  - Subcommittee members
  - Subject matter experts
  - Others
- Oversight Committees will recruit for Work Groups 6-12 mos
- Ongoing Committee and Work Group meetings; begin implementation 9-15 mos

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Jail Based Services & Reentry Programming
Strategic Implementation Plan

Thank you!

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January 14, 2013 Prepared by *Resource Development Associates*

Appendix D: Subcommittee Recommendations

Case Management / Overarching System Navigation (1)

Sub-committee Meeting #1 Date: June 7, 2012

Next Meeting : **August 2, 2012 @ 11 AM**

Notes on our first meeting: Present Sgt. Marti Overton, Deputy Julie Costa, Mary McMillan, Greg Burge, Diane Prosser, Alba Rosales, and Deb Keller

Objective:

To provide recommendations that will improve programming and service support systems and reduce the cycles of recidivism

- Identify existing gaps in current programming; is there a blend of reform, reentry/re-integrative and activities that effectively meet the needs of the population?

We explained many of the programs. We identified a gap in education, sex offender programs, parenting classes, and need for more evidence-based programming. Mary discussed the importance of evidence based programming so we could measure outcomes. She explained that funding was tied to having these kinds of programs. She discussed the need for shared information and technology to do so.

- Are there gaps in existing service?

We reviewed the intake process and discussed how staff " triage" those in whom we are investing our resources. We identified a gap as it pertains to inmates that do not hear about our programs when they first come into the jail. We discussed video introduction to programs so inmates could listen to a continual loop of information about all programs after they are housed in various locations in the jail. We discussed Classifications role and why some inmates could not qualify for certain programs. Marti said she is working on moving pretrial inmates to minimum security quicker.

We discussed using a risk assessment tool and where it could be administered. The recommendation was that ROR's role be expanded to brief inmates on programs and to administer the assessment for needs since they work with the inmate early on in the process.

- Determine how those gaps can be closed with new or improved programs

Use existing resources. Alba will give a short presentation on cognitive behavioral classes being offered in Probation and what evidence based programming means. There is a potential to teach these classes in the jail.

We considered the following performance measures:

- Substance abuse treatment services received

- Employment services received
- Housing assistance received
- Family intervention and parent training received
- Health and mental health services received

Key questions to consider:

- Are we equipping inmates with what they need to succeed once they are released?
- Are the programs we currently have in place effectively delivering what they promised?
- How can we better equip our inmates to succeed? Here are some options to consider:
  - Financial literacy
  - Interpersonal skills
  - Technology skills
  - Other basic skills for non-professional jobs
- Are programs effective, but inmates are unaware of them?

Case Management / Overarching System Navigation (2)

Subcommittee Meeting #2 Date: 8-16-12

Ground rules:

- There are no bad ideas
- Be curious; ask questions
- Engage with your committee
- Problem solve; figure out what's missing

Objective:

To provide recommendations that will improve programming and service support systems and reduce the cycles of recidivism

- Recommend programs that conform to best practice functionalities to fill gaps in service your group previously identified
    - Program recommendations can include:
        - Improvements to existing programs in SMC Jail
        - Expansion of existing programs to accommodate increased number of inmates
        - Programs that have resulted in successful & measureable outcomes elsewhere
        - Innovative ideas for programs

Key questions to consider:

- Are we equipping inmates with what they need to succeed once they are released?
- Are the programs we currently have in place effectively delivering what they promised?
    - What can we do to improve them?
- How can we better equip our inmates to succeed? Here are some options to consider:
    - Case management
    - Continuum of services (wrap-around)
    - Linkages to service agencies upon release
    - Interview training / resume writing
    - Introduction to online job boards

Our recommendations are:

Program Recommendation	Gap it fills	Best Practice Function: Reform, Reentry/Reintegration, Activity
College Credit Courses/Free Distance Learning using TV	Education	Reform
English as a second language	Education	Reform
Video Production with taped classes	Education	Reentry/Reintegration
Computer Programming Course	Technology	Reentry/Reintegration
Sports and team building	Activities	Activity
Interviewing skills	Reentry	Reentry/Reintegration
Video introduction to Programs		
Expansion of WF to include volunteer farming i.e volunteer taking care of animals rather than only paid positions	Reentry	Reentry/Reintegration

Health / Behavioral Health, Treatment and Recovery Services (1)

Jail Programming Subcommittee
Health/Mental Health/Chemical Dependency
June 20, 2012, Meeting #1

GAPS in the current system:

Focus on high risk, not low risk offenders, they have the highest rates of recidivism. All inmates will eventually be released back to the community so all inmates, particularly those at high risk, should receive the most services.

Needs Assessment:

Have an assessment center in the jail

- Inmates stay up to 90 days
- Everyone gets screened including pre-trial
- Use screening tools (ASI, Beck, Health Screen) and systems (Avatar, HAS, Daisy) to gather information; evaluate further in areas indicated by screening tools
- Begin developing a transition/discharge plan based on identified needs
- Determine what in-custody programs they will attend based on need and to best prepare them for what ongoing services and supports they may need in the community

Diversion:

1. Get low risk inmates out of custody as soon as possible
2. Use of ankle bracelets and house arrest
3. Divert individuals with serious mental illness and minor charges out of custody and in to treatment
4. Use transitional beds in the community instead of an in-custody transitional facility
5. Provide incentive programs that give back to the community as a form of restitution
    a. Maintenance of gardens that provide food to food banks
    b. Clearing grass and shrubbery from around homes in high risk fire areas
    c. Habitat for humanity

Treatment of Individuals with Serious Mental Illness:

1. Develop a special needs pod
2. Use cognitive-behavioral interventions to target symptoms
3. Involve families in the treatment planning and discharge process
4. Connect individuals with treatment and community resources

Wellness:

- Classes to discuss achieving and maintaining good health
- Education about diabetes and hypertension
- Nutrition education

Gang Prevention:

- Criminals and Gang members anonymous
- Circulo de Hombres

Transition Center:

1) Inmates are placed in the facility 60 days prior to release

2) Connected to services based on needs assessment; "in-reach" to the facility by community providers
3) Develop plans for: housing, employment, food, medical/mental health follow-up, complete applications for benefits
4) Develop a specific plan; what will the person do the 1st day they're released, first week, first month
5) Involve family in discharge planning including family mediation as needed; contact visits and use of Skype
6) Coordinate release so not at midnight
7) Model should be a combination of Service Connect and Achieve 180 to cover initial evaluation & connection to services and long term follow-up in the community
8) Teach financial/money education
9) Evaluate for narcotic replacement medications (suboxone, naltrexone, baclofen)

In-Custody Treatment Recommendations:

1. Gender Responsive
    a. Seeking Safety
2. Cognitive Behavioral
    a. Criminal Conduct & Substance Abuse
    b. Moral Reconation Therapy
    c. Relapse Prevention
    d. Thinking for a change
3. Therapeutic Community
4. Domestic Violence
    a. Men overcoming violence

Health / Behavioral Health, Treatment and Recovery Services (2)

Subcommittee Name: Health/Mental Health/Chemical Dependency Date: September 20, 2012

Ground rules:

1. There are no bad ideas
2. Be curious; ask questions
3. Engage with your committee
4. Problem solve; figure out what's missing

Objective:

To provide recommendations that will improve programming and service support systems and reduce the cycles of recidivism

- Recommend programs that conform to best practice functionalities to fill gaps in service your group previously identified
    - Program recommendations can include:
        - Improvements to existing programs in SMC Jail
        - Expansion of existing programs to accommodate increased number of inmates
        - Programs that have resulted in successful & measureable outcomes elsewhere
        - Innovative ideas for programs

Key questions to consider:

1. Are we equipping inmates with what they need to succeed once they are released?
2. Are the programs we currently have in place effectively delivering what they promised?
    1. What can we do to improve them?
3. How can we better equip our inmates to succeed? Here are some options to consider:
    1. Case management
    2. Continuum of services (wrap-around)
    3. Linkages to service agencies upon release
    4. Interview training / resume writing
    5. Introduction to online job boards

Our recommendations are:

Program Recommendation	**Gap it fills**	**Best Practice Function:** **Reform, Reentry/Reintegration, Activity**
Assessment tools: CAIS	Needs assessment for pretrial (quick CAIS) and sentenced (full CAIS)	Reentry/Reintegration
Special Needs Pod for inmates with serious mental illnesses	Illness Management of in-custody mentally ill inmates	Reform
Medication, education regarding side effects and illness, symptom management, groups & activities to reduce isolation	Treatment of in-custody mentally ill inmates	Reform
Illness Management and Recovery SAMHSA toolkit	Illness Management of in-custody mentally ill inmates	Reform
Triage and case management of the frequently incarcerated with histories of brief incarcerations	Triage, referral to services and case management services to reduce rate of incarceration	Reentry/Reintegration
Mental Health Diversion	Gets inmates with mental illnesses out of custody and into community treatment	Reentry/Reintegration
Develop an incentive program through maintenance of gardens, clearing around homes during fire season & participation in habitat for humanity	Inmates engagement in pro-social activities as a form of community restitution	Reentry/Reintegration
Education about health & nutrition, diabetes, hypertension, etc.	Improvement of inmates health status	Reform
Vivitrol	Treatment of inmates with alcoholism	Reform
Narcotic replacement medications (suboxone, baclofen)	Pharmacological treatment of inmates with substance abuse/dependence disorders	Reform
Transition Center: placement 60 days prior to release, assessment,	Planning for release and return to	Reentry/Reintegration

plan development, connection to services in the community	the community	
Seeking Safety for men & women	Gender responsive programming	Reform
Cognitive Behavioral: criminal conduct & substance abuse, moral reconation, relapse prevention & thinking for a change	Addresses cognitions that maintain behaviors resulting in incarceration	Reform
Expand Choices Program	Therapeutic community with intensive discharge planning and case management components	Reform and Reentry/Reintegration
Men overcoming violence	Addresses behaviors and cognitions associated with domestic violence	Reform
Day reporting and assessment center	Need for comprehensive needs assessment and transition into the community, community support & connection to resources	Reentry/Reintegration
Trauma training for criminal justice professionals	Raises awareness about trauma and its effects among criminal justice professionals & helps them develop trauma informed responses	Reform
Criminals and gang members anonymous	Address cognitions and behaviors that sustain involvement in gangs	Reform
Circulo de Hombres	Provides positive role models for Hispanic males which offers them alternatives to gang affiliation	Reform
Transitional beds in the community	Facilitates treatment for inmates with low level offenses	Reentry/Reintegration
Forensic Intensive Case Management	Inmates are provided intensive services in the community	Reentry/Reintegration
Behavioral plan for transition out of administrative segregation	Permitting all inmates the opportunity to participate in reformative programming	Reform and Reentry/Reintegration
Case Management	Triage and case manage frequently incarcerated with histories of brief incarcerations	Reentry/Reintegration

Additional notes:

- Focus on community corrections and develop a system of community resources which build on in-custody gains to reduce recidivism
- Increase use of ankle bracelets and house arrest to release low risk inmates out of custody
- Case planning with families should be client directed
- Release inmates in the morning so case managers can transport them to treatment and housing immediately upon release
- Discharge planning should be face-to-face to build trust and relationships to improve adherence to transition plan developed in-custody
- Outcomes and program evaluation should focus on community programs since it's supports in the community that ultimately reduce recidivism

Health / Behavioral Health, Treatment and Recovery Services (3)

Subcommittee Work Group: Health/Mental Health/Chemical Dependency
Program and Treatment Recommendations
November 2012

Thank you for the opportunity to provide recommendations regarding health, mental health and chemical dependency treatment of people involved in the criminal justice system. With 35% of the San Mateo adult jail inmates having an identified mental illness, and the majority of inmates having substance use disorders, this is a very important issue for the County to address. If we can expand the treatment and support alternatives for these individuals, studies and our own data show that we can reduce crime, reduce arrests, reduce days spent in jail, and improve the lives of the mentally ill and their families, a win for all involved.

The committee made many recommendations but those discussed below are a priority, listed in chronological order, and address the most urgent needs of inmates with mental illness and chemical dependency diagnoses.

Recommendation 1. Assess each inmate using the CAIS tool and link inmates to programming based on the CAIS results

Programming for individuals in-custody should emphasize stability and safety in the facility.
In addition to a screening and assessment for mental health and substance use disorders completed by a licensed mental health professional, a Correctional Assessment and Intervention System (CAIS) evaluation should be provided to all sentenced inmates, and the "quick CAIS" should be provided to all individuals in pre-trial status. The CAIS is an assessment tool which produces an individualized case plan which determines risk, identifies needs and provides recommendations for evidence-based programs and services. Once their needs are identified individuals would be connected to programs and services to address those needs while in custody.

Recommendation 2. Provide programming that addresses prevalent issues in the jail population: recovery from trauma, prevention and recovery from domestic violence, disassociation from gangs and criminogenic thinking

The four most prevalent issues among the jail population are that they have experienced significant trauma (physical and/or psychological) from events in their lives; they have participated in or been a victim of domestic violence; they have strong gang associations that lead them to criminal activity; and/or they have criminogenic thinking. Criminogenic thinking is antisocial values, beliefs and cognitive emotional states that have a direct link to offending.

Each of these issues can be addressed successfully using cognitive behavioral programs that focus on changing individuals' maladaptive thinking in order to prevent relapses and improve affect and behaviors such as criminal conduct and substance use. Thinking for a Change (T4C) and Moral Reconation programs are examples of well established and recommended evidence based programs. In a study of more than 1,000 people 20 years post-release, Moral Reconation participants had 20% lower rates of reincarceration than the control group as well as lower rates of re-arrest and higher rates of clean records. (Little et al, 2010 http://www.moral-reconation-therapy.com/20-yearrecidivis.html) Thinking for a Change was developed by the National Institute of Corrections and has been shown to significantly reduce recidivism (28% versus 42% for a control group) http://www.crimesolutions.gov/ProgramDetails.aspx?ID=242).

There are many others: Seeking Safety is a treatment for clients with a history of trauma and substance abuse and teaches coping strategies to these individuals. Studies reviewed by SAMHSA's National Registry of Evidence-based Programs & Practices (NREPP) showed improvement on measures assessing trauma related symptoms. It is currently provided in the Choices program in the women's jail and should be expanded to include male inmates. Men Overcoming Violence is recommended for those involved in domestic violence and addresses behaviors and cognitions associated with family violence. Criminals and Gang Members Anonymous and Circulo de Hombres examines the thinking and social support that promotes participation and membership in gangs. The groups identify distortions in cognition and examine the personal and social costs to the individuals participating in gangs. Facilitators serve as role models who discuss and demonstrate other, pro-social options for support and affiliation in their lives and the community.

We recommend that programming in each of these areas be provided to meet the needs of all of the inmates.

Recommendation 3. Restore the CHOICES program for inmates with substance use issues

The Choices program, is a therapeutic community and currently resides in the Maguire and Women's jails. Therapeutic communities (TC) are highly structured residential programs where participants are involved in all aspects of TC operations including administration and program maintenance. Within this modality, the participant's crime and drug abuse is viewed as a problem rooted in the person, not just the drug abusing behavior. At their core, TC programs use the community as the primary therapeutic tool to achieve cognitive growth, behavioral change, and the development of pro-social attitudes. The lowest rates of recidivism occur in inmates who complete in-custody TC treatment and community-based aftercare. The reincarceration rate for this group is 25% compared to 65% for TC graduates who drop out of aftercare ("Therapeutic Communities in Prison" by Brent Canode). Unfortunately, the SO closed down ½ of Choices in the mens jail in June 2012 to house ninety-six inmates requiring special housing who were previously located in "Old Maguire" in the dorms. This was the result of re-configuring housing units in the jail in anticipation of State prisoners, released back into the community, re-offending. We recommend restoring CHOICES to its original size and potentially even expanding it in the additional jail to provide treatment to the vast majority of inmates with chemical use and

dependency disorders. The addition of Choices staff would allow for robust and coordinated discharge planning and case management services to assist in transition to community treatment. Therapeutic community treatment combined with intensive discharge planning and case management has been shown to provide the greatest reduction in recidivism.

Recommendation 4. Create a special needs pod in the additional jail for seriously mentally ill inmates

A priority recommendation by the committee is a special needs pod for inmates with serious mental illness. It would provide a safe and structured program of education, engagement and incentives allowing individuals to earn their way through successive levels of the program. Each level would result in more time out of their cells, access to program components and greater rewards, resulting in decreased isolation and psychiatric symptoms. Metzner & Fellner reported in the Journal of the American Academy of Psychiatry and the Law that individuals in isolation with serious mental illness suffer exacerbations of their symptoms (psychosis, anxiety, depression) which provoke recurrence.

A special needs pod is particularly important because without one, mentally ill inmates are deemed to be a risk to the safety of SO personnel and are placed in administrative segregation. An inmate in administrative segregation is only allowed out of his cell one hour a day all by himself, and cannot participate in programming, a huge detriment to mentally ill inmates. Moreover, inmates with mental illnesses who harm themselves are deprived of their clothing and get only a safety blanket to cover themselves, and can have no items in their cells. The isolation, the lack of any activities, and the deprivation of items leads many mentally ill inmates to decompensate, requiring crisis care or psychiatric hospitalization. Also, suicides occur disproportionately more often in segregation units then elsewhere in jails and prisons.

Special needs pods in jails have been found to improve the functioning and medication compliance of inmates who suffer from serious mental illnesses. This results in fewer behavioral problems and reductions of the number of individuals on suicide watch. The curriculum would include use of the evidence based Illness Management and Recovery Substance Abuse and Mental Health Services Administration (SAMHSA) toolkit which addresses identifying and increasing awareness of symptoms and symptom management. Education regarding mental illness, medication and side effects would be an integral part of the program to encourage and maintain treatment compliance and stability in the facility and thereafter.

Recommendation 5. Connect all inmates to a transition program at least 60 days prior to release

While time spent in jail can begin the process of recovery for an inmate, true recovery – and true relapse – occurs only in the community. The Vera Insitute of Justice found from their study following formerly incarcerated individuals for 30 days post release that those who were quickly linked to key community supports including employment, substance abuse treatment, family reunification, etc., were more likely to make a successful transition to the community. The Urban Institute in their publication "From Prison to Home" calls this the "moment of release" and describes how typically individuals are not prepared nor have plans in place leading to high rates of recidivism. Robust supports in the community, along with the creation of a clear plan and clear connections to support, are what make the difference.

Providing an intensive needs assessment 60 days prior to release, developing a plan and working with a treatment provider before release is key, in addition to treatment beds and drop in centers in the community.

It's recommended that transition to the community begin with placement in a transition center 60 days prior to release. Inmates would receive an intensive needs assessment, a plan would be developed for their transition, and they would be connected to services and supports to ensure their success in the community. These services would be provided, in face-to-face meetings, with community providers who would development relationships with inmates while in custody, provide continuity and assistance in executing their plan once released. The transition center should be designed so that providers can visit inmates easily without compromising jail security.

Further, transitional beds in the community are necessary to provide stability, an environment that supports clean and sober living and treatment compliance, and the necessary supports and structure for individuals to execute their long term plans for treatment, housing, education and employment, building social supports and re-establishing family relationships. A day reporting and assessment center in the community is necessary for individuals who may have a transient living situation or lack supports, and are in need of computer access, food vouchers, assistance with linkage to services, or encouragement and advice to maintain pro-social behaviors and remain out of custody.

Individuals with frequent contact with the criminal justice system could be referred to forensic intensive case management services (a specialized Full Service Partnership) which would provide intensive supervision and case management to keep people engaged in treatment and in the community. The evidence base for these intensive community programs has shown they can significantly reduce arrests, homelessness and hospitalization for enrollees. Services would address individuals need for housing, referrals to treatment, transportation and case management with frequent contact to provide support and assistance in removing roadblocks in access to care and support services.

Recommendation 6. Keep low level offenders, especially those with significant mental illness, out of jail and in intensive community programming so they can connect with services they need to stabilize their lives

The Correctional Health mental health caseload is approximately 320, 35% of the jail population at any time. Only 35% of this group has been known previously to the Behavioral Health and Recovery Services system. Unfortunately, it is frequently when someone is incarcerated that their mental health and chemical dependency needs are first identified. In order to keep low level offenders with significant mental illness out of jail, we need to adopt strategies that will be effective with people who have never been engaged in treatment, as well as those who are well known to us. Many strategies that would be effective and supported by all partners were outlined in a memo produced earlier this year through a collaborative work group comprised of health and criminal justice representatives including the Sheriff's Office (attached). The work group's recommendations included expanding crisis intervention training;

expanding SMART; establishing a crisis residential program; expanding Full Service Partnerships which provide wrap around services and intensive support to help maintain individuals stability in the community, reducing recidivism; and establishing a joint structure for collaborative review of anyone admitted to the jail for consideration of alternate dispositions.

San Mateo County has a successful diversion program for DUI offenses which could serve as a model for other offenses and especially for people with mental illness and substance abuse issues. Individuals charged with low risk crimes would be identified and diverted out of the criminal justice system and into treatment. In fact all low risk offenders should be diverted from incarceration whenever possible, the Centre for Criminal Justice Studies' research found that recidivism rates actually increase among low risk offenders who are incarcerated. High-risk offenders require intensive interventions while low-risk offenders benefit most from low intensity interventions or no intervention at all.

Reducing the number of individuals with serious mental illness who are incarcerated could be accomplished through expansion of Pathways Mental Health Court and use of ankle bracelets and house arrest in lieu of incarceration.

We hope this paper is of use to you in considering the important treatment and policy issues facing the County.

Attachments:
- Collaborative Review Concept Update to Sheriff da11292012.doc (attached in e-mail)
- SMCSO Subcommittee – Gaps & Program Recommendations Final.doc (attached in e-mail)

Health / Behavioral Health, Treatment and Recovery Services (4)

Fine-tuning SMC Alternatives to Incarceration for People with Mental Illness and/or Substance Use Problems: Consensus Recommendations for Strategies

3/19/2012

The following recommendations were developed out of 5 meetings held between April 2011 and March 2012 among leadership and representatives of the Health System/Behavioral Health and Recovery Services, Police Chiefs and Sheriff's Association, District Attorney, Private Defender, Probation, and Sheriff and reviewed by San Mateo County affiliate of the National Alliance on Mental Illness (NAMI-SMC). The leadership from these organizations recommends each of these strategies for consideration in the event resources become available to fine-tune and enhance our combined efforts to prevent incarceration of people with mental illness and/or substance use problems.

Avoid arrests, jail and hospital admissions by providing training, information, and alternatives for police officers dealing with mentally ill or substance-using individuals.

1) Expand Crisis Intervention Training and follow-up: Together the Sheriff, the Health System's Behavioral Health and Recovery Services (BHRS) and NAMI-SMC have sponsored two 40 hour Crisis Intervention Trainings per year for law enforcement and other first responders to give them the knowledge and skills they need to de-escalate situations involving people with mental health issues. Approximately 300 or about 1/3rd of local law enforcement officers are CIT-trained. Given attrition, this is a small percentage of the countywide number of officers. Moreover, we do not have the capacity yet to review situations where there were poor outcomes of interactions to determine how to improve the training. We do not have capacity to provide consultation to officers in the field who struggle to find solutions for particular cases, nor to link those officers to the Field Crisis Consultation forum when appropriate. The Field Crisis Consultation forum facilitated by BHRS brings representatives of Behavioral Health, Police, Sheriff, DA, Probation, Aging and others together monthly to develop joint strategies for problem-solving particular cases. However, our ability to outreach about the Field Crisis Consultation and make it available to officers who may have actual cases to bring and follow-up is now limited. Crisis Intervention Training is a proven

effective strategy to successfully engage and divert mentally ill individuals in the community and avoid unnecessary incarceration. Expanding the capacity, providing post event debriefing, and better linking the CIT to follow-up consultation and resources will serve more individuals and provide more effective solutions.

Recommendation: Dedicate a law enforcement professional to be paired with a BHRS clinician to provide consultation and follow-up for law enforcement officers before and after situations, linkage to the Field Crisis Consultation meeting and other resources for assistance, and to continuously improve the Crisis Intervention Training. Increase the number of local law enforcement officers who receive training through the addition of several eight hour introductory classes a year. Support statewide efforts to introduce similar crisis intervention training in the training academies.

Recommendation: Implement a voluntary identification card and broader consent system for clients of BHRS that contains provider and other information that would help law enforcement assist clients experiencing mental health problems in the field.

2) Expand and improve SMART: The Health System contracts with AMR to provide specially trained paramedics to assist police in responding to people experiencing psychiatric crises to assist in de-escalating such situations and diverting people from arrest by attempting to connect them to appropriate care. The SMART paramedic can provide psychiatric evaluation as well as medical clearance that would otherwise require a trip to the emergency room. Due to budget reductions, this service has been cut in half. In 2010, there were 1308 emergencies indicated for SMART response, and SMART was able to respond to only 50% of them.

Recommendation: Make the SMART paramedic team consistently available when law enforcement calls for assistance so officers can avoid arresting people with mental illness where possible. Also, connect SMART paramedics to the BHRS electronic health record to give them immediate access to mental health information that would support SMART's ability to triage cases. Develop mechanism for SMART to refer to an ongoing outreach team to follow-up as appropriate.

Avoid protracted jail stays by providing information and alternatives to the DA, PD, Probation and Courts who must make quick decisions regarding disposition of cases.

3) Establish a structure for the collaborative review of mentally ill and developmentally disabled individuals for alternate dispositions: People are sometimes first identified as having a mental illness when they get into jail. There are some cases where disposition would be different and public safety would be preserved, if information about the client's community treatment providers, support system and service plan had been available to the court upon client consent. In the worst situations, individuals are held for months while their competence to stand trial is determined, even when they are charged with minor crimes. In addition, sometimes people with developmental disabilities get caught up in the criminal justice system. Currently, there is no organized system for reviewing their cases and providing information to the DA, PD, Probation, Sheriff and Courts before decisions have to be made to see if a more cost-effective and/or humane response is warranted. Many individuals with mental illness languish in jail, using up precious jail resources, when a quick disposition could have been made if someone were charged with reviewing the inmates' status and providing information as appropriate to the DA, PD, Sheriff, Probation and Court.

Recommendation: Have a BHRS staff member review every individual identified by Correctional Health, Sheriff, District Attorney, Probation, Private Defender, or Court with significant mental illness for information about the person's community treatment providers, plan and social supports and suggestions for an immediate alternate disposition. Obtain consent routinely so information could be shared. Identify the most appropriate, streamlined process for providing this information in time for the first or second Court calendar. Similarly, partner with Golden Gate Regional Center to initiate a review process for all individuals identified with developmental disabilities.

4) Expand the number of people served through Pathways Mental Health Court and Drug Court.

Recommendation: Refer idea to a small group of Pathways partners (Court, DA, PD, Sheriff, Probation, BHRS) to evaluate whether it would be possible to increase the number of clients without altering the diagnostic criteria for Pathways (Axis I). That group would evaluate the possibility of offering pretrial/deferred judgment, and/or charges dismissed upon successful completion. Similarly, ask the Drug Court partners to evaluate whether expansion is feasible there. Explore whether it would help the Court to consolidate some of the special courts serving similar populations.

Implement community based solutions that will reduce criminal justice involvement of mentally ill or substance using individuals.

5) Expand Full Service Partnerships: BHRS has reduced incarceration by 96% and homelessness by 88% for 305 adults with serious mental illness and co-occurring disorders through evidence based Full Service Partnerships operated by Telecare, Caminar, Mateo Lodge and Edgewood. Similar programs have achieved the same results statewide. The partnerships provide whatever support is necessary, including mental health services, case management, medications, housing and other around-the-clock support, to keep mental health and co-occurring clients stable and functioning in the community. The outcomes have been very positive locally and statewide. There are many more clients who would benefit from these programs, but space is limited due to lack of funding, and available funding is limited to people with mental illness.

Recommendation: Add slots in Full Service Partnerships for seriously mentally ill and co-occurring adults who are being discharged from Correctional Health in jail or at risk of going to jail. Dedicate some of these slots to direct access from Psychiatric Emergency Services and San Mateo Medical Center and to law enforcement through # 1 above CIT and follow-up, #2 SMART, #3 Collaborative Review and #8 below Responding to Families.

6) Expand First Chance Model: First Chance, operated by StarVista, is a program where police can drop off people who are arrested for DUI or inebriation 24 hours a day, 7 days a week in lieu of taking them to jail. There is no similar place for police to use for people with urgent and symptomatic mental health problems except the jail or Psychiatric Emergency at SMMC.

Recommendation: Establish a short term crisis residential program as an alternative to incarceration and/or hospitalization for men and women with a serious mental illness.

7) Increase residential detoxification capacity for individuals that need longer stabilization than First Chance and that are candidates for substance use treatment.

Recommendation: Add residential detoxification beds.

8) Respond Earlier to Families in Crisis: Avoid arrests and jail admissions by providing earlier intervention for families and others who are trying to identify assistance for someone experiencing deterioration of their mental health that may result in crisis and legal system involvement.

Recommendation: Create a more structured response for families/others to petition the Behavioral Health Director for immediate, in the field evaluation (W & I Code 5201 and 5202) of their family member with information about that person's risk to self/community, history of hospitalization, criminal justice interactions, rejection of past treatment/other history. Connect a family member liaison to the concerned family to sustain communication and follow-up on their concerns.

Assign these cases for prompt outreach, psychiatric evaluation, and treatment planning including if appropriate

--planned residential or hospital admission,

--medication support

--5150 (danger to self/others/unable to care for self) evaluation

-- involuntary evaluations under little used W & I Code 5201 and 5202

--conservatorship/temporary conservatorship evaluation,

--Riese hearing (involuntary medication),

--petition of SSI for involuntary Rep-Payee,

--engagement by full service partnership

Recommendation: Strengthen the LPS involuntary detention process to ensure the court has all relevant information on every case reviewed for probable cause 14 day holds, temporary conservatorship, and conservatorship, so that no case is set-aside due to insufficient information from people who have the most familiarity with the case. Include county counsel consultation, second opinion for the court, and letter of concern from the Behavioral Health Director to the court when appropriate.

Participants in the planning meetings convened by Health included:

District Attorney: Steve Wagstaffe

Health System: Chris Coppola, Judy Davila, Crispin Delgado, Jean Fraser, Stephen Kaplan, Carlos Morales Louise Rogers, Terry Wilcox-Rittgers

Police Chiefs and Sheriff's Assoc: Don Mattei and Neal Telford

Private Defender: Myra Weiher

Probation: Christine Villanis

Sheriff: Jim Coffman, Mark Hanlon, Mark Wyss

StarVista: Michael Garb

Vocational Training / Jobs, Career, Work Furlough Program (1)

Subcommittee Name: **Vocational Training –Jobs, career, WFP** Date: July 05, 2012

Ground rules:

1. There are no bad ideas
2. Be curious; ask questions
3. Engage with your committee
4. Problem solve; figure out what's missing

Objective:

To provide recommendations that will improve programming and service support systems and reduce the cycles of recidivism

- Identify existing gaps in current programming; is there a blend of reform, reentry/re-integrative and activities that effectively meet the needs of the population?
- Are there gaps in existing service
- Determine how those gaps can be closed with new or improved programs

Key questions to consider:

5. Are we equipping inmates with what they need to succeed once they are released?
6. Are the programs we currently have in place effectively delivering what they promised?
7. How can we better equip our inmates to succeed? Here are some options to consider:
    1. Financial literacy
    2. Interpersonal skills
    3. Technology skills
    4. Other basic skills for non-professional jobs
8. Are programs effective, but inmates are unaware of them?

Our recommendations are:

Identified Gap	Recommendation (Program/Supportive Service)
(1) Career choices in re-entry programming -	Use Job Train-Student Conservation Alliance model in a collaborative effort with both the public and private sectors to provide internships utilizing existing programs, grants and alliances to provide realistic career choices for re-entry.

Contact Student conservation alliance for information on their current internship program - Contact Human Resources for requirements on seasonal parks employment - Contact Bay Area Gardeners Association for information - Contact Off Highway Program regarding a funding grant.

Model for reentry program

Custody to re-entry program (parks training) - Internship (Seasonal parks Internship) = Jobs within the existing business community = Landscaping/Arborists

Utilizing SMCO Parks - Department of Public Works - CalTrans

Seasonal Parks Training

Gardening - Landscaping - Arborist

Janitorial Services

Small engine repair

Off Highway program (fences, retaining wall repairs, fuel reduction)

2) Enhance existing career instruction within the correctional facilities. Utilize closed circuit television within the facility to broadcast instructional classes

Vocational Training / Jobs, Career, Work Furlough Program (2)

Program Review Subcommittee Minutes - August 03, 2012 @ 10:00 AM

Maple Street Complex Facilities at1590 Maple Street, Redwood City, Ca

Attendance (noted by sign in sheet):

Deborah Picar - Job Train, Matthew DelCarlo - SMCO Parks, Peter Ullman - Job Search Instructor, Doug Koenig - DPW Facilitator, John Joy - SMC Works, Carmen O'Keefe - SMC Human Services Agency/Vocational Rehabilitation Services (VRS), Kay O'Neil - Canada College.

Sheriff's Office Representatives in Attendance: Captain Mark Hanlon, Alma Zamora, & Pam Glembot.

The meeting began promptly at 10:00am with introductions and ground rules. Notes from our first meeting were presented by Captain Mark Hanlon and Sgt. Pam Glembot.

The key components discussed in meeting #1:

1) Develop new programming using the job train model with County Parks, DPW, and Cal Fire.

2) Closed circuit television programming in both facilities – Peter Ullman to assist with this proposal.

Lt. Alma Zamora reviewed the objectives and key questions to be considered during this meeting. The objectives and key questions were as follows:

To provide recommendations that will improve programming and service support systems and reduce the cycles of recidivism.

Recommend programs that conform to best practice functionalities to fill gaps in service your group previously identified

- Program recommendations can include:
  - Improvements to existing programs in SMC Jail
  - Expansion of existing programs to accommodate increased number of inmates
  - Programs that have resulted in successful & measurable outcomes elsewhere
  - Innovative ideas for programs

Key questions to consider:

9. Are we equipping inmates with what they need to succeed once they are released?
10. Are the programs we currently have in place effectively delivering what they promised?

1. What can we do to improve them?

11. How can we better equip our inmates to succeed? Here are some options to consider:
    1. Case management
    2. Continuum of services (wrap-around)
    3. Linkages to service agencies upon release
    4. Interview training / resume writing
    5. Introduction to online job boards

The program recommendations were to develop an assessment tool - "work keys" to assess the following information for each inmate:

- New career path?
- Right career path?
- Work on current skills
    - Relationship
    - Relevance
    - Rigor

The GAP this would fill is for realignment with career outside of custody and to reduce recidivism rate **(best practice function –Reintegration)**.

Another GAP identified was the need for "soft skills." At times, inmates are hired for their "hard skills" however are fired for "soft skills" **(best practice function –Reform).**

Program recommendations are to work collaboratively with VRS and provide rehabilitation counseling, assist with job development and retaining the job; Job coach **(best practice function –Reform).**

Human Services Agency (HSA) - "Work Center" currently utilizes the Sheriff's Work Program participants and provides "wrap-around" services through Canada College and HSA **(best practice function –Reform & Reintegration).**

Transitional 18 month program utilizing public/private partnerships with:

Mental Health

Drug & Alcohol Counseling

Peers to assist

Financial assessment - "braided funding"

Vocational Rehabilitation

Eligibility for Financial

Transitional Employment

Catering Connection

Clerical

Recycling Program

Green Jobs program

Food Distribution

Allied Health Professionals

Nutrition - Dietary Disease

Community Health Workers

Sustainable Landscapers

DSICUSSION* It is possible to place current and future inmates that meet sheriff's office criteria on a Work Furlough status and allow them to participate in this 18 month transitional program in lieu of FT incarceration **(best practice function –Reform & Reintegration).**

Next meeting scheduled for September 14, 2012 @ 10:00am and will be hosted by Carmen O'Keefe, Vocational Rehabilitation Services Manager – 550 Quarry Road, San Carlos. Anyone interested in a tour of the Central Region Employment & Services Center prior to the meting, please RSVP with Carmen.

Meeting concluded @ 11:00 am.

Socialization, Reentry and Family Reunification/ Mentoring, Pre-Release, Hosuing, Support & Aftercare (1)

Socialization, Re-entry & Family Reunification Workgroup
Meeting #1 7/13/12
Topic: Gaps in Programming & Services

Identified Gap	Recommendations
Focus on discharge - plans for discharge Thorough assessment at intake Focus on gang diversion – follow up once discharged (issue of belonging/protection) impacts space, programs Involvement of formerly incarcerated individuals to serve as mentors New entry vs. re-entry (different needs of these populations) Issues – generational history of incarceration – who serves as role models Gang – protection of 'drop outs' to support them while in jail – specialized programming needed Formal plans for different types of inmates, i.e. based on length of stay (few months vs. a few years).	

Resources guide, 'Getting Out/Staying Out' (SF booklet) - Mentoring by formerly incarcerated - Assessment of viability of returning to home (consider city inmate returning to and family supports) *Transitional Housing Cultural focus – mentoring e.g. IMPAC (incarcerated men putting aside childish things) Program that is utilized in jail population **Identified Gap**	Consideration for a San Mateo guide Mentoring program to be expanded to jail population Key to stability and very much needed. Discuss discharge housing options at point of entry **Recommendations**
*Changing one's thinking about possibility of change.	Moral Recognition Therapy Cognitive Behavioral Therapy Program that is evidence based Use of Wellness Recovery Action Plan (WRAP)

Lack of communication with legal staff	Need more information about existing domestic violence programs in the jail Look at EBP
Question about DV Programs while individuals incarcerated (Need to highlight EBP in this area) – Identify & assessment DV – address gender impact/needs	How is effectiveness of program measured? Survivor focus groups programs Notification to survivors upon release of inmate
Supports/case management when discharged Family assessment, esp. when children involved.	Program/Speakers who share experience about parents being incarcerated e.g. Alameda County and San Francisco programs
Identify needs to keep families together, develop resources (finances, housing, childcare)	Enhanced visitation Look at EBP Model More frequent visitation between parents and children impacts inmates positively
- Closer interface with Core Service Agencies to identify this group as priority population	
- Sharing of information (by inmate) with trusted individuals.	

Connection with school districts to support children whose family members are incarcerated. Mental Health need (being addressed by another workgroup) Restorative justice model - what will change inmates criminal behavior **Identified Gap**	**Recommendations**
Alumni program in the jail? Outside? Focus on the HOW vs. the WHAT	

Additional Recommendation

- Meeting/coordination of Bay Area Counties to share information resources and best practices
- CHOICES model is very effective: addiction issues look at expansion to other population
- Ongoing reminders about services upon release
- Pre-release class – 90 days prior to release
- Tattoo removal program
- Employer friendly presentations in the jail to provide hope and option for inmates

Attendees

Mike Nevin
Deborah Torres
John Kelly
Reverend Mary Frazier
Pastor Andre Harris
Bill Bonifacio
Charisse Lebron-Cannon
Kathleen Irvine

Michael Murray
Melissa Lukin
Charles Tharp

Socialization, Reentry and Family Reunification/ Mentoring, Pre-Release, Housing, Support & Aftercare (2)

Subcommittee Name: Socialization, Re-entry and Family Reunification
Date: August 2, 2012

Ground rules:

1. There are no bad ideas
2. Be curious; ask questions
3. Engage with your committee
4. Problem solve; figure out what's missing

Objective:

To provide recommendations that will improve programming and service support systems and reduce the cycles of recidivism

- Recommend programs that conform to best practice functionalities to fill gaps in service your group previously identified
    - Program recommendations can include:
        - Improvements to existing programs in SMC Jail
        - Expansion of existing programs to accommodate increased number of inmates

- Programs that have resulted in successful & measurable outcomes elsewhere
- Innovative ideas for programs

Key questions to consider:

1. Are we equipping inmates with what they need to succeed once they are released?
2. Are the programs we currently have in place effectively delivering what they promised?
1. What can we do to improve them?
2. How can we better equip our inmates to succeed? Here are some options to consider:
1. Case management
2. Continuum of services (wrap-around)
3. Linkages to service agencies upon release
4. Interview training / resume writing
5. Introduction to online job boards

Our recommendations are:

Program Recommendation	**Gap it fills**	**Best Practice Function:** **Reform, Reentry/Reintegration, Activity**
Development of a Resource Guide-on line, hard copy "Getting Out & Staying Out" (SF) A Guide to SF Resources for People Leaving Jail and Prison Add the in to the Community Information Program Resource Guide for SM County	Informing individuals of resources in the community, allows for discharge planning earlier	Re-Entry
Transitional Housing-linkage to resources. Discuss discharge housing options at point of entry	Housing, possible re-unification with family, impacts access to jobs if focus is on housing	Re-entry (look at what other counties are utilizing; Berkeley Options Program; Volunteers of America)

Moral Recognition Therapy (MRT) Use of Wellness Recovery Action Plan (WRAP)	Sense of hopelessness, negative direction-factors which impact socialization and re-entry	Reform
Domestic Violence Resources/Program Survivor Focused Groups	**Needed more info about existing DV Programs in the jail**	Reform (DV activity and curriculum for everyone In the jail)
Program/speakers who share their experience about parents being incarcerated, e.g. Alameda County and SF programs	Lack of current family assessment, esp. regarding children's needs	Activity
Family Assessment of needs upon point of entry, e.g. housing, finances, childcare. Enhanced visitation (look at evidence-based practices)	Identified needs to keep families together, prevent placement of youth in foster care, maintains continuity for inmate when discharged and more seamless reunification with family	Reentry/reintegration
Pre-release class 90 days prior to release as well as ongoing reminders about services upon release	Provides resources so that inmate can resume involvement in community and prevent reentry	Re-entry/reintegration

Additional notes:

Additional recommendations: Job Placement Staff; Community Service Component; Garnishment Reduction; Expungements on records

Socialization, Reentry and Family Reunification/ Mentoring, Pre-Release, Housing, Support & Aftercare (3)

Notes from August 2, 2012 Subcommittee Meeting (Socialization, Reentry and Reunification)

5. Development of a Resource Guide

   Copy of San Francisco Reentry Council's guide passed around. On-line version available at www.sfreentry.com/resource-guide/ . Similar information is available for San Mateo County, but not centralized in one document. Shirley Melnicoe is preparing a document for distribution to Achieve 180 clients. Should be available soon. Subcommittee members' comments supported the development of a document similar to the San Francisco book. Best Practice Function (BPF) seems to be an activity for reentry/reintegration.

6. Housing Linkage

   There was discussion about Berkeley options and Volunteers America. Not clear on the details. BPF: Reentry/Reintegration.

7. Moral Recognition Therapy (MRT)

   Members commented that this program could be very helpful in making reintegration more successful. More work needed to identify resources to provide for this program inside. BPF: Reform

8. Domestic Violence Resources/Programs etc.

   Members suggested that a weekly session on every jail unit relating to Domestic Violence be part of the regular activities schedule. Session for all inmates, not just those charged with domestic violence. BPF: Activity/Reform

9. Programs/Speakers on their experiences about incarcerated parents

   Reference was made to Alameda and San Francisco programs that might be a model for a similar program in San Mateo. BPF: Activity

10. Point of Entry assessment of Family Needs

Strong support from subcommittee members for such an assessment. There was also some discussion about a personal assessment of a new inmate to determine a plan of action and programing while incarcerated (e.g. education, addiction, employment). BPF: Activity; possibly Reform.

11. Pre-release class 90 days before release about available resources upon release

    While there was support for this activity in connection with item #1, the timing of the class might need to be adjusted because of the mix of un-sentenced and sentenced inmates and credit for time served. BPF: Activity and Reentry

There were several other areas discussed relating to Program Recommendations that were not on the Group's template:

1. Community Service Component

   Perhaps as part of the Pre-release class, a discussion with inmates about the restorative justice aspect of giving back to the community in a constructive way.

2. Expungement Information made available after inmates are released

   Possible providers of this service and legal limitations need to be further explored.

Mention of a Job Fair event initiated by Supervisor Rose Gibson was also made. Details to follow.

Jail Programming & Education

Jail Programming

Education Subcommittee

Results and Recommendations from the Jail Programming Education Sub Committee

Background

Members represented
-San Mateo Board of Education
-Project READ-Redwood City
-Cañada College
-Notre Dame de Namur University

All with professional experience and knowledge
-Pre-kindergarten, ages 0-5
-K-12
-High School
-Community college
-University levels

Recommendation

Education is one of the key factors for imprisoned adults to have the opportunity to make a successful transition into the mainstream public when they are released from jail; obtain skills to seek and hold employment opportunities for themselves and provide for their families; to minimize reliance on governmental resources; and to avoid recidivism.

Strategy

Leverage and support community organizations skilled in the area of education to provide skill and interest assessment; literacy skill building academic and vocation training; personal life skills; determination of resources and financial opportunities to complete one's education; career counseling; and mentoring counseling.

Utilizing Proven & Successful *Community Resources*

Working in tandem and continuously, Project Read, the San Mateo County Board of Education, Success Through Education Program (STEP), Cañada College, and other organizations and education institutions would provide on-going educational assessment and opportunities.

Success Through Education Program

STEP will provide to inmates while incarcerated assessment of skills and interests for vocational or educational pursuits; personal financial education; academic advising; and educational financial aid funding resources information.

Success Through Education Program

STEP's focus is to identify, establish, and drive education and training opportunities, support, mentoring and programs to meet the needs of adults in and out of incarceration returning to the workforce.

G.E.D.

San Mateo County Board of Education provides the General Educational Development Test (G.E.D.) for people who did not graduate from high school but would like to obtain a certificate equivalent to the traditional high school diploma.

G.E.D.

The G.E.D. tests knowledge in five subject areas and can be given in English, Spanish, or French with special editions available for the legally blind; as well as modifications for learning or physically disabled students.

Project READ - Redwood City

Project READ-Redwood City is an innovative intergenerational program bringing literacy to adults, youth and families in the community. Their programs include:

-One-on-one tutoring for youth and adults
-Small group instruction
-Programs for inmates in the San Mateo County Jails: Poetry, Nonviolent Parenting, college-accredited Tutor Training, and other workshops

Project READ-Redwood City

Established in 1987, Project READ is a free, volunteer-based literacy program serving adults, children and families.

They are a four-time award-winning organization with programs designed to break the cycle of illiteracy by surrounding families with literacy services that promote education and life-long learning.

Project READ-Redwood City

Project READ is currently and has successfully been providing services within the San Mateo County Jails.

Cañada College

Cañada College in Redwood City, as well as other San Mateo County College District institutions, have been successfully providing career and technical educational training, certificates, and two year college degrees to adults in the county.

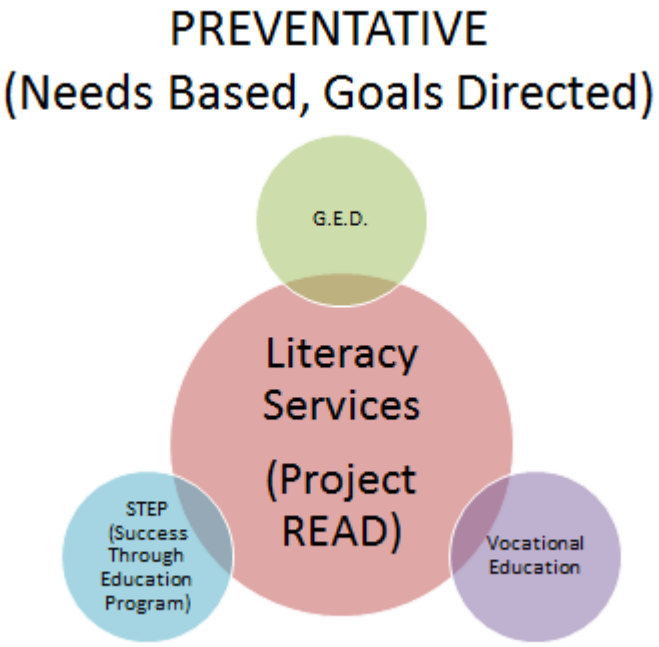
Cañada has partnerships with state and private colleges and universities which provide four year degree programs.

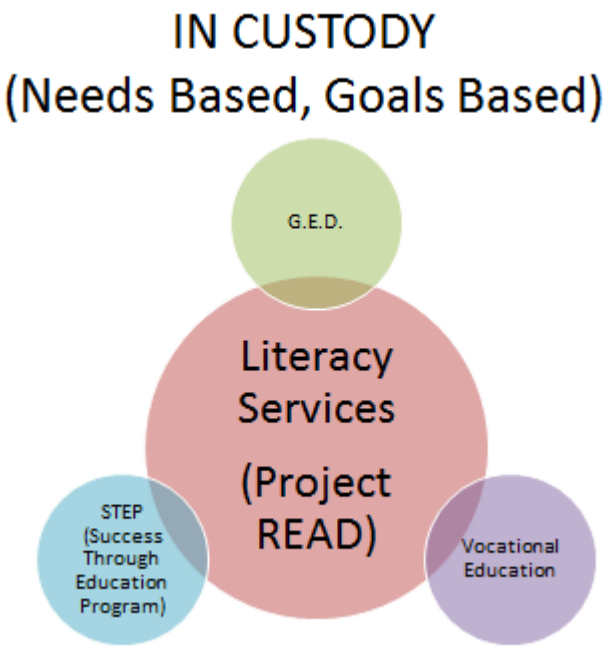
Success Through Education

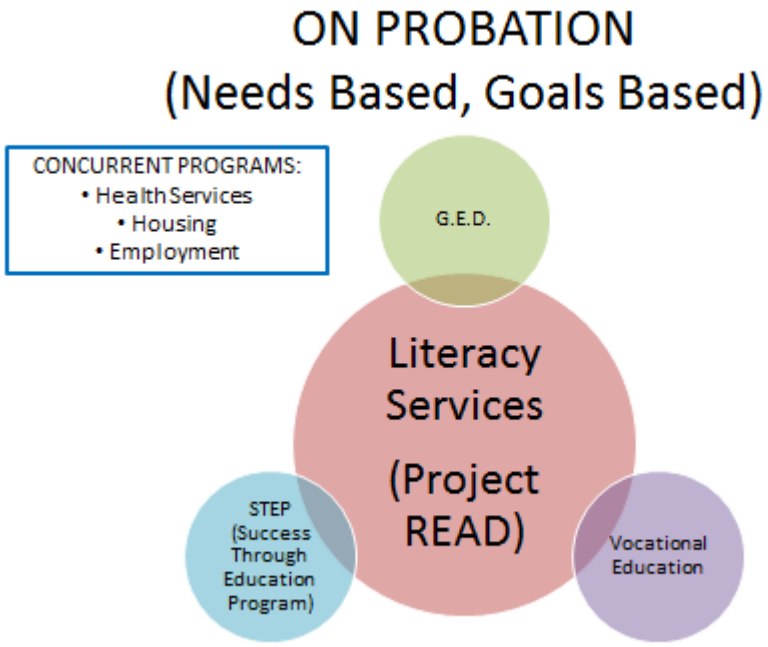
STEP will provide mentoring through its 4,000 plus adult, alumni network which will mentor on a one-on-one model, committing to assist current and former inmates through college/university pathway towards educational two and four year degree completion.

Continuum of Partnership

In order to ensure continued success, there needs to be a continuum of partnership between organizations such as Project READ, San Mateo County Board of Education, the San Mateo County College District, STEP, the San Mateo County Sheriff's Department and other community resources to meet and fulfill the needs of the previously incarcerated and to reduce recidivism.


PREVENTATIVE
(Needs Based, Goals Directed)
G.E.D.
Literacy Services
(Project READ)
STEP (Success Through Education Program)
Vocational Education


IN CUSTODY
(Needs Based, Goals Based)
G.E.D.
Literacy Services
(Project READ)
STEP (Success Through Education Program)
Vocational Education


ON PROBATION
(Needs Based, Goals Based)
CONCURRENT PROGRAMS:
• Health Services
• Housing
• Employment
G.E.D.
Literacy Services
(Project READ)
STEP (Success Through Education Program)
Vocational Education