

Work Group to Re-envision the Jail Replacement Project

Issue Brief: SIM Intercepts 4-5

A. Background

The upcoming work group meeting on August 12, 2016 will focus in part on Intercepts 4 and 5 from the San Francisco Sequential Intercept Model (SIM). The Technical Support Team (TST) drafted this issue brief to provide additional information on Intercepts 4 and 5 for the work group in preparation for the upcoming meeting.

Intercept 0: Community

Intercept 1: Law Enforcement and Emergency Services

Intercept 2: Initial Detention and Initial Hearing

Intercept 3: Resolution of Case

Intercept 4: Incarceration and Reentry Planning

Intercept 5: Reentry

This issue brief is intended to define Intercepts 4 and 5, describe key intervention points, and articulate potential strategies for work group consideration. For more information about the SIM model, the work plan, or the series of issue briefs, please see the Work Plan Overview available on the work group's website at <http://bit.ly/JRPworkgroup>.

B. Intercept 4 - Incarceration and Reentry Planning

Work Group Goal: Reduce the number of days that those who are sentenced to jail time and are eligible for release to an alternative program spend in custody.

Definition

Intercept 4 covers opportunities for planning efficiently and effectively for the safe reentry into the community of those who have been sentenced and are eligible to exit custody.

Key Events and Current Efforts

Several key services and processes in this intercept affect the efficiency and effectiveness of reentry planning and processing. This section outlines some of the current efforts employed within these services and processes to develop reentry plans and coordinate the safe release of individuals that are reentering the community post-sentencing.

Sentencing. A judge may impose a jail sentence at the conclusion of a case. Individuals that are sentenced to time in San Francisco's jails are regularly assessed in the following ways for release to an alternative program:

- The Sheriff's Department reviews the eligibility of sentenced individuals for participation in home detention or other alternatives to jail (such as electronic monitoring).
- Treatment providers from multiple agencies and community contractors under the supervision of the Department of Public Health, Adult Probation Department, and Office of the Public Defender may assess sentenced individuals and complete a referral if residential treatment is appropriate.

If a sentenced individual is deemed ineligible for available alternative programs based on their charges, flight history or behavior, or if there are no program openings, the individual may be required to serve the remainder of their time in jail.

Termination Date (TX date). The termination date, or “TX date,” is the day that a sentenced individual is scheduled to be discharged from in jail custody or from an alternative program. Issues sometimes arise that prohibit incarcerated individuals from exiting custody on their TX date. For example, if an incarcerated individual has a warrant in another jurisdiction, the Sheriff’s Department will notify the jurisdiction and must hold the individual for up to five calendar days for local area charges or seven for those jurisdictions outside of 500 miles.

Discharge Planning. Several in-custody programs and services are offered to incarcerated individuals to help prepare them for reentry into the community and connect them to providers on the outside upon release. These programs include:

- *Community of Veterans Engaged in Restoration (COVER)* - This program provides veterans with educational, vocational, and legal services. It uses a holistic, trauma-informed approach in working to reduce recidivism and heal the harm caused by the experiences of war, crime and violence.
- *Keys to Change* - This program focuses on each individual's capacity to change the behaviors that have led them to incarceration using cognitive behavioral therapy and restorative justice methods.
- *Resolve to Stop the Violence Project (RSVP)* - This program is a violence intervention and prevention program for men focusing on anger management, violence prevention, survivor impact and restorative justice.
- *Roads to Recovery* - A substance abuse treatment program for men that teaches reentry life skills and hosts recovery process groups. Case managers provide individual client counseling.
- *Sister in Sober Treatment Empowered in Recovery (SISTER)* - This program is for women and offers substance abuse treatment and behavior modification. It includes intensive programming, case management, re-entry planning, and drug treatment program referrals.
- *No Violence Alliance (NoVA)* - This program works with persons transitioning from the jails to the community. The mission is to significantly enhance public safety by ensuring that clients’ needs are met by a seamless system of support services when they return to the community. NoVA focuses primarily on high risk violent offenders with a charge of violence within five years or multiples arrests (four or more) within the last two years.
- *Reentry Pod* - The Reentry Pod is a 56-bed area of County Jail #2 that houses men who have 30 to 120 days left in custody. Deputy Probation Officers, in-custody program staff, and case management providers collaborate to plan for participant exits from custody. Their planning efforts include coordinating warm hand-offs to community-based providers and engaging clients in services offered by Adult Probation’s Community Assessment and Services Center (CASC).
- *Psychiatric Housing* - Roughly 7-14% of those incarcerated in San Francisco have a serious mental illness and may be housed in specialized psychiatric housing units throughout the jail system and are provided services by Jail Behavioral Health Services (JBHS). JBHS also runs Jail Reentry Services, a program designed to work with the most vulnerable populations in the jail to develop comprehensive reentry plans. JRS works closely with the jail staff and community providers to ensure continuity of care.

The Department of Public Health also supports reentry planning for vulnerable populations in jail. This support includes providing staff to the Collaborative Courts to conduct behavioral health assessments, completing referrals to residential and outpatient treatment programs, coordinating

care with existing providers, and coordinating with medical staff to support individuals with significant medical needs (such as dementia or pregnancy).

Case managers and social workers from the Office of the District Attorney, Adult Probation Department, and the Office of the Public Defender are also involved in discharge planning efforts.

Each agency involved in discharge planning operates distinct programs that coordinate reentry services for incarcerated individuals before they exit custody. No single department is responsible for leading inter-agency discharge planning efforts, although the Sheriff's Department has strived to fill this void and act as a coordinating body. However, the department's efforts may be thwarted when incarcerated people are sentenced to credit for time served and released before adequate reentry planning can occur.

Potential Strategies

The Technical Support Team developed a short list of potential strategies relevant to this intercept. The list below is not comprehensive, and the potential strategies mentioned are not necessarily endorsed by the Technical Support Team. The list is intended only to prime discussions about what strategies group members think should be the focus of further consideration and research.

Explore alternative sentencing strategies. The Courts have the legal authority to sentence people directly to probation with electronic monitoring, eliminating the need for sentenced people to spend time in custody awaiting release. The Courts have also approached the Adult Probation Department about requiring sentenced people to use post-release services provided by the Community Assessment and Services Center (CASC)¹.

Create an inter-agency and interdisciplinary discharge planning office in County Jail #1. While there are currently many unique efforts to develop reentry plans for incarcerated individuals, many incarcerated individuals do not exit custody efficiently because there is no single party coordinating a streamlined effort with existing city departments and community providers. A discharge planning office's responsibilities could include: clarifying TX date and time with relevant parties, developing discharge planning standards², and ensuring, as needed, a warm handoff³ of the incarcerated person to the identified service provider. A discharge planning office that begins planning for an incarcerated individual's exit immediately (i.e., upon booking in County Jail #1) could help to reduce the likelihood of future criminal justice contact.

Explore how to apply governor's Credit Earning Program in San Francisco. The Credit Earning Program, signed into law by the governor, authorizes the State to grant qualified inmates a reduction of their time of incarceration of up to six weeks a year by actively participating in and completing components of in-prison rehabilitation programs. This program is newly available for

¹ CASC provides on-site Adult Probation Department supervision and a wide range of community services.

² Such standards could include methods for assessing individual needs in community prior to release and documenting steps taken by jail staff and service providers to reflect a continuous reentry planning effort. The Substance Abuse and Mental Health Services Administration's GAINS Jail Re-Entry Checklist could serve as a starting point for developing these standards (see http://www.neomed.edu/academics/criminal-justice-coordinating-center-of-excellence/pdfs/sequential-intercept-mapping/GAINSReentry_Checklist.pdf to view this checklist).

³ A "warm handoff" connects a released person with an agreed upon service immediately upon exit from custody, and requires efficient coordination between custodial staff and the identified post release services provider.

use in county jails and it remains to be determined how and when it will be applied to incarcerated individuals in San Francisco.

Ideas from Work Group Member Interviews

Of the 33 members interviewed, 20 offered ideas relevant to safely supporting reentry into the community for those who have been sentenced and are exiting custody. These members focused on expanding opportunities for placement in alternatives to incarceration (such as residential treatment) and reentry support services (such as community programs and subsidized housing). Some ideas relevant to Intercept 4 are listed below.

Access to residential treatment

- Increase the number of residential treatment beds available for both substance dependency and mental health needs. A range of populations including Behavioral Health Court participants, and other people engaged in community reentry services are waiting to get into a residential program.
- Grant those exiting the jail system priority access to residential treatment beds in the community. Currently, people in jail and people in the community are on waitlists for residential treatment programs and neither group is prioritized over the other.
- Sentence more people to time servable in a residential or outpatient program instead of jail time.

Access to housing and reentry support services

- Increase housing capacity: shelter, transitional, supportive, and permanent housing.
- Expand available community mental health services, substance abuse health services, social services, and related community-based housing placements.
- Grant homeless or unstably-housed people leaving jail and community treatment programs priority access to existing subsidized housing.

Other Considerations

In the process of developing this issue brief, the Technical Support Team discovered several areas in which more data or information was needed but not available. Further research into these areas could yield additional promising intervention strategies.

- Do the Courts have the ability to transmit data to the Jail Management System and to Sheriff Department program staff such that agencies participating in developing reentry plans are notified immediately when a person's case is resolved? This type of notification would help agencies efficiently plan for a person's exit from custody.
- Could the Sheriff's Department share the responsibility of assessing eligibility for home detention with other agencies invested in reentry planning?
- How often are people being sentenced to time servable in a program when they could be sentenced to probation with electronic monitoring directly by the Courts?

C. Intercept 5 - Reentry

Work Group Goal: Deliver effective post-incarceration reentry services to support the health and well-being of the formerly incarcerated and reduce their chances of recidivism.

Definition

Intercept 5 covers the services that support post-incarceration reentry into the community and help to reduce recidivism rates among the formerly incarcerated.

Key Events and Current Efforts

Several key services and processes in this intercept support the effectiveness of post-incarceration reentry services. This section outlines some of the current efforts employed within these services and processes to provide sufficient services to individuals that are reentering the community post-sentencing.

Out-of-Custody Reentry Services. There are a number of reentry services in San Francisco available to formerly incarcerated persons. They include:

- *Case management* - Case management services are offered by a number of community providers (such as Voices on the Rise and Community Works) and justice-involved departments (such as the Sheriff's Department, Adult Probation Department, and Department of Children, Youth, and their Families). Additionally, the Department of Public Health has outpatient clinics with drop in hours for individuals to connect to behavioral health services.
- *Transitional housing* - The Sheriff's Department provides transitional housing coupled with intensive case management for participants in its No Violence Alliance (NoVA) program.
- *Clean Slate Program* - The Office of the Public Defender offers eligible justice-involved people the opportunity to remove arrests and convictions from their criminal records.
- *Restorative justice programs* - The Adult Probation Department contracts with the Insight Prison Project to provide these services.
- *Community resource centers* - The City contracts with a variety of nonprofits to provide community-based services to the formerly incarcerated.
- *Community Assessment and Services Center (CASC)* - Any justice-involved San Francisco resident, either of their own accord or through a program, can connect with the Human Services Agency at this center and enroll in healthcare, apply for food stamps and general assistance (or check enrollment status), access employment services, participate in Five Keys Charter School, receive cognitive behavioral therapy, and participate in a variety of process groups. Department of Public Health and Offender Treatment Program representatives are available at the center to assess Adult Probation Department clients for possible outpatient or residential treatment services.
- *Behavioral Health Access Center (BHAC)* - Located at 1380 Howard Street, the BHAC provides individuals with information on Behavioral Health Services, as well as assessments for substance use treatment. It is open Monday through Friday from 8:00am-4:00pm and includes a 24-hour hotline for mental health access.
- *Sheriff's Department Drop in Center* - Services available at 70 Oak Grove include Five Keys Charter School, Batterer's Intervention, Thinking for a Change, access to therapy and groups.
- *Sheriff's Department Women's Resource Center (WRC)* - The WRC provides services to women involved in the criminal justice system. These services include: case management,

education, employment assistance, therapies, anger management, and substance abuse treatment.

Reentry Council. This body has met since 2009 to coordinate local efforts that support adults exiting San Francisco jails, San Francisco juvenile justice out-of-home placements, the California Department of Corrections and Rehabilitation facilities, and the United States Federal Bureau of Prison facilities. The Council coordinates information sharing, planning, and engagement among all interested private and public stakeholders. Members of the Council include city departments, the Courts, and state and federal agencies, and its work is supported by the individuals and community stakeholders that serve on its subcommittees.

Potential Strategies

The Technical Support Team developed a short list of potential strategies relevant to this intercept. The list below is not comprehensive, and the potential strategies mentioned are not necessarily endorsed by the Technical Support Team. The list is intended only to prime discussions about what strategies group members think should be the focus of further consideration and research.

Create Reentry Navigation Center open 24/7. This center could serve homeless or unstably housed people exiting jail and people participating in post-release programs such as the Sheriff's Department's No Violence Alliance (NOVA) or Adult Probation's case management services. The center could provide some key services and resources: food, clothing, shelter, hygiene kits, pro-active collaboration with post-release case management programs and the Department of Public Health. The center could also provide case management for clients not receiving those services elsewhere. Finally, the center could house the San Francisco Pretrial Diversion Project⁴, whose work is well-aligned with the center's proposed functions.

Expansion of existing effective and evidence-based community reentry services. The City could conduct an inventory of programs that have a proven track record of providing evidence based reentry services, including those that have already been evaluated and found to be effective. In lieu of jail time, individuals could be allowed to enroll in these community-based programs that provide treatment, housing assistance, education, job training and other social services. Justice-involved departments could also collaboratively assess the effectiveness of their reentry case management services in an effort to strengthen their impact.

Ideas from Work Group Member Interviews

Of the 33 members interviewed, 10 offered ideas relevant to delivering effective post-incarceration reentry services and reducing recidivism rates among the formerly incarcerated. Some ideas relevant to Intercept 5 are listed below.

- Expand Navigation Center for individuals involved with the criminal justice system
- Allow churches to provide rehabilitative services
- Provide education for formerly incarcerated individuals
- Review current reentry programs: what is working and what isn't?
- Consolidate re-entry and social services and resources for at-risk populations and previous offenders, making them more accessible and well-staffed. This effort should be supported by a

⁴ The San Francisco Pretrial Diversion Project (SFPDP) runs out-of-custody supervision programs (such as Own Recognizance, Supervised Pretrial Release, and Court Accountable Homeless Services) that allow for eligible defendants to await the resolution of their cases out of custody. For more details about specific programs, visit sfpretrial.com.

committee or selected body to implement effective re-entry and violence prevention investments and services.

Other Considerations

In the process of developing this issue brief, the Technical Support Team discovered several areas in which more data or information was needed but not available. Further research into these areas could yield additional promising intervention strategies.

- Could a Navigation Center that provides safe passage from incarceration to reentry into the community also extend such services to individuals that are not residents of San Francisco?
- How often are people that violate the terms of home detention returned to custody? Are other interventions possible for such cases?
- There are individuals in San Francisco's jails that are incarcerated for short lengths of time known as "flash incarcerations" because they have violated conditions of Post Release Community Supervision (PRCS). There are other individuals who are incarcerated due to an outstanding warrant issued as a result of consistent technical violation such as not reporting over a period of time, and not complying with required treatment. The Adult Probation Department will continue to review flash incarceration and violation patterns and continue to understand how the tools can both assist with supervision and program success, as well as the parallel effort to reduce jail bed days.