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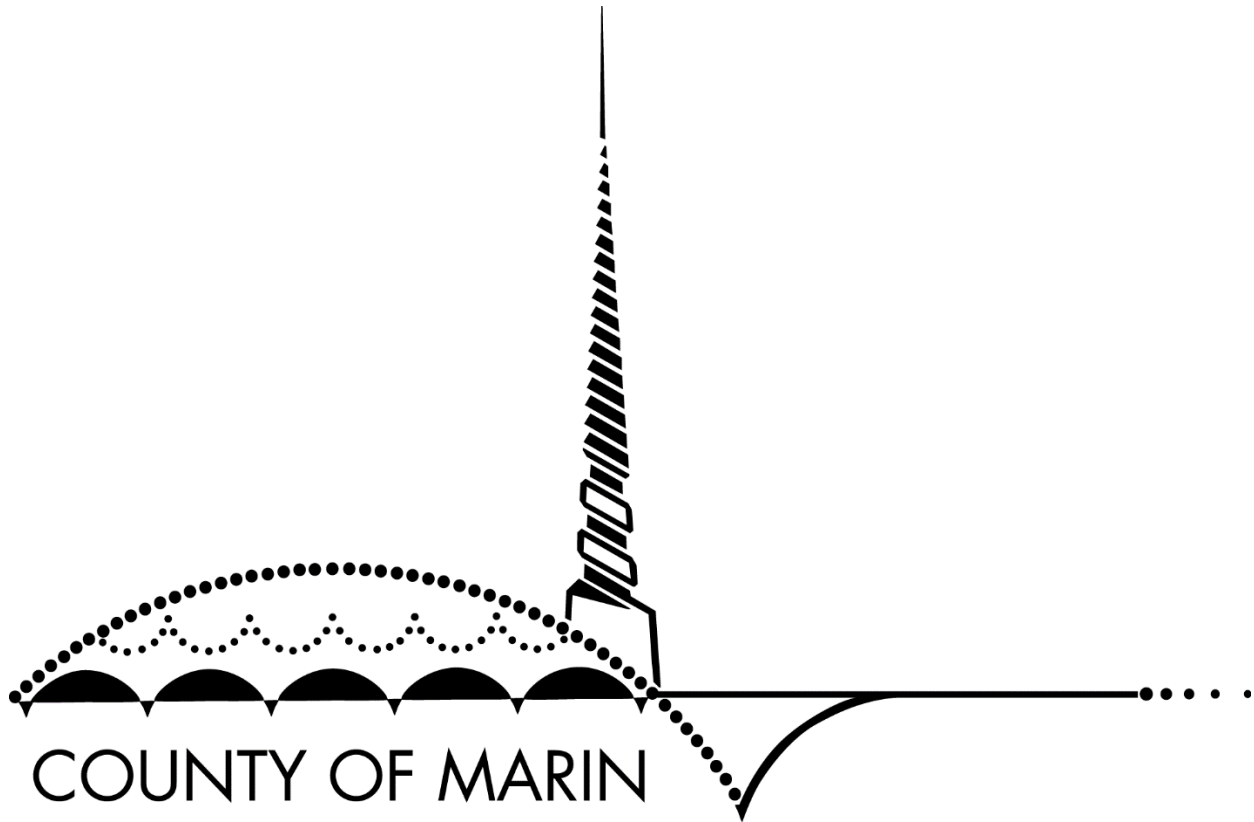
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MARIN COUNTY PROPOSITION 47 SERVICES

Forging a new path out of the criminal justice system



Two-Year Evaluation Report

Prepared for the Board of State and Community Corrections by:

Marin County Behavioral Health & Recovery Services

Marin County Proposition 47 Local Advisory Committee

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Executive Summary

PROJECT DESCRIPTION & ACCOMPLISHMENTS

Marin County's Proposition 47 program is a care coordination program for individuals with low-level criminal charges and behavioral health disorders. This includes a focus on linkages to mental health and substance use treatment, housing, public benefits, and social supports. Eligible clients include Marin County adult residents with low-level charges and behavioral health disorders.

The program has goals to improve compliance with court requirements, reduce criminogenic behaviors, and interrupt the cycle of re-arrest and re-incarceration for our target population. This program has two components.

- First, we utilize 1.5 FTE Justice Care Coordinator (JCC) on-site at the Marin County Superior Court and in the community to meet clients, complete intake assessments, and to provide short-term case management to help link clients to services.
- Second, in partnership with the St. Vincent de Paul Society of Marin, we operate a five-bed supported living home providing transitional housing (1 year) for women at risk of homelessness who need behavioral health treatment.

Project Accomplishments include:

- The Local Advisory Committee met quarterly to support implementation of services,
- Secured the rental of a five bedroom house,
- Hired 1.5 Justice Care Coordinators,
- Created a custom database to track client services and progress,
- Established three mechanisms for referrals to the program,
 - Pathways Mental Health Court
 - General Misdemeanor Court
 - Marin Community Court
- Assessed 75 individuals and enrolled 55 clients from August 2018 through June 2019.

PROGRESS TOWARDS GOALS

Goal 1: To help repeat offenders improve their lives and exit criminal justice system involvement

- Provided 129 referrals for behavioral health and public benefits services.
- Saw improvements in quality of life measures including legal status, access to services, mental health, substance use, physical health, access to food, support services and life skills.

Goal 2: To reduce homelessness in our population of focus.

- Placed four women in the Proposition 47 House.
- Provided 37 referrals for housing support in the community.



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Goal 3: To reduce criminal behavior in our population of focus.

- Reduced by 54% the number of days in jail 180 days pre- and 180 days post- entry to Proposition 47 services.
- No new convictions for misdemeanor or felony offenses in Marin County for clients who successfully completed Proposition 47 services.

Above and beyond these client outcomes we saw substantial change in how the justice system responds to clients with behavioral health issues as well as strengthened collaboration between criminal justice partners and behavioral health and recovery services staff.

CHALLENGES & RESPONSES

- We experienced challenges in the hiring of JCCs which delayed implementation for one year.
- Referrals to the Women's Proposition 47 House have been slower than expected and has impeded filling all available beds.
- The number of client referrals to the JCCs has not been high enough to meet our target number of clients. In response we have expanded referrals from the general misdemeanor court and will begin working with community court.
- The Proposition 47 House unexpectedly lost its lease in early 2019, necessitating a move to another location which was managed seamlessly.
- As part of our grant proposal, we included funding to pay for health service fees and co-pays. Thus far, this funding has not been needed or utilized.



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Project Description

PROJECT OVERVIEW

Marin County's Proposition 47 program is a care coordination program for individuals with low-level criminal charges and behavioral health disorders. This includes a focus on linkages to mental health and substance use treatment, housing, public benefits, and social supports. Eligible clients include Marin County adult residents with low-level charges and behavioral health disorders.

The program has goals to improve compliance with court requirements, reduce criminogenic behaviors, and interrupt the cycle of re-arrest and re-incarceration for our target population. This program has two components.

- First, we utilize 1.5 FTE Justice Care Coordinator (JCC) on-site at the Marin County Superior Court and in the community to meet clients, complete intake assessments, and to provide short-term case management to help link clients to services.
- Second, in partnership with the St. Vincent de Paul Society of Marin, we operate a five-bed supported living home providing transitional housing (1 year) for women at risk of homelessness who need behavioral health treatment.

GOALS AND OBJECTIVES

The primary goals and objectives of the Proposition 47 program are to improve the quality of life for our clients, reduce the behaviors that lead to re-arrest and re-incarceration, and to stabilize criminal justice-involved adults in supportive housing. Our hope is that through these efforts, we will also realize an overall cost savings by reducing the number of individuals entering and exiting the criminal justice system and hospital emergency rooms.

Goal 1: To help repeat offenders improve their lives and exit criminal justice system involvement

Objectives: To improve court ordered compliance (i.e. showing up for hearings, appointments, services, and other court ordered activities) in our population of focus.

Goal 2: To reduce homelessness in our population of focus.

Objectives: To stabilize homeless, court-involved women with supportive housing and case management support.

Goal 3: To reduce criminal behavior in our population of focus.

Objectives: To use evidence supported programs and practices to reduce behaviors that lead to frequent contact with law enforcement, re-arrests and jail commitments, and increase behaviors that support long-term stability.

OUTCOMES AND INDICATORS

The short-term, intermediate and long-term outcomes that track to the above goals and objectives are shown in the logic model and include:



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Short-term:

- Clients receive the services for which they are eligible and are needed to stabilize their lives (JCC service units, referrals to behavioral health, physical health, social services, public benefits, housing, transportation, support etc.).

Intermediate:

- Clients have improved life functioning (change in scores on Self-Sufficiency Matrix)
- Improved court compliance which leads to completing court's requirements of their case (reduction in percent of occurrences of failure to appear, successfully complete Proposition 47 services)

Long-term:

- Reduced contact with law enforcement (arrests, jail days).
- Reduced recidivism for up to 36 months post completion (convictions in Marin County for new misdemeanor or felony charges).

DATA COLLECTION

The following sources of data informed the preparation of this report.

Service utilization – Marin County HHS created a Microsoft Access database to track client referrals, admissions, completion, services provided by the JCC, and referrals for services. This report includes data from the start of client admissions from August, 2018 through June, 2019.

Quality of life assessment - Quality of life measures are the mediating factors to achieve stability, complete court requirements and avoid future justice involvement. The Self Sufficiency Matrix assesses 25 client-oriented outcome scales through an interview conducted by the JCC with the client at initial assessment and at six-month follow-ups. Each of scale is scored from 0 (in crisis) to 10 (thriving).¹

Partner interviews – The evaluator conducted brief interviews with Marin County Behavioral Health & Recovery Services staff and criminal justice system partners to learn about the observed value of Proposition 47 services for clients, partners' work, as well as systems impact. Those interviewed included: two Justice Care Coordinators, BHRS Forensic Division Director, Jail Mental Health Supervisor, Pathways Court Judge, Chief Deputy District Attorney, Public Defender, Assistant Public Defender, Deputy Public Defender working with Misdemeanor Court, Probation Officer working with Mental Health Courts, Clinician from IMPACT full service partnership, Women's Proposition 47 House case manager, Executive Director of St. Vincent de Paul Society of Marin County, and San Rafael Police Department Mental Health Outreach Liaison.

Participant stories - One JCC client and the three current residents of the Women's Proposition 47 House submitted comments through their case managers on the impact of services from their perspective. All names included in stories are fictitious.

Jail days – The Marin County Sheriff's IT department reviewed records for client's days in jail 180 days prior to, and following enrollment in, Proposition 47 services.

Recidivism – The District Attorney reviewed records for convictions in Marin County subsequent to successful completion of Proposition 47 services.

¹ Self-Sufficiency Matrix: An Assessment and Measurement Tool Created Through a Collaborative Partnership of the Human Services Community in Snohomish County, revised August 1, 2010

MARIN COUNTY PROPOSITION 47 LOGIC MODEL

Problem Statement: County residents who have been arrested, charged, and/or detained by the criminal justice system and who have a history of repeat, low level offenses due to homelessness, mental health disorders, and in some cases co-occurring substance use issues, struggle to make and keep appointments or stay in treatment, even when required by the court. When these individuals are required to complete court-ordered activities or provide some level of restitution, the Judges and Prosecutors do not have the resources to assist, supervise or to track progress and compliance.

Goal 1: To help repeat offenders improve their lives and exit criminal justice system involvement.

Goal 2: To reduce homelessness in our population of focus.

Goal 3: To reduce criminal behavior in our population of focus.

INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES
<ul style="list-style-type: none"> • Court system partners (Judge, PD, DA, Probation, Jail Reentry Team and WPC) • Justice Care Coordinators (1.5 FTE) • County contracted behavioral health services • Other leveraged services: employment training, primary care services etc. • Behavioral health co-pays • 5 bed Women's Proposition 47 house with staff 	<ul style="list-style-type: none"> • Referrals to program: <ul style="list-style-type: none"> ○ Assess suitability of low level offenders for program ○ Refer 120 individuals a year to court-based JCCs • Case Management: <ul style="list-style-type: none"> ○ Describe services available to potential participant ○ Enroll participant and assess with Self Sufficiency Matrix ○ Jointly prioritize needs ○ Provide referrals and follow-up ○ Provide transportation as needed ○ Check-in with participant as needed • Housing Support: <ul style="list-style-type: none"> ○ Refer Proposition 47 House women to supportive housing units ○ Provide housing support to all other participants ○ Work with WPC case Managers for housing through WPC 	<ul style="list-style-type: none"> • Number of individuals referred to a JCC • Number of individuals that attend an initial screening with a JCC • Number of individuals that enroll and receive services from a JCC • Referrals to needed and prioritized services in the community as appropriate • Enrollments in substance abuse and/or mental health treatment • Screening for public benefits completed 	<p>Short-term:</p> <ul style="list-style-type: none"> • Participants engage in behavioral health services as needed • Participants receive appropriate public benefits • Participants receive other social services in the community as needed • Participants receive housing for which they are eligible <p>Intermediate:</p> <ul style="list-style-type: none"> • Improved court compliance • Completion of court requirements <p>Long-term:</p> <ul style="list-style-type: none"> • Reduced contact with law enforcement, arrests & jail commitments • Reduced recidivism for up to 36 months post completion



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PROGRAM SERVICES

Referrals & Admissions to Proposition 47 Case Management Services

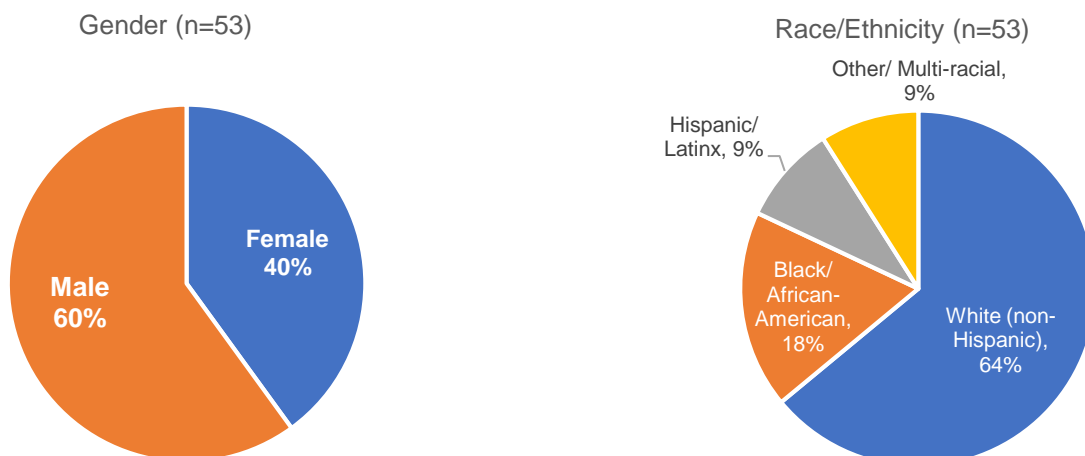
One of our guiding principles of the Proposition 47 program has been reducing barriers to accessing services. As such, referrals can be made to case management services provided by Justice Care Coordinators (JCCs) through several mechanisms. These include the following:

1. *Pathways Mental Health Court*: The Marin County Superior Court operates an adult mental health specialty court, called Pathways, on a weekly basis. All individuals in Pathways who meet eligibility criteria are referred for Proposition 47 services. This occurs through a weekly pre-court collaborative meeting with the mental health court Judge, District Attorney, Public Defender, Sheriff's Jail Reentry Team, WPC business unit team, and Health and Human Services (HHS) staff. Referrals from Pathways Court began August, 2018.
2. *General Misdemeanor Court (Courtroom M)*: Referrals for individuals seen in the general misdemeanor court typically come directly from the representing Public Defender who calls or emails our lead JCC to alert her of a potential client. Referrals can also come from the Judge, District Attorney, Probation, or a self-referral. Referrals from Courtroom M began March, 2019.
3. *Marin Community Court*: In collaboration with the Marin County Superior Court, San Rafael Police Department, the City of San Rafael, and the District Attorney's Office, Proposition 47 services recently expanded to the Marin Community Court. This is a community-based court for individuals cited for quality of life crimes. Proposition 47 JCCs will attend the weekly court sessions and take referrals and provide services on the spot. Referrals from Marin Community Court are anticipated to begin in August 2019.

Seventy-five individuals were referred to the JCC for assessment, and 55 (73%) were found to be eligible and agreed to accept Proposition 47 case management services. This includes three individuals who were referred for Proposition 47 services twice. Two of these enrolled twice and one enrolled once resulting in 53 unique individuals served in the program.

Demographics

Sixty-percent of clients identified as male and 64% as White, not Hispanic. The average age of clients is 42.3 years.

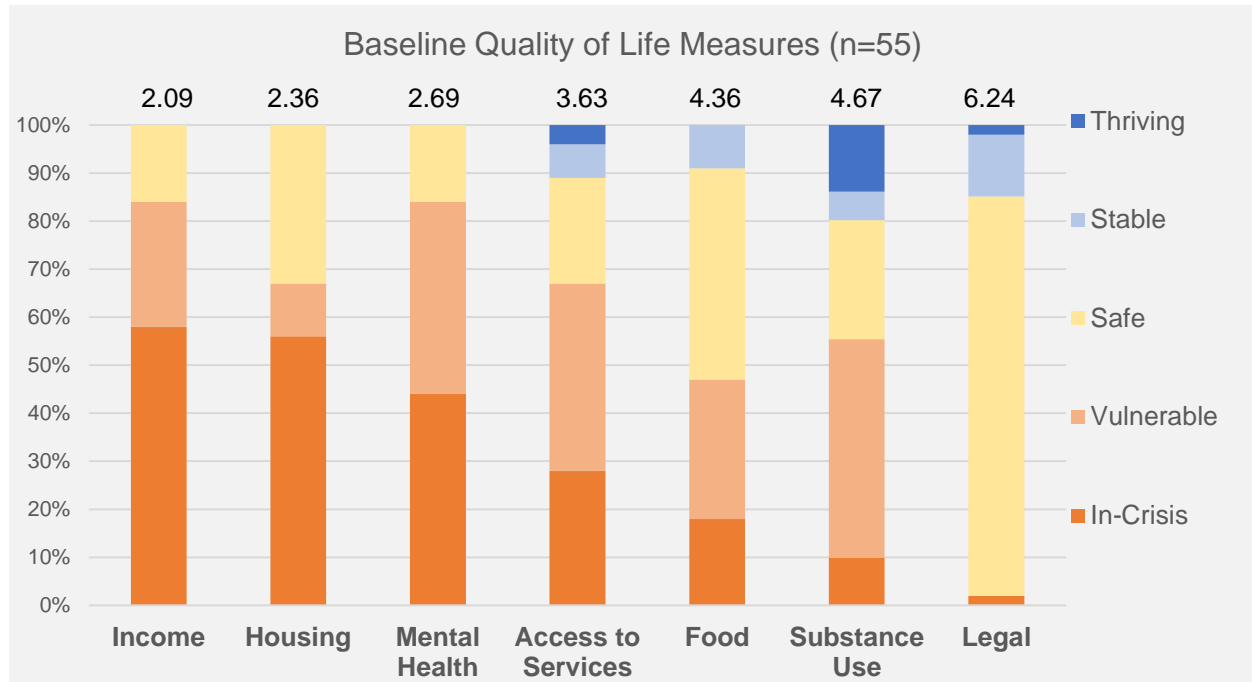


The majority of clients, 70%, were diagnosed with a serious mental illness and 21% were diagnosed with a mild to moderate condition. Sixty percent have a substance use issue. (Demographic data are based on the 53 unique individuals at first enrollment in Proposition 47 services.)



Needs Assessment

JCCs complete the Self-Sufficiency Matrix as part of the assessment process. The figure below shows the baseline average scores and benchmark levels for clients who enrolled in Proposition 47 services for the most frequent client identified priority issues. The majority of clients are in-crisis or vulnerable in terms of income, mental health, housing, access to services and substance use and nearly half also experience food insecurity. The great majority are in the safe benchmark for legal issues meaning that they are responding to and receiving assistance on legal issues. The goal of case management is to provide support and refer clients to services that will assist them move to a high benchmark level.



* Benchmarks and corresponding average scale scores: In-Crisis (0-2), Vulnerable (3-4), Safe (5-6), Stable (7-8), Thriving (9-10).

Services Provided by Justice Care Coordinators

As we have several different venues for providing JCC services as part of the Proposition 47 Program, our JCCs support the various Courtrooms in different ways. For example, the Pathways Mental Health Court provides comprehensive Court oversight for individuals with behavioral health disorders and low-level criminal offenses. Defendants are expected to spend at least six months in the Court, with regular (often weekly or biweekly) court appearances. For these clients, the JCCs are actively engaged in making referrals to mental health and substance use services, providing transportation when needed, liaising with existing service providers, coordinating services with the Jail Reentry Team, WPC, and the County Recovery Coach assigned to the court and regularly reporting back to the Court in both pre-Court meetings and in open Court about clients' progress and compliance with Court requirements.

In contrast, the general Misdemeanor Courtroom experiences a high daily caseload with relatively few appearances by each Defendant. The services provided by JCCs are typically short term, often single referrals to housing or public benefits, or brief case management designed to link clients to other services and sometimes includes continued support and transportation.



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Our newest service, the Marin Community Court, is expected to launch in August of 2019. This Court is time-limited and aims to provide alternatives to fines or incarceration for Defendants. In this Court, JCCs will be on-site to provide intake assessments and immediate referrals to services. JCCs will assist with court-ordered requirements such as mental health or substance use treatment.

Care Coordination: The behavioral health and recovery based JCCs bridge communication of service providers with criminal justice partners for the benefit of both clients and targeted case management staff. An externally based service provider cannot bill Medi-Cal for services provided while the client is in jail, so the JCC can step into that support role. After admission to Proposition 47 the JCC collaborates regularly with targeted case management staff regarding how Proposition 47 clients are doing. She is another pair of eyes and ears and thus creates a bigger team to support the individual. She also clarifies the directions of the court, reinforcing consistent messaging and accountability. There tends to be more follow-through on the part of the client as the suggestions of the judge regarding treatment carry more weight than if only made by the service provider. At the same time, the court involvement holds the system of care accountable to pay attention to the client.

Support: JCCs provide support to the client while in custody and when they are in the community. While providing services the JCCs also teach clients how to access resources on their own. One client was experiencing extreme anxiety because upon release from jail, they did not have any food. The JCC located a food pantry that was open and provided transportation, allowing the client to secure food for the next week and thus focus on additional areas of their life. The JCC then showed the client where the food pantry closest to where they lived was located so they could obtain food in the future.

Referrals for services: During the process of assessing potential clients' needs, the JCC begins to develop a case plan. The JCC will identify resources within the county to make referrals for services. Sometimes over the course of services multiple referrals will be made for an individual. The largest number of referrals are for mental health services.

	Referrals	Accepted for Service
Mental Health	52	39
Housing	37	25
Substance Use	35	21
Targeted Case Management	28	22
Public Benefits	14	11

Completion of Proposition 47 Services

Individuals may be referred by the court to the Proposition 47 JCC for case management services that range from obtaining a referral for one service (e.g., enter a shelter, see a medical provider), to enrolling in behavioral health treatment, to ongoing support for six or more months. In addition to meeting the minimum court requirements for which they are referred to the JCC, it is our hope that they will additionally accept services as identified through a strengths and needs assessment (Self Sufficiency Matrix) with the goal of increasing long-term stability. Successful completion of JCC services signifies that they have engaged in case management services, accepted referrals and support, and satisfied the requirements set by the court for which they were referred to the JCC. Clients may be disenrolled from JCC services after six months of non-contact.



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Successful completion of JCC services: 1) Completed an initial strengths and needs assessment interview leading to creation of a case plan; and 2) Accepted referrals and engaged in or obtained services, which may include ongoing JCC support and monitoring, and 3) Satisfied court requirements for which individual was referred to JCC.

Unsuccessful disenrollment from JCC services: 1) Refused services/referrals or contact with JCC after enrolling in services and signing consent form; or 2) Moved out of county prior to completing court required services for which JCC was providing assistance; or 3) Acquired new felony criminal charges that preclude continued involvement with Proposition 47 services.

When clients complete Pathways Court, the judge will often dismiss the charges as well as dismiss fines and fees. Clients have expressed great relief at not continuing to owe money and instead being able to use their resources for food and shelter. With the lifting of criminal charges and debt to the court, they are able to build on the stability achieved through the Proposition 47 case management services and get their lives back together.

Services Provided by the Women's Proposition 47 House

The Women's Proposition 47 house, run by the St. Vincent de Paul Society of Marin, is a supportive living environment for women with justice involvement and substance use disorders who experience chronic homelessness when not otherwise incarcerated. The Women's Proposition 47 house promotes individual healing through positive peer group interactions, substance use treatment, and intensive case management. There is no cost to participants; residents develop their individual permanent housing plans via a "Housing First" model while staying in the Proposition 47 House. The Housing First model is a national best practice with a high degree of positive outcomes. The goal for this program is that by obtaining housing and supportive services, women experiencing homelessness will show a sharp decrease in emergency room visits, hospital visits, crisis unit visits, and incarceration. The Women's Proposition 47 House offers an excellent opportunity for residents to develop and refine the necessary skills to maintain a safe, productive and fulfilling life.

Participants are referred to the Women's Proposition 47 House through the Marin County DA and Public Defender's Offices. Once referred, the Proposition 47 House Program Director interviews the candidate while in custody to determine if the candidate is an appropriate participant. The candidate is then given the opportunity to accept the Proposition 47 House program as an alternative to serving the remainder of her sentence. They then sign a plea deal which states that they are required to live in the Proposition 47 house for a minimum of one year, participate in an intensive outpatient substance use program, meet regularly with the Proposition 47 House Case Manager, meet regularly with their probation officer, attend regular house meetings, and follow all house rules. If a participant violates this agreement beyond reasonable expectations, they are at risk of being incarcerated and serving the remainder of their sentence. Once a participant has successfully completed the program the team holds a graduation ceremony, their case is dismissed, they are removed from supervised probation, and are supported through moving into independent housing.

The Women's Proposition 47 House has admitted four residents during the course of this grant. However, one woman exited the program within a few months due to chronic non-compliance with rules of the house.



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Project Performance

PROGRESS TOWARDS GOALS

Data on intermediate and long-term outcomes presented below are largely based on clients served in Pathways Court as this was the first referral mechanism put in place with this grant.

Goal 1: To help repeat offenders improve their lives and exit criminal justice system involvement

In addition to completing the Self-Sufficiency Matrix at program entry, JCCs conduct a follow-up assessment six months after entry into Proposition 47 services. The results below show the baseline and follow-up average scores and benchmark levels for the 17 individuals who enrolled in services at least six months ago and with whom we were able to conduct a follow-up assessment.

Clients, as a group, experienced improvements in all quality of life measures.

- *Legal* – At six months nearly all of the 17 individuals were stable (legal issues moving towards resolution) or thriving (legal issues fully resolved or dismissed). Clients were thus well on their way to exiting their current criminal justice system involvement.
- *Access to Services* – Barriers to obtaining services were greatly reduced from entry to follow-up.
- *Mental Health* – At baseline, the majority of clients experienced significant problems and difficulty caring for themselves. At follow-up, increasing numbers were at the safe benchmark, with fewer problems and making better choices.
- *Substance Use* – About one-half of clients were in vulnerable or in-crisis at initial assessment. This dropped to less than 20% at follow-up, meaning that for the group significant abuse of substances dropped.
- *Housing* – Three-fifths of clients were in-crisis in terms of housing at enrollment in services. While we did see improvements at six months this continues to be a problem area for many individuals.
- *Physical Health* – Although this was not the greatest need area at baseline, clients continued to have improved status, indicating that conditions were being better managed and more had health insurance coverage.
- *Income* – There was a small improvement at six months, though many clients continue to have inadequate income for meeting basic needs.
- *Food* – Access to food also improved somewhat, with the majority of clients at the safe or stable benchmark.
- *Support Service* – Through accessing services clients had increasingly reliable support systems.
- *Life Skills (setting goals & resourcefulness)* – Through Proposition 47 and other county targeted case management services to which clients were referred, they became increasingly able to set goals and be resourceful about meeting their needs.

Indicators of quality of life improved for the group of 17 clients for whom the JCCs conducted a six-month follow-up assessment.



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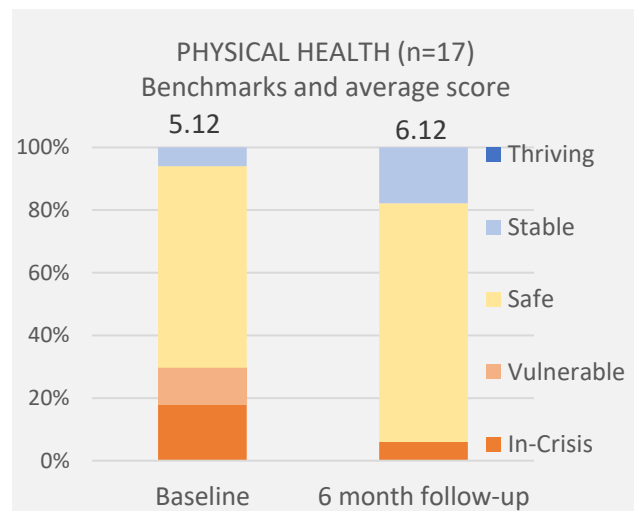
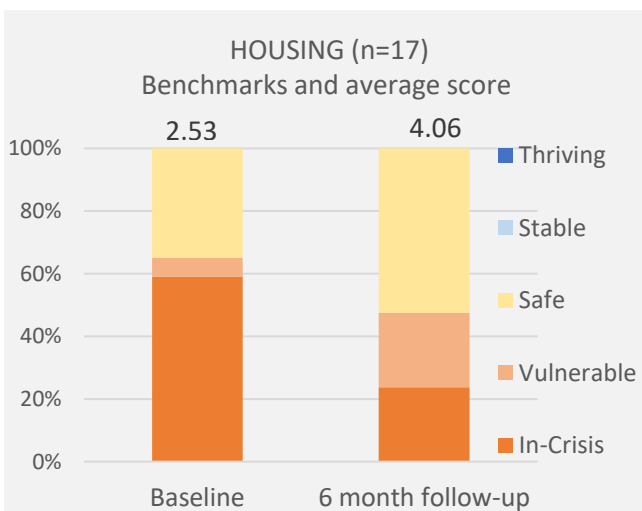
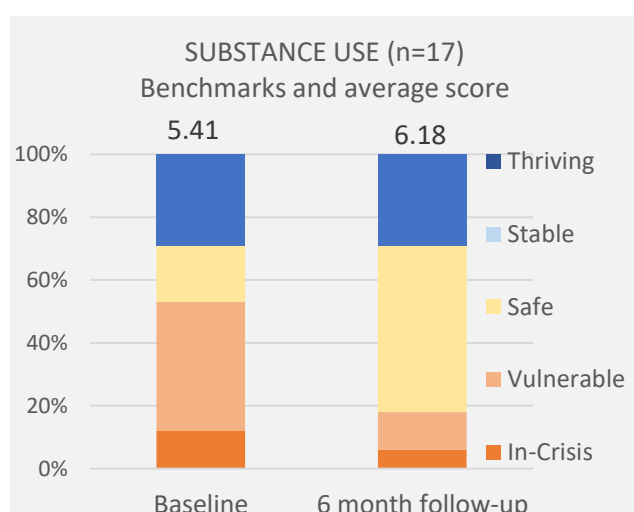
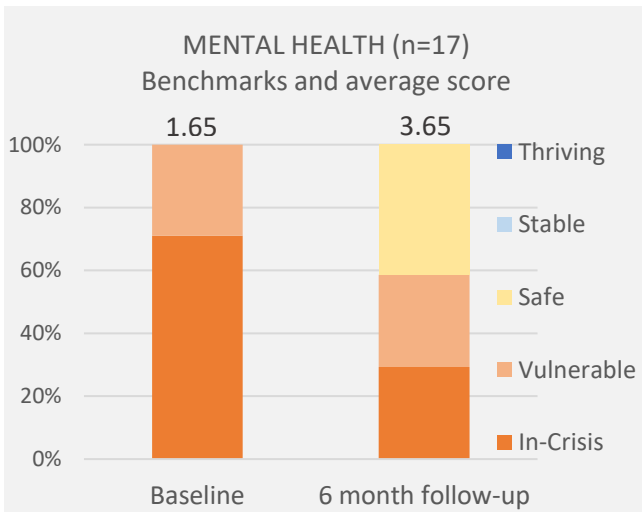
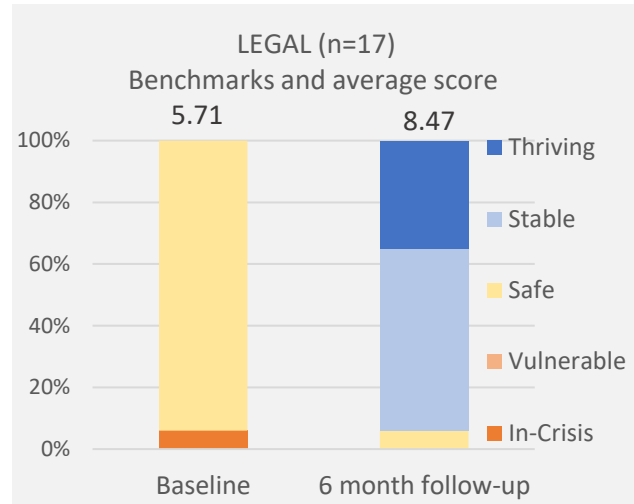
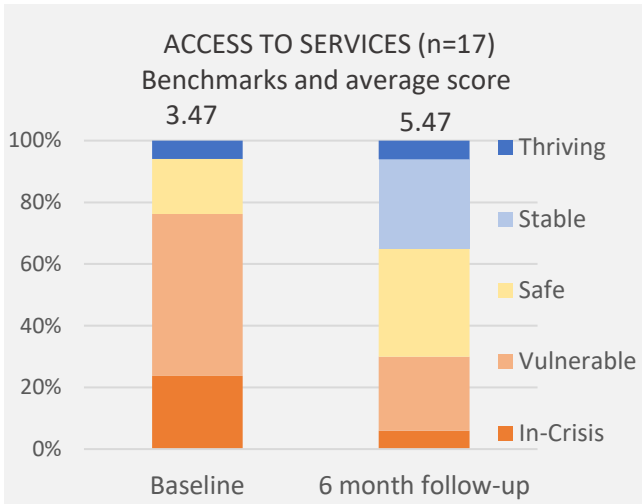
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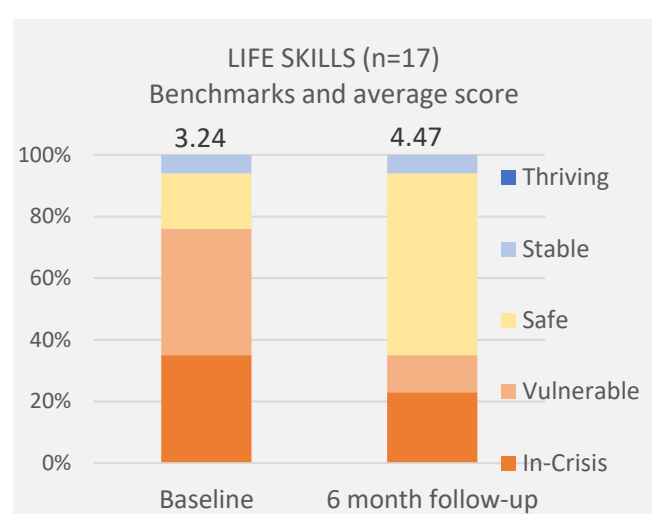
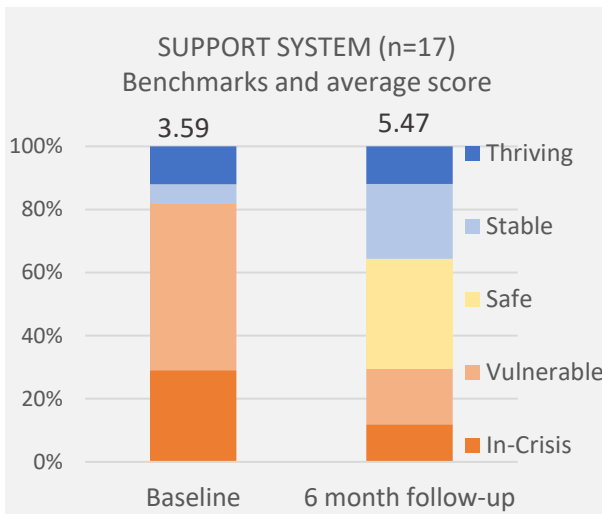
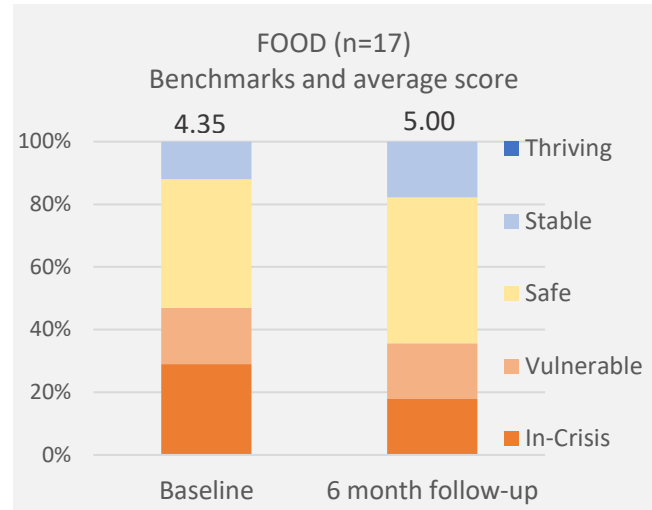
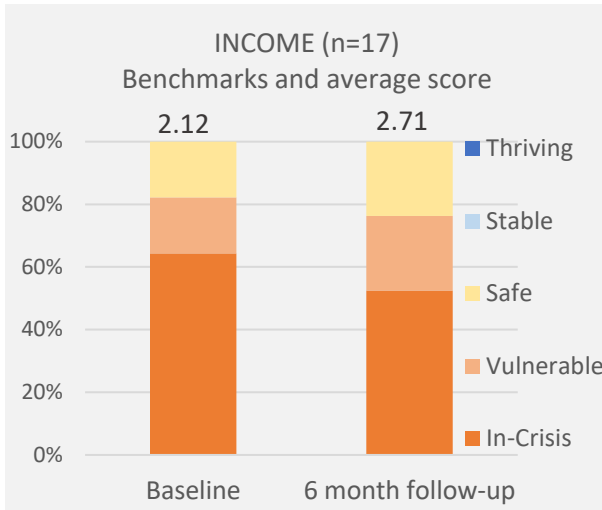
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These life improvements are attributed to prioritizing treatment over punishment as well as the team approach to converting findings from the JCCs assessment into a plan. The handoffs of clients from jail to the support of the JCC are seamless. The Public Defender interviews indicate that more people are making it into treatment from jail than before. “We are now seeing people who were suffering in the community with mental illness who have found themselves in a much more stable and happy place.” Multiple partners observed that clients are now productive members of the community instead of disruptive factors. They can better maintain themselves in stable shelter, participate in community supports, and in some cases maintain employment.

The client story below illustrates the benefits of providing support, case management and a team approach to addressing criminal justice involvement.



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PROPOSITION 47 CLIENT STORY

When Anne first started the Prop 47 program she was in custody at the Marin County Jail after being arrested on charges including shoplifting, battery, and disorderly conduct. She was homeless, had no income, used methamphetamine daily, and had never received treatment. After doing an initial assessment and report to the Court including a VI-SPDAT to determine vulnerabilities, Anne enrolled first in Prop 47 and then in Whole Person Care case management services. She was released to a 90-day treatment program, which she completed successfully. She moved to a transitional shelter where she enrolled in an intensive outpatient treatment program and participated in a 6-week culinary program. She graduated the culinary program and was hired at a local pizzeria, where she was promoted to a managerial position. She applied for and was approved to receive a Section 8 voucher through Marin County's Coordinated Entry program and Housing Authority. She goes to a psychiatrist and therapist regularly and has consistently stayed engaged with her providers and compliant with her medication. She has maintained relationships with a Prop 47 case manager, a recovery coach, and a housing case manager. She successfully completed 6 months in the Pathways court and is currently working with a probation officer for an additional 6 months of positive reinforcement. Anne says, "It got me going in the right direction with the support that I got. Pathways gave me a place to start and that's what I needed. Most people don't know where to start...It's hard work but it's worth the work. I am thankful to the whole team for believing in me, and for not giving up on me. They stuck it out with me."

Goal 2: To reduce homelessness in our population of focus.

The key objective of this goal is to stabilize homeless, court-involved women with supportive housing and case management. Three women are currently stably housed in the Women's Proposition 47 House. Moving women out of incarceration and into supportive housing in the community provides them with an opportunity to learn how to navigate life's challenges in a healthy manner. While living in the house they are also connected to mental health providers, substance use treatment and other services to help them on the path to stability

WOMEN'S PROPOSITION 47 HOUSE – CLIENT QUOTES

- *"This program has given me a chance to grow and change on my own. Knowing everyone around me is supportive but being able to make the right choices on my own has really helped me do the right thing instead of the wrong. All of my other programs had a curfew for when I had to be home which made me feel like I was being told what to do like a kid and made me want to screw off. This program lets me come home whenever I want as long as I stay the night at the house. Because of that I rebel less and end up making better choices."*
- *"I think the house is a great program for people who would like to change, work on their issues and rehabilitate. It is a relaxed safe environment to learn how to reenter society and great support systems."*
- *"I have had a very good experience participating in the CAJI program. Having safe, stable housing has made my work in recovery much easier and has given me an opportunity to achieve meaningful progress that I could not have done otherwise. In addition to housing, having a case manager for support and guidance has been invaluable. [case manager] has also provided connection to resources that have been a great help. I am very happy to have this opportunity to be part of such a life-changing program."*



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For the project’s JCC case managed population we have also seen some improvement in housing stability. There were 37 referrals made for housing, with 25 of these being accepted for services.

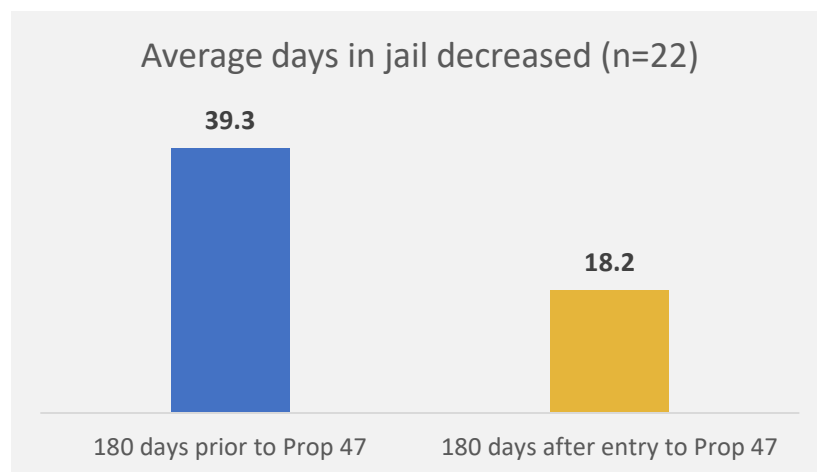
Goal 3: To reduce criminal behavior in our population of focus.

Days in Jail

We compared the number of days in Marin County jail 180 days pre- and 180 days post- entry to Proposition 47 services for the 22 clients who began services at least six months ago. The *total* number of days in jail decreased from 864 to 400. The *average* number of days decreased from 39.3 to 18.2. This represents a 53.7% decrease in jail days corresponding to substantial averted costs. These figures are for detentions in Marin County jail only and do not include cases where individuals were booked and released. Based on an average daily cost of \$225 per inmate per day, this reduction in jail days represents a savings to Marin County of over \$104,400.²

Days in jail decreased by 54%

Interviews with partners reveal that because individuals are able to obtain appointments for services requested by the court with the assistance of the JCC (e.g., anger management, substance use disorder treatment, mental health services) they are able to avert a violation for non-compliance. The JCC will assess clients while in custody and follow-up directly as they are released, increasing the likelihood of obtaining needed services. Due to the transportation assistance, they are also more likely to make it to their scheduled appointments. As one justice partner shared, **“We are able to provide wraparound services instead of wrapping a jail around somebody.”** These services are of great assistance to Probation Officers who seek to support clients’ success but whose responsibilities do not include transporting individuals to court or services.



² \$225 per day is based on a calculation provided by Marin County Sheriff Fiscal Services department for FY 2018/2019.



SUPPORT



UNITY



TRUST



EXCELLENCE

Recidivism

There have been no (0) new convictions for misdemeanor or felony offenses in Marin County for the 15 individuals who successfully completed Proposition 47 services between one and eight months ago. Two individuals acquired charges, but have not had a conviction post exit from Proposition 47 at this time.

There have been no new convictions in Marin County for Prop 47 program completers.

In addition to the clear benefits of reduced recidivism to individuals and the public, the lessened cycling through the jail and criminal justice system also improves morale of justice system staff including those working at the county jail.

MODIFICATIONS, CHALLENGES & RESPONSES

Marin County's Proposition 47 grant was originally funded in August of 2017. However, we experienced start-up and hiring challenges. We put out several Requests for Proposals for JCCs but were unable to identify qualified candidates after two rounds of RFPs. During a third RFP, we received recommendations for two candidates from our Jail Mental Health Supervisor and Public Defender's office, respectively, and were able to hire 1.5 FTE individuals to serve as JCCs. As such, we began providing Justice Care Coordination services in August of 2018. In consultation with the BSCC, we received a one year no-cost extension to allow for three years of program implementation. The Proposition 47 House experienced similar start up challenges. St. Vincent de Paul Society of Marin was able to secure a master lease on a house shortly after the grant was awarded in 2017; however, they did not receive referrals to the program for several months, and the first clients were enrolled in August 2018.

JCC services were originally implemented in the Pathways Mental Health Court. As this is an intensive Court serving a smaller number of participants, the referrals to our JCCs were somewhat limited. In March of 2019, JCC services expanded to serve the general misdemeanor Court (Courtroom M). This allowed us to serve more clients with mild-to-moderate behavioral health disorders, rather than the serious mental health disorders that predominate in Pathways Court. In August of 2019, JCC services are anticipated to expand yet again to serve individuals in the Marin Community Court.

The Proposition 47 House unexpectedly lost its lease in early 2019, necessitating a move to another location. The team from St. Vincent de Paul Society managed this move seamlessly, though did lose one bed of potential capacity from the house (from six to five). After some initial referrals in late 2018, these slowed down in 2019, leading to vacancies in the house. A collaborative meeting with the DA, Public Defender, HHS staff, and St. Vincent de Paul staff was held in May 2019 to clarify referral guidelines to the home. This included clarification that chronic alcoholism and recidivism are not required, though a substance use disorder is required, as well as consideration of mental illnesses and repeated involvement with the criminal justice system. Since this meeting, the number of women considered for a placement has increased but no women have accepted a placement referral to the home. This reveals the additional barrier that although they are offered the security of housing, women must make a significant commitment to live by the rules of the house for one year.



As part of our grant proposal, we included funding to pay for health service fees and co-pays. Thus far, this funding has not been needed or utilized. The vast majority of clients receiving justice care coordination services are on public benefits such as Medi-Cal, and no co-pays are required.

A number of factors have affected progress towards our goals of the Proposition 47 Program. In terms of positive impact, our collaborative relationship with criminal justice partners including the Superior Court, District Attorney, and Public Defender, as well as other HHS divisions such as Whole Person Care, have led to a productive referral and engagement process with clients, identification of appropriate services across the County, and retention in ongoing Court processes. The Pathways Mental Health Court Judge has tremendous knowledge in the area of mental illness and has been a great partner in launching this program. Additionally, our criminal justice partners have been key referral sources for clients for the Proposition 47 House and have identified ways to expand services, such as the Marin Community Court. Two JCCs were hired in August 2018, and have demonstrated a positive attitude and “whatever it takes” approach to serving clients. In March 2019, a Division Director dedicated to Forensic and Criminal Justice matters was hired into HHS, providing a central point person and administrative oversight of the Proposition 47 Program.

IMPACT ON SYSTEMS

There is increasing pressure on our legal system to address the limitations that people with behavioral health issues have navigating the criminal justice system and providing support to prevent the high level of recidivism with this population. This project brings together behavioral health resources and criminal justice partners in a team approach to address the needs of clients with the long-term goal of achieving stability and reducing behaviors that bring individuals in contact with the justice system.

Partners shared during interviews two surprising outcomes of this grant; the ways this project has so quickly bridged the criminal justice and health and human services systems, and the lasting impacts being created by this program. Partners have observed a philosophical and cultural shift away from ineffectual punishment and towards alternatives that support recovery. There is a growing understanding of the complexity of these clients’ lives. And there is the acknowledgement on the part of both the criminal justice and health and human services systems that change can happen through collaboration, flexibility and creativity. This work is happening in relationship and the resulting partnerships will carry the intent of and commitment for transformation forward on the ground and at the structural level; old boundaries are dissolving. For example, after having worked together at the table as a team to support Pathways Court clients, the Jail Mental Health Supervisor can now comfortably call the Deputy District Attorney to discuss a non-Proposition 47 client’s case. Marin County looks forward to the remainder of this grant as we continue to seek opportunities to leverage these dollars and find new ways to help clients.