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Chief Executive Officer's Letter Dated 2/14/2015

Chief Probation Officer's Letter Dated 4/14/2015 (See Revised Letter Dated 4/16/2015)

Chief Probation Officer's Letter Dated 4/16/2015 (Revised)



County of Los Angeles
CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 713, Los Angeles, California 90012
(213) 974-1101
<http://ceo.lacounty.gov>

SACHI A. HAMAI
Interim Chief Executive
Officer

Board of Supervisors
HILDA SOLIS
First District

MARK RIDLEY-THOMAS
Second District

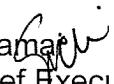
SHEILA KUEHL
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

February 24, 2015

To: Supervisor Michael D. Antonovich, Mayor
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe

From: Sachi A. Hamai 
Interim Chief Executive Officer

**REPORT BACK REGARDING ASSEMBLY BILL 109 UNFUNDED POSITIONS
(ITEM NO.S-1, AGENDA OF JANUARY 27, 2015)**

On January 27, 2015, at the request of Supervisor Michael D. Antonovich, the Chief Executive Office (CEO) was directed to report back on Assembly Bill 109 (AB109) regarding the following: current status of unfilled positions; budget and fiscal reimbursement process when positions are not filled within a certain timeframe; policy on reserve funding; and current budgetary deficit, specifically in the Probation Department (Probation).

Status of Unfilled Positions

The following table summarizes the status of unfilled positions for AB109 operations:

"To Enrich Lives Through Effective And Caring Service"

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FISCAL YEAR 2014-15 DEPARTMENT STAFFING	Approved Budgeted Positions	Filled Positions (as of February 10, 2015)	Vacant Positions
Alternate Public Defender	6	6	0
Auditor-Controller	1	0	1
Board of Supervisors	1	1	0
District Attorney	18	14	4
Department of Health Services	50	37	13
Department of Mental Health	80	71	9
Probation	506	378	128
Public Defender	13	10	3
Department of Public Health	12	10	2
Sheriff	577	470	107
Total	1,264	997 (79%)	267 (21%)

The Board has approved a total of 1,264 County positions to manage the non-serious, non-violent, and non-sexual offenders (N3s) and Post-Release Community Supervision (PRCS) populations as of February 10, 2015. Out of this total, 997 positions have been filled, which translates to 79% of the total approved budgeted positions. There are a total of 267 vacant positions, of which 128 and 107 positions belong to Probation and Sheriff's Department, respectively.

AB109 Reimbursement Process

On March 14, 2012, the CEO established the attached Public Safety Realignment Reimbursement Process (Attachment A) which entails the following:

Departments submit AB109 claims to their respective CEO budget analyst for review by the 20th of the month following the end of each quarter as follows:

	Deadline to submit claims to the A-C
1st Quarter (Jul.-Sept.)	October 20 th
2nd Quarter (Oct.-Dec.)	January 20 th
3rd Quarter (Jan.-Mar.)	April 20 th
4th Quarter (Apr.-Jun.)	July 20 th

Each department uses AB109 billing rates that have been approved by the Auditor-Controller (A-C). A-C staff reviews claims to ensure reported costs and expenditures are State-allowable before transferring funds from the Local Community Corrections (LCC or AB109) trust account to the department's revenue accounts. Departments are responsible for maintaining supporting documentation (i.e., timecards, invoices, etc.) in case of an audit.

A department can only claim and seek reimbursement up to their AB109 budgeted allocation. If a department does not submit claims for or fully expend their AB109 budget, the unclaimed/unspent funds will remain in the LCC trust account. The savings are then set aside as reserves/contingencies. Conversely, when a department's expenditures exceed their AB109 budget, a policy decision must be made by the Board as to whether the overage can be paid out of the LCC trust account.

Therefore, in response to the Board's inquiry, when departments do not fill their AB109 positions within a certain time frame, the unused funds remain in the LCC trust account for reserves unless otherwise directed and/or approved by the Board.

AB109 Reserve Policy

On November 27, 2013, the CEO established the attached AB109 Policy Recommendations on Reserve Funding, Audits, and Program Evaluations (Attachment B). The policy provides that:

- The County establishes and maintains an AB109 reserve with a minimum funding level equivalent to three (3) percent of the AB109 budget.
- The reserve will be funded primarily by unclaimed AB109 allocations remaining in the LCC trust account at the end of each fiscal year.
- Current fiscal year revenue would be applied toward the reserve only if prior fiscal year savings were insufficient to maintain the minimum three (3) percent funding requirement; otherwise, current fiscal year revenue would be fully utilized for AB109 programs and services.
- Board approval is required to use reserve funds.
- Reserves funds may be used to a) supplement funding of an existing program; b) initiate a new pilot project; or c) reimburse departments for claims that exceeded their AB109 budget.

Probation's Budgetary Deficit

Probation has a total AB109 budget allocation of \$75,805,000 for fiscal year (FY) 2014-15. Of this amount, \$72,635,000 is the department's ongoing Base Budget, \$2,094,000 is one-time Prior Year Growth, and \$1,076,000 is one-time Reserve Funding.

Each department uses billing rates approved by the A-C. Departments were instructed to report their AB109 expenditures at "Direct Cost" and "Adjusted Full Cost" which is defined as follows:

- o Direct Costs are costs directly identifiable to the program or project, such as salaries, employee benefits, services and supplies.
- o Adjusted Full Costs consist of direct costs plus the applicable indirect costs calculated using Group II overhead rates developed for billing State and Federally reimbursed programs and/or State mandated programs.

During the first quarter of FY 2014-15, Probation's actual expenses, at the Adjusted Full Cost billing rates, were \$18,238,000 (Attachment C). For the second quarter, Probation's actual expenses, at the Adjusted Full Cost billing rates, were \$23,086,000 in ongoing funds (Attachment D) and \$1,868,000 for one-time start-up funds (Attachment E).

Probation's total claims to-date for the first and second quarters of FY 2014-15 is \$43,192,000, which is 56% of their budgeted allocation. If their spending pattern remains the same, they are projected to exceed their AB109 budgeted allocation by \$10,013,000 or 12%.

AB109 FISCAL YEAR 2014-15							
PROBATION'S DEPARTMENT - BUDGET VS ACTUAL CLAIMS							
	Budget	1st Quarter	2nd Quarter	YTD Expenditures	Year-End Projection	Variance	% Exceed
Base Budget	72,635,000	18,238,000	23,086,000	41,324,000	82,648,000	(10,013,000)	12%
Prior Year Growth	2,094,000	-	1,868,000	1,868,000	2,094,000	-	
Reserves	1,076,000	-	-	-	1,076,000	-	
	\$ 75,805,000	\$ 18,238,000	\$ 24,954,000	\$ 43,192,000	\$ 85,818,000	\$ (10,013,000)	

AB109 Billing Rates

The CEO developed the AB109 budget for each department based on direct costs only. However, departments submit claims and are reimbursed at the Adjusted Full Cost rate

which includes both direct and applicable indirect costs (i.e., department and countywide overhead).

The decision to budget based on direct costs only, and yet bill at the Adjusted Full Cost rate, was based on the following rationale:

- In 2011, all departments submitted budget requests (Attachment F) which far exceeded the County's projected AB109 allocation from the State.
- CEO developed a budget that was fiscally sustainable, supported mission critical programs and ultimately was in alignment with our projected AB109 allocation.
- Billing at the "Adjusted Full Cost" rate is allowable as funding received pursuant to AB109 is considered a State Block Grant. In addition, it demonstrates, on record, that the County's local AB109 programmatic needs are not being fully funded by the State.

Locally Approved Cost of Living Adjustments

The Board approved a 6% Cost of Living Adjustments (COLA) for County employees over an 18-month period beginning in FY 2013-14. However, during this same time period, the AB109 base budget allocation did not increase, but in fact experienced a slight reduction in overall funding. Probation, as well as other County Departments with AB109 programs, was required to absorb the COLA increases within their existing AB109 approved budget. In order to do so, Probation indicated they would hold approximately 64 AB109 positions vacant. If Probation was to fill all of their AB109 positions and continue with the current billing methodology (i.e., accounting for a 6% increase in salaries and employee benefits compounded at the Adjusted Full Cost rate), Probation's FY 2014-15 AB109 budget shortfall would increase to \$13,013,000 or 15%.

If you have any questions, please contact Sheila Williams, Public Safety Cluster, at (213) 974-1155.

SAH:JJ:SK
SW:AY:cc

Attachments

c: Interim Executive Office, Board of Supervisors
County Counsel



County of Los Angeles
CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 713, Los Angeles, California 90012
(213) 974-1101
<http://ceo.lacounty.gov>

WILLIAM T FUJIOKA
Chief Executive Officer

March 14, 2012

Board of Supervisors
GLORIA MOLINA
First District

MARK RIDLEY-THOMAS
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

To: Leroy D. Baca, Sheriff
Steve Cooley, District Attorney
Janice Y. Fukai, Alternate Public Defender
Sachi Hamai, Board of Supervisors
Dr. Marvin J. Southard, Department of Mental Health
Jerry E. Powers, Chief Probation Officer
Ronald L. Brown, Public Defender
Dr. Jonathan E. Fielding, Department of Public Health

From: William T Fujioka
Chief Executive Officer

Wendy L. Watanabe
Auditor-Controller

PUBLIC SAFETY REALIGNMENT REIMBURSEMENT PROCESS

In April 2011, the California Legislature passed Assembly Bills 109 and 117 (AB109/117) which transferred responsibility for supervising specific low-level inmates and parolees from the California Department of Corrections and Rehabilitation (CDCR) to counties. Pursuant to Assembly Bill 118, the State Department of Finance allocated the following amounts to Los Angeles County for fiscal year 2011-2012:

- \$112,558,273 or 31.8 percent of the total Statewide funding to offset the costs associated with low-level offenders (N3), post-release community supervision (PRCS), and parole violators;
- \$4,034,688 for the Departments of the District Attorney, Public Defender, and Alternate Public Defender to conduct probable cause/settlement and revocation hearings; and
- \$7,942,300 in one-time funding to offset training and start-up costs associated with implementing AB109/117.

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Since this funding stream is not constitutionally guaranteed, the AB109/117 budget is being developed on a quarterly basis. The first budget and staffing recommendations and the accompanying budget adjustment (BA) #028 was approved by the Board of Supervisors (Board) on October 11, 2011. The second quarter's budget and staffing and accompanying BA is tentatively scheduled for March 2012.

The Chief Executive Office (CEO) and the Auditor-Controller (A/C) have developed a billing methodology and an AB 109/117 claiming process. The billing methodology and claiming process was designed to ensure we have a method to track our expenditures and maintain a level of accountability of the funds. The departments are expected to report their expenditures at "Direct Cost" and "Adjusted Full Cost."

- Direct Cost – costs directly identifiable to the program or project (salaries, employee benefits, services and supplies).
- Adjusted Full Cost – direct costs plus the applicable indirect costs calculated using Group II overhead rates developed for billing State and Federally reimbursed programs and/or State mandated programs.

The AB109/117 Billing Methodology / Claims Process are as follows:

- Departments will be required to submit AB109/117 claims to their respective CEO budget analyst;
- Detailed supporting documentation (i.e., timecards, invoices, etc.) will be maintained by the department in case of an audit and/or inspection;
- CEO budget analyst will review the claim to ensure compliance with Board-approved budget;
- A/C staff will review claims to ensure reported costs and expenditures are State-allowable before transferring funds from the Local Community Corrections trust funds to the department's revenue accounts;
- Each department is to use AB109/117 billing rates that have been approved by the A/C;
- Claims will be reimbursed at full costs with departments also tracking direct costs; and
- A/C and CEO will issue special instructions for processing the fourth quarter claims to ensure it reflects accrued expenses and is processed within the timeframes necessary for book closing.

Claims submission will consist of the following:

- Department Cover Letter (Attachment I);
- Qualified Expenditures Certification form for ongoing expenditures (Attachment II);

Affected Departments

March 14, 2012

Page 3

- Qualified Expenditures Certification form for one-time expenditures (Attachment III);
 - Summary Worksheet of ongoing and one-time expenditures (Attachment IV); and
 - Budget Adjustment Worksheet (Attachment V)
- Claims should be submitted to the CEO budget analyst by the 20th of the month following the end of a quarter.

Departments are to track costs on a MONTHLY basis, but will submit claims for reimbursement on a QUARTERLY basis until the AB109/117 budget has been officially added to each departments' budget. Once the budget has been added, the claims will transition to a CERTIFICATION process.

If you have any questions, please contact your department's respective CEO budget analyst or Connie Yee of the Auditor-Controller's Office at (213) 974-8321.

WTF:WLW:GM
CY:SW:AHW:ilm

Attachments

PS Realignment Reimbursement Process.m.031412

(Department/Agency Letterhead)

(Date)

Dear xxxxx: (please address letter to your CEO budget analyst)

**2011 PUBLIC SAFETY REALIGNMENT (AB 109/117 OF 2011)
QUALIFIED EXPENDITURES CERTIFICATION
FISCAL YEAR 2011-12: XXX Quarter**

This is to report that \$XXX (\$XXX ongoing and \$XXX one-time) of the (Department/Agency's) qualified expenditures @ "Adjusted Full Costs" for the period of:

- First Quarter (July – Sept) Second Quarter (Oct – Dec)
 Third Quarter (Jan - March) Fourth Quarter (April - June)

The certification forms are attached.

Qualified expenditures may include but are not limited to:

- Staffing costs (salaries and employee benefits);
- Training;
- Software;
- Computer equipment;
- Communication equipment;
- General office supplies;
- Leases; or
- Contracts

Also, enclosed are schedules summarizing the qualified expenditures being certified by our Department, as well as a description of the services provided, items acquired, etc. The detailed supporting documentation for all amounts claimed is on file in our office and is available for inspection and/or audit at any time.

Please contact XXXX at (XXX) XXX-XXXX or via email at XXXXXX@xxx.lacounty.gov if you have any questions regarding this certification.

YOUR DEPARTMENT NAME
 2011 PUBLIC SAFETY REALIGNMENT (AB109/117)
 Summary of Expenditures @ "Adjusted Full" Costs
 [Period of Claim]

TOTAL LONG TERM FUNDING	
<i>Less: Actual Expenditures @ "Adjusted Full" Costs</i>	
1.	\$0
2.	
3.	
4.	
5.	
6.	
7.	
8.	
TOTAL EXPENDITURES	0
TOTAL AVAILABLE BALANCE	\$0

TOTAL ONE TIME FUNDING	
<i>Less: Actual Expenditures @ "Adjusted Full" Costs</i>	
1.	\$0
2.	
3.	
4.	
5.	
6.	
TOTAL EXPENDITURES	0
TOTAL AVAILABLE BALANCE	\$0



WILLIAM T FUJIOKA
Chief Executive Officer

County of Los Angeles CHIEF EXECUTIVE OFFICE

Kenneth Hahn Hall of Administration
500 West Temple Street, Room 713, Los Angeles, California 90012
(213) 974-1101
<http://ceo.lacounty.gov>

November 27, 2013

To: Supervisor Mark Ridley-Thomas, Chairman
Supervisor Gloria Molina
Supervisor Zev Yaroslavsky
Supervisor Don Knabe
Supervisor Michael D. Antonovich

From: William T Fujioka
Chief Executive Officer

Board of Supervisors
GLORIA MOLINA
First District

MARK RIDLEY-THOMAS
Second District

ZEV YAROSLAVSKY
Third District

DON KNABE
Fourth District

MICHAEL D. ANTONOVICH
Fifth District

AB109 POLICY RECOMMENDATIONS ON RESERVE FUNDING, AUDITS, AND PROGRAM EVALUATIONS (ITEM NO. 94-B, AGENDA OF OCTOBER 8, 2013)

On October 8, 2013, the Board of Supervisors requested a report on the Public Safety Realignment Act (AB109) policy recommendations for unspent funds at the end of future fiscal years, audits of expenditures and programs, and options for the ongoing evaluation of programs and services delivered by County departments and community-based organizations.

Since the implementation of AB109 in October 2011, the County has been in "start-up" mode with the focus on developing a funding allocation that supports additional custody capacity and new supervision and treatment/support services. It is only recently that AB109 custody and supervision populations have stabilized and, as directed by the Board, we can begin evaluating the fiscal and operational effectiveness of the AB109 programs. The following report recommends an AB109 Reserve Policy and provides the status of the fiscal audit and evaluation of AB109 programs.

AB109 Reserve Policy

The Auditor-Controller (A-C) has established trust accounts specifically for the remittance of AB109 funds from the State. Although AB109 funds are allocated to County departments, these funds remain in the trust accounts and are not distributed to the departments until the Chief Executive Office (CEO) and A-C approve claims for reimbursement for AB109 related costs. This AB109 claims process will continue to remain in place as a fiscal control.

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Our office recommends the County establish and maintain an AB109 Reserve with a minimum funding level equivalent to 3 percent of the current fiscal year's AB109 budget. The Reserve will be funded primarily by unclaimed AB109 allocations remaining in the trust accounts at the end of each fiscal year. Current fiscal year revenue would be applied toward the Reserve only if prior fiscal year savings were insufficient to maintain the minimum 3 percent funding requirement; otherwise, current fiscal year revenue would be fully utilized for AB109 programs and services.

Board approval would be required to use Reserve funds:

- During the fiscal year, a County department would submit a funding proposal to the CEO that justifies the need to supplement funding for an existing program or initiate a new pilot. The proposal would include program objectives, implementation timeframes and logistics, and measureable outcome(s) that demonstrate the program's value in promoting public safety. The CEO would recommend use of Reserve funds during a regular budget phase or through a mid-year Budget Adjustment.
- At the end of the fiscal year, a County department with total claims exceeding its AB109 budget allocation could submit a request to the CEO for reimbursement. The reimbursement could come either from the unclaimed fund allocations of other departments and/or Reserve funds. The CEO's analysis would ensure the minimum 3 percent Reserve requirement would be maintained for the following fiscal year. The CEO would recommend reimbursing a County department with unclaimed fund allocations and/or Reserve funds during the Supplemental Budget phase.

Departments would treat Reserve funds as one-time funds, so they would not be used to support new positions. In addition, the CEO could recommend the Board use the Reserve to fund multi-department and longitudinal evaluation studies of AB109, as discussed under the Program Audit section.

Unless directed otherwise, the CEO will proceed to implement this AB109 Reserve Policy.

AB109 Fiscal Audit Schedule

The A-C's Audit Division (Audit) is working with County departments to develop a fiscal audit schedule. Audit has initiated a preliminary review consisting of meetings with each department to obtain background information and documents related to AB109

programs and claims. The scope of the fiscal audits will be to 1) validate funds are being utilized for AB109 programs and populations, and 2) ensure adequate fiscal controls and checks are in place. Contractors and sub-contractors will be required to participate in the audit. The preliminary review will be completed by mid-January 2014. Based on the information collected, Audit will then consult with the CEO and the Board offices to develop a schedule for the actual audits.

During this fiscal year, the A-C received an initial ongoing allocation of AB109 funds to begin fiscal audits. Depending on the scope and audit schedule developed, the A-C may require an increased allocation of ongoing AB109 funding in subsequent years.

Program Evaluation Studies

To ensure an independent and objective evaluation of the County's AB109 programs, the Countywide Criminal Justice Coordinating Committee (CCJCC), in consultation with the CEO, has initiated a Request for Statement of Qualifications (RFSQ) for criminal justice research and evaluation services. The RFSQ will establish a Master Agreement list of vendors to provide consultant services encompassing:

- Evaluation of criminal justice and rehabilitative treatment programs to determine their efficacy in promoting public safety and reducing recidivism;
- Statistical analysis of crime and offender populations;
- Analysis, validation, and norming of criminal justice assessment tools; and
- Research and development of programs, policies, and practices.

The Master Agreement will be made available to all County departments and partner agencies to evaluate both AB109 programs and other criminal justice related programs. CCJCC will be releasing the RFSQ with the goal of presenting a Master Agreement for Board approval by February 2014.

Once the Master Agreement list is approved, the CEO and CCJCC will work with County departments to develop the Scope of Work for AB109 evaluation projects with expert consultants. The department(s) and expert consultants will be required to establish a reporting schedule to provide the Board with status updates of the AB109 evaluation project and the final report. We anticipate some evaluation projects will be short-term that begin and end within a fiscal year while others will be longitudinal studies evaluating the effect AB109 has on department operations, custody/supervision populations, the justice system, and the community over several years.

Each Supervisor
November 27, 2013
Page 4

County departments will be required to set aside funds within their AB109 allocation to support short-term department specific evaluation projects. In addition, CCJCC has set aside funds within its AB109 budget allocation for the evaluation of AB109 as a whole. The CEO will also consider proposals to use the AB109 Reserve to fund multi-department and longitudinal evaluation studies. Reserve funds could be reallocated to a new "program evaluation" line-item within the overall AB109 budget.

Should you have any questions, please have your staff contact Georgia Mattera, Public Safety Cluster, at (213) 893-2374.

WTF:GAM:SW
DT:ilm

c: Executive Office, Board of Supervisors
County Counsel
Auditor-Controller

2011 PUBLIC SAFETY REALIGNMENT (AB109/117)
 Qualified Expenditures Certification
 Fiscal Year 2014-15 [Quarter 1]
 [July to September 2014]

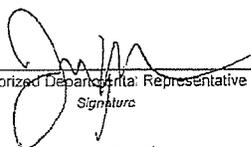
AB109 Reimbursement (GP1A) Revocation Hearings Reimbursement (GP3)
 I certify that the expenditures are accurate and allowable. The funds were spent in the following budget unit and appropriation account(s):

Fund	Department	Budget Unit	Unit	Appropriation Account	Final Adopted Budget	Adjusted Budget BA	Actual Expenses @ "Adjusted Full" Costs	Actual Expenses @ "Direct" Costs
A01	PB	17300	17620	1000	\$53,583,000		15,263,392.26	10,688,593.34
A01	PB	17300	17620	2000	19,052,000		1,474,127.41	1,474,127.40
Commitments:								
A01	PB	17300	17620	2000	0		1,500,068.29	1,500,068.29

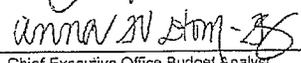
Revenue Offset

Total	\$72,635,000	\$0	\$ 18,237,587.96	\$ 13,662,789.03
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Adjusted Budget = Final Adopted (if there are no budget adjustments)


 Authorized Department Representative
 Signature

Chief Probation Officer 10/20/2014
 Title Date

Reviewed by: 
 Chief Executive Office Budget Analyst
 Signature

10-21-14
 Date

AUDITOR-CONTROLLER SECTION:			
Reimbursed Amount (Completed by A/C)	_____	Document ID	Date Processed
Balance Remaining (Completed by A/C)	_____		

2011 PUBLIC SAFETY REALIGNMENT (AB109/117)
 Qualified Expenditures Certification
 Fiscal Year 2014-15 [Quarter 2]
 [October to December 2014]

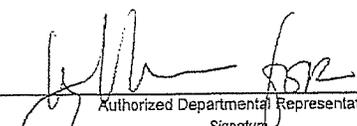
AB109 Reimbursement (GP1A) Revocation Hearings Reimbursement (GP3)
 I certify that the expenditures are accurate and allowable. The funds were spent in the following budget unit and appropriation account(s):

Fund	Department	Budget Unit	Unit	Appropriation Account	Final Adopted Budget	Adjusted Budget BA	Actual Expenses @ "Adjusted Full" Costs	Actual Expenses @ "Direct" Costs
A01	PB	17300	17620	1000	\$53,583,000		15,719,687.38	11,053,585.45
A01	PB	17300	17620	2000	19,052,000		2,865,077.22	2,885,077.22
Commitments:								
A01	PB	17300	17620	2000	0		4,501,380.98	4,501,380.98

Revenue Offset

Total \$72,635,000 \$0 \$ 23,086,145.58 \$ 18,420,043.65

Adjusted Budget = Final Adopted (if there are no budget adjustments)


 Authorized Departmental Representative
 Signature

Chief Probation Officer
 Title 1/20/15
 Date

Reviewed by: 
 Chief Executive Office Budget Analyst
 Signature

1-21-15
 Date

AUDITOR-CONTROLLER SECTION:	
Reimbursed Amount (Completed by A/C) _____	Document ID _____ Date Processed _____
Balance Remaining (Completed by A/C) _____	

ATTACHMENT E

Attachment III

2011 PUBLIC SAFETY REALIGNMENT (AB109/117)
 Qualified Expenditures Certification
 Fiscal Year 2014-15 [Quarter 2]
 [October to December 2014]

I certify that the expenditures are accurate and allowable. The funds were spent in the following budget unit and appropriation account.

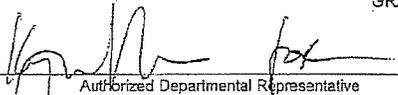
Fund	Department	Budget Unit	Unit	Appropriation Account	Final Adopted Budget	Adjusted Budget BA	Actual Expenses @ "Adjusted Full" Costs	Actual Expenses @ "Direct" Costs
A01	PB	17300	17620	2000	\$3,170,000		1,867,779.14	-
A01	PB	17300	17620	6030	0		-	-
Total					\$3,170,000	\$0	1,867,779.14	-

Commitments:

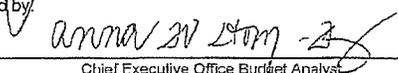
A01	PB	17300	17620	2000			-	-
A01	PB	17300	17620	6030			-	-
Total					\$0	\$0	-	-

Adjusted Budget = Final Adopted (if there are no budget adjustments)

GRAND TOTAL	\$3,170,000	\$0	\$ 1,867,779.14	\$ -
--------------------	--------------------	------------	------------------------	-------------


 Authorized Departmental Representative
 Signature

Chief Probation Officer
 Title 1/20/15
 Date

Reviewed by: 
 Chief Executive Office Budget Analyst
 Signature

1-21-15
 Date

AUDITOR-CONTROLLER SECTION:		Reimbursed Amount (Completed by A/C)	Document ID	Date Processed
		_____	_____	_____
		Balance Remaining (Completed by A/C)	_____	_____

ATTACHMENT F

ATTACHMENT F	Dept Request (INITIAL)
Probation	\$ 124,118,471
LASD	\$ 279,305,000
Fire	\$ 12,295,000
DPH	\$ 58,000,000
DMH	\$ 32,000,000
DHS	\$ 9,480,000
DCFS	\$ 650,000
BOS (CCJCC + PSRT)*	
PFU: RESERVE	\$ 892,000
TOTAL	\$ 516,740,471

*Request Pending

AB109 ALLOCATION \$ 267,783,000

VARIANCE \$ (248,957,471)



COUNTY OF LOS ANGELES PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY – DOWNEY, CALIFORNIA 90242
(562) 940-2501



JERRY E. POWERS
Chief Probation Officer

April 14, 2015

TO: Supervisor Michael D. Antonovich, Mayor
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe

FROM: Jerry E. Powers *JEP*
Chief Probation Officer

SUBJECT: **AB 109 EMPLOYMENT SERVICES PROGRAM - EVALUATION, OUTCOMES,
ACTION PLAN FOR IMPROVEMENTS**

At the January 27, 2015 Board hearing, the Board requested that the Chief Probation Officer report back to the Board with a proposal that would enable Probation to enhance its existing job placement statistics for the AB 109 population, including but not be limited to collaboration with existing entities such as the Salvation Army and Goodwill. The discussion and subsequent motion was in response to the AB 109 Three-Year Report which indicated that between October 1, 2013 and September 30, 2014, the existing contractor placed 59 clients on job sites and of those, five were able to retain their employment for 60 days, and only one retained the job for 120 days or more. In response, the Department has completed the following evaluation and proposes several options in an effort to improve outcomes.

EMPLOYMENT SERVICES PROGRAM EVALUATION

Background

The purpose of the existing Employment Service Program, with HealthRight 360, is to assist the AB 109 population, AKA: Post Release Supervised Person (PSP), to enhance their job readiness with the objective of placing these individuals in jobs that could potentially lead to careers. This contract has been in existence since December 2011. The program provides job readiness workshops/training and direct job placement. The service begins with an assessment that measures a client's traits and strengths/weaknesses as they relate to employability, skills, and interests. Based on the findings of the assessment, a case plan is developed that identifies the specific services and workshops to be provided prior to attempts to place clients into employment. An overview of the job readiness workshops has been incorporated into Appendix A.

Referral Summary

Between February 2012 and November 30, 2014, there was 6,562 unique (first time) employment referrals submitted. The outcomes of those referrals were as follows:

- Of 6,562 referrals, 1,599 (24%) completed the program assessment.
- Of 1,599, approximately 303 (18.9%) PSPs completed their job readiness workshops.

Outcomes

The data below reflects direct job placements and retention based on documentation used by Probation to validate payments for these services. Participants that acquired jobs on their own are **not** counted as "direct placements."

- Of 303 PSPs that completed their assigned job readiness workshops, 164 (54%) of them were directly placed and employed for the first 30 days.
- Of 164 PSPs, 24 (14.6%) PSPs were able to retain their jobs for 60 days,
- Of 24 PSPs, 8 (33%) PSPs were able to retain their jobs up to 120 days.
- Of 164 PSPs, there were 6 subsequent placements (placed two different times).

The program is meeting its job placement **performance** goal of 40% of eligible participants being placed in subsidized/unsubsidized full/part time employment. Eligible participants are defined as those participants that completed the job readiness workshops prescribed in their case plan. However, the program is not achieving its job placement **retention** performance goals, as stated in the contract.

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- In comparison, a quick analysis of APS data for all PSP cases suggest that approximately **11%** obtained employment.
- Approximately **50%** of clients dropped out before completing the entire employment services program. Of those, 52% obtained employment.

Table 1 details the service stop reason according to a review of billing records. The reasons for service end date were varied. The analysis revealed that a substantial portion of referred clients refused or dropped out of services (64%). Additional research would be required to determine the exact reasons why clients declined or dropped out of services.

Table 1: Service Stop Reason (Feb. 2012 to Nov 2014)

Stop Reason	Number	Percent
Closed for Administrative Reasons	17	5%
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Successful Completion of Service	95	31%
Drop Out/Walk Away	156	50%

It should be noted that at the onset of the contract, there was an emphasis from Probation on the need to refer individuals for employment services. However, in retrospect many of these initial referrals were inappropriate in that they were made without regard for the PSP's stability in the community, treatment programming, or suitability for employment. This premature push to enroll PSPs into employment services resulted in a high number of no-shows for services and drop-outs from participation.

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Recent Referral Summary & Outcomes

In an effort to determine if outcomes have changed during the development of this analysis, staff reviewed billing and Probation records of PSPs referred for employment services between December 1, 2014 and February 28, 2015. During this period, there were 445 unique employment referrals submitted. The outcomes were as follows:

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- Of 133 PSPs that completed the program assessment, 36 (27%) participants obtained employment after completing the assessment and starting the employment services program.
- Of 22 PSPs that completed their assigned job readiness workshops, 2 (9%) were directly placed into employment.
- Of 133 PSPs, 22 (17%) completed their job readiness workshops.
- Approximately 61% (n=42) of clients refused or dropped out of the program before completing the entire employment services program. Of the clients that dropped out, 19% (n=8) obtained employment.
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These outcomes demonstrate that despite our efforts to improve the employment rate of PSPs, this population continues to be a challenge and thus a different approach is necessary. This approach is outlined on Page 8 in the section entitled Action Plan.

Cost

The total amount of funds spent between February 2012 and November 30, 2014 was **\$1,272,784.75**. The average cost per participant was **\$795.99**, computed by dividing the total amount spent by the number of participants assessed (1,599). A large majority (96%) of the program's cost was spent on the employment assessments and workshops, and only \$52,500 was spent on direct job placement services.

Table 3: Breakdown of Total Costs Incurred Feb 2012 – Nov 2014

Job Readiness Feb 2012 thru Nov 30, 2014	Total
1,599 Assessment & Employment Courses	\$1,220,284.75
164 Job Placements	\$ 52,500.00

Grand Total: **\$1,272,784.75**

Table 4: Breakdown of Job Placement Costs Incurred Feb 2012 – Nov 2014

Employed	60 Days	120 Days	SUB	Total
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	24			\$ 3,800.00
		8		\$ 1,400.00
			6	\$ 800.00
164	24	8	6	\$ 52,500.00

ALTERNATIVES

In order for the Department to utilize the services of another community-based agency (e.g. Goodwill Industries, Salvation Army), the County has the option of issuing a new Request for Proposal (RFP) and competitively awarding the contract for services. The current contract with HealthRight 360 consists of system navigators, housing and employment services.

Generally, providers for employment services include the following components as part of their program:

- Case Management
- Job Readiness workshops
- Job Outreach
- Employment Assessment
- Job Placement
- Job Retention Services (aftercare)

The difference among the providers is the length of time, funding sources for the delivery of services, and the method by which job placements are made, i.e., job outreach vs. social enterprise. During the Board discussion, the use of WorkSource California, Goodwill Industries, the Salvation Army, and Chrysalis was mentioned as possible alternatives. A summary of these services is detailed below.

WorkSource California

WorkSource California is a collaborative effort between multiple local Workforce Investment Areas within the County of Los Angeles, as well as the Los Angeles County Department of Public Social Services/GAIN, the Los Angeles Economic Development Corporation, and the California Employment Development Department. The program is funded through the WorkSource Investment Act of 1998 and provides services to businesses, adult and youth job seekers, dislocated workers, veterans, foster youth, the disabled, and other underrepresented groups throughout the County.

According to the WorkSource California website (www.workforcecalifornia.com), most services are available to participants at no cost through "One-Stop" Career Centers located throughout the county. Furthermore, the WorkSource centers provide access to job listings, assistance with a preliminary skill assessment, information about local education and training providers, current labor market information, and help with filing claims for unemployment insurance. Individuals with greater needs may be eligible for more intensive services, including, but not limited to, personalized employment plans and individual counseling programs. There are additional providers, who collaborate with the WorkSource centers, in providing services to ex-offenders (e.g. Friends Outside LA - Friendsoutsidela.com; Beyond Transition-Working with Inmate Families - csgjusticecenter.org). Goodwill Industries also collaborates with WorkSource California by providing career counseling; access to computers, internet, phone, fax and copiers; workshops on job search strategies, resume writing, computer and skills training, and financial management; and on-the-job training opportunities.

The Department contacted the Community & Senior Services Department, which provides oversight to the County's WorkSource Program. Staff confirmed that AB 109 clients could seek services through one of 19 One-Stop Career Centers located throughout the county. Interested persons must submit their work eligibility documentation and proof of income for the last six months to be considered for services. In addition, potential WorkSource clients must demonstrate a high level of motivation, cooperation and willingness to participate in services. They must all be amenable to being tracked for two years after completion of the services. Furthermore, contracted WorkSource agencies are bound by performance measures (see Table 5) and therefore, exercise discretion as to whether they will accept clients.

Table 5: Los Angeles County WorkSource Performance Measures

Adult			Dislocated Worker		
Entered Employment	Entered Retention	Average Earnings	Entered Employment	Entered Retention	Average Earnings
72%	80%	12,500	73%	84%	15,400

This represents a concern for the AB 109 population given that high rate of drop-outs (50%) among this population. Anecdotally, it has been reported that felony offenders do not receive

the level of services provided to other non-offender applicants because of the potential adverse impact that these individuals may have on the benchmarks required for funding. The literature review supported the notion that although the core services provided by WorkSource are very useful for more job ready individuals, they are generally not considered sufficient alone for connecting less job ready individuals, including ex-offenders, with sustainable employment^{1 2}.

Salvation Army

According to their website (www.salvationarmyusa.com), the Salvation Army provides in-patient and out-patient substance abuse treatment. The Salvation Army's Adult Rehabilitation Centers (ARC) and Harbor Lights programs provide spiritual, social, and emotional assistance for men and women struggling with substance abuse issues. The Adult Rehabilitation Center offers residential housing, work, and group and individual therapy and requires a six month commitment. Interested applicants must undergo a comprehensive intake interview to ensure the ARC program is the best possible match for them. The Salvation Army Harbor Light Centers provides detoxification services, residential treatment, transitional housing, and outpatient treatment for men and women. This treatment includes group and individual counseling, education, skills for managing grief and anger, and training for independent living and meaningful employment. The typical treatment plan for the Harbor Lights program is six months. The Salvation Army's employment program is part of their drug treatment program, which limits participation to those AB 109 clients that require substance abuse treatment services.

Chrysalis

According to their website (www.changelives.org), Chrysalis offers services to low-income and homeless individuals in Los Angeles County to assist them to attain and sustain employment. Since 1991, Chrysalis Enterprises has provided transitional jobs for over 500 clients each year to enable them to gain work experience and to help clients gain the skills necessary to re-enter the job market. Chrysalis operates three centers: Skid Row in Downtown Los Angeles, Santa Monica, and in the Pacoima area of the San Fernando Valley.

Chrysalis client services fall into four main categories: 1) Job Readiness classes and services; 2) Job Search; 3) Transitional Job Program through Chrysalis Enterprises; and 4) Post-Employment Support/Case Management. New clients must be clean and sober for 30 days prior to entering the Chrysalis' program; be mentally and physically prepared and motivated to work; and be in some form of housing (shelters, transitional, or permanent housing). Service locations are restricted to certain areas and therefore accessible to those PSPs who reside within those geographical locations. PSPs and probationers in the area can and do seek the services of Chrysalis on their own.

At onset of the contract, HealthRight 360 sought to use Chrysalis as a subcontractor for employment services. However, the Probation Department prohibits employment of contractors or subcontractor staff on active probation or parole. For those individuals with criminal records to be considered as contract/subcontract staff, they must not have been incarcerated for at least

¹ Anne Piehl, "Crime, Work and Reentry," presented at Reentry Roundtable on The Employment Dimensions of Prisoner Reentry: Understanding the Nexus between Prisoner Reentry and Work, New York University, May 19-20, 2003, available at www.urban.org/uploadedpdf/410856_piehl.pdf

² "Integrated Reentry & Employment Strategies: Reducing Recidivism and Promoting Job Readiness" prepared by Le'Ann Duran, Martha Plotkin, Phoebe Potter, and Henry Rosen

three years and/or exhibited unlawful behavior during that period. This is validated through the Department's background investigations process which includes the criminal record check and LiveScan fingerprinting.

Chrysalis found that the Probation Department's background requirement to be a barrier. As part of their program model, Chrysalis hires some former clients as staff and volunteers. It was not the desire of Chrysalis to subject all of their staff (70+) and volunteers (100+) to the background process. Furthermore, Chrysalis reported that it was not logistically possible for them to specifically designate some staff/volunteers to service the contract, while others would be prohibited as a result of Probation's contract requirement pertaining to former or current justice involved contract staff. As a result, Chrysalis declined any further efforts to subcontract with HealthRight 360.

Homeboys Industries

Homeboy Industries provides gang intervention, rehabilitation and re-entry programs in the county of Los Angeles. According to their website (www.homeboyindustries.org), Homeboy Industries serves high-risk, formerly gang-involved men and women with a continuum of free services and programs, and operates several social enterprises that serve as job-training sites. The services provided include the following: employment services, tattoo removal, case management, educational services, legal services, mental health, substance abuse, domestic violence services, and a solar panel installation training & certification program.

Homeboy Industries employment services provides a weekly series of workshops that assist clients with breaking employment barriers and finding hidden job markets. Counselors work to build relationships with employers to encourage the hiring of Homeboy Industries candidates. It is noted that Homeboy Industries has expressed a desire to work with this population. Homeboy Industries is listed as subcontractor for HealthRight 360.

FINDINGS

As previously stated, the estimated employment rate of supervised persons who initially participated in services (26%) is larger than the estimated employment rate of AB 109 population (11%). As shown in this analysis, the use of direct job placement rates to measure program effectiveness underestimates the number of clients that obtained employment (n=415) after participating in the program. It is noted that the retention rate of the job placements were exceptionally low. This low job retention rate can be attributed to a variety of factors, including but not limited to the following:

1. The employment that ex-offenders obtain tends to be part-time, temporary, with high turnover rates.³

³ The Marginally Employed Offender: A Unique Phenomenon Among Released Offenders, John Nally, et al. The Journal of Correctional Education 64(1), January 2013.

2. The contract does not pay for job retention services or provide incentives to PSPs to provide updated employment information after the PSP has completed the services. The use of incentives is a recognized practice in the social science field to encourage former clients or survey respondents to provide needed information. Incentives may take the form of a gift card or voucher.
3. The existing contract only includes Systems Navigation services. Systems Navigators provide links to services, assist participants acquire employment eligibility support documents, and determine what public benefits each participant is entitled to receive. The existing contract does not include case management for employment service participants. The incorporation of Case Managers would facilitate the PSP's completion of the program, assist PSPs overcome barriers to continued employment, and allow for follow-up services.
4. PSP responsivity issues, (including mental health and physical health issues), substance abuse issues, pro-criminal attitudes, and anti-social attitudes which must be addressed within the context of the individual's readiness for employment.
5. Nationally, the typical prison inmate has been found to average 10.7 years of education⁴ ⁵. As a result of dropping out of high school, many will not qualify for long-term career-oriented employment.

It should be noted that the literature review for this evaluation confirmed that a PSPs criminogenic risk/needs must be addressed prior to or in conjunction with employment services to achieve the desired results. A list of the criminogenic risk/needs along with the intervention that research has shown to properly address it is presented in Appendix B.

ACTION PLAN

Program managers will continue to research and evaluate employment programs for job placement and retention services of convicted felons. The National Institute of Corrections has agreed to assign a consultant to work with the Department, at no cost. The findings from the research and consultant's recommendation will be incorporated into the next Contract Modification and Request for Proposal (RFP) for employment services.

The following provides an overview of the strategy the Department will pursue in an effort to improve employment outcomes.

⁴ Work as a Turning Point for Criminal Offenders by Christopher Uggen and Jeremy Staff, Corrections Management Quarterly, 2001, 5(4), 1-16.

⁵ U.S. Bureau of Justice Statistics, 2000, Survey of inmates in state and federal correctional facilities, 1997. Ann Harbor, MI: Interuniversity Consortium for Political and Social Research.

1. Development of a new Request for Proposal or Master Agreement (MA) for an Employment Service Program. Probation would establish a RFP or MA for employment services that include: (a) job retention services and incentives, (b) system navigators, and (c) job developers, and d) case managers. The implementation of case management services to the employment program would increase motivation, participation, and provide follow-up support. The provision of incentives encourages participants to complete the service, retain employment, and report employment data even after the service has ended. Contracts will be awarded by Service Planning Area to enable targeted referrals by providers whose services are best aligned with the needs of the offender. The language would be sufficiently broad to enable the contracts to be awarded to those entities with a proven track record of success in job placement and retentions. This would include the flexibility to award to entities with divergent employment models, who would have previously not qualified for such awards as a result of their inability to satisfy the Department's Background and Security Investigations requirements.
2. **Continued Development of Comprehensive Evidence-Based Treatments.** The Department will develop a strategy to provide Comprehensive Evidence-Based Treatments to systematically direct services to the criminogenic risk/needs of the AB 109 population, including but not limited to employment services; a Cognitive Behavior Therapy/Program Change; Aggression Replacement Therapy; mentoring services; domestic violence services; and family/marital counseling. The proposed strategy will be designed to deliver evidence-based services from multiple service providers.
3. **Redesign of the existing Employment Service Program to include Program Evaluation, Case Management, Job Retention Services and Incentives.** Program managers will pursue the feasibility of a modification to the existing HealthRight 360 contract which incorporates case management, job retention services, and incentives. The current contract only provides for case management for clients receiving housing services. The program redesign of the proposed modification would include: (a) the incorporation of pre-and post-tests as a component of the job readiness workshops in an effort to enable the measurement of the effectiveness of the workshops and; (b) the tracking of data to capture all outcomes, not just those where participants are directly placed into a job. Furthermore, the Probation Department is in the process of modifying the Housing/Employment policy to improve the quality of referrals submitted.
4. **Collaboration with the Community & Senior Services Department (WorkSource agencies).** The Department will also reach out to the Community and Senior Services Department to develop strategies that provide more effective employment service delivery to this population. For example, PSPs that completed the Department's Employment Service Program may be linked to WorkSource providers at the end of their supervision period to facilitate long-term career growth.

The implementation of the above activities will enhance the Department's ability to provide the PSP population with services that are consistent with evidence-based practices, as required by the Postrelease Community Supervision Act of 2011, as well as improve employment outcomes.

Each Supervisor
April 14, 2015
Page 10

Please contact me if you have any questions or need additional information or your staff may contact Deputy Chief Reaver Bingham at (562) 940-2513.

JEP:MEP:REB:yb

c: Sachi Hamai, Interim Chief Executive Officer
Patrick Ogawa, Acting Executive Officer, Board of Supervisors
Mark J. Saladino, County Counsel
Sheila Williams, Senior Manager, Chief Executive Office
Justice Deputies

APPENDIX A: HealthRight360 Job Readiness Workshops

Workshop	Brief Description
Basic Skills	<ul style="list-style-type: none"> • Literacy and Math skills/knowledge
Career Preparation	<ul style="list-style-type: none"> • Exploration of careers and pathways to achieve
Financial Literacy	<ul style="list-style-type: none"> • Understanding of budgeting, banking, etc
Good Citizenship	<ul style="list-style-type: none"> • Abiding by societal norms and mores, laws, rules in work place etc
Grooming	<ul style="list-style-type: none"> • Hygiene and dress appropriateness • Accountability • Diligence • Attendance
Healthy Relationships	<ul style="list-style-type: none"> • Appropriate workplace socialization and relationship professionalism
Job Interview & Practice	<ul style="list-style-type: none"> • How to conduct self in an interview • Ability to answer 'tough' questions • Practicing 'mock' interviews (can be recorded and reviewed)
Job Search Techniques	<ul style="list-style-type: none"> • Understanding/utilizing different methodologies for job search – internet, classifieds, staffing agencies, EDD, etc.
Life Skills Life Skills for Women	<ul style="list-style-type: none"> • Decision making • Daily living skills to care for self and home and family
Problem Solving	<ul style="list-style-type: none"> • Appropriate communication in pursuit of solving work place or life circumstances issues
Resume Writing	<ul style="list-style-type: none"> • Resume creation in various formats
Video Interview	<ul style="list-style-type: none"> • Conducting 'mock' job interviews on camera to review with instructor and/or class for critique
Work Based Learning	<ul style="list-style-type: none"> • On the job training and/or furtherance of knowledge for a particular job or field
Work Ethics	<ul style="list-style-type: none"> • Understanding workplace policies and procedures • Integrity and honesty in the work place • Communication in the workplace • Chain of command • Self-responsibility

APPENDIX B: Eight Criminogenic Risk/Needs & Intervention

CRIMINOGENIC RISK/NEED	INTERVENTION
Anti-social cognition* (pro-criminal attitude/orientation)	Thinking for Change (T4C) Group Therapy or equivalent programming to reduce anti-social thinking; recognize risky thinking and feelings; & adopt alternative identity/thinking patterns
Anti-social companions*	Thinking for Change (T4C) Group Therapy, mentoring services or alternative programming to support reduced association with anti-social others and enhance contact with pro-social others
Anti-social personality/ temperament (anti-social pattern)*	Aggression Replacement Therapy and additional programming to build problem solving, self-management, anger management, and coping skills
Family and/or marital relationships*	Domestic Violence program; Family counseling; Marital counseling; Parenting Classes and other relevant programming to reduce conflict and building positive relationships and communication
Education/Employment	Case Management, Employment Assessment; Job Readiness; Workshops; Direct/Indirect Job Placements; and Job Retention Support to promote job readiness and increase involvement in labor market
Alcohol/Drug Problem (Substance Abuse)	Evidence-based substance abuse treatments that reduce substance abuse and the personal and interpersonal supports for substance-abuse behavior, enhance alternatives to substance abuse.
Leisure/Recreation	Strategies that encourage participation in pro-social recreational activities, teach pro-social hobbies, and sports.
Criminal History	A history cannot be changed, but appropriate intermediate targets of change include building up noncriminal behaviors in high-risk situations and building self-efficacy beliefs supporting reform.

*Major criminogenic risk/need most associated with recidivism



COUNTY OF LOS ANGELES PROBATION DEPARTMENT

9150 EAST IMPERIAL HIGHWAY – DOWNEY, CALIFORNIA 90242
(562) 940-2501



JERRY E. POWERS
Chief Probation Officer

REVISED

April 16, 2015

TO: Supervisor Michael D. Antonovich, Mayor
Supervisor Hilda L. Solis
Supervisor Mark Ridley-Thomas
Supervisor Sheila Kuehl
Supervisor Don Knabe

FROM: Jerry E. Powers
Chief Probation Officer

J.E.P.

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164	24	8	6	\$ 52,500.00

ALTERNATIVES

In order for the Department to utilize the services of another community-based agency (e.g. Goodwill Industries, Salvation Army), the County has the option of issuing a new Request for Proposal (RFP) and competitively awarding the contract for services. The current contract with HealthRight 360 consists of system navigators, housing and employment services.

Generally, providers for employment services include the following components as part of their program:

- Case Management
- Job Readiness workshops
- Job Outreach
- Employment Assessment
- Job Placement
- Job Retention Services (aftercare)

The difference among the providers is the length of time, funding sources for the delivery of services, and the method by which job placements are made, i.e., job outreach vs. social enterprise. During the Board discussion, the use of WorkSource California, Goodwill Industries, the Salvation Army, and Chrysalis was mentioned as possible alternatives. A summary of these services is detailed below.

WorkSource California

WorkSource California is a collaborative effort between multiple local Workforce Investment Areas within the County of Los Angeles, as well as the Los Angeles County Department of Public Social Services/GAIN, the Los Angeles Economic Development Corporation, and the California Employment Development Department. The program is funded through the WorkSource Investment Act of 1998 and provides services to businesses, adult and youth job seekers, dislocated workers, veterans, foster youth, the disabled, and other underrepresented groups throughout the County.

According to the WorkSource California website (www.workforcecalifornia.com), most services are available to participants at no cost through "One-Stop" Career Centers located throughout the county. Furthermore, the WorkSource centers provide access to job listings, assistance with a preliminary skill assessment, information about local education and training providers, current labor market information, and help with filing claims for unemployment insurance. Individuals with greater needs may be eligible for more intensive services, including, but not limited to, personalized employment plans and individual counseling programs. There are additional providers, who collaborate with the WorkSource centers, in providing services to ex-offenders (e.g. Friends Outside LA - Friendsoutsidela.com; Beyond Transition-Working with Inmate Families - csgjusticecenter.org). Goodwill Industries also collaborates with WorkSource California by providing career counseling; access to computers, internet, phone, fax and copiers; workshops on job search strategies, resume writing, computer and skills training, and financial management; and on-the-job training opportunities.

The Department contacted the Community & Senior Services Department, which provides oversight to the County's WorkSource Program. Staff confirmed that AB 109 clients could seek services through one of 19 One-Stop Career Centers located throughout the county. Interested persons must submit their work eligibility documentation and proof of income for the last six months to be considered for services. In addition, potential WorkSource clients must demonstrate a high level of motivation, cooperation and willingness to participate in services. They must all be amenable to being tracked for two years after completion of the services. Furthermore, contracted WorkSource agencies are bound by performance measures (see Table 5) and therefore, exercise discretion as to whether they will accept clients.

Table 5: Los Angeles County WorkSource Performance Measures

Adult			Dislocated Worker		
Entered Employment	Entered Retention	Average Earnings	Entered Employment	Entered Retention	Average Earnings
72%	80%	12,500	73%	84%	15,400

This represents a concern for the AB 109 population given that high rate of drop-outs (50%) among this population. Anecdotally, it has been reported that felony offenders do not receive

the level of services provided to other non-offender applicants because of the potential adverse impact that these individuals may have on the benchmarks required for funding. The literature review supported the notion that although the core services provided by WorkSource are very useful for more job ready individuals, they are generally not considered sufficient alone for connecting less job ready individuals, including ex-offenders, with sustainable employment^{1 2}.

Salvation Army

According to their website (www.salvationarmyusa.com), the Salvation Army provides in-patient and out-patient substance abuse treatment. The Salvation Army's Adult Rehabilitation Centers (ARC) and Harbor Lights programs provide spiritual, social, and emotional assistance for men and women struggling with substance abuse issues. The Adult Rehabilitation Center offers residential housing, work, and group and individual therapy and requires a six month commitment. Interested applicants must undergo a comprehensive intake interview to ensure the ARC program is the best possible match for them. The Salvation Army Harbor Light Centers provides detoxification services, residential treatment, transitional housing, and outpatient treatment for men and women. This treatment includes group and individual counseling, education, skills for managing grief and anger, and training for independent living and meaningful employment. The typical treatment plan for the Harbor Lights program is six months. The Salvation Army's employment program is part of their drug treatment program, which limits participation to those AB 109 clients that require substance abuse treatment services.

Chrysalis

According to their website (www.changelives.org), Chrysalis offers services to low-income and homeless individuals in Los Angeles County to assist them to attain and sustain employment. Since 1991, Chrysalis Enterprises has provided transitional jobs for over 500 clients each year to enable them to gain work experience and to help clients gain the skills necessary to re-enter the job market. Chrysalis operates three centers: Skid Row in Downtown Los Angeles, Santa Monica, and in the Pacoima area of the San Fernando Valley.

Chrysalis client services fall into four main categories: 1) Job Readiness classes and services; 2) Job Search; 3) Transitional Job Program through Chrysalis Enterprises; and 4) Post-Employment Support/Case Management. New clients must be clean and sober for 30 days prior to entering the Chrysalis' program; be mentally and physically prepared and motivated to work; and be in some form of housing (shelters, transitional, or permanent housing). Service locations are restricted to certain areas and therefore accessible to those PSPs who reside within those geographical locations. PSPs and probationers in the area can and do seek the services of Chrysalis on their own.

At onset of the contract, HealthRight 360 sought to use Chrysalis as a subcontractor for employment services. However, the Probation Department prohibits employment of contractors or subcontractor staff on active probation or parole. For those individuals with criminal records to be considered as contract/subcontract staff, they must not have been incarcerated for at least

¹ Anne Piehl, "Crime, Work and Reentry," presented at Reentry Roundtable on The Employment Dimensions of Prisoner Reentry: Understanding the Nexus between Prisoner Reentry and Work, New York University, May 19-20, 2003, available at www.urban.org/uploadedpdf/410856_piehl.pdf

² "Integrated Reentry & Employment Strategies: Reducing Recidivism and Promoting Job Readiness" prepared by Le'Ann Duran, Martha Plotkin, Phoebe Potter, and Henry Rosen

three years and/or exhibited unlawful behavior during that period. This is validated through the Department's background investigations process which includes the criminal record check and LiveScan fingerprinting.

Chrysalis found that the Probation Department's background requirement to be a barrier. As part of their program model, Chrysalis hires some former clients as staff and volunteers. It was not the desire of Chrysalis to subject all of their staff (70+) and volunteers (100+) to the background process. Furthermore, Chrysalis reported that it was not logistically possible for them to specifically designate some staff/volunteers to service the contract, while others would be prohibited as a result of Probation's contract requirement pertaining to former or current justice involved contract staff. As a result, Chrysalis declined any further efforts to subcontract with HealthRight 360.

Homeboys Industries

Homeboy Industries provides gang intervention, rehabilitation and re-entry programs in the county of Los Angeles. According to their website (www.homeboyindustries.org), Homeboy Industries serves high-risk, formerly gang-involved men and women with a continuum of free services and programs, and operates several social enterprises that serve as job-training sites. The services provided include the following: employment services, tattoo removal, case management, educational services, legal services, mental health, substance abuse, domestic violence services, and a solar panel installation training & certification program.

Homeboy Industries employment services provides a weekly series of workshops that assist clients with breaking employment barriers and finding hidden job markets. Counselors work to build relationships with employers to encourage the hiring of Homeboy Industries candidates. It is noted that Homeboy Industries has expressed a desire to work with this population. Homeboy Industries is listed as subcontractor for HealthRight 360.

FINDINGS

As previously stated, the estimated employment rate of supervised persons who initially participated in services (26%) is larger than the estimated employment rate of AB 109 population (11%). As shown in this analysis, the use of direct job placement rates to measure program effectiveness underestimates the number of clients that obtained employment (n=415) after participating in the program. It is noted that the retention rate of the job placements were exceptionally low. This low job retention rate can be attributed to a variety of factors, including but not limited to the following:

1. The employment that ex-offenders obtain tends to be part-time, temporary, with high turnover rates.³

³ The Marginally Employed Offender: A Unique Phenomenon Among Released Offenders, John Nally, et al. The Journal of Correctional Education 64(1), January 2013.

2. The contract does not pay for job retention services or provide incentives to PSPs to provide updated employment information after the PSP has completed the services. The use of incentives is a recognized practice in the social science field to encourage former clients or survey respondents to provide needed information. Incentives may take the form of a gift card or voucher.
3. The existing contract only includes Systems Navigation services. Systems Navigators provide links to services, assist participants acquire employment eligibility support documents, and determine what public benefits each participant is entitled to receive. The existing contract does not include case management for employment service participants. The incorporation of Case Managers would facilitate the PSP's completion of the program, assist PSPs overcome barriers to continued employment, and allow for follow-up services.
4. PSP responsivity issues, (including mental health and physical health issues), substance abuse issues, pro-criminal attitudes, and anti-social attitudes which must be addressed within the context of the individual's readiness for employment.
5. Nationally, the typical prison inmate has been found to average 10.7 years of education⁴ ⁵. As a result of dropping out of high school, many will not qualify for long-term career-oriented employment.

It should be noted that the literature review for this evaluation confirmed that a PSPs criminogenic risk/needs must be addressed prior to or in conjunction with employment services to achieve the desired results. A list of the criminogenic risk/needs along with the intervention that research has shown to properly address it is presented in Appendix B.

ACTION PLAN

Program managers will continue to research and evaluate employment programs for job placement and retention services of convicted felons. The National Institute of Corrections has agreed to assign a consultant to work with the Department, at no cost. The findings from the research and consultant's recommendation will be incorporated into the next Contract Modification and Request for Proposal (RFP) for employment services.

The following provides an overview of the strategy the Department will pursue in an effort to improve employment outcomes.

⁴ Work as a Turning Point for Criminal Offenders by Christopher Uggen and Jeremy Staff, Corrections Management Quarterly, 2001, 5(4), 1-16.

⁵ U.S. Bureau of Justice Statistics, 2000, Survey of inmates in state and federal correctional facilities, 1997. Ann Harbor, MI: Interuniversity Consortium for Political and Social Research.

1. **Development of a new Request for Proposal or Master Agreement (MA) for an Employment Service Program.** Probation would establish a RFP or MA for employment services that include: (a) job retention services and incentives, (b) system navigators, and (c) job developers, and d) case managers. The implementation of case management services to the employment program would increase motivation, participation, and provide follow-up support. The provision of incentives encourages participants to complete the service, retain employment, and report employment data even after the service has ended. Contracts will be awarded by Service Planning Area to enable targeted referrals by providers whose services are best aligned with the needs of the offender. The language would be sufficiently broad to enable the contracts to be awarded to those entities with a proven track record of success in job placement and retentions. This would include the flexibility to award to entities with divergent employment models, who would have previously not qualified for such awards as a result of their inability to satisfy the Department's Background and Security Investigations requirements.
2. **Continued Development of Comprehensive Evidence-Based Treatments.** The Department will develop a strategy to provide Comprehensive Evidence-Based Treatments to systematically direct services to the criminogenic risk/needs of the AB 109 population, including but not limited to employment services; a Cognitive Behavior Therapy/Program Change; Aggression Replacement Therapy; mentoring services; domestic violence services; and family/marital counseling. The proposed strategy will be designed to deliver evidence-based services from multiple service providers.
3. **Redesign of the existing Employment Service Program to include Program Evaluation, Case Management, Job Retention Services and Incentives.** Program managers will pursue the feasibility of a modification to the existing HealthRight 360 contract which incorporates case management, job retention services, and incentives. The current contract only provides for case management for clients receiving housing services. The program redesign of the proposed modification would include: (a) the incorporation of pre-and post-tests as a component of the job readiness workshops in an effort to enable the measurement of the effectiveness of the workshops and; (b) the tracking of data to capture all outcomes, not just those where participants are directly placed into a job. Furthermore, the Probation Department is in the process of modifying the Housing/Employment policy to improve the quality of referrals submitted.
4. **Collaboration with the Community & Senior Services Department (WorkSource agencies).** The Department will also reach out to the Community and Senior Services Department to develop strategies that allow employment-ready PSPs to access WorkSource programming to provide more effective employment service delivery to this population. For example, PSPs that completed the Department's Employment Service Program may be linked to WorkSource providers at the end of their supervision period to facilitate long-term career growth.

The implementation of the above activities will enhance the Department's ability to provide the PSP population with services that are consistent with evidence-based practices, as required by the Postrelease Community Supervision Act of 2011, as well as improve employment outcomes.

Each Supervisor
April 16, 2015
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Please contact me if you have any questions or need additional information or your staff may contact Deputy Chief Reaver Bingham at (562) 940-2513.

JEP:MEP:REB:yb

c: Sachi Hamai, Interim Chief Executive Officer
Patrick Ogawa, Acting Executive Officer, Board of Supervisors
Mark J. Saladino, County Counsel
Sheila Williams, Senior Manager, Chief Executive Office
Justice Deputies

APPENDIX A: HealthRight360 Job Readiness Workshops

WORKSHOP	BRIEF DESCRIPTION
Basic Skills	<ul style="list-style-type: none"> • Literacy and Math skills/knowledge
Career Preparation	<ul style="list-style-type: none"> • Exploration of careers and pathways to achieve
Financial Literacy	<ul style="list-style-type: none"> • Understanding of budgeting, banking, etc
Good Citizenship	<ul style="list-style-type: none"> • Abiding by societal norms and mores, laws, rules in work place etc
Grooming	<ul style="list-style-type: none"> • Hygiene and dress appropriateness • Accountability • Diligence • Attendance
Healthy Relationships	<ul style="list-style-type: none"> • Appropriate workplace socialization and relationship professionalism
Job Interview & Practice	<ul style="list-style-type: none"> • How to conduct self in an interview • Ability to answer 'tough' questions • Practicing 'mock' interviews (can be recorded and reviewed)
Job Search Techniques	<ul style="list-style-type: none"> • Understanding/utilizing different methodologies for job search – internet, classifieds, staffing agencies, EDD, etc.
Life Skills Life Skills for Women	<ul style="list-style-type: none"> • Decision making • Daily living skills to care for self and home and family
Problem Solving	<ul style="list-style-type: none"> • Appropriate communication in pursuit of solving work place or life circumstances issues
Resume Writing	<ul style="list-style-type: none"> • Resume creation in various formats
Video Interview	<ul style="list-style-type: none"> • Conducting 'mock' job interviews on camera to review with instructor and/or class for critique
Work Based Learning	<ul style="list-style-type: none"> • On the job training and/or furtherance of knowledge for a particular job or field
Work Ethics	<ul style="list-style-type: none"> • Understanding workplace policies and procedures • Integrity and honesty in the work place • Communication in the workplace • Chain of command • Self-responsibility

APPENDIX B: Eight Criminogenic Risk/Needs & Intervention

CRIMINOGENIC RISK/NEED	INTERVENTION
Anti-social cognition* (pro-criminal attitude/orientation)	Thinking for Change (T4C) Group Therapy or equivalent programming to reduce anti-social thinking; recognize risky thinking and feelings; & adopt alternative identity/thinking patterns
Anti-social companions*	Thinking for Change (T4C) Group Therapy, mentoring services or alternative programming to support reduced association with anti-social others and enhance contact with pro-social others
Anti-social personality/ temperament (anti-social pattern)*	Aggression Replacement Therapy and additional programming to build problem solving, self-management, anger management, and coping skills
Family and/or marital relationships*	Domestic Violence program; Family counseling; Marital counseling; Parenting Classes and other relevant programming to reduce conflict and building positive relationships and communication
Education/Employment	Case Management, Employment Assessment; Job Readiness; Workshops; Direct/Indirect Job Placements; and Job Retention Support to promote job readiness and increase involvement in labor market
Alcohol/Drug Problem (Substance Abuse)	Evidence-based substance abuse treatments that reduce substance abuse and the personal and interpersonal supports for substance-abuse behavior, enhance alternatives to substance abuse.
Leisure/Recreation	Strategies that encourage participation in pro-social recreational activities, teach pro-social hobbies, and sports.
Criminal History	A history cannot be changed, but appropriate intermediate targets of change include building up noncriminal behaviors in high-risk situations and building self-efficacy beliefs supporting reform.

*Major criminogenic risk/need most associated with recidivism