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March 24, 2016

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

From: Sachi A. Hamai
Chief Executive Officer

STATUS REPORT ON THE IMPLEMENTATION OF PROPOSITION 47 TASKFORCES (ITEM 3, AGENDA OF DECEMBER 1, 2015)

On December 1, 2015, the Board instructed: 1) the Public Defender (PD) and Chief Executive Office (CEO) to convene a Proposition 47 Taskforce (Taskforce 1) responsible for identifying, contacting, and providing legal relief to individuals eligible to have certain felony convictions reduced to a misdemeanor; 2) the CEO and the Interim Director of the Office of Diversion and Re-entry (OD&R) to convene a Prop 47 Jobs and Services Taskforce (Taskforce 2) responsible for developing public-private partnerships to provide access to workforce development, employment opportunities, and wraparound services such as housing, healthcare, mental health treatment, and substance use disorder treatment; 3) the CEO to seek legislative changes to extend or eliminate the deadline for individuals to apply for Prop 47 legal relief; and 4) to provide a 90 day report back on implementation strategies.

STATUS SUMMARY

Prop 47 reflects a shift in the criminal justice system away from punitive incarceration and toward rehabilitative diversion programs and community based support services that help individuals successfully reintegrate into society. This report is focused on the legal relief and support services for individuals who have completed their sentence (out-of-custody) for a felony conviction that is eligible for reduction to a misdemeanor.

Taskforce 1 led by the PD and Taskforce 2 led by Community and Senior Services (CSS) have been working closely to ensure the outreach campaign and both public and private service providers are coordinated. Multiple meetings with County partners and community stakeholders have been convened to develop strategies to identify and contact eligible individuals, provide legal relief, and connect them with community support services and employment opportunities. Several workgroups were subsequently established to focus on each aspect of the Board

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motion. The following identifies the workgroups and summarizes the progress to date and proposed coordinated implementation plan:

Taskforce 1 (Lead: Public Defender)

- Database Workgroup: Approximately 819,000 potentially eligible cases have been identified through the development of a consolidated Prop 47 database. The database will be the foundation of the Prop 47 outreach, services, and employment efforts.
- Outreach Workgroup: The outreach campaign being developed includes direct mailers and broader mass media marketing to maximize community awareness. The marketing rollout schedule will be coordinated with recommendations to increase the resources needed to respond to inquiries generated by the campaign.
- Legal Services: The PD and Alternate Public Defender (APD) have successfully provided, within existing resources, legal relief to 25,700 clients to date. The proposed outreach campaign will further increase the demand on the PD, APD, and District Attorney (DA) staff.

Taskforce 2 (Lead: Community and Senior Services)

- Community Partnership Workgroup: CSS has taken a lead role in developing the public-private partnerships for community based support services and employment opportunities. Several programs are being developed.
- Geographic Information Systems (GIS) Workgroup: CSS and the Chief Information Office (CIO), in collaboration with several departments, is developing a GIS map of Prop 47 clients and existing public and private service providers to help facilitate an informed decision on where additional resources need to be deployed.

Budget and Legislation (Lead: Chief Executive Office)

- Prop 47 does not provide funding for the due diligence required by both defense and prosecution to process petitions (in-custody) and applications (out-of-custody) for legal relief nor the outreach to raise awareness in the community. A budget recommendation is being developed and will be submitted to the Board for consideration within 30 days.
- The CEO's Legislative Affairs and Intergovernmental Relations Division has successfully introduced County-sponsored AB 2765 (Weber) which, if enacted, would eliminate the November 2017 deadline to file an application to reduce a Prop 47 eligible felony conviction to a misdemeanor.

The underlying objective of this project is to establish a collaborative public-private effort to successfully reintegrate justice-involved individuals back into society. Therefore, individuals seeking Prop 47 legal relief will be connected to public and private social services that can provide stabilization of their living situation, rehabilitative supportive services (mental health treatment, substance use disorder treatment, wrap-around services, etc.), pre-employment

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training, and employment opportunities. Attachment 1 provides details on the efforts of the Taskforces.

NEXT STEPS

Our Office will continue to work with both Taskforces and each of the Workgroups. Progress in each of the areas highlighted in this report will be updated each quarter.

We will also return within 30 days with a Board Letter containing budget recommendations for the outreach campaign, database and GIS projects, and staffing. The Board letter will also include a detailed outreach implementation plan to support the funding requested.

If you have any questions, please contact Sheila Williams at (213) 974-1155, or David Turla at (213) 458-6357 or at dturla@ceo.lacounty.gov.

SAH:JJ:SW
DT:cg

Attachment

c: District Attorney
Sheriff
Executive Office, Board of Supervisors
County Counsel
Alternate Public Defender
Chief Information Office
Community and Senior Services
Information Systems Advisory Body
Internal Services
Office of Diversion and Re-entry
Public Defender

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BACKGROUND

PROP 47 OVERVIEW AND DEFINING ELIGIBLE CLIENTS

Approved by voters on November 4, 2014, Prop 47, also known as the Safe Neighborhoods and Schools Act, reduced certain drug and property crimes from a felony to a misdemeanor¹. Therefore, anyone arrested today on a Prop 47 offense who does not have a disqualifying prior conviction would be considered a misdemeanor offender. This report is focused on providing legal relief to individuals who are out-of-custody and whose criminal record contains a Prop 47 felony conviction(s) that is eligible for reduction to a misdemeanor with no other disqualifying felony convictions (specified serious, violent, sexual felony convictions).

For the remainder of this report, individuals eligible for Prop 47 legal relief will be referred to as eligible clients since they will be recipients of the corresponding legal, support, and employment services. Prop 47 is fully retroactive which means the eligible population includes clients whose felony convictions go back to the 1980s or earlier. Another point of clarification is eligible clients are only those who were convicted in Los Angeles County. Current residents whose criminal record includes a Prop 47 eligible felony in another county will be referred to the public defender of that jurisdiction.

A felony conviction has major consequences for an individual, such as being subject to search and seizure as a court mandated condition of probation or parole. In addition, a felony record precludes employment in certain fields, professional licensing, service in the armed forces, access to federal health care programs, housing opportunities, voting rights, serving on a jury, etc. Interestingly, individuals with a felony record may be eligible for General Relief, General Relief Opportunity for Work, CalFresh, and Medi-Cal.

The legal relief provided under Prop 47 may remove significant barriers to successful re-entry back into society. However, access to the aforementioned opportunities is subject to an individual's entire criminal record which means other non-Prop 47 felony convictions may continue to adversely affect an individual despite having received Prop 47 legal relief.

TASKFORCE 1: IDENTIFY, OUTREACH, AND LEGAL RELIEF

DATABASE WORKGROUP

The PD, CIO, and Information Systems Advisory Body (ISAB) are collaborating with the other County justice departments to develop a consolidated Prop 47 database that identifies potential eligible clients and includes the following data fields:

- Charge
- Date of conviction
- Last known address
- Legal agency/representative

¹ The CEO's February 27, 2015 "Preliminary Assessment of Proposition 47 Implementation, Reclassification of Certain Felonies to Misdemeanors" report provides an overview of the change in law.

Caution should be taken with respect to the accuracy of the Prop 47 database because the data sources are from several legacy systems which have conflicting and inconsistent data definitions. Limitations of the data include the quality of the data capture, availability of sufficient data, and duplications. The Database Workgroup is continuing to validate and refine the Prop 47 database. They are also working to reconcile the Prop 47 database with Superior Courts' report that approximately 47,200 filings for legal relief have been submitted between November 2014 and February 2016.

Based on the Database Workgroup's efforts to date, approximately 819,000 cases have been identified that may potentially be eligible for Prop 47 legal relief, see Table 1. It should be noted that an eligible client may have multiple Prop 47 cases.

Table 1: Estimated Population of Prop 47 Eligible Cases

Defense Representative	Potential Cases (as of 3/15/16)	
Public Defender	565,000	69%
Alternate Public Defender	82,000	10%
Privately Retained Counsel	115,000	14%
Court Appointed Counsel	49,000	6%
Pro Per	8,000	1%
Total	819,000	

The number of potential cases reflects the fully retroactive nature of Prop 47 with this estimate including records that go back several decades. It is also important to highlight that actual eligibility can only be determined after a thorough review of an individual's criminal record and the legal aspects of each case. For example, the Prop 47 database may identify eligibility, but a review of the criminal record may include other disqualifying felony convictions or the circumstances of the case do not meet Prop 47 criteria (e.g. the theft exceeded the \$950 threshold).

OUTREACH WORKGROUP

The outreach workgroup has two primary tasks: locate eligible clients and develop an outreach campaign.

Locate Eligible Clients

The ideal outreach scenario is to directly contact each eligible client. The Prop 47 database generally contains the last known address; however, the contact information may be inaccurate due to the client either having moved (especially in cases that are decades old), are transient or homeless, or deceased. As such, the accuracy of the contact information diminishes over time. Table 2 provides an approximation of potential eligible clients by Supervisorial District based on the last known address.

TABLE 2: Estimated Distribution of Eligible Clients

Supervisorial District	
1 st District	20%
2 nd District	35%
3 rd District	14%
4 th District	17%
5 th District	14%

The first attempt to update potential eligible client's last known address was to look internally. Assuming eligible clients may have recently accessed County services, meetings were convened to discuss various potential options of sharing contact information between County departments, including the public safety departments, Department of Health Services, Department of Mental Health, Department of Public Health, Department of Social Services (DPSS), Department of Children and Family Services, CSS, and the Registrar-Recorder.

County Counsel has advised that health and human services records, including client identity, are protected by both State and federal laws which may impose civil and criminal penalties for violations. In most instances, a client's specific written authorization must first be obtained by the County department prior to making a disclosure of a client's personally identifying information, or the content of the client's County service record. Further, in some instances and for some types of records, written authorization is not enough; a court order authorizing release is needed for each individual. There are very limited instances where personally identifying client information may be disclosed without the client's authorization. However, unauthorized disclosure of a client's personally identifiable information to the PD or APD for purposes of attempting Prop 47 eligibility notification, does not come within statutory exceptions to these confidentiality laws.

In light of these privacy restrictions, the PD is proposing to engage a commercial people locator service to obtain the last best known address for the Prop 47 database.

Outreach Campaign

Although Prop 47 was passed by voters in November 2014, the level of awareness in the community and among eligible clients is unknown. A large proportion of cases are old and eligible clients have since moved on living with a felony record. Others are transient or homeless with little contact with the media, which provided limited coverage of Prop 47. The outreach that has been performed have been limited to pilot programs for mailers to eligible clients by the PD and APD, events co-hosted by community advocates, and the general work that advocates and providers do in the community.

Given the pending sunset date of November 2017 to file for legal relief, Taskforce 1 is developing a multi-prong outreach campaign to raise awareness of the available Prop 47 legal relief and corresponding support services, as described below in priority order:

1. **Direct Mailings:** Since the passage of Prop 47, the PD and APD have been directly mailing letters/notices to eligible clients. With this Board directive, they are looking to significantly increase the volume of direct mailers with the assistance of a commercial people locator

service. In addition, and keeping in mind the aforementioned privacy restrictions, the PD and CSS are working with County Counsel and the Department of Public Social Services to determine the feasibility of including generic Prop 47 informational material in their regular correspondence (e.g. benefit statements) to clients.

Central to this direct mailing effort will be the development of a mailing schedule that balances their legal resource capacity to the potential volume of responses from eligible clients, discussed further in the *Capacity of Legal Resources* section.

2. **211 County Portal and Call Center:** The CEO is working with 211 LA County (211) to amend the existing agreement to add Prop 47 call center services and to host an online Prop 47 portal. 211 will be integral in the success of the outreach campaign because all marketing materials will direct inquiries to the 211 call center or portal.

The 211 service operators and online portal will provide individuals with a general overview of Prop 47 and references/links to the legal, rehabilitative, and community support services available. 211 service operators will direct callers not to disclose any criminal history because that information should only be discussed between the individual and their legal representative. The CEO is also looking at engaging 211 for Prop 47 case management services for those eligible clients who call with complicated service needs and require assistance navigating through the system.

3. **Public Transit:** Advertising on public transit provides broad exposure and potentially reaches a significant number of clients who are either public transportation passengers (interior advertisements) or through street-viewership (exterior advertisements). The PD is working with the Los Angeles Department of Transportation and Metropolitan Transit Authority to identify prospective routes throughout the County.
4. **In-Office Ads:** Considering eligible clients may be utilizing other County services, Taskforce 1 has designed simple low cost advertisements that include posters, countertop stands, and business cards. These advertisements could easily be distributed to County department's public service offices and to community providers.
5. **Events and Legal Clinics:** Taskforce 1 will continue to co-host and/or participate in two to three community outreach events per month, including major community and holiday events, such as the Taste of Soul, Martin Luther King Day, and Cesar Chavez Day. Onsite services include Prop 47 education, initiating petitions for eligible clients, and linking them to other County services and community based providers.
6. **Online Social Media:** Online advertising is an integral part of any outreach campaign given today's tech-centric culture. Regardless of age and economic status, most people engage in online communication and activity either through home computers, laptops, smartphones, or even library computers. Taskforce 1 is working with Google and Facebook to develop effective strategies and advertising algorithms that post webpage advertisements when someone triggers Prop 47 relevant key words or submits general online inquiries related to criminal justice. Following a one month lead time, the social media campaign would run from August 2016 through November 2017.
7. **Mobile Outreach Teams:** Based on experience, the PD anticipates a significant number of eligible clients to be homeless. The PD is working with the countywide Homeless Initiative to possibly partner with the Los Angeles Homeless Services Authority's field team to go into

the community and provide direct services to eligible clients. The PD deems this effort is vitally important because this population of eligible clients are the least likely to be aware of Prop 47 and contact the County for assistance.

Our Office is reviewing the budget proposals for the outreach campaign and anticipate a Board Letter will be submitted within 30 days containing budget recommendations and additional details of the outreach campaign, including schedules, maps, and examples of the advertisements.

LEGAL SERVICES

Unless a potential eligible client was represented by APD or the Indigent Criminal Defense Appointments (ICDA) panel, the PD is the default legal representative to assist individuals seeking Prop 47 legal relief. This includes the approximately 15 percent of eligible cases the Prop 47 database identified as either represented by private counsel or pro per (self-representation). Representation for these individuals is problematic because the PD does not have access to their case files.

The legal service provided by the PD and APD include reviewing a potential eligible client's criminal record, researching the case, determining eligibility, filing petitions or applications, and appearing at hearings. Likewise, the DA reviews all petitions and applications filed with the Superior Court for eligibility regardless of the source of defense representation, files responses to those petitions and applications, determines whether or not to contest the petitions or applications, and litigates contested petitions or applications at court hearings. The DA must also contact affected victims to provide notice and an opportunity to be heard with respect to resentencing under Prop 47.

Current Legal Relief Activity

Upon the passage of Prop 47, the PD and APD's immediate priority was to provide legal relief to clients who were incarcerated and then to those who were on felony probation or parole. The departments are now primarily handling client-initiated requests for out-of-custody reductions and cases where clients are arrested on Prop 47 related bench warrants. The PD and APD have not initiated any automated petition or application filings which, given the volume, has the potential of overwhelming the justice system's capacity with unvetted cases, as has occurred in another jurisdiction. Table 3 reflects the PD and APD's legal relief efforts since November 2014. As previously noted, the Database Workgroup is reconciling records with the Superior Court.

TABLE 3: Prop 47 Legal Relief Statistics

Law Firm	Cases Reviewed	Ineligible	Petitions & Applications (as of 2/15/16)			
			Granted	Denied	Pending	TOTAL FILINGS
Public Defender	36,500	13,100	21,000	1,600	800	23,400
Alternate Public Defender	14,600	9,100	4,700	200	600	5,500
TOTAL	51,100	22,200	25,700	1,800	1,400	28,900

As previously noted, the PD and APD have been partnering with Neighborhood Legal Services of Los Angeles County, Californians for Safety and Justice, and many other agencies to co-host Prop 47 education and legal aide tables at community events.

Capacity of Legal Resources

Prop 47 does not provide funding to support the legal representation and prosecutorial review required to process the legal relief through the courts. The due diligence required can be a time intensive manual process of reviewing case files, some dating back decades. The DA, PD, and APD have been redirecting existing resources (attorneys, paralegals, and other staff) to manage the additional Prop 47 caseload they have absorbed during the past 16 months.

The Prop 47 outreach campaign is unprecedented and the response rate and corresponding caseload is unknown. For example, the PD conducted a small direct mailing pilot that resulted in an approximately 20-25% response rate. In contrast, the APD conducted a more extensive direct mailing which produced a 1.3% response rate after distributing 4,700 mailers to clients whose case was heard in the last three years. Other inquiries have come to the PD and APD from a wide spectrum of individuals with a felony record, including: actual eligible clients, those who are not eligible because of their criminal history, and those who may be eligible for other legal relief such as expungement. Under each circumstance, staff time is needed to respond and research eligibility.

Taskforce 1 anticipates the outreach campaign will generate increased inquiries that will eclipse the department's current capacity. The following steps have been taken to accommodate these inquiries and potential eligible client workload:

- The 211 call center and Prop 47 portal will be on the frontline to manage the inquiries, provide an overview of Prop 47 eligibility, and direct potential eligible clients to the corresponding legal, social, and support resources.
- The PD will be expanding its summer law clerk program. The additional law clerks will spend at least half of their time working on Prop 47.
- Local law schools have been contacted to see if their student clinical and adjunct programs possess the capacity to assist eligible clients with the Prop 47 petition and application process. Some community based organizations are already working with college and law students through clinical and adjunct programs. Inquiry in this area is ongoing.
- The PD is also in the process of contacting law firms in the Los Angeles area for the purpose of determining whether, through their pro bono programs, there is any interest in providing attorneys and/or summer associates to work with individuals eligible for Prop 47 relief.

As previously noted, several legal aid groups are already working with eligible clients in the community. Generally, these groups analyze eligibility and assist clients in completing Prop 47 paperwork.

The DA and PD have submitted budget requests for additional staff which is discussed later in the budget section. The APD will be submitting a budget request after the extent of the County's outreach efforts has been determined.

TASKFORCE 2: JOBS AND SERVICES

The OD&R is working with all of the Health Agency departments to compile a list of available services by geographic location within the County. The OD&R has partnered with other County departments to participate in several grants and inaugural programs that are designed to help the justice-involved population, including Prop 47 eligible clients, to enroll for Medi-caid/Cal benefits and develop a comprehensive network of resources and programs to meet their medical, mental health, and substance use treatment needs. On March 14, 2016, a separate OD&R report was submitted to the Board detailing the housing, healthcare, mental health treatment, substance use disorder treatment, and wraparound services that are being developed in the community.

With respect to the jobs component of Taskforce 2, the remainder of this section highlights the efforts initiated by CSS:

COMMUNITY PARTNERSHIP WORKGROUP

The Community Partnership Workgroup (CPW) was initially started by CSS to build the Taskforce 2 public-private partnerships. However, as a result of the close collaboration between CSS and the PD and the integration needed between legal assistance and support services, the scope of this workgroup now encompasses both Taskforces.

CPW Kick-off Meeting

On February 9, 2016, the PD, Californians for Safety and Justice, and Neighborhood Legal Services Los Angeles, co-hosted a Prop 47 community partnership meeting at the offices of CSS in East Los Angeles. Participating stakeholders included representatives from various County departments, community-based organizations, faith-based organizations, legal aide service providers, Los Angeles City representatives, and representatives from advocacy groups. Participants were invited to consider their unique roles and how they can contribute to the Prop 47 outreach campaign, legal aide, and support services. This kick-off meeting has improved public-private communications and continued the process of identifying existing public and private resources available to assist eligible clients, detecting unmet needs and challenges, and initiating the relationships, networks and steps for building an effective infrastructure for re-entry and support services.

Second Chance Community-Based Support Services and Employment Opportunities

CSS has been developing the countywide public-private partnerships to support the re-entry population, not just the Prop 47 eligible clients. CSS has been collaborating with the OD&R, other County departments, community-based organizations, and other private and public partners to develop a comprehensive Second Chance Workforce Development Program (Second Chance) to expand capacity and expertise to support the re-entry population, including:

- Coordination of services for mental health and substance use treatment services, housing, wrap-around services, family reunification, and education.
- Implementation of workforce development service strategies that incorporate sustainable interagency coordination, streamlined service delivery and the expansion of Second Chance employment and training opportunities.

In addition to reducing recidivism, the objective of Second Chance is to provide individuals with a comprehensive support network to become independent and eventually reduce their reliance on entitlement and safety-net programs. CSS, in coordination with other County departments and community agencies that work with this population, are implementing the following:

- **Jail-Based Job Centers:** In partnership with the Sheriff's Department, the Quality and Productivity Commission and other County departments, a Jail-Based Job Center will be established at the Pitchess Detention Center to provide a bridge for individuals released from the jail into the County's Workforce Development System. Similar plans are underway to seek funding to establish a women's job center at the Sheriff's Century Regional Detention Facility in Lynwood.
- **System Navigators:** CSS secured an \$800,000 grant from the Board of State and Community Corrections to establish a dedicated team of navigators to assist the re-entry population with employment services. The navigators will provide hands-on intensive soft skill job preparation, enhanced social skill development, peer support, and system navigation to the County's America's Job Centers of California (AJCC) system. Each AJCC will ensure specialized career planning, job training, job development, employment placement, on-the-job training and job coach supports.
- **Offender Workforce Development Program:** In partnership with Probation and the National Institute of Corrections (NIC), probationers will be enrolled in an NIC designed evidence-based multidisciplinary rehabilitation and job attainment program utilizing local/regional workforce resources. The program includes education and skill development, retention strategies, system navigation, intervention and the creation of a rehabilitation and career attainment support team that includes the probation officer.
- **Connections with Businesses:** CSS has a team of staff developing and implementing a multi-layered business services strategy with over 1,700 employers to educate and create interest in hiring Second Chance participants. In addition, CSS is building a coalition of Second Chance Business Champions that can help promote and create opportunities through business to business engagement and to work with CSS to identify and develop ongoing strategies that create bridge and permanent career pathways for the re-entry population.
- **Social Enterprises Businesses:** CSS is working with the Department of Consumer and Business Affairs to identify and work with social enterprise businesses. These businesses have traditionally hired under-served populations, including individuals with a criminal record. To support these companies and expand the capacity of burgeoning social enterprises, CSS will increase the number of on the job training and other workforce development efforts that support the expansion of social enterprise businesses in the County.
- **Employer Incentive Programs:** CSS plans to coordinate business workshops to educate employers on Work Opportunity Tax Credits (WOTC) and the EDD Fidelity Bonding Program. The WOTC provides tax incentives to employers that hire ex-offenders and other target populations. The Fidelity Bonding Program provides no cost bonds to employers to protect them against possible theft, dishonesty, or fraudulent acts to alleviate employers' concerns about hiring ex-offenders and at-risk job applicants.
- **Leverage Training:** CSS is working with its network of educational institutions, including community colleges, adult schools and other eligible training providers, to design training

programs that not only meet the needs of employers, but are also appropriate for the re-entry population. To the extent possible, CSS intends to leverage funding from Pell Grants and other State and federal grants that are available to support the training needs of low income individuals.

- **Job and Hiring Events:** CSS will organize job and hiring events geared towards the re-entry population, including eligible clients. These events will target employers and re-entry populations in the Antelope Valley, Santa Clarita, San Gabriel Valley, Central Los Angeles, South Bay, West Los Angeles and Gateway Cities.
- **Special Outreach to Youth and Individuals Receiving Public Assistance:** CSS is working with DPSS and the PD to identify eligible clients who are receiving General Relief and link them to employment opportunities, training, and services. In addition, in partnership with Probation, CSS is developing strategies for youth in the juvenile halls and camps with opportunities to participate in the summer employment program and be enrolled in the County's workforce programs.
- **Collaboration and Partnerships:** CSS will be working closely with public agencies, community and faith-based organizations that work with the re-entry population to ensure successful reintegration, build systematic support, and facilitate information sharing and coordination between agencies. Community partners include the Los Angeles Regional Re-entry Partnership (also known as LARRP) which is a network of community-based organizations working to assist previously incarcerated men and women reintegrate back into their communities.

Another example of collaboration and partnership is with the Volunteers of America, Greater Los Angeles' Re-Entry Career Pathways Collaborative (VOALA). VOALA is a Skid Row based initiative serving the re-entry population with employment, education, training, and other wrap-around services. VOALA is funded with the Training to Work 2 – Adult Re-entry Grant from the Department of Labor and is comprised of organizations with significant expertise and success transitioning long-term incarcerated individuals into sustainable employment. Partners include A New Way of Life Re-entry Project, Community Education Centers, Behavioral Systems Southwest - Hollywood Re-Entry Parolee Service Center, U.S. District Court Probation Office, Federal Department of Corrections, Marvin Gardens, Orion, Five Keys Charter, Working Wardrobes, PV Jobs, and the Inner-City Law Center.

In addition to the ten strategies outlined above, CSS is working in partnership with other County departments to address the need for an online tracking and referral system for all eligible clients.

GEOGRAPHIC INFORMATION SYSTEMS WORKGROUP

CSS has established a Prop 47 GIS Workgroup to map the locations of eligible clients and existing public and private service providers for the purpose of facilitating a needs-resource assessment. This will be a powerful tool for informed decision making. The OD&R can use the gap analysis to recommend how new resources can be deployed, including mental health, medical, substance use treatment, housing, support services, veterans affairs services, employment, etc.

BUDGET & LEGISLATION

STAFFING

Our Office is currently reviewing requests from the departments for additional budgeted positions, primarily paralegal staff. A budget strategy is being developed to provide departments with staffing flexibility that is responsive to the caseload volume. One option is to incrementally add staff as the outreach campaign scales up; however, each incremental increase would be subject to the caseload volume generated to date.

MARKETING AND CALL CENTER

Our Office is also reviewing budgets for the outreach campaign. The majority of these projects involve print and electronic media marketing costs. The 211 call center will require a statement of work, negotiations, and a contract.

FUNDING SOURCES

Pursuant to the Prop 47 statute, funding will be made available in Spring 2017. However, those funds are restricted to grants to community-based service providers for support services (65%), truancy prevention (25%), and victims assistance programs (10%). To mitigate net County cost, our office is researching alternative funding sources for Prop 47, including:

- **OD&R Funds:** The OD&R has been requested to consider funding the one-time marketing costs.
- **Information Technology Fund:** The CIO has been requested to support the Prop 47 database and GIS project.
- **AB 109 Local Innovation Funds:** Commencing in FY 2016-17, AB109 requires counties to annually redirect ten percent of the four existing AB 109 funds to establish a Local Innovation Subaccount (Innovation Fund). The Board determines the expenditure priorities of the Innovation Fund which must be within the scope of AB 109's anti-recidivism objectives. The annual funding level for the Innovation Fund is subject to the prior-year revenues. Therefore, the amount of funding will not be known until after September 2016. Upon availability, our Office will consider Prop 47 programs in developing the Innovation Fund budget recommendations which should coincide with AB 109's October through September budget cycle.
- **AB 109 Revocation Funds:** Considering eligible clients are a sub-population of AB109's non-serious, non-violent, non-sex offender population, County Counsel was requested to evaluate whether the DA, PD, and APD legal costs for Prop 47 are eligible for funding with AB 109 Revocation Funds. Unfortunately, those funds are specifically restricted to AB 109 court revocation proceedings. The Board may consider seeking a legislative change to permit use of AB 109 Revocation Funds for Prop 47 legal relief services.
- **Commission of State Mandates:** County Counsel has advised that the additional workload created by Prop 47 for the PD, APD, and DA does not constitute "costs mandated by the State;" thereby, these expenses are ineligible for reimbursement from the Commission on State Mandates.

LEGISLATION (PROP 47 SUNSET PROVISION)

Assembly Member Shirley Weber (79th District – San Diego) has introduced County-sponsored AB 2765 which, on February 19, 2016, which would eliminate the November 2017 deadline to file an application to reduce a Prop 47 eligible felony conviction to a misdemeanor. As provided by Prop 47, any amendments to the Act which further its intent must be passed by a two-thirds vote from each house of the Legislature and signed by the Governor. AB 2765 is currently pending hearing in the Assembly Public Safety Committee.

The County is co-sponsoring this measure with Californians for Safety and Justice, the sponsors of Prop 47, and San Diego District Attorney, Bonnie M. Dumanis.



JOHN NAIMO
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April 5, 2016

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

FROM: John Naimo 
Auditor-Controller

SUBJECT: **PROPOSITION 47 - ANALYSIS OF COST SAVINGS AND SERVICE IMPROVEMENTS (Board Agenda Item 3, December 1, 2015)**

On December 1, 2015, your Board of Supervisors (Board) instructed the Auditor-Controller (A-C) to:

- Conduct an analysis of Proposition 47 (Prop 47) to determine if the affected County departments possess a method of capturing, tracking, or measuring the costs, savings, and service improvements (or declines) associated with the implementation of Prop 47.
- Describe the approaches and methodologies used to assess Prop 47 savings and make available to the public the underlying data used.
- Identify if other peer counties possess a method of capturing such costs and savings that Los Angeles County could adopt as a best practice.
- Propose a methodology to reallocate future cost savings to assist the Public Defender (PD) and Alternate Public Defender (APD) in the timely filing of Prop 47 petitions and applications for sentence reductions.
- Obtain and consider input from interested research organizations during our analysis.

Background and Scope

On November 5, 2014, Prop 47 became law, reducing the classification of certain non-violent and non-serious drug possession and property crimes from felonies to misdemeanors. Individuals currently incarcerated for a conviction that qualifies under Prop 47, and who have no prior conviction for a specified violent or sexual offense, may file a petition to have their qualifying conviction reclassified as a misdemeanor and be resentenced. Individuals who are not currently incarcerated or under the Court's supervision for a Prop 47 qualified conviction, may apply to have their felony conviction reduced. Petitions and applications generally must be filed by November 2017.

We reviewed the impact of Prop 47 for eight County departments: Sheriff's Department (Sheriff), Probation Department (Probation), District Attorney (DA), PD, APD, Department of Health Services (DHS), Department of Public Health (DPH), and Department of Mental Health (DMH). Our review included discussions with departmental subject matter experts, analyzing available expenditures, staffing, and workload documentation, and preliminarily estimating the Fiscal Year (FY) 2015-16 cost savings (or increases), and the value of potential workload changes attributed to Prop 47. We also contacted neighboring counties and relevant agencies/organizations.

Review Highlights

Tracking of Costs, Savings, and Service Improvements (or Declines)

Our review noted that none of the eight affected departments reviewed have methods to capture, track, and measure the costs, savings, and/or service improvements (or reductions) attributed to the Prop 47 population. As a result, departments cannot accurately estimate and/or quantify the cost savings (or increases) and impact of Prop 47 to their current and future operations at this time.

While there is currently no mechanism to accurately quantify the impact of Prop 47 to each department, we attempted to estimate the costs, savings, and/or service improvements (or reductions) based on the limited amount of data available from each department at the time of our review. The estimates included in this report are not intended to be used or considered for budgetary or decision-making purposes since departments could not isolate the portion of workload changes that were attributed to Prop 47. In addition, in some instances, departmental resources were, or will be, redeployed from Prop 47 workload and shifted to other priorities and/or caseloads.

Estimates of Potential Costs and Savings

Sheriff and DPH indicated that they may have savings, and DMH indicated that they may have cost increases as a result of Prop 47. We preliminarily estimated the total net Prop 47 cost savings to be approximately \$9.2 million for FY 2015-16. Specifically:

- **Sheriff and DPH** - Estimated cost savings of approximately \$13.7 million and \$1.1 million, respectively. The Sheriff's savings are related to an estimated decrease in services and supplies expenditures for items such as food, laundry services, and medicine. DPH's savings are related to a decrease in substance abuse treatment services costs provided by contracted clinical service providers. The Sheriff indicated that not all of the amount identified can be attributed to Prop 47 since they would have reduced the number of jail beds in some overcrowded housing areas, and would have to address the increase in inmates diagnosed with mental health needs, irrespective of the enactment of Prop 47. Sheriff and DPH also indicated that any estimated cost savings were, or will be, used to address other service improvements, shortfalls, etc.
- **DMH** - Estimated cost increase of approximately \$5.6 million related to an increase in costs for mental health services provided by contractors.

Estimates of Workload Changes

Seven of the eight departments (all except DPH since all of their treatment services are contracted) appear to have seen changes in their workload due to Prop 47. While these workload changes do not result in realizable savings available for reallocation, we preliminarily estimated the value of the Prop 47 workload changes is approximately \$37.5 million for FY 2015-16. Specifically:

- **Sheriff** - The Sheriff's estimate a workload reduction attributed to Prop 47 of approximately \$41.6 million in FY 2015-16 based on hypothetical scenarios for major operational changes (i.e., the closure of jail facilities/areas). However, the Sheriff indicated that they are continuing to conduct many of their operations in excess of defined capacities, and reductions because of Prop 47 have allowed them to address emerging critical needs such as a higher volume of inmates with mental health needs.
- **Probation** - We estimate a workload reduction of approximately \$3.4 million due to a decrease in the number of probationers, primarily due to the Superior Court being responsible for monitoring misdemeanor probationers. However, Probation indicated that their caseload sizes continue to exceed national standards, and that they used the caseload efficiencies to increase their participation in other projects.
- **PD and APD** - We estimate workload increases of approximately \$3.3 million and \$728,000, respectively. PD and APD indicated that while there may be a reduction in Prop 47 felony cases, they have seen an offsetting increase in serious felony cases and an increase in misdemeanor workload. In addition, PD and APD have been tasked with filing Prop 47 petitions and applications.

- **DA** - DA management indicated that workload changes cannot be reasonably estimated at this time since they track caseloads at the local area office level and that each area office has unique caseload data metrics. In addition, similar to PD and APD, the DA has been tasked with reviewing all Prop 47 filings.
- **DHS and DMH** - We estimate that the value of the workload changes is a decrease of approximately \$767,000 and an increase of approximately \$4.2 million, respectively. DHS reported a reduction in costs for services provided to inmates in DHS facilities, and DMH reported an increase in services provided by DMH staff.

Best Practices to Quantify Cost Savings (or Increases)

We contacted the counties of Orange, Riverside, San Bernardino, and San Diego to identify best practices, and noted that all four counties did not track and quantify Prop 47 cost savings and/or increases at the time of our review.

Methodology for Reallocating Cost Savings

The Prop 47 County Taskforce (Taskforce) is responsible for formulating a Countywide plan to identify eligible residents, facilitate their filing of applications for resentencing, and explore the feasibility of extending or eliminating the application sunset date. As such, once the Taskforce's plan is developed, we recommend Sheriff and DPH calculate their anticipated cost savings that could assist (if available and needed) PD and APD with Prop 47 eligible resident petitions and applications.

The complete results of our review are included in Attachment I.

Review of Report

We discussed our report with each of the eight impacted departments. To expedite this report prior to consideration of next year's budget, we did not solicit written responses from each department for attachment to this report, as is typically our process. Departments have been advised that they may respond directly to your Board.

We thank management and staff from each department for their cooperation and assistance during our review. If you have any questions please call me, or your staff may contact Robert Smythe at (213) 253-0100.

JN:AB:PH:RS:JU

Attachments

c: Sachi A. Hamai, Chief Executive Officer
Jim McDonnell, Sheriff
Jackie Lacey, District Attorney
Calvin C. Remington, Interim Chief Probation Officer
Ronald L. Brown, Public Defender
Janice Y Fukai, Alternate Public Defender
Robin Kay, Ph.D., Acting Director, Department of Mental Health
Mitchell H. Katz, M.D., Director, Los Angeles County Health Agency
Cynthia A. Harding, M.P.H., Interim Director, Department of Public Health
Lori Glasgow, Executive Officer, Board of Supervisors
Public Information Office
Audit Committee

**PROPOSITION 47
ANALYSIS OF COST SAVINGS AND SERVICE IMPROVEMENTS
FISCAL YEAR 2015-16**

Background

On November 5, 2014, California voter initiative Proposition 47 (Prop 47 or Proposition) became law, reducing the classification of certain non-violent and non-serious drug possession and property crimes from felonies to misdemeanors. Individuals who were convicted of these crimes prior to Prop 47 may have their sentence reduced or prior record updated if they also have no prior conviction for a specified violent or sexual offense, and file for a sentence reduction by the November 2017 deadline, except under certain hardship conditions. As detailed below, to file for a sentence reduction, individuals must either file a petition for resentencing or an application for reclassification.

- **Petition** - Individuals currently incarcerated or under the Court's supervision (i.e., probation or parole) for a conviction that qualifies under Prop 47 may file a petition to have their qualifying conviction reclassified as a misdemeanor and be resentenced.
- **Application** - Individuals convicted of Prop 47 crimes who have completed their sentence may apply to have their felony conviction reclassified to a misdemeanor.

In addition, individuals whose cases are in the pre-conviction phase of a crime that qualifies under Prop 47 may request (generally through oral motions, no filing required) to have their pending charge reduced from a felony to a misdemeanor.

As detailed in Table 1 below, the number of petitions filed has decreased and the number of new applications filed has generally increased each quarter since Prop 47 became effective in November 2014. The trend of a reduced number of petitions in more recent quarters may be attributed to a surge after the initial passage of Prop 47 since incarcerated individuals could get their sentence reduced if their petitions were granted. In addition, as of November 5, 2014, all crimes that fall under Prop 47 are charged as misdemeanors. The increase in the number of applications filed quarterly may be due to a variety of factors, including increased awareness of eligibility, outreach, etc.

Table 1 Proposition 47 Petitions, Applications, and Pre-convictions Statistics November 2014 through December 2015						
	Nov to Dec 2014	Jan to Mar 2015	Apr to June 2015	July to Sept 2015	Oct to Dec 2015	Total
Petitions	5,410	7,445	3,287	2,171	1,191	19,504
Applications	2,128	3,294	3,598	4,820	4,045	17,885
Total New Filings:	7,538	10,739	6,885	6,991	5,236	37,389
Pre-convictions	4,764	1,985	720	415	208	8,092
Total Prop 47 Workload:	12,302	12,724	7,605	7,406	5,444	45,481

Source: Superior Court of California, County of Los Angeles (unaudited)

Prop 47 has an impact on the workload and/or expenditures of eight County departments, including the Sheriff’s Department (Sheriff), Probation Department (Probation), Public Defender (PD), Alternate Public Defender (APD), District Attorney (DA), Department of Health Services (DHS), Department of Public Health (DPH), and Department of Mental Health (DMH).

Scope

On December 1, 2015, the Board of Supervisors (Board) instructed the Auditor-Controller (A-C) to:

- (a) Conduct an analysis of Prop 47 to determine if the affected County departments possess a method of capturing, tracking, or measuring the costs, savings, and service improvements (or declines) associated with the implementation of Prop 47.
- (b) Describe the approaches and methodologies used to assess Prop 47 savings and make available to the public the underlying data used.
- (c) Identify if other peer counties possess a method of capturing such costs and savings that Los Angeles County could adopt as a best practice.
- (d) Propose a methodology to reallocate future cost savings to assist the PD and APD in the timely filing of Prop 47 petitions and applications for sentence reductions.
- (e) Obtain and consider input from interested research organizations during our analysis.

Our review included discussions with subject matter experts within each of the impacted County departments and analyzing available documentation of expenditures, staffing, and workload changes. We also contacted neighboring counties, and other relevant

agencies/organizations: the Advancement Project, Legislative Analyst's Office (LAO), the County of Los Angeles Information System Advisory Board, the American Civil Liberties Union (ACLU), and the RAND Corporation.

In addition, we preliminarily estimated the Fiscal Year (FY) 2015-16 cost savings (or increase), and the value of potential workload changes attributed to Prop 47 that appear to have been reallocated and/or reinvested to create other efficiencies, improve services, address other needs, etc.

LAO Prop 47 Impact Analysis to Counties

The LAO is a nonpartisan government agency that provides fiscal and policy advice to the State Legislature, and whose function includes analyzing the Governor's annual budget and reporting on special topics of interest to the Legislature. In February 2015, the LAO issued "The 2015-16 Budget: Implementation of Proposition 47" report that included an analysis of the impact of Prop 47 to both the State and counties.

The LAO report estimated that counties spend several hundred million dollars on workload that will be eliminated by Prop 47, and that "local decisions on how to respond to this workload reduction will determine whether it results in cost savings or improvements to the administration of local criminal justice systems." For example, the LAO's report indicated that Prop 47 will free up county jail beds. However, since many counties were overcrowded before Prop 47, the decrease in workload will allow certain inmates to serve a higher percentage of their sentence, instead of being released early due to jail overcrowding.

In the sections below, we identify areas where departments may have some realizable cost savings, and other areas where departments appear to have workload reductions attributed to Prop 47 that have been reallocated or reinvested, but no cost savings.

(a) Tracking of Prop 47 Cost Savings

All eight departments indicated that they do not track cost savings (or increases) and/or service improvements (or reductions) attributable to Prop 47. We noted that departments currently do not have methods to capture, track, and measure the costs, savings, and/or service improvements (or reductions) attributed to the Prop 47 population.

Several departments expressed concerns with the difficulty in isolating the Prop 47 impact to their workloads because of other concurrent factors (e.g., normal fluctuations, changing demographics, impact of other funding/programs, etc.), and thus are concerned about the accuracy and reliability of data they provide on Prop 47 impacts. Some departments also indicated that they may have a lack of infrastructure (i.e., information systems capable of isolating Prop 47 data) or legal restrictions (e.g., mental health client privacy rights, etc.) that hinder their ability to track Prop 47's impact. In addition, in some instances, departmental resources were, or will be, redeployed from

Prop 47 workload to other Board or departmental priorities, and/or to high need or emerging caseloads. It is important that such workload shifts be measured, documented, and reported.

However, to improve the accountability and transparency of any realizable cost savings (or increases) and the value of workload changes attributed to Prop 47, departments should immediately implement procedures and mechanisms to accurately track workload changes and impacts specific to Prop 47, and consider the tracking mechanisms identified in Attachment II. Once departments implement these tracking mechanisms, they should estimate and/or project any anticipated cost savings (or increases) and potential impacts to their current and future operations, and report the results to the Board at least annually. Departments that do not believe they currently have the ability to track future Prop 47 savings should report their tracking challenges and potential solutions to the Board. Departments should also consider including other contextual data/information (e.g., crime statistics, recidivism rates, etc.) as it relates to Prop 47 in their reports to the Board.

Recommendations

County departments impacted by Proposition 47:

- 1. Immediately implement procedures and mechanisms to accurately track workload changes and impacts specific to Proposition 47, and consider the tracking mechanisms identified in Attachment II.**
- 2. Estimate and/or project any cost savings (or increases) due to Proposition 47 and potential impacts to their operations, and report the results to the Board of Supervisors at least annually. If departments do not believe they currently have the ability to track future Proposition 47 savings, they should report their tracking challenges and potential solutions to the Board of Supervisors.**
- 3. Consider including other contextual data/information as it relates to Proposition 47 in their reports to the Board of Supervisors.**

(b) Estimated Potential Cost Savings and the Value of Workload Changes

While there is currently no mechanism to accurately quantify the impact of Prop 47 to each department, we estimated the potential cost savings (or increase), and the value of workload changes based on the limited data available and provided by each department at the time of our review.

The amounts identified are meant to be preliminary estimates and are not intended to be used or considered for budgetary or decision-making purposes since sufficient data is not available to determine at this time the portion of the workload decrease/increase that is uniquely attributed to Prop 47. Once departments develop sufficient historical

Prop 47 data/information, they will be able to report more accurate and reliable estimates of cost savings and impacts to their respective workloads.

Estimated Potential Cost Savings/Increases

Our review noted that two of the eight departments (Sheriff and DPH) indicated that they may have cost savings, and one department (DMH) indicated that they may have potential cost increases. While we were not able to precisely determine the source of the cost savings (or increases), based on our review of available data, we preliminarily estimated the total net Prop 47 cost savings to be approximately \$9.2 million for FY 2015-16. Details of each department's cost savings/increases are indicated below.

Sheriff - Inmates released or never incarcerated as a result of Prop 47 will cause a decline in expenditures for services and supplies (S&S), such as food, clothing, laundry, and medical and dental services/supplies. Based on an estimate of \$20.35 per inmate per day for these incremental costs (marginal cost rate), and an average reduction of 1,840 jail inmates per day (see Table 3), we preliminarily estimate the savings to be approximately \$13.7 million for FY 2015-16.

The Sheriff indicated that not all of the amount identified can be attributed to Prop 47 since they would have reduced the number of jail beds by converting two-person cells to single-person cells in some of the more severely overcrowded housing areas, and would have to address the increase in the number of inmates diagnosed with mental health needs, irrespective of the enactment of Prop 47. In addition, the Sheriff indicated that any cost savings from reductions of S&S costs were used to address other service improvements and/or Custody shortfalls, such as Public Safety Realignment Act (AB109), unanticipated pricing increases in food and medicine, etc. Subsequent annual cost savings will also vary depending on changes to the marginal cost rate and the average reduction of inmates per day. We further discuss the Sheriff's future cost savings in the "Methodology for Reallocating Cost Savings" section.

DPH - DPH reported a decrease in costs for substance abuse treatment services provided by contracted clinical service providers. Specifically, payments to contracted providers decreased by approximately \$1.1 million or 8% of the \$13.7 million in total payments. This decrease is based on a comparison of pre-Prop 47 (November 4, 2013 to September 30, 2014) and post-Prop 47 (November 4, 2014 to September 30, 2015) payments to providers. DPH management indicated that any cost savings from the reduction in contractor payments were and continue to be redirected to fund other treatment services and residential care for the Substance Abuse Prevention and Control Program.

DMH - DMH reported a slight increase in costs for mental health services provided by contractors. Specifically, payments to contracted providers increased by \$5.6 million or 0.6% of payments totaling \$884.8 million, in the 12 months after Prop 47 compared to the 12 months prior. DMH does not have mechanisms in place to conclusively link these payment increases to the impact of Prop 47.

The remaining five departments (Probation, PD, APD, DA, and DHS) indicated they do not have any cost savings (or increases) attributed to Prop 47 since they have not had, nor plan to have layoffs or staffing reductions. In addition, any reductions to S&S costs are not material.

Workload Changes Attributed to Prop 47

We identified areas from seven of the eight departments (all except DPH since all of their treatment services are contracted) where overall workload changed after Prop 47 took effect. While we were not able to determine the source of the cost savings (or increases) at this time, we preliminarily estimated the value of these changes to be approximately \$37.5 million for FY 2015-16.

As mentioned, the values identified in Table 2 below are not realizable savings available for reallocation, but rather the potential value of the overall workload decreases/increases. Any workload reductions may also have resulted in other operational improvements, efficiencies, and/or offset needs. Details of the potential value of the changes in each department’s workload due to Prop 47 and the reallocation/reinvestment of those resources are described below.

Table 2	
Potential Value of Overall Workload Changes	
For FY 2015-16	
<u>Department</u>	<u>Est Value of Workload Decrease/(Increase)</u>
Sheriff	\$ 41,600,000
Probation	3,400,000
Public Defender	(3,300,000)
Alternate Public Defender	(728,000)
District Attorney	(A)
Mental Health	(4,200,000)
Health Services	767,000
Countywide Total Potential Value	\$ 37,539,000
(A) The District Attorney could not provide data to estimate the potential value of overall workload changes. This is discussed further below.	

Sheriff - The Sheriff indicated that to estimate the impact of Prop 47, the reduction in costs must be measured through hypothetical scenarios for major operational changes (i.e., the closure of jail facilities/areas). The Sheriff preliminarily estimates that major operational changes could result in a reduction of costs of approximately \$41.6 million for FY 2015-16.

However, the Sheriff indicated that they could not realize cost reductions because they are continuing to utilize all of their facilities, and since staffing levels are primarily dictated by the logistics of where the staff are deployed rather than clients served. For example, security checks for a module within a jail require the same number of staff regardless of the number of beds occupied. In addition, the Sheriff indicated that they remain over their maximum jail capacities, and that any reductions in the number of inmates attributed to Prop 47 allowed the Sheriff to increase the percentage of time served for higher risk inmates, and to address the higher volume of inmates with mental health needs, as discussed further below.

Early Releases Due to Jail Overcrowding

The Sheriff indicated that while Prop 47 freed jail space, the space vacated was immediately filled with inmates who were previously being released early due to jail overcrowding. As noted in Table 3 below, based on Sheriff data/information, early releases due to housing capacity have declined by approximately 14,300 inmates in the year after Prop 47 took effect. The Sheriff also provided data to demonstrate that for several of their jail facilities, they continue to exceed the “Rated Capacity” as defined by an independent statutory agency (the Board of State and Community Corrections), and that they have taken steps to reduce the number of jail beds to help comply with jail regulatory standards.

In addition, while the Sheriff has the legal authority to release or refuse inmates due to jail overcrowding (*May 1988 Dennis Rutherford vs. Sherman Block court order/stipulation*), they do not appear to have legal authority to release inmates early for cost or funding considerations.

Table 3			
Sheriff Inmate Population			
Before and After Prop 47 Implementation			
	Nov 2013 to Oct 2014	Nov 2014 to Oct 2015	Difference
Estimated Average Daily Inmate Population	18,990	17,150	(1,840)
Number of Early Releases (Due to Housing Capacity)	34,800	20,500	(14,300)
Estimated Average Monthly Inmate Population with Mental Health Needs	3,460	3,610	150

Source: Sheriff's Replicated Automated Jail Information System (RAJIS) (unaudited)

Increase in Inmates with Mental Health Needs

The Sheriff indicated that the decrease in the inmate population attributed to Prop 47 was also offset with a growing population of inmates with mental health needs. These inmates require more housing space since they generally cannot be housed with other inmates, and require additional monitoring/oversight than the general inmate population. Based on Sheriff data/information, the average number of inmates with mental health

needs increased by approximately 150 inmates (4%) per month in the year after Prop 47 took effect, and as of December 2015, the Sheriff had 3,992 inmates with mental health needs.

Sheriff management indicated that they have converted more jail housing space to accommodate the change in the mental health demographics of the inmate population (e.g., Twin Towers, portions of Men’s Central Jail, etc.), and as a result the maximum jail capacity at these facilities has declined. The Sheriff also indicated that inmates with mental health needs cost more to house since they generally require more security checks, medications, and have dietary restrictions. Sheriff management indicated that they are currently working with the Chief Executive Office to obtain funding for overtime costs related to these additional security checks.

Probation - The \$3.4 million in workload reduction for Probation is a result of a reduced number of probationers and is primarily due to the Superior Court being responsible for monitoring misdemeanor probationers. We estimated these costs by calculating the hypothetical staffing savings given the decrease in caseload per Deputy Probation Officer (DPO). Specifically, Probation could save approximately 28.5 DPO II positions, at an annual salary and employee benefits cost of approximately \$121,000 each, to maintain the pre-Prop 47 caseload levels.

While Probation’s workload has decreased, Probation management indicated that they still remain above national standards, as recommended by the American Probation and Parole Association. In addition, we contacted probation departments in four other counties (Orange, Riverside, San Bernardino, and San Diego), and noted that Los Angeles County’s Probation caseloads are generally higher than those in the other counties. As a result, the slight decrease in workload has helped Probation caseloads drop closer to caseload standards, and closer to the current practices of other counties. Probation workloads are generally categorized into high, medium, and low risk, and AB109 probationers. See Table 4 below for the change in caseload per DPO by risk level.

Table 4			
Probation Caseload per DPO by Risk Level			
Workload Reduction			
	As of Sept 2014	As of Oct 2015	Increase/ (Decrease)
High Risk	91	79	(12)
Medium Risk	52	55	3
Low Risk	688	639	(49)
AB109	42	38	(4)

Source: Probation (unaudited)

Probation management also indicated that the decrease in workload has resulted in additional resources available to increase their effectiveness and involvement in other

initiatives. For example, Probation management indicated that they have increased their involvement in various homelessness, mental health, and diversion initiatives.

PD, APD, and DA - The \$3.3 million in PD cost increases is based on the increased overall caseload for the PD's felony offices. Overall, the PD has seen an increase in serious felony cases that are more labor intensive for the PD to defend. While there is no evidence to indicate the increase is related to the passage of Prop 47, this has more than offset any decrease in felonies due to Prop 47. We estimated these costs by calculating the hypothetical staffing needs of their felony offices based on the increased felony workload. Specifically, PD has seen an average increase of approximately 6% in their workload, and would need an additional 15.6 attorney positions, at an estimated average annual salary and employee benefits cost of approximately \$211,000 each, to maintain the pre-Prop 47 caseload levels. Due to the lack of available data, we were not able to estimate the impact on PD's misdemeanor offices.

The \$728,000 in APD cost increases is based on the increased overall caseload for all of the APD's offices. For the 12 months after Prop 47, APD reported a decrease in felonies of 19%, increase in misdemeanors of 21%, and a decrease in juvenile cases of 17%. We estimated the cost increases by calculating the staffing needs based on the changes in workload. Specifically, APD hypothetically would need an additional 3.18 attorney/paralegal positions, at an estimated average annual salary and employee benefits cost of approximately \$229,000 each, to maintain the pre-Prop 47 caseload levels.

PD and APD both indicated that in addition to changes in their regular workload, they have been tasked with reviewing, filing, and processing Prop 47 petitions and applications. Due to the limited data available, neither department could estimate the cost impact of this additional workload. See Table 5 below for the additional workload incurred due to Prop 47 petitions and applications from November 2014 through February 2016.

Table 5		
PD and APD Petitions and Applications		
Increased Workload Attributed to Prop 47		
November 2014 through February 2016		
	<u>PD</u>	<u>APD</u>
Petitions/Applications Resolved in the Courts	27,400	5,000
Estimated Petitions/Applications Pending, Denied, etc.	32,600	9,000
Total Petitions/Applications Workload	60,000	14,000
<i>Source: Information System Advisory Board, Public Defender, and Alternate Public Defender (unaudited)</i>		

At the current workload, the APD indicated that they do not need additional staffing, while PD indicated that they need additional resources. However, if the County does outreach and receives an influx of Prop 47 applications, the departments will need to

reevaluate their staffing and other needs. We further discuss departments future needs in the "Methodology for Reallocating Cost Savings" section.

The DA indicated that Prop 47 has resulted in a decrease in felony filings, but similar to PD and APD, they have seen a rise in serious felonies that are more labor intensive (the DA is responsible for prosecuting all felonies in the County). However, we could not estimate the value of any overall workload change to their operations at this time. Specifically, DA management indicated that each area office has unique caseload data metrics and their own internal databases. Therefore, there is no department-wide data available to reasonably estimate the impact.

Similar to PD and APD, the DA has seen an increase in workload due to Prop 47 applications and petitions. The DA is responsible for reviewing all filed petitions and applications to ensure individuals are eligible for reclassification. In addition, the DA is responsible for reviewing all Prop 47 pre-conviction filings. As detailed in Table 1 above, the DA has reviewed approximately 45,500 Prop 47 petitions, applications, and pre-conviction filings. Due to the limited data available, we could not estimate the cost impact of this additional workload.

All three departments also indicated that after resolving Prop 47 petitions and applications, staff will return to their normal work duties/responsibilities, which will likely be beyond the November 2017 filing deadline since petitions and applications require additional work subsequent to filing. The caseloads for the responsibilities to which staff return will need to be reassessed based upon the volume of case filings at the time.

DMH - Reported an increase in mental health services provided by DMH staff for the 12 months after Prop 47 compared to the 12 months prior. Specifically, the cost of directly operated services increased by approximately \$4.2 million (or 1.6% of \$263 million). Costs for directly operated services are based on billing rates approved by the Board annually. DMH provided a report from their Integrated System that automatically calculates directly operated service costs using these approved billing rates based on the type and length of service entered by the clinical staff. DMH management indicated that they cannot determine if/how much of these changes in workload were the direct result of Prop 47 and/or other factors.

DHS - Reported a reduction in the costs for services provided to inmates in the DHS facilities from FY 2013-14 to FY 2014-15 (since monthly data was not available). Specifically, costs for services decreased by approximately \$767,000 (or 1% of \$84.6 million). These costs are estimated using a per-service cost model developed by DHS for inpatient and outpatient care. Specifically, while the inpatient workload slightly decreased (1,194 less patient days), the inpatient cost per visit increased by \$131 per day, resulting in a net decrease of costs. In addition, both the outpatient workload and cost per visit increased; the outpatient visits increased by 775 and the cost per visit increased by \$30. DHS management indicated that they cannot determine if/how much of these changes in workload were directly impacted by Prop 47 and/or other factors.

(c) Best Practices to Quantify Cost Savings (or Increases)

The Board directed the A-C to examine best practices used by other counties to quantify savings. We contacted the counties of Orange, Riverside, San Bernardino, and San Diego to identify and analyze how each county tracks and quantifies Prop 47 cost savings.

At the time of our review, we noted that all four counties indicated that they do not track and quantify Prop 47 cost savings or increases. We also contacted the ACLU (a nonprofit organization that works to protect and promote civil liberties), who issued a report on Prop 47 in November 2015, in an attempt to identify other counties that they may be aware of that are tracking Prop 47 cost savings. The ACLU indicated that they were not aware of any county that currently tracks cost savings from Prop 47.

(d) Methodology for Reallocating Cost Savings

The Prop 47 County Taskforce (Taskforce), comprised of representatives from local criminal justice and social service agencies, is responsible for formulating a Countywide plan to identify eligible residents and facilitate applications for resentencing, and to explore the feasibility of extending or eliminating the application sunset date. As such, once the Taskforce's plan is developed, we recommend the following to ensure that PD and APD have sufficient resources to file petitions and applications before the three-year deadline (November 2017):

- Sheriff calculate the anticipated Prop 47 services and supplies cost savings for inmate marginal costs such as food, laundry, medicine, etc.
- DPH calculate the anticipated cost savings related to decreased public health admissions for contracted clinical services.
- PD and APD reevaluate their anticipated staffing and other needs to ensure that all applications received for sentence reductions are filed before the deadline. As mentioned above, these departments need more data on the additional workload to determine their staffing needs. These departments also need to plan for the timing and source of their staffing (e.g., permanent staff and/or contracted services) to be responsive to the workload estimated by the Taskforce and/or the actual workload experienced.

We reiterate that while the Sheriff and DPH have experienced some savings, they are unable to determine at this time if the savings are solely due to Prop 47 or from a range of other causes. Sheriff management also indicated that any cost savings from Prop 47 are used to cover other Custody shortfalls, such as AB109, unanticipated price increases for food and medicine, etc.

Recommendations

4. **Sheriff's Department and the Department of Public Health each report to the Board of Supervisors the anticipated cost savings attributed to Proposition 47 once more accurate and reliable estimates are available and/or at least annually thereafter.**
5. **Public Defender and Alternate Public Defender analyze and report to the Board of Supervisors their anticipated future workload changes and resource needs to expeditiously file applications received by the November 2017 deadline.**

(e) Input From Interested Research Organizations

The Board instructed the A-C to obtain and consider input from interested research organizations during our analysis. As part of our review, we discussed our audit scope with representatives from the Advancement Project (a civil rights organization that uses tools and strategies to inspire community-based solutions and impact policy changes), and the RAND Corporation (a nonprofit institution that uses research and analysis to develop solutions to public policy issues). Our final report incorporates relevant suggestions from the Advancement Project and RAND Corporation on our audit scope and methodologies for calculating cost and workload savings/increases. We have expressed to these organizations our availability to share the data that supports our findings.

In addition, we contacted the LAO and ACLU to discuss portions of their prior Prop 47 reports.

County of Los Angeles Proposition 47 - Analysis of Cost Savings and Service Improvements Recommended Proposition 47 Data Tracking (A)	
Sheriff	A. Average number of Prop 47 arrests and inmates. B. Average length of stay for inmates currently in custody and percentage of time served. C. Average marginal services and supplies cost per inmate.
Probation	A. Number of supervised adults that qualify under Prop 47. A.1 Breakdown of risk type/level of supervision. A.2 Number of probation violations. B. Number of supervised juveniles that qualify under Prop 47. B.1 Breakdown of risk type/level of supervision. B.2 Number of probation violations.
District Attorney	A. Number of cases that fall under Prop 47. B. Number of staff assigned to Prop 47 eligible cases.
Public Defender	A. Number of cases that fall under Prop 47. B. Number of staff assigned to Prop 47 eligible cases.
Alternate Public Defender	A. Number of cases that fall under Prop 47. B. Number of staff assigned to Prop 47 eligible cases.
Health Services	A. Number of patients that fall under Prop 47. B. Number of inpatient visits for Prop 47 patients. C. Number of outpatient visits for Prop 47 patients.
Public Health	A. Number of patients that fall under Prop 47. B. Payments made to contracted clinics for Prop 47 patients.
Mental Health	A. Number of clients that fall under Prop 47. B. Number of directly operated visits with Prop 47 clients. C. Payments made to contracted clinicians for Prop 47 clients.
(A) In cases where departments do not believe they have the ability to track future Prop 47 savings, they should report their tracking challenges and potential solutions to the Board of Supervisors.	



OFFICE OF THE SHERIFF

COUNTY OF LOS ANGELES

HALL OF JUSTICE

JIM McDONNELL, SHERIFF



April 4, 2016

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
Los Angeles, California 90012

Dear Supervisors:

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT RESPONSE TO THE
AUDITOR-CONTROLLER'S PROPOSITION 47 - ANALYSIS
OF COST SAVINGS AND SERVICE IMPROVEMENTS**

On December 1, 2015, the Board instructed the Auditor-Controller (A-C) to:

- Conduct an analysis of Proposition 47 (Prop 47) to determine if the affected Los Angeles County (County) departments possess a method of capturing, tracking, or measuring the costs, savings, and service improvements (or declines) associated with the implementation of Prop 47.
- Describe the approaches and methodologies used to assess Prop 47 savings and make available to the public the underlying data used.
- Identify if other peer counties possess a method of capturing such costs and savings that the County could adopt as a best practice.
- Propose a methodology to reallocate future cost savings to assist the Public Defender (PD) and Alternate Public Defender (APD) in the timely filing of Prop 47 applications and petitions for sentence reductions.
- Obtain and consider input from interested research organizations during our analysis.

211 WEST TEMPLE STREET, LOS ANGELES, CALIFORNIA 90012

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INTRODUCTION

Since the Board's December 1, 2015, instruction, the A-C has been diligently working with a number of Prop 47-affected County departments, including the Los Angeles County Sheriff's Department (Department). The A-C has exhibited a tireless and persistent effort to understand and document each department's unique set of circumstances when it comes to not only the direct and indirect impacts of Prop 47, but also each department's existing and emerging challenges as they relate to operations, programs, and fiscal impact. After months of time, energy, and hard work the A-C has completed their analysis and has shared their findings with the Board's Offices and the affected departments. In response to the A-C's completed analysis, I would like to take this opportunity to provide the following comments as it relates to the A-C's final report.

THE IMPACT OF PROP 47

The passage of Prop 47 allowed the Department the flexibility to increase the percentage release of County sentenced inmate population. Once the population stabilized in December 2014, the Department began raising the percentage of time served from 20 percent to 70 percent for both males and females, resulting in an increase of percentage time served for 14,300 inmates the following year. It must be noted that the adjustment of this percentage, which mitigates jail overcrowding, is authorized by the Federal Court pursuant to a 1988 Court Order arising from the Rutherford vs. Block lawsuit, commonly referred to as the "Rutherford Decision."

Prop 47 immediately preceded a dramatic rise in the Department's mental health population within Custody Operations. To address and enhance the service needs of our most severe mentally ill inmates, 2-man cells were converted to single-man cells resulting in the loss of approximately 772 bunks. The expansion of these High Observation areas also forced the Department to remove an additional 556 dayroom bunks from housing areas that were previously general population or step-down areas of mental health units. This increased mental health housing resulted in the unavailability of 1,328 bunks.

POPULATION ADJUSTMENTS NOT RELATED TO PROP 47

Under the leadership of Assistant Sheriff Terri McDonald, the Department continued its efforts to remove overflow bunks throughout the system. The bunks had been added within dayrooms and dormitories over the years to compensate for the overcrowded system, which took the Department well beyond its rated jail capacity. These efforts began before Prop 47 and have continued to this day for a total reduction of approximately 519 beds throughout Custody Operations.

The reduction of overflow bunks and unavailable beds to accommodate the mentally ill resulted in a total loss of 1,847 beds.

RESPONSE TO THE IDENTIFIED \$13.7 MILLION DEPARTMENTAL SAVINGS

The A-C calculated \$13.7 million in savings, which is documented in their report, by using the difference between the Average Daily Inmate Population (ADIP) from November 2013 to October 2014, and November 2014 to October 2015, which amounted to 1,840. This was then multiplied by the marginal bed rate of \$20.35, which was then multiplied by 365 (days in a year) and resulted in the amount of \$13.7 million.

The concern with this methodology is the Department had both a bed loss and a bed reduction of approximately 1,847 during the same time period that was largely due to the unprecedented rise in mentally ill inmates and not from Prop 47, which was shared with the A-C and reflected in their report. As a result of the dramatic increase in mentally ill-diagnosed inmates, the Department has experienced a corresponding increase in costs associated with ensuring that not only is there an appropriate amount of staff to ensure this population receives the care and supervision they need, but also that they receive the medication, treatment, and resources that is undoubtedly critical to their well-being. In light of these developments and cost increases, the Department is in the process of working with the Chief Executive Office in the hopes of obtaining financial relief to help offset these costs.

As it relates to the overflow bunks that were removed, it must be noted that these beds are routinely added and removed as the population ebbs and flows. Further, these beds/bunks are added to the system with no corresponding funding stream, so equating their removal as a "savings" is not accurate.

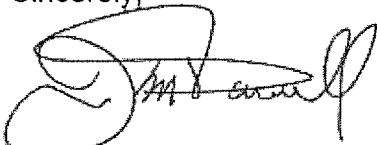
To reinforce the concerns with this methodology, the Department had to make numerous adjustments to the percentage of convicted inmate's time served since the passing of Prop 47; lowering from 70 percent to 40 percent for both males and females twice in 2015 (May/October). Likewise, the percentage of time served increased to 70 percent in November 2015. As of today, the Department has once again lowered the percentage release for females back to 40 percent. This is indicative of an inmate population that is still in flux and not static as some Prop 47 advocates contend. Because we have the capability of reacting quickly to a spike in bookings by adjusting our percentage release, these spikes are not always captured on a trend line. Consequently, our ADIP can be at times artificial and relying on a particular inmate count to develop a potential cost savings for Prop 47 would not be fiscally responsible or sufficiently reliable.

RESPONSE TO THE IDENTIFIED \$41.6 MILLION DEPARTMENTAL SAVINGS

The Department does not dispute the \$41.6 million savings as a hypothetical situation. The Department explained to the A-C that the only scenario in which the Department would actually see a cost savings is by closing a jail facility. Essentially, the Department indicated that if we were not an "early release" county and the population had stabilized after the drop in inmates, we may have been able to close a facility and, possibly, additional housing areas resulting in a fiscal year savings of \$41.6 million. Based on the benefits of the early release program through the Rutherford Decision, this scenario is not feasible.

Should you have any questions or require additional information, please contact me or Assistant Sheriff Kelly Harrington, Custody Services Division, at (213) 893-5001.

Sincerely,

A handwritten signature in black ink, appearing to read "J. F. McDonnell". The signature is stylized with large, sweeping loops and a long horizontal stroke extending to the right.

J. F. McDONNELL
SHERIFF



August 25, 2016

Los Angeles County
Board of Supervisors

Hilda L. Solis
First District

Mark Ridley-Thomas
Second District

Sheila Kuehl
Third District

Don Knabe
Fourth District

Michael D. Antonovich
Fifth District

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

FROM: Mitchell H. Katz, M.D.
Director

Kimberley Guillemet, Esq.
Office of Reentry
Office of The Honorable Eric Garcetti,
Mayor of the City of Los Angeles

SUBJECT: **REPORT ON RECOMMENDATIONS FOR
PROPOSITION 47 FUNDING**

Mitchell H. Katz, M.D.
Director, Health Agency

Robin Kay, Ph.D.
Interim Director, Department of Mental Health

Cynthia A Harding, M.P.H.
Interim Director, Department of Public Health

313 N. Figueroa Street, Suite 912
Los Angeles, CA 90012

Tel. (213) 240-8101
Fax: (213) 481-0503

On December 1, 2015, the Board of Supervisors instructed the Director of the County's Office of Diversion and Reentry (ODR), in collaboration with the Manager of the City of Los Angeles Mayor's Office of Reentry to convene the appropriate stakeholders, including significant representation by community-based organizations and people previously incarcerated for offenses eligible for reclassification under Proposition 47 (Prop. 47), also known as *The Safe Neighborhoods and Schools Act*, to recommend a process and schedule for collaborating with regional stakeholders to prepare an application for forthcoming state grant funds, with a strong focus on promoting evidence-based interventions. We were directed to facilitate a community engagement process that included a minimum of three (3) town hall meetings to solicit input from County residents and stakeholders adversely impacted by the following: poverty and crime as defined by the United States Census Bureau Data on Poverty Thresholds; rates of unemployment and homelessness; concentrated populations of probationers, parolees, and juvenile offenders; and high rates of violent and non-violent crimes.

Proposition 47 Background

In November 2014, California voters approved Prop. 47, which reduced certain non-violent, non-serious drug and property crimes from felonies to misdemeanors. Specifically, six crimes were to be reclassified from felony/wobbler status to misdemeanor status: simple drug possession, petty theft under \$950, shoplifting under

"The mission of the Los Angeles County Health Agency is to improve health and wellness across Los Angeles County through effective, integrated, comprehensive, culturally appropriate services, programs, and policies that promote healthy people living in healthy communities."



\$950, writing a bad check under \$950, forging a bad check under \$950, and receipt of stolen property under \$950. However, the proposition excluded the following classes of offenders: those individuals with prior convictions for murder, rape or child molestation; individuals on the sex offender registry; and individuals with a prior forgery or identity theft convictions (excluded only from check crimes).

The enactment of Prop. 47 was expected to result in two significant benefits for the residents of California. First, the reduction of certain felonies to misdemeanors removed many barriers to employment, healthcare services, education, and other social services for individuals who previously experienced restrictions in those areas due to classification as felons. Secondly, the reduction of felony convictions to misdemeanors was expected to reduce the incarceration rate, thereby reducing the expense of incarceration incurred by state and local governments (approximately \$47,000 per person annually in California), which is expected to result in significant cost savings for the State of California. Per Prop. 47, the cost savings is to be used specifically for mental health and substance use treatment, truancy and dropout prevention among K-12 public schools students, and victim services.

Proposition 47 Town Hall Meetings

I. Planning Process

On February 29, 2016, in preparation for the town hall meetings, the ODR and the Los Angeles Mayor's Office of Reentry held a Prop. 47 planning meeting with key stakeholder groups. The community-based organizations (CBOs) in attendance provided insight and guidance on the best manner to engage other community members and solicit feedback on their perceived needs in the three areas for possible state funding under Prop. 47.

Stakeholders provided insight that helped inform our town hall format and approach. Key recommendations around best practices are incorporated into the latter portion of this report. Key recommendations around the structure and execution of the town hall meetings were as follows:

- i. Incorporate community members into the town hall planning process;
- ii. Give most impacted communities key speaking roles in town halls;
- iii. Utilize asset mapping;
- iv. Allow community vetting of report results prior to presentation to Board of Supervisors;
- v. Provide general educational overview of Prop. 47;
- vi. Utilize working groups to help ensure that everyone's voice is heard;

- vii. Time length should be between 90 minutes and two hours;
- viii. Town halls should be held either on weekday evenings after work and/or Sundays afternoons; and
- ix. A total of three (3) to four (4) town halls should be held.

We considered and incorporated the stakeholders' recommendations, as evidenced by the format, content and timing of the town hall meetings.

II. Town Hall Meetings' Location, Participation and Format

Our offices held six (6) town hall meetings throughout Los Angeles County in the areas with the highest levels of crime and poverty as follows:

Town Hall	Date	Place	Supervisorial District	City of LA Council District
1	April 12, 2016	Ramona Hall Community Center	1	1
2	April 20, 2016	South Los Angeles Sports Activity Center	2	8
3	April 27, 2016	Chester Washington Golf Course	2	N/A
4	May 3, 2016	East Los Angeles Library	1	N/A
5	May 10, 2016	McBride Park, City of Long Beach*	4	N/A
6	May 12, 2016	Van Nuys City Hall/Marvin Brody Center	3	6

*Held in partnership with the Long Beach Department of Health and Human Services, California Endowment & Long Beach Mayor's Office.

All town halls were held on weekday evenings in accessible locations with free parking and light refreshments were served. On average, the town halls lasted two hours and had approximately 50-60 community members in attendance, with one of the town halls skewing high and one skewing low.

At each town hall meeting, Californians for Safety and Justice (CSJ), the authors of Prop. 47, provided presentations around the implications, intent and impact of the law. In addition, the Drug Policy Alliance, Legal Aid Foundation for Los Angeles, and Neighborhood Legal Services for Los Angeles County provided information about the legal process for felony reclassification pursuant to Prop. 47. The Advancement Project also provided informative asset mapping presentations that explained the resources currently available in the specific community in which each town hall was being held.

We also had the strong support and participation of several community-based organizations (CBOs) throughout this process. Leaders from the following CBOs served as break-out group facilitators and presenters at the meetings:

- A New Way of Life
- Bend the Arc
- Californians for Safety and Justice
- CAST
- Coalition for Responsible Community Development (CRCD)
- Communities in Schools
- Community Coalition
- Drug Policy Alliance
- Homeboy Industries
- LA VOICE
- Legal Aid Foundation of Los Angeles
- Los Angeles Regional Reentry Partnership (LARRP)
- Neighborhood Legal Services for Los Angeles County
- SCOPE
- The Advancement Project

We also had in attendance representatives from the following public agencies:

- Los Angeles County Public Defender
- Los Angeles County Alternate Public Defender
- Los Angeles County District Attorney
- Los Angeles County Probation Department
- Los Angeles County Sheriff's Department
- Los Angeles County Community and Senior Services
- Los Angeles County Department of Public Social Services
- Los Angeles County Department of Mental Health
- Los Angeles County Department of Public Health
- Los Angeles County Department of Child Support Services
- Los Angeles Chief Executive Office
- Los Angeles Police Department
- Los Angeles City Mayor's Gang Reduction & Youth Development Department
- Los Angeles City Council District 8
- Los Angeles City Council District 9
- Los Angeles City Council District 15

III. Recommendations and Priorities

The town hall meetings provided insights into the many needs of the communities we visited. The balance of this report provides the community's recommendations and priorities for applying for State funding pursuant to Prop. 47 to support the County's investment in (1) community-based mental health and substance abuse treatment; (2) truancy and dropout prevention among K-12 public school students; and (3) victim services based on the input received at the meetings.ⁱ

Community-Based Mental Health and Substance Abuse Treatment

It is well-settled that the behavioral health needs of those engaged in criminal behavior must be effectively addressed in order to realize positive outcomes in crime rates and recidivism. This is especially true for Prop. 47 offenses because drug and alcohol use are implicated in both the drug-related offenses themselves, as well as in property offenses where individuals often steal to support a substance use disorder. Moreover, when individuals have unaddressed mental health needs, they often attempt to self-medicate through drug and alcohol abuse.

When behavioral health needs are unaddressed, we see cycles of recidivism that spiral out of control. Indeed, a study has reflected that when individuals are released from incarceration back into the community with untreated or inadequately treated behavioral health needs, most will return to a life of drug and alcohol use and crime, typically committing as many as 100 offenses annually, often to support a substance use disorder.ⁱⁱ Conversely, when convicted individuals with substance use disorders complete substance use disorder treatment during and post incarceration, they recidivate at a rate of 37% lower than those who do not participate in treatment programs.ⁱⁱⁱ Moreover, when convicted individuals with mental health disorders receive adequate mental health treatment, they recidivate at a rate of 80% lower than those who do not.^{iv} When those in treatment are stably housed, and not homeless, recidivism rates drop even further.

Community members often observe first-hand the negative outcomes associated with untreated behavioral health needs. They also know their respective communities' areas of highest need. The community identified the following areas where funding is critical for this population:

- i. **Reentry Services:** Community members observed that individuals with behavioral health needs were often released back into the community with their mental health or substance abuse needs still unaddressed. In situations where individuals had received some treatment while incarcerated, the community noted that there was no treatment continuity

post release. The community recommended a focus on trauma-informed care, counseling and case supervision that links services from in-custody to the community upon reentry.

- ii. **Wrap-Around Services:** The community observed that there are limited providers that offer wrap-around services for those with substance abuse disorders and mental illness. While receiving treatment is important, the community stresses the need for programming that treats the needs of the population as a whole and is not one-sided. Specifically, if healthcare is addressed, but an individual has no access to other wrap-around services such as family reunification, housing, jobs, education and social engagement support, an individual's health will decline despite access to healthcare treatment. Programs such as the Texas Offender's Re-entry Initiative and Volunteers of America Los Angeles offer models for community based wrap-around services for adults re-entering society.
- iii. **Treatment Housing:** There is a shortage of housing dedicated to mental health and substance abuse treatment for individuals who have co-occurring disorders. One barrier to seeking and staying in treatment is the lack of treatment options with housing. Community participants noted that providing treatment without stable housing was ineffective. One frequent recommendation was to partner with organizations that provide this specialized treatment and develop housing options that could be connected to these clinical service providers.
- iv. **Service Accessibility & Outreach:** Community members observed that available clinical services are not well advertised nor are they provided in a client-centered, accessible manner. A key recommendation was to increase field-based clinical mental health and substance use disorder services to help people transition from incarceration or homelessness into board and care and/or sober living facilities. A key aspect of making services accessible was to provide transportation and locate services on regular transportation routes throughout Los Angeles County.
- v. **Trauma-Informed Care:** Trauma-informed care is a priority that crosses over all three of the areas for potential funding. For the purposes of this report, a traumatic event is an experience that causes physical, emotional, psychological distress, or harm. It is an event that is perceived and experienced as a threat to one's safety or to the stability of one's world. Trauma can result from violence; death/loss of life/bereavement; war; sexual, physical and mental abuse; as well as mistreatment. The correlation between the experience of a traumatic event and the development of a mental health condition and/or substance abuse disorder is well-documented. The community cited the need for an increase in the number of providers and resources for trauma-informed

care not only for the formerly incarcerated population, but for children of formerly incarcerated parents and their support network. The first recommendation is that trauma-informed care begin in the jails to assist those individuals in custody. Upon release they can be linked to a capable and high quality provider to continue trauma-informed treatment. The second recommendation is to integrate trauma-centered treatment into schools for students to receive services while in a safe learning environment. There have been several successful programs implemented across the country that have instituted in-school counseling for post-traumatic stress disorder and have yielded success for student participants. Further development of programs and training for providers on trauma-centered treatment is essential to the well-being of our communities and those impacted by Proposition 47.

- vi. ***Stigmas Related to Behavioral Health:*** A key barrier identified was that in many underserved communities, a stigma exists around being identified as someone with a behavioral health need. There are additional stigmas around accessing or receiving behavioral health treatment. A key recommendation was to provide public education on mental health and substance abuse needs and the value of rehabilitation and treatment.
- vii. ***Partnerships with the Community:*** Community members recommended that re-entry service providers and government entities develop stronger relationships and partnerships with CBOs in order to more effectively engage the community and facilitate the collaboration and delivery of services.
- viii. ***Juvenile Mental Health Services:*** Community members observed that there was a lack of programming available to address juvenile mental health and substance abuse needs. Attendees suggested that efforts be made to increase juvenile mental health programming upon release and to incorporate family support as a crucial component of treatment.
- ix. ***Variation in Treatment Programs:*** Community members stressed the need for different types of treatment programs because not every individual will need treatment in the same manner. They referred to an overwhelming number of programs that operate on the "one size fits all" approach and do not effectively address the issues faced by each specific individual. Specifically, they recommended that a range of treatment programs and approaches be offered to meet the varied needs of the population.

Truancy and Dropout Prevention Among K-12 Public School Students

The California State Legislature defines truancy as “a student missing more than 30 minutes of instruction without an excuse three times during the school year.”^v In the 2014-2015 school year, the California Department of Education reported that Los Angeles County had an overall truancy rate of 31.42%, which is very close to the statewide average of 31.43%.^{vi} However, the 3.5% dropout rate for students in the 9th through 12th grades in the County of Los Angeles is higher than the statewide rate of 2.8% and is more prevalent in certain communities as follows: American Indian (7.0%); African American (5.3%); Hispanic (3.9%); and Pacific Islander (3.5%).^{vii} This is a serious problem for our cities and County. Moreover, the disproportionate rate at which students from underserved minority communities are not participating in their secondary education reflects a systemic failure.

The parties that are best positioned to speak to the detrimental impact of these high truancy and dropout rates are the community and the organizations that work tirelessly to develop programs to assist this population. The community representation at the town hall meetings provided essential insight into the underlying issues that drive the high truancy and dropout rates among Los Angeles County's students. The community identified the following areas where funding is critical in order to reduce truancy and dropout rates among this high risk population:

- i. **Language Barriers:** With a sizable immigrant population residing in Los Angeles County, language barriers cause a “disconnect” between parents and teachers in identifying issues and solutions for students. The development of parental translation services, “English as a Second Language” courses for parents, or the development of community health worker programs geared toward assisting immigrant parents in educational system navigation would be helpful in addressing the prevalent language barrier.
- ii. **Gang Intervention:** In the last decade, parents and teachers have seen a significant drop in school district-facilitated gang intervention programming before, during, and after school. These types of programs (such as the City of Los Angeles’ Gang Reduction & Youth Development [GRYD] Program) have shown success in the reduction of gang involvement and school dropout rates, and also help to develop stronger emotional and social skills. It should be noted that a robust integrated program that not only offers school-centered services, but community programming, is necessary to continue to provide alternatives to gang life. Additionally, providing services such as tattoo removal, workforce development, and self-empowerment training are a few critical, key elements that should be included in gang intervention programs. In

addition to GRYD, there are other community-based organizations that are actively developing and leading effective educational and extracurricular after school programs.

- iii. ***Trade Programming for High School Students:*** Another barrier contributing to the truancy and dropout rates among middle and high school students is the lack of programming for trade skill development and other alternatives to college. Community members expressed interest in the development of pathways to trade-based careers and trade-skill training in high schools. This type of programming would make students aware of other tangible career pathways outside of the traditional college route. It would also assist students in developing the necessary skills to establish a career beyond high school, so that they graduate from high school "career ready" and employable.
- iv. ***Collaboration between Local Government, Community Organizations, School Districts and Law Enforcement Agencies:*** Community participants at the town hall meetings feel that strong systems are not in place for the above-listed entities to talk and transfer information pertaining to juveniles. One recommendation is to develop intentional coordination through an entity or centralized office that would facilitate coordination of various points of transition in a young person's life, such as the point of reintegration back into the school system after absenteeism, or engagement of youth when they are most at risk of dropping out or engaging in criminal behavior. There have been some notable examples across the country of successful partnerships between the various entities in developing not only wrap-around services for youth re-entering the community, but also assisting with their transition back into the educational system. For example, programs, such as Oakland Unite and One Summer Chicago Plus Program, have offered youth who have either been involved with the juvenile justice system or who have been truant access to wraparound services.
- v. ***Mentorship Programs:*** Years of research have affirmed the effectiveness of mentorship programs. Mentorship programs are essential in that they not only provide a pro-social support network for students, but also assist in teaching successful life navigation and introducing youth to desired career pathways. These types of programs not only build the confidence of students, but positively contribute to their lives beyond high school. Additionally, mentorship creates opportunities to provide counseling, tutoring and guidance to youth who otherwise may not engage in such services.
- vi. ***Unwarranted School Discipline:*** In the last decade we have seen a shift where the predominant school culture supports suspension and expulsion

as the primary solution to students' behavioral problems. The community participants advocated that funding be used to train school officials on the identification of the difference between the exhibition of behavior that poses a public safety concern and warrants exclusionary discipline, as opposed to behavior resulting from a learning disability, trauma and/or other difficulties that may be causing a student to act out in school and can be addressed through a clinical or supports-based intervention. If these issues can be identified and addressed earlier in a student's educational career, then the proper educational services and resources can be provided to the student and their families. Additionally, community members stressed the need to have access to legal resources and education pertaining to their children's educational rights so that they can advocate properly for their children's needs.

Victim Services

Victim Services have traditionally been focused on supporting victims of crime. However, of late, there has been an expansion of the way in which we think about victim services to include addressing the needs of the community and also engaging the criminally involved population through a restorative justice framework. Although the needs of the primary victims should remain the primary focus of service delivery after traumatic events, the community stressed that often times the individuals committing the crimes are also the victims of some type of past trauma or crime themselves. The community raised the following common themes surrounding the needs for funding in the area of victim services:

- i. ***Knowledge of Resources:*** The community cited a lack of awareness of the array of victim services available to victims of violent acts. They stressed that there should be more advertisement of the types of services available, both in the community and through governmental entities. Additionally, the process to apply for the services must be streamlined to make the services easier to access.
- ii. ***Eligibility Criteria of Victim Services:*** Traditionally, victim services programs have been designed to only offer services for victims, and not the perpetrator, who might themselves have experienced a traumatic experience, which ultimately led to their commission of certain crimes. Data, anecdotal and otherwise, reflects that most offenders of violent crimes were at one time victims themselves. The community repeatedly stressed the need for victim services for the formerly incarcerated population. One specific recommendation was to expand the scope of victim services eligibility criteria to include victims of crime that might have at one time been offenders. Additionally, there should be an alternative service pathway for diverse communities who may be reticent to access

services provided through governmental entities, such as gang-affiliated individuals and undocumented persons.

- iii. **Trauma Training in the Community:** Community members cited a lack of training in trauma support and treatment services available to community members who are well-positioned to provide support and outreach. Many community members, including formerly criminally involved individuals, experience stressful events rising to the level of trauma on a daily basis. One recommendation was to train formerly incarcerated individuals and other community members in the provision of post-traumatic services and pair them with local law enforcement, schools and community-based organizations to provide immediate, on-site assistance following a violent criminal act. This would help facilitate the healing process because it would afford the victim or their family members the opportunity to speak to someone who might have at one time been similarly situated and who is well-positioned to help the victim begin to heal and cope with the post-traumatic stress and emotions experienced due to the traumatic event.
- iv. **Streamline the Restitution Process:** Community members recommended that the County develop a task force charged with evaluating the restitution process and providing recommendations on how to streamline the process to make it easier for victims to access those resources.
- v. **Victim Housing:** The community expressed an increased need for safe and secure housing and/or housing relocation funds for victims of crime.

Additional Miscellaneous Recommendations

In addition to the robust previous lists of priorities and recommendations provided by the community for each of the three funding areas, community members also raised the following more generalized recommendations:

- i. **Access to Legal Services:** Generally speaking, the Prop. 47 population can benefit from increased legal education and resources, as well as general access to legal representation that can assist them in addressing various collateral consequences of conviction that they may be experiencing.
- ii. **Cultural Competence & Relevance:** Community members identified cultural competence and cultural relevance as a necessity for effective service delivery.

Other more generalized recommendations around the manner in which funds are awarded, organizations are vetted, and contracts are developed, would fall under

Each Supervisor
August 25, 2016
Page 12

the purview of the RFP development process which is governed by the BSCC's Executive Steering Committee at the State level.

IV. Conclusion

The town hall meetings not only provided us with the opportunity to hear from the community in general, but more specifically, allowed us to hear directly from those most heavily impacted by Prop. 47. As reflected by the above-listed recommendations, the community's input was both insightful and thoughtful. In addition, it is important to note that the town halls were not just beneficial to our respective offices as we worked to develop this report, but that the community consistently expressed that they benefited from the process as well. At each town hall meeting, community members expressed their appreciation for the opportunity to articulate their view points and concerns around this issue. For many of them, the town hall meetings were their first foray into civic engagement and it meant a great deal to them to know that their elected officials were interested in their input and voice.

We are committed to the development of innovative partnerships and programming to assist the community and individuals eligible for reclassification under Prop. 47 in strengthening our neighborhoods. Overall, based on the input received from the town hall meeting attendees and stakeholders, it is the recommendation of the County ODR and the City of Los Angeles Mayor's Office of Reentry that the applications for Prop. 47 funds for which our local units of government may apply, be coordinated with community-based organizations directly, or with community stakeholders in general, that have a track record of effective service provision and engagement in community-based mental health and substance abuse treatment, truancy and dropout prevention, and victim services, as articulated in more detail in the former portions of this report.

In closing, we want to express our gratitude to the hundreds of people who took time away from families and out of their evenings to help contribute to the content of the report. The community members brought a richness of perspective and passion that made the town hall meetings a true success. To the communities that hosted us and the individuals who represented not only their own voice, but the voices of their families, friends and neighbors, we offer our deep felt thanks.

MHK:MG:KG:nr

cc: Chief Executive Office
County Counsel
Executive Office Board of Supervisors

Notes

ⁱ In the section, we highlight nationally-recognized programs that provide effective models for various service areas. While there are several highly-regarded programs and community-based organizations providing services in our region, we have intentionally refrained from specifically highlighting any of them as examples in this report in the interests of various considerations.

ⁱⁱ Fighting Crime by Treating Substance Abuse, located at: <http://issues.org/15-1/belenk/>.

ⁱⁱⁱ Patients discharged from medium secure forensic psychiatry services: reconvictions and risk factors, located at: <http://bjp.repsych.org/content/190/3/223.long>.

^{iv} Substance Abuse Programs Reduce Recidivism, located at: <http://www.corrections.com/news/article/22508-substance-abuse-programs-reduce-recidivism>.

^v The California Department of Education, located at: <http://www.cde.ca.gov/ls/ai/tr/>

^{vi} The California Department of Education, located at: <http://dq.cde.ca.gov/dataquest/SuspExp/TruancyReport.aspx?cChoice=TruRate&ReportCode=TruRate&cType=All&cName=LOS.ANGELES&cCounty=19&cCds=19000000000000&cYear=2014-15&cLevel=County>.

^{vii} The California Department of Education, located at: <http://dq.cde.ca.gov/dataquest/DropoutReporting/DrpGradeEth.aspx?cDistrictName=LOS%20ANGELES&CDSCode=1900000000000000&Level=County&TheReport=GradeEth&ProgramName=All&cYear=2014-15&cAggSum=CTotGrade&cGender=B>



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“Connecting communities and improving the lives of all generations”

August 7, 2017

TO: Supervisor Mark Ridley-Thomas, Chair
Supervisor Hilda L. Solis
Supervisor Sheila Kuehl
Supervisor Janice Hahn
Supervisor Kathryn Barger

FROM: Cynthia D. Banks, Director *Cynthia D. Banks*
Workforce Development, Aging and Community Services

Mitchell H. Katz, M.D., Director *Mitchell Katz*
Department of Health Services

SUBJECT: Proposition 47 Jobs & Services Taskforce Report

On December 1, 2015, your Board approved a Motion introduced by Supervisors Hilda L. Solis and Mark Ridley-Thomas on the County of Los Angeles’ (County) implementation strategy for Proposition 47: The Safe Neighborhoods and Schools Act (Prop 47). The Motion established the Jobs & Services Taskforce (Taskforce), comprised of County Departments and external organizations, to formulate a plan for public-private partnerships and outreach efforts to link Prop 47 eligible County residents with workforce development and social services. During the past year and half, Workforce Development, Aging and Community Services (WDACS) worked closely with the Chief Executive Office (CEO), the Office of Diversion and Reentry (ODR) and the Los Angeles Area Chamber of Commerce (Chamber) to convene and support the Taskforce in developing the Plan requested by your Board.

We are pleased to provide the *Proposition 47 Jobs & Services Taskforce Report* (Report), which outlines nine recommendations to reach the Taskforce’s aspirational goal of placing 50,000 justice involved individuals on pathways to sustainable employment in five years. The Report also identifies three distinct groups of Prop 47-eligible individuals that require different types of services to achieve sustainable employment:

- A. Work-ready: Individuals who have sufficient skills, work experience and a personal situation that allows them to begin seeking employment.
- B. Need pre-employment education or training: Individuals who may need technical training or education before they can begin seeking employment.
- C. Need support services: Individuals who have significant barriers that need to be addressed before they can seek employment, such as homelessness, substance abuse, mental health issues, disabilities or other challenges.

Below is a summary of the Report's nine recommendations to provide a framework for placing Prop 47 eligible individuals on pathways to sustainable employment:

Strategy Recommendations

1. Conduct targeted outreach to identify and serve Prop 47 beneficiaries throughout the County and engage businesses to reduce barriers to employment for the justice involved population.
2. Implement Care Coordination or System-Navigators to create individualized service plans and help Prop 47 beneficiaries navigate the County system and an array of community-based organizations (CBO) that provide supportive services.
3. Support regional networks of community and faith-based organizations to provide comprehensive, coordinated services and expand case-management and transitional employment opportunities that help Prop 47 beneficiaries compete in the labor market, and reduce the risk businesses face when considering hiring someone with a criminal record. The Report recommends that the County contract with social enterprises and CBOs to help build scale, similar to how WDACS contracts with CBOs to manage the America's Job Centers of California.

System Structure Recommendations

1. Establish a partnership between ODR and WDACS to oversee efforts to expand transitional employment and supportive services.
2. Establish a portal/entry point into the system for Prop 47 beneficiaries.
3. Clarify the role of law enforcement agencies, which play a significant role in preparing currently and recently incarcerated individuals for reintegration into society.

Funding and Sustainability Recommendations

1. Identify and clearly articulate specific program funding gaps (informed by characteristics of target population, capacity and actual program costs).
2. Develop mechanisms and systems to document program impact and results.
3. Create dedicated staffing for fund development and partnership development.
 - a. Build or deepen relationships with philanthropic partners.
 - b. Leverage partnerships with the County and City of Los Angeles.

We commend the Chamber and the many other private and community-based organizations that came together as part of the Taskforce. In particular, we wish to thank

Each Supervisor
August 7, 2017
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David Rattray of the Chamber, who co-chaired the Taskforce along with Peter Espinoza, Director of the Los Angeles County Office of Diversion and Reentry. In addition, Heather Birdsall and Larry Thompson of the Chamber, provided significant leadership, expertise and staff support in convening the Taskforce and drafting the Report. We look forward to continued partnership with the Chamber as we work to implement a countywide approach to providing employment and social services to Prop 47 beneficiaries.

Should you have any questions, please contact us directly, or your staff may contact Mr. Kevin Anderson at kanderson@wdacs.lacounty.gov.

CDB:OS:KA:mr

Attachment

c: Chief Executive Officer
County Counsel
Executive Officer of the Board of Supervisors



PROP 47

JOB & SERVICES TASKFORCE REPORT

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I. EXECUTIVE SUMMARY

OVERVIEW

In 2014, California voters approved Proposition 47: The Safe Neighborhoods and School Act (Prop 47), which reduced certain drug and property crimes from felonies to misdemeanors. The law applies to new offences, and is also retroactive, allowing individuals to reduce an existing Prop 47 eligible felony conviction to a misdemeanor.

Implementing Prop 47 presents local government agencies with a significant challenge and exciting opportunity to impact the lives of Angelenos. The L.A. County Public Defender identified approximately 518,000 Los Angeles County residents who are potentially eligible for Prop 47 reclassification.

The Los Angeles County Board of Supervisors (Board) recognized Prop 47 created an opportunity to “expand access to these men and women to services they need to fully reintegrate” back into society. In December 2015, the Board passed a resolution that created four Taskforces to create a strategy to help Prop 47 beneficiaries reintegrate into their communities.

Taskforce II, the Prop 47 Jobs & Services Taskforce, was charged with developing a plan to launch public-private partnerships to help Prop 47-eligible residents access employment and training services, as well as wrap around support services, such as mental health, health care, housing and substance abuse counseling.

TASKFORCE II ASPIRATIONAL GOAL

Place 50,000 PROP 47 beneficiaries on pathways to sustainable employment in five years.

Proposed Service Pathways

Taskforce II recognizes different individuals will need different mixes of services. We identified three distinct groups of Prop 47-eligible individuals who will require different types of services.

- A. **Work-ready:** Individuals who have sufficient skills, work experience and a personal situation that allows them to begin seeking employment.
- B. **Need pre-employment education or training:** Individuals may need technical training or education before they can benefit from work-readiness training and begin seeking employment.
- C. **Need support services:** Individuals have significant barriers to employment, such as homelessness, substance abuse, mental health issues, disabilities or other barriers that need to be addressed before they can seek regular employment.

Through our collaboration among cross-sector partners, Taskforce II identified strategy, system structure, and funding and sustainability recommendations to help Los Angeles County (the County) reach the aspirational goal of placing 50,000 Prop 47 beneficiaries on pathways to sustainable employment.

Strategy Recommendations:

1. Implement Care Coordination or System-Navigators to create individualized service plans and help Prop 47 beneficiaries navigate the complex County system and array of community-based organizations (CBOs) to access support services.
2. Targeted outreach to identify and serve Prop 47 beneficiaries and engage businesses.
3. Support regional networks of community- and faith-based organizations to provide comprehensive, coordinated services and expand case-management and transitional employment opportunities that help Prop 47 beneficiaries compete in the labor market and reduce the risk businesses face when considering hiring someone with a criminal record. We recommend the County contract with social enterprises and CBOs to help build scale, similar to how Workforce, Development, Aging and Community Services (WDACS) contracts with CBOs to manage the American Job Centers of California (AJCC).

System Structure Recommendations:

1. Partnership between Office of Diversion and Reentry (ODR) and the WDACS to oversee efforts to expand transitional employment and supportive services.
2. Establish a portal/entry point into the system for the Prop 47 beneficiary.
3. Clarify role of law enforcement. Law enforcement agencies can play a significant role in preparing currently and recently incarcerated individuals for reintegration into society.

Funding & Sustainability Recommendations:

1. Identify and clearly articulate specific program funding gaps (informed by characteristics of target population, capacity and actual program costs).
2. Develop mechanisms and systems to document program impact and results.
3. Dedicated staffing for fund development and partnership development.
 - Build or deepen relationships with philanthropic partners.
 - Leverage partnerships with City and County agencies.

The following report expounds on our analysis and provides additional details for executing the strategies.

II. INTRO

Proposition 47: The Safe Neighborhoods and School Act (Prop 47), reduced certain drug and property crimes from felonies to misdemeanors. The law, which was approved by California voters in November 2014, applies to new offences and allows individuals to file a petition for legal relief to reduce an existing Prop 47 eligible felony conviction to a misdemeanor. Passed in 2016, AB 2765 (Weber, D) extends the deadline for filing a Prop 47 petition to November 2022.

Prop 47 legal relief is significant for an individual because it removes the stigma and restrictions imposed by a felony conviction. A felony conviction can preclude employment in certain fields, professional licensing, or service in the armed forces. It can also limit an individual's access to financial aid, federal health care programs, and housing opportunities.

Implementing Prop 47 presents local government agencies with both a challenge and an exciting opportunity to impact the lives of Angelenos. The L.A. County Public Defender identified approximately 518,000 Los Angeles County residents who are potentially eligible for Prop 47 reclassification.

Recognizing an opportunity to "expand access to these men and women to services they need to fully reintegrate" into society, the Los Angeles County Board of Supervisors (Board) passed a motion sponsored by Supervisors Hilda L. Solis and Mark Ridley-Thomas directing the County to develop a plan for "establishing a system for identifying eligible participants and providing them access to jobs and training, linking them to mental health treatment, substance abuse treatment, health services, supportive housing, and other wraparound support services..."

The motion calls for four taskforces to develop a plan to support those impacted by Prop 47.

III. TASKFORCE II APPROACH

Taskforce II had its kick-off luncheon on April 1, 2016 and an initial working meeting on May 12, 2016 in which attendees brainstormed their biggest ideas to connect Prop 47 beneficiaries to employment opportunities. Thanks to the robust conversation that day, the meeting ended with a lot of great ideas on how to move forward.

The May 12 brainstorm prompted Taskforce II to split into four working groups that would dive deeper into their specific focus areas.

- Taskforce I: Identification and Outreach. Led by the Public Defender and the County Executive Office, Taskforce I was responsible for identifying Prop 47-eligible residents, develop a plan to facilitate their resentencing, collect data on eligible population, and explore the feasibility of getting the deadline date for Prop 47 processing extended.
- Taskforce II: Jobs & Services. Taskforce II was charged with developing a plan to launch public private partnerships to help Prop 47-eligible residents access employment and training services, as well as wrap around support services such as mental health, health care, housing and substance abuse counseling.
- Taskforce III: Funding Reinvestment. A joint effort by the County Office of Diversion and Reentry and the City of Los Angeles's Mayor's Office of Reentry to develop recommendations for the reinvestment of forthcoming state funds.
- Taskforce IV: Fiscal Impact. The Auditor-Controller was charged with "identifying accountability measures that capture past and potential future cost savings (or increases) and/or service improvements (or declines) attributable to Prop 47."

Taskforce II is co-chaired by David Rattray, Executive Vice President, Center for Educational Excellence and Talent Development, Los Angeles Area Chamber of Commerce (Chamber) and Peter Espinoza, Director, L.A. County Office of Diversion and Reentry (ODR). They were chosen to represent two crucial stakeholders – private sector employment and public agencies – needed develop a work plan to connect Prop 47 beneficiaries to jobs and services. A full list of Taskforce II participants can be found on page 20.

1. Private Sector Engagement: Led by the Chamber and comprised of private sector taskforce members, this working group was tasked with identifying strategies for encouraging private sector fair-chance hiring practices and connecting private sector employers with Prop 47 beneficiaries who are ready to compete in the labor market.
2. Transitional Employment and Support Services: Led by WDACS, L.A. County ODR, and Community Coalition,

this working group was tasked with developing recommendations for how to build a pipeline of work-ready Prop 47 beneficiaries, which includes ensuring they have access to support services, job training, and transitional employment, if needed.

3. **Public Sector Employment:** Led by L.A. County Department of Human Resources, this working group was tasked with developing strategies that will expand public sector fair-chance hiring by Los Angeles County, as well as strategies to engage additional public sector employers located in the region.
4. **Funding and Sustainability:** Led by the California Endowment, this working group researched existing resources in the County, potential funding streams, and how to properly leverage resources.

These working groups met periodically to move the work forward. Additionally, a Steering Committee comprised of

the individuals leading each working group met every other week to help shape and align the efforts of the working groups.

Throughout this report, we occasionally use the term “reentry population” or “formerly incarcerated individual” interchangeably with “Prop 47 beneficiary” to refer to the target demographic this report intends to serve. Taskforce II made this decision because there is a lack of demographic information about Prop 47 beneficiaries; thus, the criminal history of this population is unknown. We can assume, however, that some of them, especially those who have barriers to employment, might have additional convictions that are not eligible for reclassification under Prop 47. Under that assumption, Taskforce II chose to be inclusive and worked to identify recommendations for the larger reentry population. This report is based on the recommendations of the myriad partners that participated in the working groups.

IV. VISION & GOAL

Taskforce II set an aspirational goal to stretch the system and help significant portion of Prop 47 beneficiaries access employment opportunities and services. This report is driven by the goal of placing 50,000 Prop 47 beneficiaries on pathways to sustainable employment in the next five years (2017 -2022). The proposed service pathways in the next section provides a high-level view of the pathways we envision.

Our Taskforce recognizes that this goal will challenge the systems, processes and stakeholders involved in the larger project. However, we believe this is a unique moment to leverage the coordinated efforts of the various taskforces to support Angelenos who are working hard to turn their lives around and be productive community members. Furthermore, Taskforce II believes the labor market can

support this goal if barriers to employment for the reentry population can be mitigated by our recommendations in this report.

By analyzing data from the Employment Development Department, we were able to pinpoint the industries that are projected to have the most open positions over the next five years (2017 – 2022) that might be more accessible for the reentry population. While not a scientific exercise, our analysis allowed us to get a high-level understanding of the potential labor market for formerly incarcerated individuals in Los Angeles. Based on this, we believe it is possible for 50,000 formerly incarcerated individuals to obtain employment in the local economy in the next five years. See Appendix A for an in-depth review of the labor market analysis.

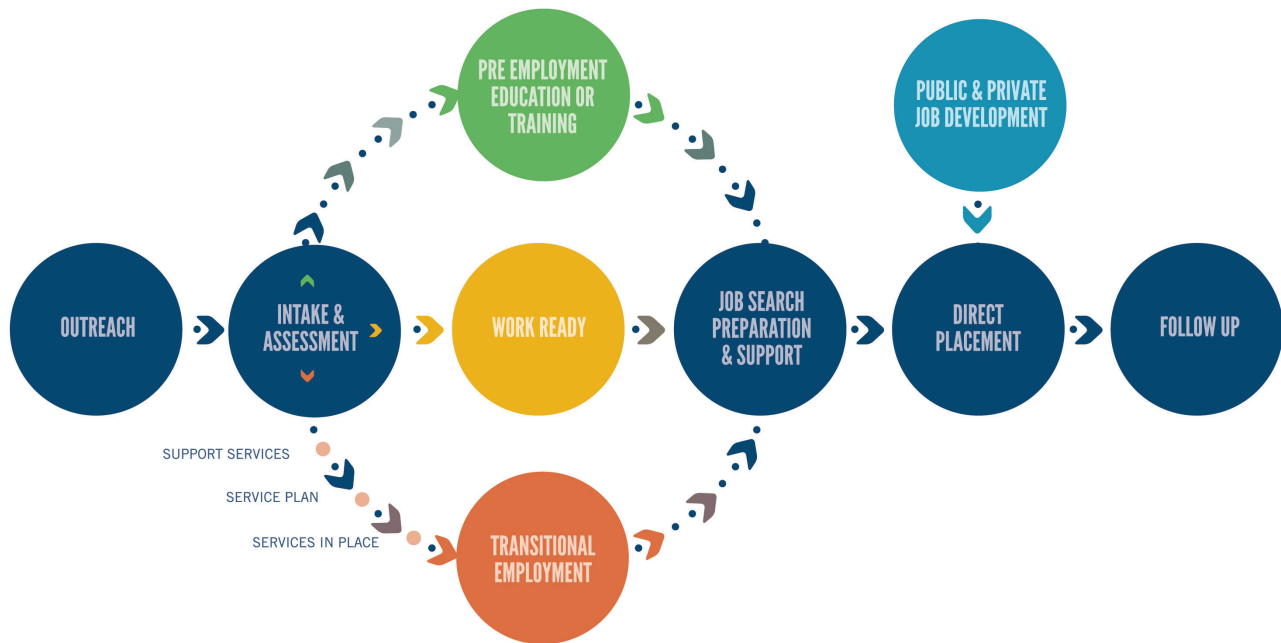
V. PROPOSED SERVICE PATHWAYS

Moving Prop 47 beneficiaries from their current situation to employment is a complex, individualized process. Some will be ready to work, and simply need help with job search and other employment services. Others could be ready for the competitive labor market with the help of job skills training and other basic assistance. Still others will need substantial support services to deal with issues that are creating barriers to employment, such as homelessness, mental health, substance abuse counseling or reconnecting to families. In such cases, individuals may need a period of transitional employment where they work in a supportive environment and develop a work record that would be attractive to an employer

in a competitive labor market.

The flowchart that follows on the next page, outlines the basic processes and various routes a Prop 47 beneficiary may take through the system that end with sustainable, living wage employment.

In conjunction with the flowchart, we identify existing institutions that can play a role at each phase. Furthermore, this report also identifies several key strategies, structure, and funding and sustainability recommendations for achieving the aspirational goal adopted by Taskforce II.



A crucial first step is the initial assessment of Prop 47 beneficiaries to determine their needs and develop an individualized service plan. In our view, individuals will be assessed into three categories of service needs:

Group A - Work-ready:

Individuals have sufficient skills, work experience and a personal situation that allows them to begin seeking employment.

Group B - Pre-employment education or training:

Individuals may need limited training in skills or basic education before they can benefit from work readiness training and begin seeking employment.

Group C - Support services:

Individuals who have significant barriers to employment such as homelessness, mental health issues, disabilities or other barriers that need to be addressed before they can seek regular employment.

Ultimately, each individual will take a different route through the system and be served by a different mix of programs and agencies.

Group A: Work-ready

Individuals can be referred directly to agencies such as America’s Job Centers of California (AJCC), Employment Development Department Programs, and other employment programs offered by community-based organizations (CBOs) in Los Angeles County. WDACS oversees the County’s workforce development system consisting of a network of nineteen AJCCs that serve residents in 58 cities and 156 unincorporated areas throughout the County. WDACS has been

tasked by the federal Workforce Innovation Opportunity Act (WIOA) to assist those with significant barriers to employment, such as the reentry population, onto career paths. To date, 151 Prop 47 beneficiaries have been served by L.A. County’s AJCCs, without any outreach. The County is currently engaged in a massive effort to send mailers to the half million potential Prop 47 eligible residents that will tell them: (1) how to file the documents to have their felony sentences reduced to misdemeanors; (2) how to contact the AJCCs for employment assistance; and (3) how to obtain other social services. This will create greater demand for AJCC services among a population who experience fundamental challenges to securing employment. This greater demand on the part of an inherently hard-to-employ population has required WDACS and its network of AJCCs to invoke special initiatives and innovations to ensure they provide services that are tailored to the unique needs of the this population to better assist them in securing and maintaining long-term employment along a determined career path. For a full description of WDACS services available to formerly incarcerated individuals, please see Appendix B.

Additionally, WDACS has established a Business Services Unit to strategically develop partnerships with employers in the region that may be able to provide jobs for people who are hard-to-employ. They have assigned a staff person to develop partnerships and employment opportunities specifically for the reentry population. Furthermore, they have undertaken a number of efforts to grow these opportunities including: surveying AJCC providers for their best reentry employment contacts; supporting the L.A. Area Chamber of Commerce in their education of local employers about the prospect of hiring formerly incarcerated individuals (myth-busting); being

a key stakeholder in the County's convening of reentry-friendly employers; and introducing the prospect of hiring the reentry population to businesses with whom the Business Services Unit makes standard outreach calls, and highlighting the array of supports that are offered to the individual in his or her bid to seek and maintain gainful employment.

In addition to the LA County Workforce Development Board, there are six additional Workforce Development Boards (WDBs) in the LA Basin Region, representing 54 AJCCs. Currently, all seven WDBs are collaborating to develop a regional plan that will be submitted to the State in early 2017. Providing access to comprehensive, similar services across all AJCCs in the seven LA regional workforce systems is crucial to maintaining a continuity of care for the reentry population. Taskforce II is hopeful that support for the reentry population is included in the LA Regional Plan for the seven WDBs.

Group B: Pre-employment education and training

Some individuals may need pre-employment education and training before they can begin seeking a job. This group might lack a high school diploma or equivalency, struggle with English literacy, lack computer skills, or have other barriers that could be remediated by training or education. Additionally, this group might be interested in vocational or technical classes to help them obtain a union job or license.

Reentry stakeholders have identified education as the second-most important barrier for gainful employment for the reentry population. The overarching solution offered by stakeholders in response to this barrier was to increase the educational placements of Prop 47 beneficiaries by enrolling them in school as soon as possible and coordinating support services to help them stay in school.

Again, continuing education is a key component of AJCC employment services. L.A. County AJCC providers enjoy close relationships with the community college and adult schools in their region to which they send participants to take a class or training they need to get the job they are seeking. To assist AJCC partnerships with education, over the past two years WDACS has led a regional effort in planning with the community colleges and adult schools in L.A. County to ensure that the federal- and state-funded educational offerings of these institutions are leveraged and coordinated with the federally-funded WIOA programs offered at the AJCCs. WIOA mandates that WDACS leverage dollars and services so that employment programs and educational programs are working hand-in-hand to affect the best possible career outcomes for mutual clients, particularly those, like the reentry population, with significant barriers to employment

WDACS works with over fifty training providers that include adult schools, regional occupational centers, community colleges and private institutions in areas of computer numerical, welding, medical assistants, truck driving, etc. The County and other jurisdictions are moving in the direction to create vocational training. Opportunities for the reentry population are growing and industry reports indicate annual openings for truck drivers, machinists and industrial mechanics are over 1000.

Additionally, due to the high need for educational and training intervention among the reentry population, a host of CBOs have also built close relationships with community colleges or apprentice programs in the region for continuing education and training. Connecting formerly incarcerated individuals to existing resources will be important at this stage. Furthermore, the taskforce sees a particular role here for On-the-Job-Training (OJT). OJT has a long track record of leading to permanent employment and higher earnings. In OJT, a third party subsidizes part of a worker's wages while he or she learns on the job. This intervention is relatively costly but has a high success rate.

Group C: Support Services

Individuals who need support services will face more significant barriers to employment. They will need to be connected to a range of social services to help with the challenges they face before they are ready to compete in the labor market. Nearly a third of L.A. County's 16,000 detainees are diagnosed as mentally ill, making the Los Angeles County jail system the country's largest in-patient mental health institution. Additionally, there is likely to be overlap of those suffering with homelessness or substance abuse among reentry population. Though there are established County and community-based services to help individuals overcome these challenges, the nature of the challenges themselves sometimes make it hard for them to access these services. These individuals will need case management from a professional who helps them navigate the system of services and follows up with them until they are ready to work.

A segment of the reentry population has little-to-no experience holding down a job. A national best practice that has emerged in response to this dilemma is the provision of temporary employment. This type of employment fosters the experience of showing up for a job every day, working with others, and taking direction in a sheltered environment. It also provides immediate cash for basic needs. The organizations that provide this opportunity are nonprofit organizations or mission-driven businesses known as "social enterprises." Social enterprises have an earned-income revenue strategy and hire individuals with barriers to employment, often reinvesting that earned revenue into their participants by providing wrap-around services to help them get back on their feet. We explore this concept further as one of our recommended strategies later in this report.

WDACS has embarked on a number of initiatives to provide social enterprise transitional employment to formerly incarcerated individuals. Transitional employment is not an end in itself but, rather, is just one step in the process of helping the reentry population secure long-term, stable employment with a livable wage. For this reason, transitional employment needs to be closely coordinated with wrap-around services and career service programs that will concurrently provide the formerly incarcerated individual with additional education, job training and a concrete plan to secure retain permanent employment along a career path.

VI. STRATEGY RECOMMENDATIONS

In order to effectively help the reentry population access jobs and services, we recommend a three-pronged strategy:

Strategy Recommendation 1:

Care Coordination: Establish 'System-Navigators' to create individualized service plans and help Prop 47 beneficiaries navigate the complex system to access services.

Strategy Recommendation 2:

Targeted Outreach: While it is the aim to serve as many Prop 47 beneficiaries as possible, there are ways the County can target efforts to achieve maximum impact with limited resources:

- Reach Prop 47 beneficiaries through targeted outreach and engagement efforts in high-need communities. Focus on geographic regions with high concentrations of Prop 47 individuals to effectively reach the target demographic and efficiently use limited resources.
- Compile data on Prop 47 beneficiaries to gain better understanding of their needs.
- Target industries that are projected to have the most jobs opening in the next five years that require low educational attainment levels and little prior work experience for hard-to-employ individuals.
- Target companies that are already engaged in the national efforts as indicated by signing the White House Fair Chance Pledge.

Strategy Recommendation 3:

Support regional networks of community- and faith-based organizations to provide comprehensive, coordinated services and expand case-management and transitional employment opportunities that help Prop 47 beneficiaries compete in the labor market and reduce the risk business face when considering hiring someone with a criminal record. We recommend that the County contract with social enterprises and CBOs to help build their capacity, similar to how WDACS contracts with CBOs to manage the AJCCs.

STRATEGY #1: CARE COORDINATION / SYSTEM NAVIGATORS

In our research, we found an array of public and nonprofit agencies that serve the reentry population. Navigating this multi-faceted, cross-sector system would be daunting for anyone, even more so for an individual who has been institutionalized. Furthermore, in some recent town hall style meetings with reentry stakeholders and the community, several barriers to reintegration were highlighted, including the complex system of services. Stakeholders identified case management services as one of the most important components of reentry success; however, these same stakeholders felt that our current systems for providing reentry case-management are fractured, inconsistent, and not comprehensive enough. As

a result, they say the reentry population is not getting their most basic needs met.

"They have a ton of coaches telling them what to do wrong when they get out, but they don't have a coach telling them what to do right."

Formerly Incarcerated Business Professional

Stakeholders recommended the implementation of uniform, comprehensive and seamless case management protocols that will ensure all essential documents for employment are obtained, transportation provided, legal concerns addressed, housing secured, and other basic needs met. In light of the complexity built into the way social services are delivered and the scale of Los Angeles County, we recommend system-navigators, individuals who have broad-base knowledge of the County systems and CBOs who are dedicated to helping the reentry population negotiate the system.

The system-navigators should be equipped with a comprehensive list of County services and CBOs. Furthermore, we recommend the County consider hiring formerly incarcerated individuals to serve the system navigator role since they have already successfully transitioned into productive members of society and understand first-hand the myriad barriers faced by the reentry population. Additionally, there are various front-line staff who work with the reentry population across various county agencies who should also be trained in how to help Prop 47 beneficiaries access services from other agencies and CBOs. This assistance will begin with the initial assessment. Regardless of which path the individual takes, he or she will need continued support from navigator or caseworker.

WDACS has embedded system navigation for the reentry population into their workforce development service design. For instance, key to the Jail-Based Job Center (JBJC) model is the role played by the JBIC Reentry Transition Navigator who provides intensive navigation for County jail detainees from the jail to the programs and services provided at our AJCCs. In addition, WDACS secured State Community Recidivism Reduction Grant Program (CRRGP) funding, via the Criminal Countywide Justice Coordination Committee, to place Reentry System Navigators at each of the community-based AJCCs. These navigators ensure the reentry population is assisted in navigating our job centers, its programs and its requirements. Navigators are on hand to help the formerly incarcerated individual through any obstacles he or she may face in taking full advantage of

the job center services, including ensuring he or she has transportation, clothing, documents and anything else required to fully access, participate in, succeed at and complete workshops, classes, training, job interviews and any other supports needed to secure and maintain employment. While this is a great example of the efforts WDACS is undertaking to support this population, the reentry population will need additional support to navigate the larger matrix of L.A. County departments and CBOs that are also providing support and resources. This case worker/ system-navigator is crucial to helping them access individualized support.

STRATEGY #2: TARGETED OUTREACH TO PROP 47 BENEFICIARIES AND BUSINESSES

In order to efficiently and effectively connect Prop 47 beneficiaries to jobs and services, we need to be able to identify and reach both Prop 47 beneficiaries and businesses that have adopted open and fair hiring practices. There are ways the County can target efforts to achieve maximum impact with limited resources:

- *Target Prop 47 beneficiary outreach and support in high-need communities.* The data shows us that Prop 47 beneficiaries are not randomly distributed throughout L.A. County. Instead, they are concentrated in several areas. Transportation has been listed by reentry stakeholders as a barrier to both accessing services and obtaining and retaining employment. In an effort to efficiently utilize limited resources and effectively support the target demographic, we recommend a geographic strategy, where networks of providers are identified and coordinated within target regions based on the density of Prop 47-eligible residents. Targeted outreach to organizations to which the reentry population is already turning for support will help government agencies and service providers build trust and provide services. Please see Appendix C for heat maps identifying the regions with high concentrations of Prop 47-eligible residents.
- *Compile data on Prop 47 beneficiaries to gain better understanding of their needs.* In attempting to develop our plan, we realized we don't have crucial information about the Prop 47 eligible population. We have no information regarding levels of education, prior work experience, mental health or substance abuse needs, rates of homelessness, or career interests. In short, we do not know the needs of the population or how large each of the three aforementioned groups may be, which hinders our ability to develop a plan to support them.

We attempted to work with the Public Defender's Office to gather aggregate, non-identifiable information about the clients they have categorized as eligible for Prop 47 reclassification. Even though this information would essentially be a snapshot of those clients at the time they were originally sentenced (some of which dates back to the 1960s and could be outdated), it would provide more information than we currently have. Unfortunately, due

privacy requirements and the nature of their database and data, they were unable to share.

We also worked closely with WDACS and 2-1-1 to develop a short list of questions to be asked of individuals when they contact 2-1-1 to be connected to services associated with Prop 47. While this information can be helpful in determining how best to serve those clients and is a first step to collecting information on this population, it does not help us with advance planning for the types of services that will be needed.

Before a system can be launched or funded, a needs analysis on a representative sample of the population must be completed so planners can have some basic metrics on the scope of needs that must be met and where to invest resources.

- *Focus on industries projected to have the most jobs opening in the next five years that require low educational attainment levels and little prior work experience for hard-to-employ individuals.* While we do not currently have data on the educational attainment and employment history of Prop 47 beneficiaries, we can assume that the individuals who will be reaching out for services will have some barriers to employment, which could include low education levels and lack of prior employment. See Appendix A for a list of industries with the most projected total jobs over the next five years that require little education and prior work experience.

Furthermore, Taskforce II recommends that the County look into leveraging Project Labor Agreements (PLAs) between unions and construction firms to ensure hiring mandates of hard-to-employ individuals. During our outreach to the construction industry, we learned that many large construction projects have PLAs, a pre-hire collective bargaining agreement that establishes the terms and conditions of employment for a specific construction project. We were able to review the PLA one construction company shared with us for a large project, which has a local hire requirement, specifically it stipulates that unions will exert their best efforts to refer and/or recruit local residents or disadvantaged residents, including formerly incarcerated individuals. We recommend that whenever the County is engaged in the negotiations of a PLA, they include such a provision and consider including social enterprises or transitional employers. Furthermore, business organizations can – and should – be leveraged to work with construction companies and unions to help implement the local hire segment of PLAs.

SHIELDS for Families (SHIELDS) has developed an innovative program in which they work with construction companies on their PLA hiring deliverables. Since November 2011, SHIELDS has served as the lead agency for the Family 1st Program at the Jordan Downs public housing property providing on-site intensive home and center-based services for residents. Clients and their families receive wrap-around services, including job

readiness, drug treatment, mental health services and family counseling. The Housing Authority of the City of Los Angeles (HACLA) has initiated a massive effort to re-develop the Jordan Downs housing community. JVSC partners with HACLA to identify work-ready clients active in the Family 1st program to fill local hiring requirements. JVSC has successfully helped 373 residents obtain employment. This includes full- and part-time positions, internship, summer employment, and youth employment.

In addition to traditional industries, entrepreneurship is a pathway for the reentry population that should be explored further. Many formerly incarcerated individuals understand the business concepts associated with entrepreneurship and might be more likely to thrive in an environment where they have autonomy and ownership since they ran successful, though criminal, enterprises prior to incarceration. These individuals are smart, resourceful, ambitious, and would make great small business owners who pay taxes, support their families, and add to the social fabric of their communities. We recommend partnering with CBOs, institutions of higher education, and business organizations to build programs that help them develop a business plan, access capital and navigate legal requirements.

- *Capitalize on the national efforts, such as the White House Fair Chance Pledge.* The White House Fair Chance pledge include signatories representing public and private sector organizations nationwide who are taking action to ensure all Americans have the opportunity to succeed, including individuals who have had contact with the criminal justice system. Several of the organizations employ people in the L.A. market and should be contacted to identify open positions that might be appropriate for formerly incarcerated individuals who are work-ready. Additionally, AJCCs and CBOs that serve the reentry population can begin to build partnerships with those companies to gain access to job openings as they arise.

STRATEGY #3: BUILD CAPACITY OF COMMUNITY-BASED ORGANIZATIONS TO PROVIDE SERVICES AND TRANSITIONAL EMPLOYMENT FOR THE REENTRY POPULATION

From the early 1970s until very recently, governments and politicians at every level across the country enacted 'tough-on-crime' laws that disproportionately impacted communities of color and underserved populations. As a result, incarceration rates of boys and men of color increased while in-custody education and job training disappeared.

More than 700,000 individuals are released from the state and federal criminal justice systems each year, often with no new skills or experience. In addition to time out of the labor force, recently released detainees face myriad barriers to establishing successful productive lives, including housing, education, transportation, family reunification, child support, childcare, substance abuse, and mental health, among others.

Formerly incarcerated individuals facing these challenges often need coordinated services and a chance to prove themselves in the workforce. With recent policies toward decarceration, the rise in the number of individuals needing support reintegrating is a new challenge facing our communities. The free market alone cannot solve this problem and government agencies that tend to work in silos are not always best suited to help individuals who need individualized support across a spectrum of services. Furthermore, many formerly incarcerated individuals might not trust government services to help them if they feel 'the system' has not been able to meet their needs in the past.

We know that there are resources in the community, whether they be informal networks, faith-based initiatives, CBOs or social enterprises, already providing supports to the reentry population. We recommend the County support regional networks of community and faith-based organizations to provide comprehensive, coordinated services that help expand case-management and transitional employment opportunities in high need areas.

Earning a wage is one of the necessary first steps to success for formerly incarcerated individuals, yet many don't have the ability to access training or education because they need to pay rent, basic living expenses and other commitments like child support. For this reason, we recommend the County provide resources and support to social enterprises that provide transitional employment and wrap-around services for formerly incarcerated individuals who are placed in the aforementioned Group C: Support Services group. REDF's Los Angeles: Regional Initiative for Social Enterprise (LA:RISE) and social enterprises such as Homeboy Industries, Chrysalis, and Center for Employment Opportunities (CEO), in partnership with the workforce development systems, are developing an employment continuum that starts with transitional employment opportunities to build job readiness skills and then bridges with competitive employers in the greater Los Angeles area for long-term employment. Social enterprise partners train individuals with barriers to employment on how to retain a job through actual paid work experience in a supportive environment. When executed well, transitional employment, coupled with wrap-around services, reduces the risks businesses face when considering hiring individuals with barriers to employment.

Social enterprises are nonprofit organizations that have an earned-income revenue strategy or mission-driven businesses that hire individuals with barriers to employment, often reinvesting that earned revenue into their participants by providing wrap-around services to help them get back on their feet. According to REDF, a nonprofit organization that invests money and expertise in social enterprises, every \$1 spent by social enterprises saves taxpayers \$1.31 by reducing the burden on government and philanthropy to pay for programs. Additionally, participants in LA:RISE, a transitional employment program managed by REDF and the City of Los Angeles referenced in greater detail in Appendix D, self-report former

incarceration (58 percent) and homelessness (42 percent) as barriers they face to employment. With large numbers of formerly incarcerated individuals and the current homeless crisis, Los Angeles can serve two high need populations with the same intervention. Since these are self-reported, the homelessness definition does not conform to the Housing and Urban Development definition.

REDF commissioned a Mathematica Jobs Study to evaluate the outcomes and impact of seven social enterprises in their portfolio. Of the individuals entering the social enterprises, 25 percent did not have a job during the previous year, 85 percent did not have stable housing during the previous year, and 71 percent of their monthly income came from government benefits. Overall, these participants showed remarkable gains. The income from government benefits dropped to 24 percent and there was a 268 percent increase in income among participants. Additionally, housing stability among participants tripled and nearly 67 percent were still working six months later.

Transitional Employment Models

According to REDF, there are four transitional employment models that provide services and work experience for populations facing significant barriers to employment, including formerly incarcerated individuals. The models are outlined below in a chart. For more details on the models, please see Appendix D.

EMPLOYER PERSPECTIVE

Tender Greens' Sustainable Life Project (SLP) is a six-month paid internship program for emancipated foster youth. Tender Greens partners with local CBOs serving transition age youth to recruit SLP participants. They specifically look for organizations that have wrap-around services and are founded in case management so they can support the youth if a situation arises.

The six-month farm-to-fork internship includes exposure to various different jobs in the restaurant, field trips to farms and markets, and cooking and nutrition classes. Interns develop culinary skills, work in the restaurant, and learn about where food comes from during field trips to company suppliers and partners including Scarborough Farms, Point Loma Farms, Alegria Fresh and Stumptown Coffee. Upon completion of the program, interested interns are given an opportunity to apply for a full-time job at Tender Greens.

While this program targets emancipated foster youth, it is a great example of how CBOs can provide case management and wrap-around services that help businesses feel more comfortable hiring individuals with barriers to employment.

TYPE	KEY ELEMENTS	EXAMPLE
<i>Employment at a Nonprofit</i>	<ol style="list-style-type: none"> 1. Nonprofit with revenue generating business 2. Participants work at nonprofit business 3. Nonprofits reinvest profits in wraparound services for participants 	<i>Downtown Women's Center Retail Store and Café</i>
<i>Employment with Nonprofit that Contracts with Public Agency</i>	<ol style="list-style-type: none"> 1. Nonprofit with revenue generating business 2. Nonprofit is employer of record and manages participants, but participants are providing services to government or public agency 3. Nonprofit reinvests revenue in wraparound services for participants/employees 	<i>Center for Employment Opportunities and CalTrans</i>
<i>Employment with Nonprofit that Contracts with Private Sector Company</i>	<ol style="list-style-type: none"> 1. Nonprofit with revenue generating business 2. Nonprofit is employer of record and manages participants, but participants are providing services to private sector company 3. Nonprofit reinvests revenue in wraparound services for participants/employees 	<i>Chrysalis and Downtown Bids</i>
<i>Alternative Staffing Organization</i>	<ol style="list-style-type: none"> 1. For-profit or nonprofit company operates a temporary staffing business platform coupled with supportive services to participants 2. Organization acts as intermediary, linking job seekers to competitive employers 3. Organizations provides supportive services 	<i>Worksquare</i>

Long-term Opportunities Post-Transitional Employment

After a period of transitional employment, the goal is to transition the participants to more long-term, self-sustainable employment opportunities. REDF has identified two pathways for transitional employees into long-term employment.

TYPE	KEY ELEMENTS	EXAMPLE
<p><i>Employment in Mission-Driven For-Profit Company</i></p>	<ol style="list-style-type: none"> 1. <i>Small to medium sized, socially responsible business employs participant and is understanding of their various barriers</i> 2. <i>Participant receives support services from community-based organization</i> 3. <i>Sometimes called “bridge employment” because it acts as bridge to competitive employment</i> 	<p><i>The Giving Keys</i></p>
<p><i>Employment at For-Profit Business or Public-Sector Agency with Open and Fair Hiring Practices</i></p>	<ol style="list-style-type: none"> 1. <i>Businesses that have adopted open and fair hiring practices are open to hiring formerly incarcerated individuals</i> 2. <i>County or city agencies with targeted hiring goals</i> 	<ol style="list-style-type: none"> 1. <i>The White House Fair Chance Pledge</i> 2. <i>100K Initiative</i> 3. <i>Tender Greens SLP Program</i>

There are several well-established social enterprises in L.A., including Homeboy Industries and Chrysalis, and a host of smaller social enterprises, which together employ approximately 2,000 individuals facing multiple barriers, with transitional employment.

Without a clear understanding of the Prop 47 population, we are unable to determine how many beneficiaries will need transitional employment, but it is safe to say that there is not enough capacity to employ the 50,000 goal set by Taskforce II. In order to reach that goal, we recommend the County consider ways in which they can help established social enterprises scale-up and new social enterprises launch.

The County is currently engaged in several efforts to help scale social enterprises and transitional employment. One such effort is focused on expanding opportunities for transitional employment through County contracted employment and/or subsidized employment. WDACS is working closely with the Department of Consumer and Business Affairs to ensure that all organizations in L.A. County that provide transitional employment service for the hard-to-place are certified through the LA County certification program and placed on a County Master Agreement. This Master Agreement would make it easier for County agencies to fund these projects, which allows formerly incarcerated individuals to be quickly placed into transitional employment slots these projects offer. Additionally, WDACS has secured State EDD funding to

place 50 young adults coming out of probation camps or on community supervision on work crews with the Department of Parks and Recreation through CEO, a national reentry social enterprise. The CEO model ensures work crews are closely case managed and supervised by CEO staff. Participants – who must have a probation tail – are provided feedback on their work after each shift. They spend at least one day a week in the CEO office where the case manager helps them address all their reentry transition needs and look for and secure more permanent employment. Appropriate participants (age 18-24) will co-enroll in AJCC WIOA Youth program to receive more advanced training or career development support.

Furthermore, in July 2016, the County Board of Supervisors passed a motion that included social enterprises in the Local Small Business Enterprise Preference Program in an effort to expand contracting and procurement. This will help social enterprises win contracts with county agencies and grow their businesses. The County has a Local Small Business Enterprise Preference Program for local small business who are:

- Certified as a small business enterprise (SBE) by the State of California; and
- A business having its principal office currently located in Los Angeles County for at least the past twelve months; and
- Certified by the County’s Office of Affirmative Action Compliance

Certified Local SBEs are entitled to a 15% bid reduction “preference” on applicable County contracts. Until recently employment social enterprises did not meet small business requirements due to their nonprofit status or annual number of employees. However, the 2016 motion changed that and the certification process for social enterprises is live; there are eight social enterprises who have started their SBE application. Including social enterprises in the SBE Program will increase their chances of procuring contracts and help build their capacity to provide transitional employment.

These efforts alone will not build enough capacity to serve the Taskforce II goal of 50,000 in pathways to employment in five years. In partnership with REDF, we convened social enterprises in Los Angeles to elicit feedback on their current capacity constraints and ideas for how the County can help alleviate those constraints. The group of social enterprises was diverse, including well-established organizations with over 50 employees in transitional employment to newer organizations supporting less than 50 transitional employees and represented industries ranging from technology to maintenance and construction. Funding was an obvious topic of concern, but the social enterprises also highlighted systemic and infrastructure capacity constraints and their operational barriers along with suggestions for how the County can help mitigate those constraints.

Funding:

The social enterprises identified blended funding streams and increased flexibility in leveraging WIOA dollars as primary ways the County can lift funding capacity constraints.

- The idea of collaborative regional networks of organizations that are able to work together to provide a full range of services resonated with the social enterprises in the room. Often, one organization might be able to provide housing, while another specializes in substance abuse, and yet another provides family reunification services and support. As previously mentioned, formerly incarcerated individuals often need myriad supportive services on their path to productive citizenship. Social enterprises told us that they are currently referring their clients to other organizations they know about for services they do not offer. However, if they had joint funding opportunities to apply together as a regional network of providers to offer the full spectrum of supportive services they could ensure clients received continuity of care and potentially combine back-room administrative/operational services such as business development, which was highlighted as a pain point among social enterprises. This would reduce costs/overhead and create more fungibility of assets if they knew the contracts/joint funding opportunities were long enough to justify the shared staff model.
- Additionally, several social enterprises suggested more flexibility in how they can use contract dollars.

Currently, social enterprises contracting with the Greater Avenues for Independence program operated through Department of Social Services can only use funding to subsidize wages. This means they must dedicate other organizational funds to the budget to cover the management of employees that they hire. Alternatively, Social enterprises participating in the LA:RISE program with the City are not restricted to using funds for programmatic expenses, but it is challenging to leverage funds for both wage reimbursement and administrative costs due to how the payment process is structured. It appears that different funding streams will either reimburse wages or program expenses. Encouraging flexibility to cover both would free up administrative burden for transitional jobs programs. We recommend that as the County moves forward in expanding their patronage of social enterprises for services, it does not include restrictions on how they can use the money they are charging for services rendered.

- Several social enterprises also discussed the ways that WIOA dollars can be limiting in serving this population. They noted that the barriers for the reentry population can be overwhelming, many require more in-depth support and often stay in transitional employment for extended periods of time. The group suggested that local waivers when utilizing WIOA dollars that would allow flexibility for performance outcomes and metrics and extend the time period they can provide transitional employment (e.g. beyond 100 hours for Summer Youth Employment.) Some LA partnerships such as P3 have been able to secure waivers similar to this.

Operational:

The social enterprises identified business development as a key operational constraint that the County can help mitigate through their supplier diversity program.

- The County should include social enterprises offering transitional employment in the Community Business Enterprise (CBE) Program. The Board of Supervisors established the CBE Program for minority, women, disadvantaged, and disabled veteran-owned businesses. The CBE Program is administered through the Office of Affirmative Action Compliance (OAAC). OAAC certifies only minority and/or women-owned businesses, but recognizes disadvantaged and disabled veteran-owned businesses for program participation purposes. Adding social enterprises to the County supplier diversity program will highlight the important work they do in the community to ensure individuals with barriers can access job training and transitional employment.

Systemic:

The social enterprises noted that formal partnerships and collaboratives between the AJCCs and the regional networks/social enterprises would help them with job development efforts.

- WDACS has a team of staff dedicated to building connections with businesses and industries. The team currently work with over 2,800 employers throughout the County and a number of Industry Intermediaries, labor, and industry leaders and representatives. WDACS is developing and implementing a multilayered business services strategy that includes dedicated staff focused on maintaining, growing and fostering current and new business relationships with Second Chance/ Reentry friendly employers and industries that can hire from this talent pool. In addition, WDACS is building a coalition of Second Chance Business Champions that can help promote and create opportunities through business-to-business engagement and help identify and develop ongoing strategies that create bridge and sustainable career pathways for our reentry population.

WDACS is working with REDF and social enterprises to support the development of participants that require transitional employment. This includes providing training and access to middle-skilled higher-wage jobs in growing industries that will allow the participant to maintain the stability afforded them through their participation in transitional employment. However, social enterprises suggested a formal partnership – potentially required in the bidding process – between AJCCs and regional networks of providers/social enterprises where AJCCs would be responsible for job development and the social enterprises would provide a supportive services and transitional employment for the reentry population

Lastly, it is imperative that we understand the needs of the population before developing prescriptive recommendations for how to build the capacity to meet their needs. It is unlikely that transitional employment will be needed for all 50,000 individuals Taskforce II aspires to serve. Instead, this type of intervention will be utilized for the aforementioned Group C: Support Services. Unfortunately, as previously mentioned, we are lacking the necessary data on the population to determine how many Prop 47-eligible residents will likely need this level of support. Again, we recommend that a needs analysis on a representative sample of the population be completed so planners can have some basic metrics on the scope of needs that must be met and where to invest resources.

EMPLOYER PERSPECTIVE

Private Sector Employers

The L.A. Area Chamber of Commerce engaged 10 businesses representing the industries with the highest number of jobs projected for formerly incarcerated individuals. We obtained feedback from business leaders representing the entertainment, foodservice, professional services, transportation and warehousing, healthcare, construction and retail industries.

Most of the individuals with whom we spoke were able to confirm that their company had a policy that was open to hiring individuals with criminal records for some jobs. The most common questions employers had when considering individuals with criminal records were:

- *What is the offense and does it relate to the job for which they are applying?*
- *How long ago was the offense and have they been employed since?*

Both of these questions help businesses understand the level of risk to which they are exposed when employing individuals with criminal records. Several employers also indicated that they were more likely to consider a candidate if they knew that person was receiving support to secure housing, transportation, substance abuse and mental health services or other services that reduce barriers for the reentry population to retain employment.

Public Sector Employers

Public sector employers also expressed the need for transitional employment. Public sector employers, including the County of Los Angeles, have seen success with transitional employment participants. For many public sector employers, the time to hire is impacted by the competitive exam and selection process. For entry-level positions within the County of Los Angeles, the examination process can range from 20 to 90 days. For Prop 47 beneficiaries who may wish to pursue a public sector employment opportunity, transitional employment during the hiring process not only provides an income, but also allows the participant to gain employment experience and further enhance his or her professional skills. Please see Appendix D to review the full perspective from the Public Sector Employment Working Group and learn more about LA County's Transitional Subsidized Employment engagement.

VII. SYSTEM STRUCTURE RECOMMENDATIONS

The County will need to develop the proper system structure in order to place 50,000 Prop 47 beneficiaries on pathways to sustainable employment. Based on our research and feedback from cross-sector stakeholders, Taskforce II has identified three program structure recommendations for the County Board of Supervisors to consider:

STRUCTURE RECOMMENDATION 1:

Efforts to expand services and transitional employment for the reentry population should be overseen by ODR and WDACS.

- Strengthen Partnership with L.A. County Department of Human Resources and the County's AJCCs.
- Engage chambers of commerce and other business organizations to encourage employers to adopt open and fair hiring practices.

STRUCTURE RECOMMENDATION 2:

Establish a portal/entry point into the system for the Prop 47 beneficiary. This portal will be staffed by the System-Navigator's mentioned in Strategy Recommendation #1.

STRUCTURE RECOMMENDATION 3:

Clarify the role of law enforcement.

Structure Recommendation #1: Partnership between Office of Diversion and Reentry and the Department of Workforce Development, Aging and Community Services to oversee the expansion of services for the reentry population.

The aforementioned proposed system needs to be imbedded within an organization. We recommend that this structure is overseen through a partnership between ODR, which is the subject matter expert on working with the reentry population, and WDACS, which has experience contracting with CBOs to provide employment and training services. These two County agencies can contract with CBOs that have experience providing support services, job training and transitional employment for the reentry population.

Strengthen Partnership with the L.A. County Department of Human Resources and the County's AJCCs. The County's AJCCs will serve as a central hub to assist Prop 47 participants with their job search process. While the AJCCs currently maintain strong partnerships with many private sector employers, their relationships and systematic connections with public sector entities and their job opportunities stands to be improved. The Prop 47 efforts allow for an opportunity to re-imagine the partnerships, or lack thereof, between the County of Los Angeles - and other public sector employers - and the AJCCs. Providing co-located staff to lead trainings and provide information and guidance on the application processes represents the beginning of a strengthen partnership that will allow Prop 47 participants to more easily access and compete for public sector job opportunities.

Additionally, with a stronger relationship, the AJCCs could work closely with the L.A. County Department of Human Resources' Bridges Program to develop a targeted hiring pathway. By way of the "targeted programming" pathway, Prop 47 participants can take advantage of a streamlined hiring process and are granted special hiring considerations due to their interaction with the criminal justice system. The City of Los Angeles' Targeted Local Hire Program and Metro's Project Labor Agreement are two such programs that provide Prop 47 participants with meaningful access to public sector employment opportunities. As a compliment to the City of Los Angeles' and Metro's Bridges Program, a program for the County of Los Angeles, which targets vulnerable populations and assists identified individuals by creating pathways for them into County employment, provides a third avenue by which public sector job opportunities are made available to Prop 47 participants and like populations. AJCCs could work closely with the County Human Resources Department to identify potential formerly incarcerated individuals for employment in this program.

Engage chambers of commerce and other business organizations to conduct outreach to employers and encourage businesses to adopt open and fair hiring practices. Chambers – and other business service organizations – are trusted partners to employers representing a wide array of industries and interests in the region. They are in a unique position to help businesses adopt open and fair hiring practices and should be utilized to conduct outreach to employers.

Structure Recommendations #2: Establish a portal/entry point into the system for the Prop 47 beneficiary.

A key step in creating the system envisioned in this report is to establish a portal or entry point into the system. This portal needs to be staffed by a cadre of care coordinator/case manager/system navigators who can assess each individual's work readiness, identify needs for support services, develop a service plan and connect the client with the needed services.

The Back on Track-LA pilot program, detailed in the next section, starts in-custody at Pitchess Detention Center; so, the portal is in jail. However, the LA:Rise program established CBOs as the entry point for the program since they are dealing with a broader population of individuals with barriers to employment. While in-custody interventions can be helpful for rehabilitation, it could result in a lack of continuity of care when the individual leaves incarceration or, if it is the only portal, could preclude individuals who have already been released but are still facing barriers to employment. ODR and WDACS will need to establish a portal that meets the needs of the population, is easy to access, and properly staffed.

Structure Recommendation #3: Clarify the role of law enforcement

Law enforcement agencies can play a significant role in preparing currently and recently incarcerated individuals for reintegration into society. They have played an increasingly important role in providing rehabilitative services to individuals who are incarcerated.

Back on Track-LA

Launched in March 2015, Back on Track – LA (BOT-LA) is a bold, visionary, anti-recidivism reentry pilot program. In an unprecedented reentry partnership, Attorney General Kamala Harris joined with the Los Angeles County Sheriff's Department (LASD) and the Los Angeles County Probation Department (LA Probation) to develop and implement a comprehensive in- and out-of-custody reentry model. State and local agencies joined as value-added partners collaborating in the design and implementation of the program.

The primary goal of the BOT-LA model is to deliver a reentry program to detainees utilizing a comprehensive “inside-outside” continuum of services approach. While in LASD custody at Pitchess Detention Center, detainees, referred to as “participants,” receive extensive programming focused on providing intensive case management, evidence-based cognitive behavior interventions, education, life skills, employment readiness and reentry assistance. Upon release, participants enter a one-year “transitional safety net” phase where they receive continued case management and a continuum of care services. The BOT-LA pilot is expected to provide service to over 150 participants within two years.

The planned transition from the in-custody phase to the out-of-custody phase is critical to a detainee's successful reentry. Most individuals exiting jail or prison are often consumed with the stresses of securing housing and employment, enrolling in public social services, and obtaining critical documents, all while working to reestablish familial ties. In the BOT-LA model, probation officers who typically supervise and monitor probationers, step out of their traditional role and serve as “coaches” to participants during the out-of-custody phase. These CBT trained officers, focused on an incentive-based rather than a sanction-based approach, help participants navigate the period of reentry for 12 months following release. The process begins in custody as probation coaches establish trust with participants and identify specific needs. With advanced planning, probation coaches are afforded sufficient time to arrange for housing and substance-abuse treatment, gather critical documents and address other needs to create a stable environment outside the jail facility.

BOT-LA recognizes that no single criminal justice agency has the ability, expertise or resources to provide a formerly incarcerated individual with the comprehensive services and support needed to address the numerous barriers they face upon reentry. The success of BOT-LA is due in large part to the partnership synergy and collaboration with key stakeholders who have been fully engaged, investing

significant time and effort to difficult work, in pursuit of a common goal. Please see Appendix F for a more detailed description of BOT-LA and the cross-sector partners.

While BOT-LA uses leveraged resources and capitalizes on cross-sector partnerships, the entire program would not be possible without leadership from law enforcement since it starts in custody and extends for one year post incarceration with the support of LA County Probation.

Additionally, law enforcement is also engaged in several other efforts to reduce recidivism and support the reentry population:

- LASD maintains the Education Based Incarcerated (EBI) Unit, which aims to increase rehabilitation and reduce recidivism by offering inmates in-custody opportunities for academic, vocational and life-skill education. EBI programs build collaborative relationships among Sheriff's Department staff, service providers, volunteers, and detainees.
- Community Based Alternative to Custody (CBAC) programs allow low risk inmates to serve their sentences in the community rather than in custody. Through the CBAC Work Release program inmates report to an assigned work site to fulfill their custody obligation by completing activities such as landscape maintenance and/or janitorial services. Through the CBAC Weekend Program inmates fulfill their custody obligation in much the same way as the Work Release participants, but do so on a schedule which allows them to maintain their regular jobs.
- The Community Transition Unit (CTU) facilitates released inmates' transition into the community. First, it assesses each participating offender's criminal record, social background, job skills, work history and health. Based on this profile, it encourages appropriate in-custody participation in educational, vocational, and life-skill training. Qualifying inmates are offered placement in placed in community based Alternative to Custody (ATC) substance use disorder and/or mental health treatment programs. CTU then refers inmates awaiting release to housing, mental health, drug rehabilitation, employment and life skill services supporting the inmate's reintegration into the community.
- For inmates who are released too quickly to receive services while in custody and/or those who did not choose to avail themselves of the services while incarcerated, LASD created the Community Reentry Resource Center (CRRC). Located in the lobby of the Inmate Reception Center, the CRRC is staffed by representatives from the Probation Department, Department of Mental Health, Department of Public Health, Department of Public Social Services, LASD, the Salvation Army, and Volunteers of America. At the CRRC, former inmates and their families can receive referrals to mental health and substance abuse treatment, housing, medical benefits, referrals to employment services, and transportation assistance.
- Additionally, LASD is spearheading Los Angeles County's participation in the MacArthur Foundation's

Safety & Justice Challenge. Participating jurisdictions – L.A. County is a partner site – will develop and model effective ways to keep out of jail those who don't belong there, more effectively reintegrate those who must be confined into the community upon release, and help them stay out of jail thereafter. LASD's recent criminal justice reform efforts associated with this challenge includes the Women's Integrated Services Project (WISP). The goal of WISP is to ensure County justice, health, and social services partners work together with the courts to ensure each female inmate is assessed for appropriate diversion programs and,

if not diverted from custody, receives the in-custody services she needs to successfully reintegrate into society upon her release from jail.

This describes just a few of the unique programs the LASD is utilizing to rehabilitate and successfully support the reentry population. While our taskforce is neither equipped nor empowered to assign a role to these important agencies, any intervention must certainly be done in concert with them.

VIII. FUNDING & SUSTAINABILITY RECOMMENDATIONS

Funding & Sustainability

The development of this report took place while the County's Jobs and Services program strategy and design were still under development, and therefore, we did not have sufficient data or information to develop a comprehensive funding and sustainability plan. Given this context, we focused our efforts on assembling preliminary research and information that may be referenced in program planning, cost estimation and future development of the long term funding and sustainability plan.

The key funding and sustainability recommendations are as follows:

FUNDING RECOMMENDATION 1:

Identify and clearly articulate specific program funding gaps (informed by characteristics of target population, capacity and actual program costs).

FUNDING RECOMMENDATION 2:

Develop mechanisms and systems to document program impact and results.

FUNDING RECOMMENDATION 3:

Dedicated staffing for fund development and partnership development.

Funding Recommendation #1: Identify and clearly articulate specific program funding gaps (informed by characteristics of target population, capacity and actual program costs).

The success and the sustainability of the effort proposed in this report will require strategic alignment among demand/needs, program design, system capacity, costs and available funding streams. Generally, government and nonprofit partners have limited access to unrestricted funding. Therefore, obtaining clarity on specific resource needs for discrete program elements or populations will help tailor fund development and other partnership

pursuits. Therefore, it is recommended that the County:

- Develop a more refined profile of the population most likely to take up the services or those who will be targeted for the services. Not to belabor this point, but understanding the needs of the population being served is critical for more effective program design, targeting of resource allocation and more tailored fund development strategies.
- Determine the capacity of the existing County infrastructure to absorb the proposed 50,000 pathway participants. This is a crucial step in identifying actual funding needed to expand capacity in specific programmatic areas.
- Conduct an analysis of costs to operate the program, taking into consideration existing funding, services and possible program expansions needed. This analysis will help identify critical resource gaps that will inform funding requests.

Taskforce II assembled preliminary research that may be referenced in program planning and cost estimation that includes profiles of a few public/private partnership models for reentry workforce development programs (representing a range of supports) and approximation of the range in cost per workforce development program participant for each sample presented. The findings can be reviewed in the chart below. For more detailed program models, please see Appendix G.

Examples of Public Private Partnership Models for Reentry Workforce Development

MODEL PROGRAM	LEAD ORGANIZATION	KEY ELEMENTS	AVERAGE COST PER PARTICIPANT
<i>CalFresh Employment and Training (E&T) Program</i>	<i>LA County Department of Public and Social Services</i>	<ul style="list-style-type: none"> · California's employment and training program for CalFresh applicants and participants - administered at County level. · Through the General Relief Opportunities for Work program (GROW), participants receive employment assistance including job club, job search, workforce, vocational training, education and job retention/post-employment services. 	\$3,140
<i>CEO Works</i>	<i>Center for Employment Opportunities</i>	<ul style="list-style-type: none"> · National program that provides comprehensive employment services to adults with criminal records – participants must have a probation tail. · Tiered, phasic approach allows participants to move through program at their own pace. · Phase 1: Set of job readiness workshops · Phase 2: Short-term, paid transitional employment · Phase 3: Secure permanent full-time employment 	\$8,000
<i>LA:RISE</i>	<i>REDF and the Los Angeles Economic and Workforce Development Department (EWDD)</i>	<ul style="list-style-type: none"> · Started as 5 year demonstration project to support job acquisition for 500 individuals with barriers to employment (including incarceration). · Expanded to include 275 transitional job opportunities. · Participants receive a steady paycheck along with the wrap-around services they need to succeed. 	\$7,500 - \$9,000 depending on whether WIOA dollars can be leveraged.
<i>Community and Senior Services Workforce Innovation and Opportunities Act Programs</i>	<i>Community and Senior Services (WDACS)</i>	<ul style="list-style-type: none"> · Network of 19 AJCCs that serve residents in 58 cities and 156 unincorporated areas throughout the County. · Adult and Dislocated Worker Program: provides free career and training services. · Rapid Response Program: helps laid off workers quickly transition to new employment. · Youth Programs: provides paid work experience during off-school periods and the summer. Year-round youth program partners with County of L.A. Fire and Sheriff departments. 	~\$4,300
<i>Back on Track - LA</i>	<i>Los Angeles County Sheriff's Department</i>	<ul style="list-style-type: none"> · Begins in-custody at Pitchess Detention Center · Participants receive case management, education, and job readiness interventions. · Upon release, participants continue to work with a Probation Coach for up to one year. · Probation Coaches help participants access resources and supportive reentry services. 	Undetermined

Funding Recommendation #2: Develop mechanisms and systems to document program impact and results.

The ability to track impact and results (both in the short and intermediate term) will be an essential tool for leveraging and maintaining both public and private funding sources. Having the capacity to articulate the effectiveness of the program model in achieving intended results helps to instill confidence in potential funders. Meaningful use of program tools, such as evaluation, will also be helpful in identifying and making the case for program areas that may need additional resources or capacity building. Many funders also require regular reporting not only on use of funds but the efficacy of the program, and in some cases, grant payments are contingent upon it. For example, Federal Pay for Success requires strong tracking and evaluation standards since payments are made only for results achieved. The County will need to develop some evaluation metrics and a reliable means for capturing and reporting these results.

Funding Recommendation #3: Dedicated staffing for fund development and partnership development.

The ability to effectively identify and leverage public and private resources would be greatly enhanced with dedicated staffing for fund development and partnership development. Given the scale of this proposed workforce initiative, it is recommended that the County assign staff or a contractor to focus on identifying funding opportunities (both existing and new), preparing proposals and cultivating relationships with public and private sector partners or stakeholders.

Build or deepen relationships with philanthropic partners.

As previously mentioned, there are a number of individual foundations that have core funding priorities and special initiatives building workforce development and related opportunities for reentry populations. In addition to working with individual foundations, opportunities for philanthropic partnership should also be explored by tapping into existing affinity groups, funder collaboratives or joint funder initiatives concerned with this target population or targeted geographic region. One example is the Executive Alliance on Boys and Men of Color, which aims to coordinate investments and leverage resources outside of philanthropy addressing issues facing boys and men of color. Connecting with this network may create an opportunity to raise the profile of this pathway among national and statewide funders likely concerned with the issue of reentry and employment and potentially be positioned for grant support.

As part of the preliminary funding landscape research, five state and local funders with strategic priorities and/or interest in reentry population issues were contacted to identify potential alignment of the proposed workforce development program; See Appendix H for detailed analysis. Overall, while there is general interest from some funders to provide programmatic support for nonprofits delivering aspects of the training and supports, early conversations indicate no interest in pooling resources or

committing grant funds before a more detailed program plan and strategy is developed. Additional research should be conducted to identify and leverage opportunities with existing investment or funding initiatives.

Leverage partnerships with City and County agencies.

Within the City and County of Los Angeles, there are multiple agencies working on reentry and workforce pathway efforts. New and enhanced City and County-based partnerships have formed to advance similar priorities through initiatives, such as My Brother's Keeper (MBK) Challenge, and may present meaningful opportunities to more strategically leverage resources and seek joint funding. My Brother's Keeper priorities include a focus on successful entry into the workforce as well as creating second chances for system involved youth. In Los Angeles, the government entities that accepted the MBK challenge are the cities of Los Angeles, Compton, Long Beach, Hawthorne, Culver City, as well as Los Angeles County. Each of these sites is developing or has advanced site-specific action plans. The extent to which these collective agendas intersect with this pathway program should be explored.

Additionally, the County should look at what existing County programs can be leveraged to support the reentry population. Over the past several months, the County's Chief Executive Office worked with County departments to identify potential existing departmental programs and funding that might be able to be leveraged to provide both wraparound and employment and training services to individuals eligible for reclassification under Prop 47; See Appendix I for detailed analysis. Additionally, as previously noted in the report, LASD is spearheading Los Angeles County's participation in the MacArthur Foundation's Safety & Justice Challenge. Participating jurisdictions – L.A. County is a partner site – will develop and model effective ways to keep out of jail those who don't belong there, more effectively reintegrate those who must be confined into the community upon release, and help them stay out of jail thereafter. LASD's recent criminal justice reform efforts associated with this challenge include a recently opened Community Reentry Resource Center to assist detainees transitioning back into the community. Further analysis of these potential programs and funding streams is necessary to determine which programs can be leveraged.

IX. CONCLUSION

Placing 50,000 Proposition 47 beneficiaries on a pathway to sustainable employment over the next five years is an ambitious but attainable goal; Analysis of the labor market shows appropriate jobs are projected in L.A. County. Connecting Prop 47 beneficiaries to jobs and services will require an individualized process and the coordination of many cross-sector partners. Some individuals will be ready to work, and will require minimal assistance from AJCCs to find employment in a competitive labor market. Others will need more in-depth training and education. Still others will face substantial barriers to employment and might need a variety of services and a period of transitional subsidized employment before they are ready to compete in the labor market.

This report outlines the system we recommend to achieve this goal. Additionally, the report highlights several innovative model programs that have succeeded in serving the reentry population. What remains is to begin to build a system to serve Proposition 47 beneficiaries.

To move this effort forward we recommend the following next steps:

1. Needs Assessment of Prop 47 beneficiaries: Before a final system of services can be designed or budgeted a comprehensive needs assessment of this population must be completed to answer basic questions:
 - What proportion of the population will want services at all?
 - What proportion is work ready?
 - What proportion will need support services and what type of services are needed? Housing? Substance abuse treatment? Basic education? Etc.
2. Develop plan to build capacity of transitional employment and supportive services: Transitional employment and supportive services will be critical in helping formerly incarcerated individuals turn their lives around, support their families, and engage in the local economy. A plan, developed in concert with REDF, transitional employers and CBOS, to build the capacity to service the need is a crucial next step.
3. Identify funding: Building the system we envision will require substantial resources. Without a comprehensive needs assessment it is impossible to make a firm estimate of the cost of placing 50,000 Prop 47 beneficiaries in employment. We provide cost analysis of several model programs, which indicates it will require a substantial investment. Gathering these resources will be a challenge. This report provides some background research on available public funds that could be braided together to support the program, and suggests ways to involve the private and public employers who can supply employment opportunities needed. A key next step is identifying funds that can be used to support the recommendation to support a network of providers to expand services and transitional employment opportunities.

According to Peter Senge, a leader in thinking about organizational change, a profound change is an “organizational change that combines inner shifts in people’s values, aspirations, and behaviors with outer shifts in processes, strategies, practices, and systems. In profound change, there is learning. The organization doesn’t just do something new; it builds its capacity for doing things in a new way -- indeed, it builds its capacity for ongoing change.”

Moving 50,000 Proposition 47 beneficiaries into employment will certainly require profound change in both public and private organizations in Los Angeles. However, given the commitment we found from a diverse group of stakeholders in this planning process, we believe it can be achieved; indeed, it is underway already.

We want to thank the following organizations for their insight, expertise and support in developing this report.

A New Way of Life
Asian American Drug Abuse Program
AEG
Anti-Recidivism Coalition
California Endowment
California Department of Justice
Californians for Safety and Justice
Career Expansion, Inc.
City of Los Angeles
Community Coalition
East L.A. College
Homeboy Industries
JP Morgan Chase
L.A. Area Chamber of Commerce
L.A. County Chief Executive Office
L.A. County Community and Senior Services
L.A. County Department of Human Resources
L.A. County Department of Mental Health
L.A. County Department of Public Health
L.A. County Department of Public Social Services
L.A. County Federation of Labor
L.A. County Probation Department
L.A. County Public Defender’s Office
L.A. County Office of Diversion and Reentry
L.A. County Workforce Development Board
L.A. Metro
L.A. Regional Reentry Partnership
L.A. Trade-Technical College
REDF
Roman Catholic Archdiocese of L.A.
SHEILDS for Families
Tender Greens
The Actor’s Gang
The James Irvine Foundation
Time Warner Cable
Uber
Worker Education & Resource Center

X. APPENDICES

APPENDIX A: PRIVATE SECTOR LABOR ANALYSIS

Private Sector Engagement

The L.A. Area Chamber of Commerce led the private sector engagement working group to better understand private sector job opportunities for Prop 47 beneficiaries and the employer perspective of hiring formerly incarcerated individuals. We learned that the L.A. labor market for individuals with little-to-no prior work experience is robust and developing transitional employment opportunities for formerly incarcerated individuals will help them compete in the this labor market.

Labor Market Analysis

Before approaching any private sector employers, the Chamber first explored the labor market that might be accessible to formerly incarcerated individuals. By analyzing data from the Employment Development Department, we were able to pinpoint the industries that are projected to have the most total open positions over the next five years (2017 – 2022). We looked at the specific jobs with the most projected new and replacement job openings, and matched them to the National American Industry Classification System (NAICS) industry segments. We then isolated the jobs requiring little-to-no prior work experience and lower levels of education:

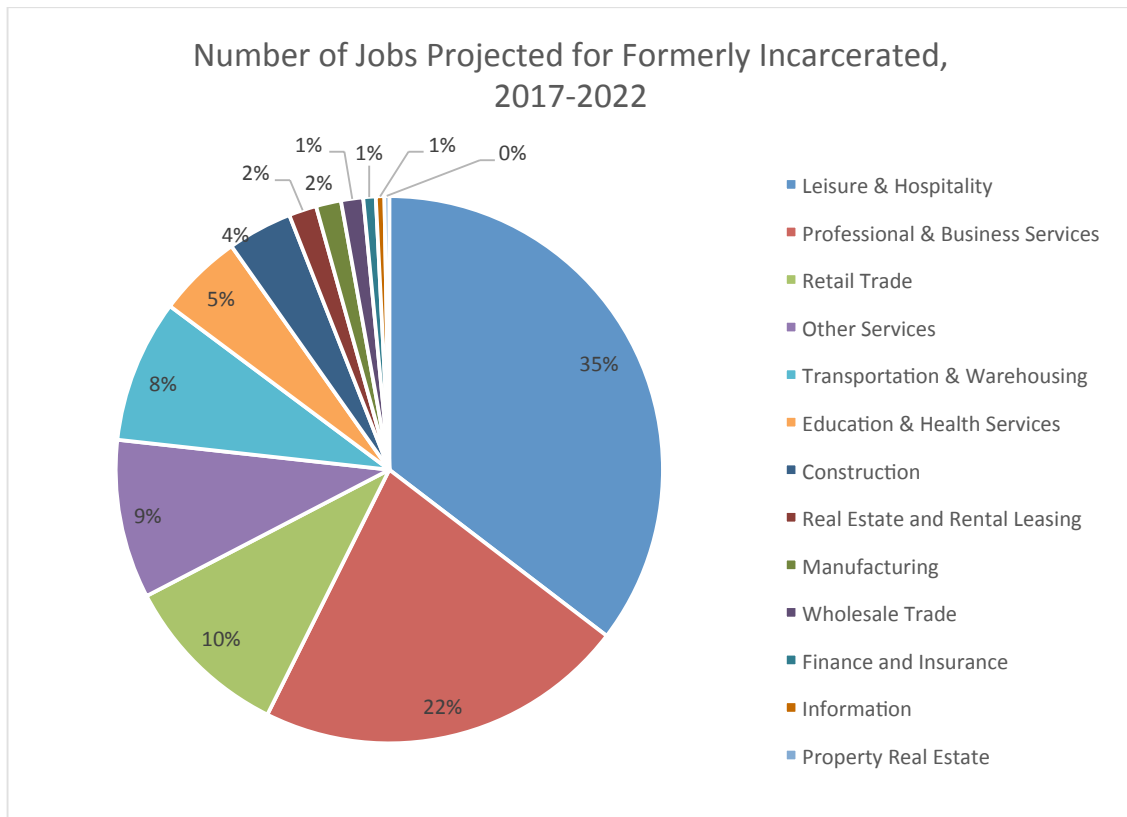
- 87 percent of the jobs we identified required no prior work experience, 12 percent of the jobs require five years or less of work experience.
- The educational requirement breakdown of the jobs we identified are as follows: 31 percent require less than a high school level education; 52 percent require a high school diploma, GED, or equivalent; 2 percent require some college, no degree; 9 percent require a post-secondary, non-degree award; and 5 percent require an Associate's degree.

We understand that not all of these jobs will be accessible for people with criminal records, whether due to collateral consequences of incarceration or because the nature of the offense might relate to the nature of the job; so, we further refined this number by assigning a percentage of those potential jobs to the formerly incarcerated population. Based on the assumption that we are working to reduce barriers to employment for the reentry population and based on the fact that one in four Californians has a criminal record, we started with an aspirational goal that 25 percent of jobs requiring no prior work experience and no high school diploma could be obtained by formerly incarcerated individuals. We then modified the percentage of jobs we believe formerly incarcerated could capture based on the level of education and work experience required, as well as any intrinsic barriers those jobs might

have, such as access to vulnerable populations; access to confidential personal or financial information; access to customers and/or their homes; access to drugs and alcohol; and/or access to company product, property, or monies. While not a scientific exercise, our analysis allowed us to get a high-level understanding of the potential labor market for formerly incarcerated individuals in Los Angeles. Based on this, we believe it is possible for 50,000 formerly incarcerated individuals to obtain employment in the local economy in the next five years.

Appendix A: Private Sector Labor Analysis, cont'd

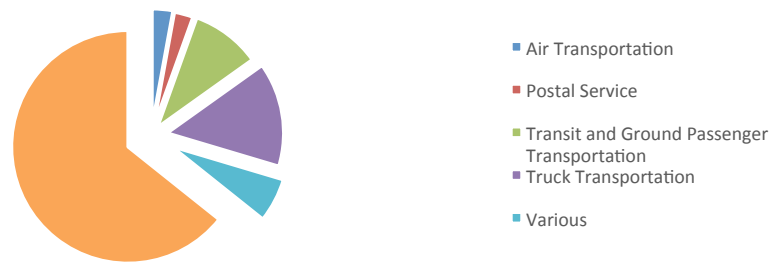
Industry	Number of Jobs Projected for Formerly Incarcerated, 2017-2022
Leisure & Hospitality	23,884
Professional & Business Services	14,828
Retail Trade	6,757
Other Services	6,334
Transportation & Warehousing	5,705
Education & Health Services	3,385
Construction	2,584
Real Estate and Rental Leasing	1,106
Manufacturing	1,001
Wholesale Trade	884
Finance and Insurance	496
Information	340
Property Real Estate	194



Appendix A: Private Sector Labor Analysis, cont'd
NAICS Industry: Transportation & Warehousing

Transportation & Warehousing, Top Jobs Projected 2017-2022	Number of Jobs Projected for Formerly Incarcerated, 2017 - 2022	Average Median Hourly, \$	Average Median Annual, \$	Average Entry Level Education
Warehousing & Storage	3,667	\$14.67	\$30,493	< high school
Truck Transportation	826	\$16.85	\$35,045	Some college, no degree
Transit and Ground Passenger Transportation	550	\$15.82	\$32,904	High school diploma or equivalent
Various	349	\$24.53	\$51,013	High school diploma or equivalent
Air Transportation	164	\$17.07	\$35,484	High school diploma or equivalent
Postal Service	149	\$27.50	\$57,210	High school diploma or equivalent
Total:	5,705	\$17.60	\$36,593	High school diploma or equivalent

Transportation & Warehousing Jobs Projected for Formerly Incarcerated, 2017-2022



The “Breakdown Table” below does not include all of the Warehousing & Storage jobs, only the ones with the most openings available over the next five years. Because of this, the breakdown number will not necessarily match the total number in the chart above.

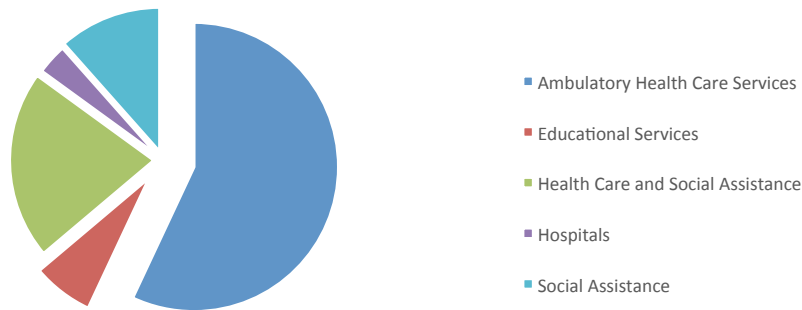
Breakdown of the *top* Warehousing & Storage Jobs Projected, 2017-2022		
Sub-Industry	Job	Number of Jobs Projected for Formerly Incarcerated, 2017-2022
Warehousing & Storage	Laborers and Freight, Stock, and Material Movers, Hand	1,813
Warehousing & Storage	Shipping, Receiving, and Traffic Clerks	637
Warehousing & Storage	Packers and Packagers, Hand	402
Warehousing & Storage	Industrial Truck and Tractor Operators	633
Warehousing & Storage	First-Line Supervisors of Helpers, Laborers, and Material Movers, Hand	184

Appendix A: Private Sector Labor Analysis, cont'd

NAICS Industry: Education & Healthcare

Education & Health Services	Number of Jobs Projected for Formerly Incarcerated, 2017 - 2022	Average Median Hourly, \$	Average Median Annual, \$	Average Entry Level Education
Ambulatory Health Care Services	1,929	\$14.41	\$29,969	High school diploma or equivalent
Health Care and Social Assistance	716	\$22.93	\$47,682	Postsecondary non-degree award
Social Assistance	391	\$18.14	\$37,726	High school diploma or equivalent
Educational Services	233	\$16.22	\$32,237	Some college, no degree
Hospitals	117	\$44.86	\$93,311	Associate's degree
Grand Total	3,385	\$20.20	\$41,259	Some college, no degree

Education & Healthcare Jobs Projected for Formerly Incarcerated, 2017-2022



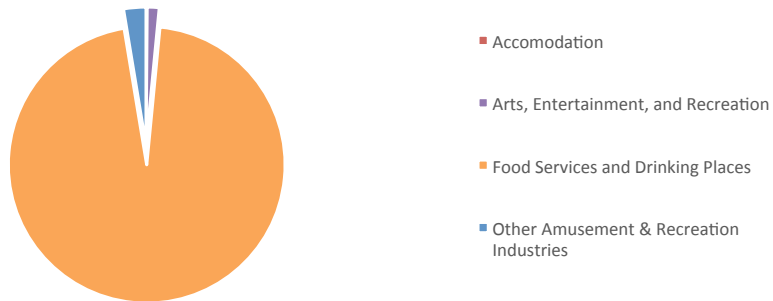
The "Breakdown Table" below does not include all of the Ambulatory Health Care Services jobs, only the ones with the most openings available over the next five years. Because of this, the breakdown number will not necessarily match the total number in the chart above.

Breakdown of the *top* Ambulatory Health Care Services Jobs Projected, 2017-2022		
Sub-Industry	Job	Number of Jobs Projected for Formerly Incarcerated, 2017-2022
Ambulatory Health Care Services	Personal Care Aides	1,295
Ambulatory Health Care Services	Medical Assistants	113
Ambulatory Health Care Services	Medical Secretaries	354
Ambulatory Health Care Services	Home Health Aides	77
Ambulatory Health Care Services	Dental Assistants	91

Appendix A: Private Sector Labor Analysis, cont'd
NAICS Industry: Leisure & Hospitality

Leisure & Hospitality	Number of Jobs Projected for Formerly Incarcerated, 2017 - 2022	Average Median Hourly, \$	Average Median Annual, \$	Average Entry Level Education
Food Services and Drinking Places	22,894	\$11.15	\$23,198	Less than high school
Other Amusement & Recreation Industries	625	\$12.78	\$26,577	Less than high school
Arts, Entertainment, and Recreation	335	\$25.00	\$19,075	Less than high school
Accommodation	30	\$11.07	\$23,016	High school diploma or equivalent
Grand Total	23,884	\$12.62	\$23,320	Less than high school

Leisure & Hospitality Jobs Projected for Formerly Incarcerated, 2017-2022



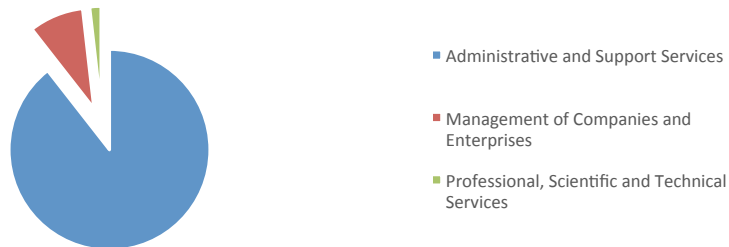
The "Breakdown Table" below does not include all of the Food Services & Drinking Places jobs, only the ones with the most openings available over the next five years. Because of this, the breakdown number will not necessarily match the total number in the chart above.

Breakdown of the *top* Food Services & Drinking Places Jobs Projected, 2017-2022		
Sub-Industry	Occupational Title	Number of Jobs Projected for Formerly Incarcerated, 2017-2022
Food Services and Drinking Places	Combined Food Preparation and Serving Workers, Including Fast Food	6,311
Food Services and Drinking Places	Waiters and Waitresses	5,041

Appendix A: Private Sector Labor Analysis, cont'd
NAICS Industry: Professional & Business Services

Professional & Business Services	Number of Jobs Projected for Formerly Incarcerated, 2017 - 2022	Average Median Hourly, \$	Average Median Annual, \$	Average Entry Level Education
Administrative and Support Services	13,262	\$18.84	\$39,183	High school diploma or equivalent
Management of Companies and Enterprises	1,298	\$35.84	\$74,558	High school diploma or equivalent
Professional, Scientific and Technical Services	268	\$24.74	\$51,466	Some college, no degree
Grand Total	14,828	\$21.69	\$45,103	High school diploma or equivalent

Professional & Business Services Jobs Projected for Formerly Incarcerated, 2017-2022



The "Breakdown Table" below does not include all of the Administrative & Support Services jobs, only the ones with the most openings available over the next five years. Because of this, the breakdown number will not necessarily match the total number in the chart above.

Breakdown of the *top* Administrative & Support Services Jobs Projected, 2017-2022		
Sub-Industry	Job	Number of Jobs Projected for Formerly Incarcerated, 2017-2022
Administrative and Support Services	Office Clerks, General	3,139
Administrative and Support Services	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	2,199
Administrative and Support Services	Customer Service Representatives	1,596
Administrative and Support Services	Secretaries and Administrative Assistants, Except Legal, Medical, and Executive	1,212
Administrative and Support Services	Sales Representatives, Services, All Other	967

Appendix A: Private Sector Labor Analysis, cont'd
NAICS Industry: Construction

Occupation	Number of Jobs Projected for Formerly Incarcerated, 2017-2022	Median Hourly, \$	Median Annual, \$	Entry Level Education
Construction Laborers	1194	\$20.20	\$42,016	Less than high school
Carpenters	478	\$24.08	\$50,101	High school diploma or equivalent
Painters, Construction and Maintenance	409	\$22.67	\$47,146	Less than high school
First-Line Supervisors of Construction Trades and Extraction Workers	236	\$36.57	\$76,077	High school diploma or equivalent
Plumbers, Pipefitters, and Steamfitters	216	\$30.38	\$63,185	High school diploma or equivalent
Heating, Air Conditioning, and Refrigeration Mechanics and Installers	51	\$26.42	\$54,961	Postsecondary non-degree award
Grand Total	2584	\$26.72	\$55,581	High school diploma or equivalent

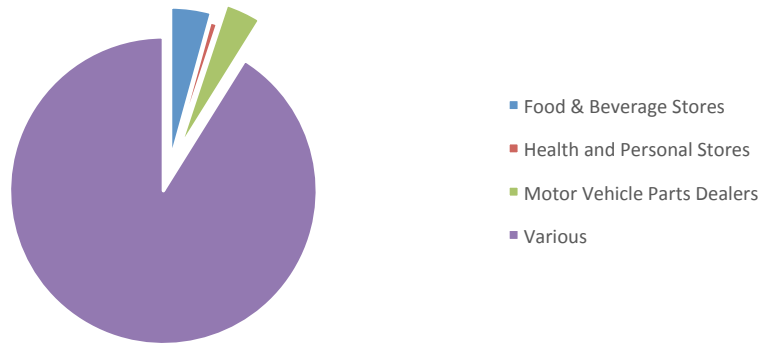
Construction Jobs Projected for Formerly Incarcerated, 2017-2022



- Heating, Air Conditioning, and Refrigeration Mechanics and Installers
- Plumbers, Pipefitters, and Steamfitters
- First-Line Supervisors of Construction Trades and Extraction Workers
- Painters, Construction and Maintenance
- Carpenters
- Construction Laborers

Retail Trade	Number of Jobs Projected for Formerly Incarcerated, 2017 - 2022	Average Median Hourly, \$	Average Median Annual, \$	Average Entry Level Education
Various	6157	\$15.01	\$31,214	Less than high school
Food & Beverage Stores	290	\$12.06	\$25,076	Less than high school
Motor Vehicle Parts Dealers	256	\$13.56	\$28,200	Less than high school
Health and Personal Stores	54	\$17.48	\$36,361	High school diploma or equivalent
Grand Total	6757	\$14.77	\$30,713	Less than high school

Retail Jobs Projected for Formerly Incarcerated, 2017-2022

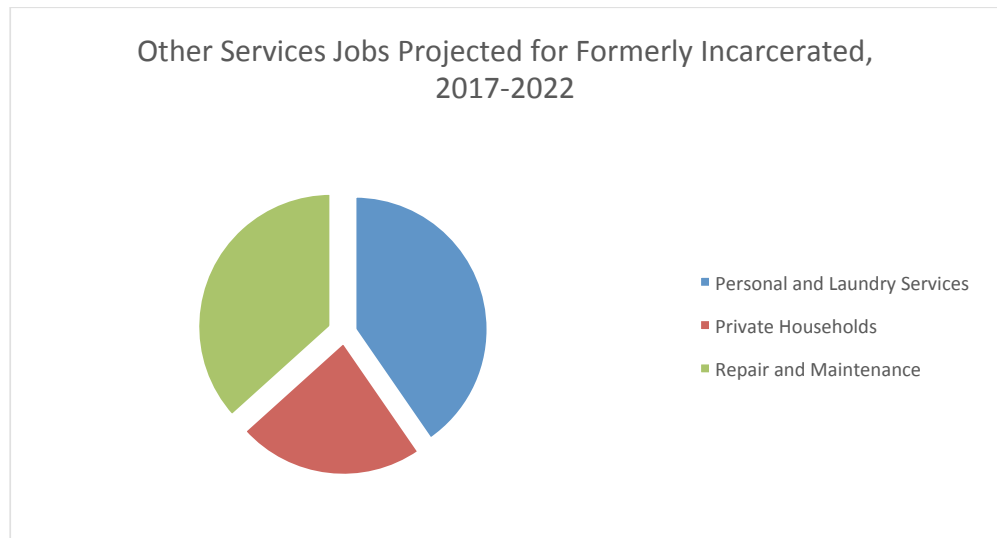


The “Breakdown Table” below does not include all of the Administrative & Support Services jobs, only the ones with the most openings available over the next five years. Because of this, the breakdown number will not necessarily match the total number in the chart above.

Breakdown of the *top* Various Retail Jobs Projected, 2017-2022		
Retail Trade	Job	Number of Jobs Projected for Formerly Incarcerated, 2017-2022
Various	Retail Salespersons	2,722
Various	Cashiers	1,177
Various	Stock Clerks and Order Fillers	1,491
Various	First-Line Supervisors of Retail Sales Workers	599

NAICS Industry: Other Services

Other Services	Number of Jobs Projected for Formerly Incarcerated, 2017 - 2022	Average Median Hourly, \$	Average Median Annual, \$	Average Entry Level Education
Personal and Laundry Services	2,559	\$10.61	\$22,073	High school diploma or equivalent
Repair and Maintenance	2,323	\$23.17	\$48,185	High school diploma or equivalent
Private Households	1,453	\$10.65	\$22,158	Less than high school
Grand Total	6,334	\$17.46	\$36,323	High school diploma or equivalent



APPENDIX B: WDACS SERVICES FOR FORMERLY INCARCERATED INDIVIDUALS

Introduction: L.A. County has the largest population of people reentering the community from incarceration than any county in the State, and one of the largest in the country. Recent legislation, such as AB109 Realignment, sent thousands of State prisoners back to our County for incarceration and supervision, and Prop 47, which reduced six categories of felonies to misdemeanors, has doubled the number of people attempting successful transition back to their community. Key to our County being able to reduce the high percentage of people who return to lock up (68%) will be our collective ability to provide these individuals with the supports they need to be able to secure and maintain livable wage employment. This entails County departments working closely together to coordinate their assistance to detainees returning to their community as this population faces myriad barriers to employment, such as limited education, substance use disorder, mental health challenges, homelessness, and limited to no work experience.

WDACS's Role and Strategy: WDACS oversees the County's workforce development system consisting of a network of 19 America's Job Centers of California (AJCCs) that serve residents in 58 cities and 156 unincorporated areas throughout the County. WDACS has been tasked by federal WIOA legislation to assist those with significant barriers to employment, such as the reentry population, onto career paths. To date, 151 Prop 47 beneficiaries have been served by L.A. County's AJCCs, without any outreach. The County is currently engaged in a massive effort to send mailers to the half million Prop 47 eligible residents that will tell them: (1) how to file the documents to have their felony sentences reduced to misdemeanors; (2) how to contact the AJCCs for employment assistance; and (3) how to obtain other social services. This will create greater demand for AJCC services among a population who experience fundamental challenges to securing employment. This greater demand on the part of an inherently hard-to-serve population has required WDACS and its network of AJCCs to invoke special initiatives and innovations in order to ensure we provide services that are tailored to the unique needs of this population so that we achieve our goal of assisting them in securing and maintaining long-term employment along a determined career path.

WDACS Points of Action: There are several Points of Action WDACS has under-taken, to date, to equip its workforce development system to achieve the goal of assisting former offenders in securing and maintaining long-term employment along a career path:

- **Use of Research-Based Approaches to Serving the Former Offender:** Research has repeatedly identified the most effective approaches in serving and effecting positive life outcomes with the reentry population. These include system navigation, case management, education, employment and mentoring and coaching.

WDACS has developed a number of strategies, outlined below, to ensure these approaches are embedded in our points of action to serve and affect employment outcomes with the reentry population.

I. System Navigation and Care Coordination

- **Reentry System Navigation:** WDACS has embedded system navigation for the reentry population into our workforce development service design. For instance, key to our Jail-Based Job Center (JBJC) model (outlined below) is the role played by the JBJC Reentry Transition Navigator who provides intensive navigation for County jail inmates from the jail to the programs and services provided at our AJCCs. In addition, WDACS secured State Community Recidivism Reduction Grant Program.
- (CRRGP) funding, via the Countywide Criminal Justice Coordination Committee, places Reentry System Navigators at each of our community-based AJCCs. These navigators ensure former offenders are assisted in navigating our job centers, its programs and its requirements. Navigators are on hand to help the former offender through any obstacles he or she may face in taking full advantage of our job center services, including ensuring the reentry client has transportation, clothing, documents and anything else required to fully access, participate in, succeed at and complete workshops, classes, training, job interviews and any other supports needed to secure and maintain employment.
- **211 Countywide Reentry Resources:** WDACS has also partnered closely with 211 to ensure that relevant reentry resources, including those provided through our AJCCs, are made available through the 211 on-line database of Countywide resources. In previous years, WDACS secured funding to research and vet reentry resources and to support the integration of this new level of resource into 211's system of Countywide resources. Additionally, 211 has played a vital role in establishing and maintaining the County's Coordinated Entry System of supports for the homeless, which serves a number of homeless who are also former offenders. In July 2016, the Chief Executive Office amended 211's contract for Information and Referral services to include reentry supports, such as the Prop 47 Call Center that will offer web-based/digital resources as well as care coordination to Prop 47 eligible residents, including referrals to health, mental health, housing and AJCC services and supports. Additionally 211 will use its care coordination model in assessing the needs of Prop 47 callers. Its care coordination model will link clients to necessary services and provide follow-up to services.
- **Case Management:** The County recently convened a host of reentry stakeholders who identified the greatest barriers to an offender's successful transition from incarceration to the community, and who offered a

host of recommendations to address these barriers. Stakeholders identified case management services as one of the most important components of reentry success; however, these same stakeholders felt that our current systems for providing reentry case-management are fractured, inconsistent, and not comprehensive enough. As a result, they say reentry clients are not getting their most basic needs met. Stakeholders recommended the implementation of uniform, comprehensive and seamless case management protocols that will ensure all essential documents for employment are obtained, transportation provided, legal concerns addressed, housing secured, and other basic needs met.

A key element of both WDACS's Jail-Based Job Center as well as its community-based AJCC services is a system of structured case management that ensures the former offender has access to basic resources and receives individually-tailored assessments and career/employment planning. Our contracted AJCC providers have long-standing relationships with County and community services in their regions, and WDACS assists the AJCC's with connections to housing, substance abuse, mental health, child care arrear restitution and other required reentry supports. WDACS has undertaken co-location and coordination initiatives with Los Angeles County Sheriff's Department, Probation, Employment Development Department, and the Department of Public Social Services to ensure the coordination of AJCC employment case-management with that of the jails, Probation and CalWORKs.

II. Education, Training, Pre-Employment and Employment

- **Education:** After case management, reentry stakeholders identified education as the most important strategy for gainful employment of the former offender. A number of interrelated barriers were noted with regard to educational engagement and attainment. The overarching solution offered by stakeholders in response to these identified barriers was to increase educational placements of Prop 47 offenders, to enroll them into school as soon as possible, and to coordinate supports to help them stay in school.

Continuing education is a key component of our AJCCs' employment services. One of the first activities an AJCC Client Services Specialist does with a client is to conduct an assessment of his or her employment and education needs. An Individual Employment Plan is then developed for each participant based on that assessment. The plan outlines the participant's path to a career ladder, including any additional education or training the participant needs to be prepared for job placement along his/her chosen career path. Our AJCC providers enjoy close relationships with the community college and adult schools in their region to which they send participants to take a class or training they need to get the job they are seeking. To

assist AJCC partnership with education, over the past two years, WDACS has led a regional effort in planning with the community colleges and adult schools in our County to ensure the federal and state funded educational offerings of these institutions are leveraged and coordinated with the federally-funded Workforce Innovation and Opportunity Act (WIOA) programs offered at our AJCC's. WIOA mandates that we leverage our dollars and services so that our employment programs and their educational programs are working hand-in-hand to effect the best possible career outcomes for our mutual clients, particularly those, such as the former offender, with significant barriers to employment.

- **Training:** A key component to break any barrier is to offer training that leads to marketable skills or certificates. WDACS works with over 50 training providers that include adult schools, regional occupational centers, community colleges and private institutions in areas of computer numerical, welding, medical assistants, truck driving, etc. The County and other jurisdictions are moving in the direction to create vocational training. Opportunities for reentry clients are growing. Industry reports indicate annual openings for truck drivers, machinists and industrial mechanics are over 1000.
- **Social Enterprise Transitional Employment (Pre-Employment):** Many coming out of jail and prison have no experience at all holding down a job. A national best practice that has emerged in response to this dilemma is the provision of temporary employment to the person coming out immediately upon his or her release. This type of employment provides the former inmate the real-life experience of showing up for a job every day, working with others, and taking direction. It also provides immediate cash for basic needs. The agencies that provide this opportunity are community-based organizations known as "social enterprises" as they hire those with significant barriers to employment to serve on work crews that provide a social benefit to the community. WDACS has embarked on a number of initiatives to provide social enterprise transitional employment to reentering offenders; however, we recognize that transitional employment is not an end in itself but, rather, is just one step in the process of helping the ex-offender secure long-term, stable employment along a path that will lead to a livable wage. For this reason, WDACS knows that transitional employment needs to be closely coordinated with the AJCC's career services programs that will concurrently provide the ex-offender additional education, job training and a concrete plan to secure retain permanent employment along a career path.

WDACS is working closely with the Department of Business and Consumer Affairs to ensure that all the agencies in our County that provide this type of social enterprise employment service for the hard-to-place

are certified and placed on a County Master Agreement list so that they may be easily procured when County agencies get funding to fund such projects, and so that former offenders can be quickly placed into transitional employment slots these projects offer. WDACS is currently establishing this Master Agreement list and will be procuring Social Enterprises with which to place former offenders by December 2016. In the meantime, WDACS has secured State EDD funding to place 50 young adults coming out of Probation camps or on community supervision on work crews with the Department of Recreation and Parks through the Center for Employment Opportunities (CEO), a national reentry nonprofit. The CEO model ensures work crews are closely case managed with crews supervised by CEO staff. Participants are provided feedback on their days' work after each shift. They spend at least one day a week in the CEO office where the case manager helps them address all their reentry transition needs and look for and secure more permanent employment. Appropriate participants will be co-enrolled in our AJCC WIOA Youth program to receive more advanced training or career development support.

Employment: The reentry stakeholders that were convened identified employment as the most essential component for the success of the formerly incarcerated individuals; yet, they noted, reentry individuals face many obstacles to legal employment, including the stigma of a felony on their record, lack job training, and a dearth of skill development. There are only a handful of employers in our region who will willingly hire former offenders. To address this challenge, WDACS has established a Business Services Unit in order to strategically develop partnerships with employers in our region who may be able to provide jobs for those who are hard-to-employ. We have assigned a staff person to develop partnerships and employment opportunities specifically for the reentering offender. We have undertaken a number of efforts to grow these opportunities, including surveying our AJCC providers for their best reentry employment contacts; supporting the L.A. Chamber of Commerce in their education of local employers about the prospect of hiring a former offender (myth-busting); being a key stakeholder in the County's convening of reentry-friendly employers; and introducing the prospect of hiring offenders to businesses with whom our Business Services Unit makes standard outreach calls, highlighting the array of supports we offer the offender in his or her bid to seek and maintain gainful employment.

III. Other Elements

- **Mentoring/Coaching:** Reentry stakeholders who were convened underscored the valuable role mentoring programs provide formerly incarcerated individuals. Mentors can help former offenders establish healthy relationships, engage in pro-social activities, and connect to employment opportunities. Stakeholders

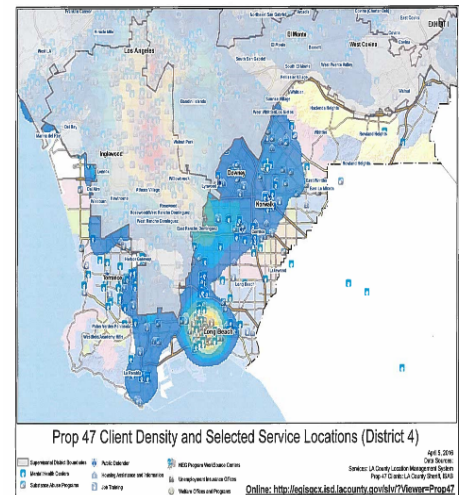
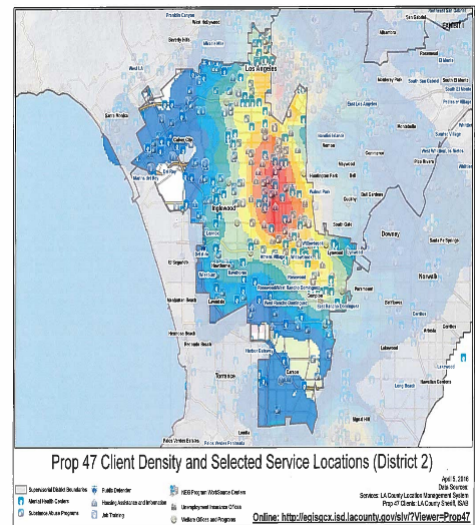
recommended strategies to recruit more mentors, to standardize mentor training, to improve mentor-mentee pairing procedures, and to partner with community and faith-based organizations that provide spaces where adults feel comfortable receiving mentoring and coaching. WDACS has experienced a modicum of success in connecting reentering young adults with mentoring programs (Youth Mentoring Connection; Street Poets; Tia Chuchas; New Earth; Unusual Suspects); however, we are in a position now of figuring out ways of expand this offering to the adult ex-offender. One strategy WDACS recently invoked was to embed a Pro-Social Skill Peer Support Group element into our Jail-based Job Center model. A peer support group is the framework for a mentoring model as it allows offenders/former offenders who have achieved a modicum of success in achieving their personal, education, and employment goals to share how they achieved that success with those just getting started on the journey of self-improvement. We plan to continue these peer support groups in the community at our AJCCs once the inmates are released and back to their community.

Creation of a Jail-Based Job Center: WDACS is securing funding to partner with L.A. County Sheriff Department (LASD), as well as a number of other County departments and community agencies, to establish the County's first jail-based job center. The center will provide inmates employment readiness training and employment transition plans before their release. It will also provide intensive navigation into our AJCC employment programs to ensure the inmate is connected to employment and related reentry supports immediately upon their release from jail. The Jail-Based Job Center will begin operations this year once funding is secured and we anticipate serving at least 100 inmates annually through the program.

- **Coordination of AJCC and Probation Employment Assistance to Former Offenders:** This year, WDACS partnered with the Probation Department to co-locate Probation Alternative Treatment Caseload (ATC) Deputy Probation Officers at five of the County's job centers so that Probation officers and AJCC employment specialists may better coordinate in serving the reentering offender in search of employment. Probation Officers will be co-located beginning October 2016. WDACS and Probation are currently engaged in strategic planning to learn one-another's systems and coordinate our services and supports in providing employment services to the supervised former offender on Probation's ATC case-load.
- **Training Our AJCCs to Best Serve the Former Offender:** WDACS has partnered with Probation, LASD, and the Employment Development Department (EDD) to ensure all staff who play a role in assisting the former offender with securing employment are professionally trained to provide employment services tailored to this population based on nationally-recognized best practices. To this

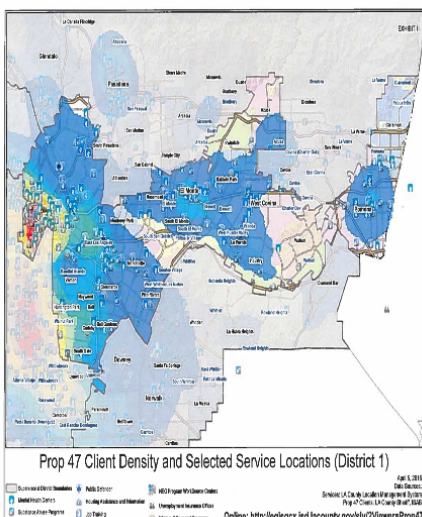
end, WDACS, Probation, LASD, EDD and AJCC staff completed an intensive 100-hour Offender Workforce Development Specialist (OWDS) training conducted by the National Institute of Corrections. This certificated, intensive training prepared Probation, WDACS and selected AJCC staff to become an OWDS Training Team that will, over the next year, train the remaining AJCC staff at all of our AJCCs to provide former offenders with employment services tailored to their unique needs and circumstances.

- Reentry Virtual Service Delivery Pilot:** WDACS is currently developing funding to test the CareerHub virtual service technology with 400 members of the County's Prop 47 reentry population. This technology allows services to be provided in a more effective, efficient, and low-cost manner and has proven to increase engagement of participants in AJCC career services and program offerings. The technology relies heavily on text messaging, which is proven to be the most widely used form of communication across all demographics (studies show that between 90-99 percent of all text messages are read by recipients, and the average response time for texts is 90 seconds.) This technology allows AJCCs to provide reentry clients with appointment reminders, resources, referrals, training information and job opening notifications in real time saving time and money on the part of both the client as well as the AJCC. It allows clients to provide documents, assessment information, and report backs to their AJCC Client Service Specialist more efficiently.



APPENDIX C: GEOGRAPHIC CONCENTRATION OF PROP 47 BENEFICIARIES

The high concentration of Prop 47 cases are found in the Central Los Angeles and South Los Angeles area along with pockets in the Southeastern part of Los Angeles County.



APPENDIX D: TRANSITIONAL EMPLOYMENT MODELS

Employment at a nonprofit

Many transitional employers are nonprofit social enterprises: nonprofit organizations that manage revenue-generating businesses providing paid (wage-based) employment opportunities to individuals typically excluded from the workforce. The business provides both industry experience and soft skill development based on work performance rather than a training program or technical course. The social enterprise also provides barrier-removal and job placement services at the end of the transitional employment time period.

EXAMPLE: DOWNTOWN WOMEN CENTER RETAIL STORE AND CAFÉ

Downtown Women Center employs trainees from their Set to Work program into one of their two social enterprises: a secondhand retail space and café. Women learn valuable customer service skills, inventory management, barista training and sales while employed at the nonprofit.

<http://www.downtownwomenscenter.org/>

Employment where nonprofit is employer of record, but the job is contracted through City, County or public agency

In this model, the transitional social enterprise operates a business that contracts services with a government agency. The nonprofit is the employer of record and manages the employee, while the customer is a government agency. Services for the employee still include on-the-job training, barrier removal, and job placement services.

EXAMPLE: CENTER FOR EMPLOYMENT OPPORTUNITY (CEO) AND CALTRANS

CEO's employment model is built on a social enterprise that provides crew-based maintenance and labor services for primarily public sector customers. CEO operates 70+ work crews every day, serving transit agencies, housing authorities, parks departments, and more, and offering participants paid employment within a week of enrollment in the program. The center's work crews, in partnership with Caltrans, perform roadside maintenance through litter abatement projects throughout the county. Participants typically work four days per week on transitional work crews and receive daily pay and daily feedback on performance. On the one day each week when they are not working, CEO participants receive job coaching and job development supports to prepare to transition into the mainstream workforce.

<http://ceoworks.org/social-enterprise/>

Employment where nonprofit is employer of record, but the job is contracted through private sector company

In this model, the transitional social enterprise operates a business that contracts services with a private sector company. The nonprofit is the employer of record and manages the employees, while the customer is a private sector company. Services for the employee still include on-the-job training, barrier removal, and job placement services.

EXAMPLE: CHRYSALIS + DOWNTOWN BIDS

Chrysalis, a nonprofit organization, works with private and public partners to help low-income and homeless individuals across L.A. County to prepare for, attain, and sustain employment. The organization also operates two social enterprises, including a temporary staffing company that contracts with private businesses. Chrysalis contracts with Downtown Business Improvement Districts to provide trash abatement & hauling, sidewalk sweeping, bulk item removal, graffiti control, pressure washing, and landscaping & beautification.

As a result, clients who are ready for employment have a direct pipeline to transitional and permanent employment opportunities. In 2015, Chrysalis helped connect over 2,100 residents to jobs.

Additionally, Chrysalis partners with the Legal Aid Foundation of Los Angeles (LAFLA) to assist clients with legal matters impeding employment. Three LAFLA attorneys are housed at Chrysalis to assist clients with expungements, record reduction and reclassification. Additionally, the attorneys contribute to outreach efforts by participating in large community events throughout the County. The co-location of legal and employment services allows for cross-referrals and coordinated case management.

Alternative Staffing, where nonprofit is employer of record, employee works for a company

Alternative staffing is an employment strategy that uses a temporary staffing business platform coupled with supportive services to help people with obstacles to employment enter and advance in the workforce. Alternative staffing organizations (ASOs) act as intermediaries between employers and job seekers, helping employers attract and retain reliable, motivated workers and linking job seekers to competitive employment, opportunities for skills development and pathways to hire by employer customers. (altstaffing.org)

EXAMPLE: WORKSQUARE

Worksquare is a certified b-corporation - organization that uses the power of markets to solve social and environmental problems - that operates a staffing agency that provides supports to job seekers and connects them to employers.
<http://worksquare.com/>

Permanent Employment Opportunities Post-Transitional Employment

After a period of transitional employment, the goal is to transition the participants to more long-term, self-sustainable employment opportunities. REDF has identified two pathways for transitional employees into long-term employment.

Employment in a mission-driven for-profit company (social enterprise)

Small to medium sized, mission-driven for-profit companies often have a stated mission to hire from a target population that is essential to their business model, encoded in their HR practices, and promoted in their marketing materials. Many individuals start out at a transitional social enterprise and then move to a for-profit social enterprise as the culture and roles act as a bridge to competitive employment. This is sometimes called “bridge employment” because it acts as a bridge for applicants into the competitive labor market since “bridge” employers might be more understanding of some of the barriers to retaining employment that hard-to-employ populations face.

EXAMPLE: THE GIVING KEYS

The Giving Keys is a fashion brand manufacturing jewelry made from repurposed keys with inspirational messages on each key. They specifically hire individuals transitioning out of homelessness. The Giving Keys partners with transitional social enterprises to refer employees to their workplace. While the Giving Keys does not provide support services to employees, they work with community-based organizations to ensure their employees have access to services.
<https://www.thegivingkeys.com/pages/about-us>

Employment in a for-profit competitive employer with fair chance hiring practices

Often larger or national employers, these for-profit businesses hire many entry-level workers. They may have a set-aside program for a certain population e.g. Starbucks’ Opportunity Youth or Target’s Veterans programs or operate fair chance hiring practices where they are open to hiring individuals regardless of their background. These companies do not typically have a stated mission to hire target populations or publicize that it is their core mission to employ individuals with employment barriers. Regardless, their HR practices may be more appealing for this target population

EXAMPLE: TENDER GREENS / WHITE HOUSE FAIR CHANCE PLEDGE / 100K INITIATIVE

Tender Greens’ Sustainable Life Project (SLP) is a six-month paid internship program for emancipated foster youth. Tender Greens partners with local CBOs serving transition age youth to recruit SLP participants. They specifically look for organizations that have wrap-around services and are founded in case management so they can support the youth if a situation arises.

While this program targets emancipated foster youth, it is a great example of how CBOs can provide case management and wrap-around services that help businesses feel more comfortable hiring individuals with barriers to employment.

The White House Fair Chance Business Pledge includes signatories representing public and private sector organizations nationwide who are taking action to ensure all Americans have the opportunity to succeed, including individuals who have had contact with the criminal justice system.

The 100K Opportunities Initiative aims to bridge the opportunity divide for the 5.5 million Americans, aged 16-24, who are out of school and not working. With millions of job openings, employers are looking to hire strong talent.

We forge connections between employers and the employees they need. Closing this gap creates pathways for opportunity youth while meeting critical business needs and strengthening our economy.
<https://www.100kopportunities.org/employers/>

APPENDIX E: PUBLIC SECTOR WORKING GROUP REPORT

Public Sector Employment

According to the Bureau of Labor Statistics (BLS), public sector (government) employment represents 11 percent of all jobs in the L.A. County area. While there is no definitive method to identify the total number of currently vacant positions within the L.A. County area, a review of the vacancies for the County of Los Angeles (as an employer) provides a sense of the number of potential opportunities available to the Prop 47 population. Currently, there are just over 13,000 vacancies within the County of Los Angeles (as an employer). For the Prop 47 population specifically, 4,500 vacancies within the office/clerical, service/maintenance, and skilled craft categories represent entry-level opportunities and specialized pathways into County/public sector employment.

Public Sector Pathways

Since 1998, the County of Los Angeles has maintained a practice of accepting all applicants and not excluding any applicants prior to hire, including applications from individuals with a criminal record. The County has recognized that public sector employment is a pathway

to jobs, housing, and economic security. Additionally, the County of Los Angeles and surrounding jurisdictions, since 2014, are in compliance with Assembly Bill No. 218, which prohibits state and local agencies from asking any applicant to disclose information regarding a criminal conviction until the agency has determined the applicant meets the minimum employment qualifications for the position. .

Prop 47 participants are able to access public sector employment opportunities by means of two pathways: the “traditional path to employment” and “targeted programming.”

For a Prop 47 participant, the “traditional path to employment,” not unlike the path for any other individual, includes application submission, a competitive examination process, and promulgation, by examination score, of the list of individuals eligible for appointment. Following the release of the list of individuals eligible for appointment, candidates may be contacted for a selection interview.

By way of the “targeted programming” pathway, Prop 47 participants can take advantage of a streamlined hiring process and are granted special hiring considerations due to their interaction with the criminal justice system. The City of Los Angeles’ Targeted Local Hire Program, Metro’s Project Labor Agreement, and the Los Angeles County Bridges Program are three such programs that provide Prop 47 participants with meaningful access to public sector employment opportunities.

Public Sector Recommendations

Expand Public Sector Transitional Subsidized Employment (TSE) Opportunities: Public sector employers, including the County of Los Angeles, have seen great success with the use of a variety of specialized programs aimed at targeted populations, such as Transitional Subsidized Employment (TSE), which is targeted to those who qualify for temporary assistance for needy families, Veterans Internship, Student Worker, and Career Development Intern Programs. These programs have been created for veterans, students, and at-risk youth, among others. The expansion of the TSE proven model represents an opportunity to continue to leverage existing funding, while also engaging in an effort to identify new funding streams. Some of these programs listed above, result in permanent positions at the County, necessitating a competitive examination and selection process. For entry level classifications, the examination process can range from 20 to 90 days. As a result, participants who participate in the TSE program are well-served by applying for other targeted programs so they may be considered for permanent County employment. For Prop 47 participants who may wish to pursue a public sector employment opportunity, a TSE position acquired during their initial re-entry into the employment arena can be beneficial. This process can provide an income and allow the participant to gain employment experience and further enhance their professional skills.

For the County of Los Angeles and other interested jurisdictions, enhancing, or in some cases developing, the systematic link to TSE opportunities represents the chance to provide employment to vulnerable populations who might not otherwise have the access to secure a public sector position.

1. **Strengthen Partnership with the County’s AJCCs:** The County’s AJCCs will serve as a central hub to assist Prop 47 participants with their job search process. While the AJCCs currently maintain strong partnerships with many private sector employers, their relationships and systematic connections with public sector entities and their job opportunities stands to be improved. The Prop 47 efforts allow for an opportunity to re-imagine the partnerships, or lack thereof, between the County of Los Angeles and other public sector employers and the AJCCs. Providing co-located staff, as the County’s Department of Human Resources currently provides for veterans at Patriotic Hall, to lead trainings and provide information and guidance on the application processes represents the beginning of a strong partnership that will allow Prop 47 participants to more easily access and compete for public sector job opportunities.
2. **County of Los Angeles Program Development:** As a compliment to the City of Los Angeles’ and Metro’s programs, the County of Los Angeles’ Bridges Program, which targets vulnerable populations and assists identified individuals by creating pathways for them into County employment, provides a third avenue by which public sector job opportunities are made available to Prop 47 participants and like populations.

APPENDIX F: BACK ON TRACK PROGRAM DESCRIPTION

Back on Track-LA

Launched in March 2015, Back on Track – LA (BOT-LA) is a bold, visionary, anti-recidivism reentry pilot program. In an unprecedented reentry partnership, Attorney General Kamala Harris joined with the Los Angeles County Sheriff’s Department (LASD) and the Los Angeles County Probation Department (LA Probation) to develop and implement a comprehensive in- and out-of-custody reentry model. State and local agencies joined as value-added partners collaborating in the design and implementation of the program.

The primary goal of the BOT-LA model is to deliver a reentry program to detainees utilizing a comprehensive “inside-outside” continuum of services approach. While in LASD custody at Pitchess Detention Center, detainees, referred to as “participants,” receive extensive programming focused on providing intensive case management, evidence-based cognitive behavior interventions, education, life skills, employment readiness and reentry assistance. Upon release, participants enter a one-year “transitional safety net” phase where they receive continued case management and a continuum of care services. The BOT-LA pilot is expected to provide service to over 150 participants within two years.

As described above, the BOT-LA pilot model consists of

in- and out-of custody components designed to equip participants with the tools and critical reentry services needed for a seamless and successful transition into their respective communities. In addition to case management, the in-custody component consists of four program tracks that include evidence-based cognitive behavior interventions, education (academic and CTE), life skills and employment readiness. BOT-LA participants' needs will vary based on their individual risk/needs assessment and their Individual case Management Plan (ICMP). However, all participants receive the following core services:

- **Cognitive Behavioral Training (CBT):** CBT is a well-established, structured form of intervention that draws from both cognitive and behavioral theories of human behavior. It rests on the theory that individual behavioral characteristics are, to a large degree, learned rather than inherent. Based on a well-researched and validated theory, this short-term intervention helps detainees change pro-criminal, destructive thoughts, beliefs and values that underlie criminal thinking. In turn, this helps individuals develop problem-solving skills.
- **Education:** Access to educational opportunities while in custody has been shown to have a positive impact on recidivism reduction. BOT-LA partnered with Five Keys Charter School, College of the Canyons, Los Angeles Trade Technical College and Los Angeles Mission College to offer participants high school, college and CTE opportunities. BOT-LA case managers work collaboratively with the education partners to help participants develop a customized education plan, register for classes and apply for financial aid opportunities.
- **Life-Skills/Value Added Services:** Deploying ordinary, everyday skills are essential to managing a better quality of life. BOT-LA participants are enrolled in a 12-week life skills program that consists of five modules: (1) self-esteem, goal setting and planning; (2) anger management; (3) employment skills; (4) wellness and nutrition; and (5) a parenting module for participants with children. Additionally, BOT-LA engaged key stakeholders, as "value-added" partner, to help streamline some cumbersome processes, such as accessing vital documents (academic transcripts, identification card, social security card, medical records, birth certificate, etc.) or supporting their children.
- **Employment Readiness:** Finding meaningful, living-wage work requires more than directing a job seeker to a job opening. Hard-to-employ adults must be matched with career counseling services that improve job readiness and a receptive job marketing willing to give the reentry population an opportunity. BOT-LA administers assessments that help identify participants' employment interests. In addition, the program provides out-of-custody career services during the continuum of care phase, specifically tailored to each participant's needs and interests.

The planned transition from the in-custody phase to the out-of-custody phase is critical to a detainee's successful

reentry. Most individuals exiting jail or prison are often consumed with the stresses of securing housing and employment, enrolling in public social services, and obtaining critical documents, all while working to reestablish familial ties. In the BOT-LA model, probation officers who typically supervise and monitor probationers, step out of their traditional role and serve as "coaches" to participants during the out-of-custody phase. These CBT trained officers, focused on an incentive-based rather than a sanction-based approach, help participants navigate the period of reentry for 12 months following release. The process begins in custody as probation coaches establish trust with participants and identify specific needs. With advanced planning, probation coaches are afforded sufficient time to arrange for housing and substance-abuse treatment, gather critical documents and address other needs to create stable environment outside the jail facility.

BOT-LA recognizes that no single criminal justice agency has the ability, expertise or resources to provide a formerly incarcerated individual with the comprehensive services and support needed to address the numerous barriers they face upon reentry. The success of BOT-LA is due in large part to the partnership synergy and collaboration with key stakeholders who have been fully engaged, investing significant time and effort to difficult work, in pursuit of a common goal. Local and state government agencies, educators, community service providers, generous nonprofit organizations and business came together to establish a comprehensive model to support reentry and mitigate or remove existing barriers to successful community reintegration. Please see Appendix C for a full list of BOT-LA partners.

BOT-LA is also built on leveraged resources. It is funded with a \$750,000 federal grant and private money from the Ford Foundation, California Wellness Foundation and Rosenberg Foundation.

Back on Track-LA Program Partners

- **Los Angeles County Sheriff's Department:** contributed to the program design, oversees its implementation, provides facility space, custodial staff support and collects program evaluation data.
- **Los Angeles County Probation Department:** provides out-of-custody "coaches" who guide participants through the 12-month reentry process post-release.
- **Five Keys Charter School:** provides one-on-one case management services, life skills and high school instruction leading to a diploma.
- **Community Colleges:** provides academic and CTE (vocational) course work, transferable course credits, transcripts and certificates of completion/achievement
- **Los Angeles Area Chamber of Commerce:** created a BOT-LA Job Development Director position focusing on workforce development and strategic reentry services.
- **Los Angeles County Department of Child Support Services:** works to ensure children and families receive court-ordered financial and medical support and

provides in custody services to BOT-LA participants. Services include the critical process of identifying and locating in- and out-of-county children to whom child support is owed, locating a custodial parent, establishing paternity, modifying and enforcing court orders for child support and health coverage.

- **California Department of Child Support Services:** works cooperatively with County and regional child support agencies.
- **County of Los Angeles Public Health and Department of Public Social Services:** provides participants referrals to primary health care clinics for out-of-custody health care needs and substance abuse programs, and educates participants, case managers and probation coaches on available health related services in Los Angeles County.
- **Los Angeles County Department of Children & Family Services:** provides information and assistance with child visitation and family reunification programs.
- **California Department of Motor Vehicles:** processes applications for issuance of California Identification cards to participants prior to release.
- **U.S. Social Security Administration:** processes applications and issues Social Security cards to participants prior to release.
- **Los Angeles/Orange Counties Building and Construction Trades Council:** provides participants in the custodial setting and upon release with information regarding trade unions, membership, and employment opportunities.
- **Community Based Organizations:** provides services in skill building, employment readiness, and job training.
- **University of Cincinnati Corrections Institute:** works with the CA DOJ and LASD in design and implementation of our BOT-LA jail based reentry program. Dr. Edward J. Latessa, Director and Professor of the School of Criminal Justice at UCCI, and his team of professionals, use an evidence-based approach programming, self-training and quality assurance.

APPENDIX G: WORKFORCE DEVELOPMENT MODELS FOR INDIVIDUALS FACING BARRIERS TO EMPLOYMENT

CalFresh Employment and Training (E&T) Program
The Federal Supplemental Nutrition Assistance Program (SNAP) provides nutrition benefits that help 44 million people in low-income families make healthy food choices. One of the federal priorities under this program over the last several years has been to connect SNAP participants with job-driven employment and training opportunities so that participants gain necessary skills, join the workforce, and ultimately move forward into self-sufficiency.

The CalFresh Employment and Training (E&T) Program is California's employment and training program for CalFresh applicants and participants. The objective of the E&T Program is to transition employable CalFresh participants into the labor market. CalFresh participants who participate in the E&T Program do not receive a monthly cash grant under the California Work Opportunity and

Responsibility to Kids (CalWORKs) program.

Counties provide E&T Program services to two populations of CalFresh participants – those who receive only CalFresh and CalFresh participants who also receive county General Assistance (GA). In L.A. County, this is referred to as General Relief (GR). The General Relief Opportunities for Work (GROW) Program serves as the work program for employable participants who receive GR. The GROW Program provides activities that are designed to prepare participants for employment and assist in removing barriers to employment they may face. In L.A. County, both GROW and CalFresh only participants are served in the E&T Program – with GROW participants constituting the largest population served in the E&T Program. Participation in the GR Program is not a requirement for participation in the E&T Program; however, a participant must be receiving CalFresh in order to participate in the E&T Program.

Participants in the E&T Program can be assigned to a variety of activities, which include job club, job search, workfare, vocational training, education, and job retention/post-employment services. A small portion of an E&T component could include generalized anti-substance abuse and mental health improvement discussions. Participants assigned to E&T can receive reimbursement for transportation costs associated with program participation, and in some cases, reimbursement for other federally-approved ancillary costs that are reasonably necessary and directly related to E&T participation. These include, but are not limited to, textbooks, tools, work clothes, dependent care and short-term housing stabilization services.

In L.A. County, the Department of Public Social Services (DPSS) is responsible for administering the E&T Program. DPSS must submit an annual plan for State approval. The plan describes which E&T activities the county will provide and their administration costs. The California Department of Social Services (CDSS) reviews and approves the county plans and consolidates the data into an annual State Plan that it submits to the United States Department of Agriculture, Food and Nutrition Service (USDA/FNS) for approval.

For federal fiscal year ending 2016, \$51.4M was spent and 16,250 participants received services in this program. The average cost per participant was \$3,140.
Appendix G: Workforce Development Models for Individuals facing Barriers to Employment, cont'd

Center for Employment Opportunities (CEO)

Center for Employment Opportunities (CEO) is a national program that provides comprehensive employment services to adults with recent criminal convictions. CEO operates sites in 11 cities in New York, Pennsylvania, California and Oklahoma – serving approximately 4,500 formerly incarcerated men and women annually. The organization's national operating budget is approximately \$34 million. Its California operating budget (\$8 million) includes services in three communities—Oakland, San Bernardino and San

Diego—serving approximately 1,000 people per year.

The CEO model includes a tiered, phasic approach that allows participants to move through program elements at their own pace and when structured assessments indicate readiness for employment. The first phase of the program is a set of job readiness workshops (life skills education) that involves skill building, such as resume writing, communications and workplace behavior. Once participants acquire these core skills, they are placed in short-term, paid transitional employment within CEO's network of approximately 70 work crews that provide maintenance and grounds-keeping services for public and private agencies. The length of the transitional employment placement is typically about four months, during which time CEO is the employer of record, overseeing the work of the participants and making payroll, for contracted services with local government agencies and private sector customers. With demonstration of job readiness, CEO's Job Developers help participants secure permanent full-time employment. CEO has dedicated staff that cultivates relationships with businesses to continue expanding placement options. Particular attention is given to job opportunities that ultimately build the kind of experience that can transcend any individual sector and create opportunity for real career development. The final component of the CEO model is post-placement services. For one year following the placement into the full-time job, participants receive work-related counseling, crisis management and assistance with long-term career planning.

CEO leverages public and private resources to integrate a range of innovations that enhance its program impact. For example, the program has recently launched a Pay for Success model in which more than \$13 million in private capital was raised for the New York programs, where payments are made based on program impact (employment and recidivism prevention). The Nonprofit Finance Fund and Social Innovation Fund awarded CEO a grant to explore a similar Pay for Success in Pennsylvania. A Social Innovation Fund grant was also leveraged to increase mental health services for its participants.

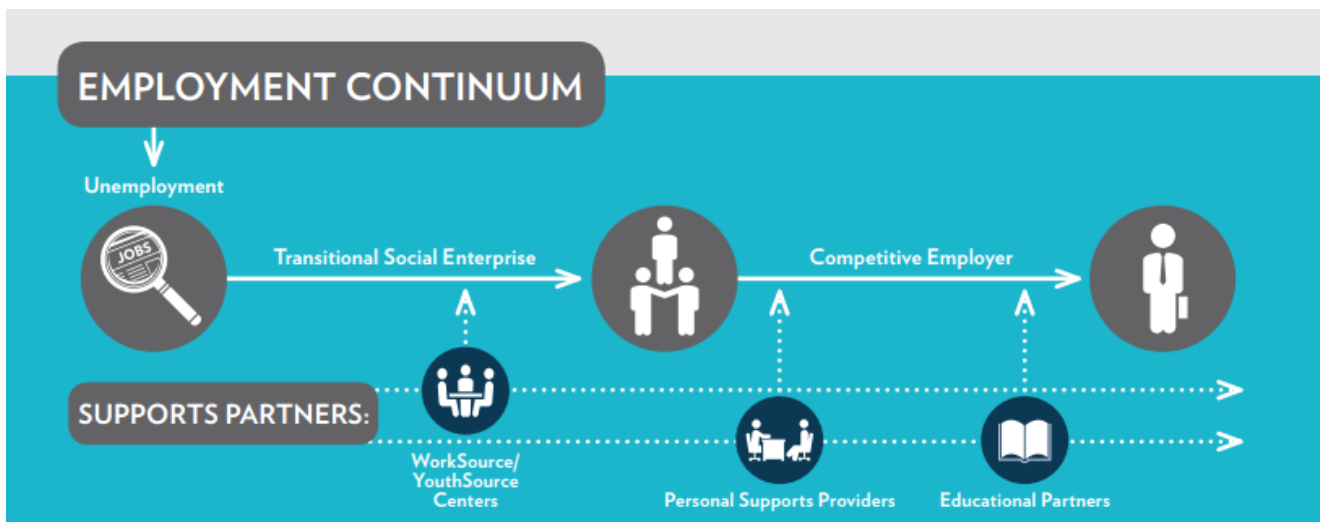
CEO estimates that average cost per participant is approximately \$8,000 per year—\$3,000 per person for basic workforce development services and an additional \$5,000 per person for transitional employment.

Los Angeles Regional Initiative for Social Enterprise (LA:RISE)

Los Angeles Regional Initiative for Social Enterprise (LA:RISE) started as a five-year demonstration project (2014-2019) managed by the Los Angeles Economic and Workforce Development Department (EWDD) and REDF to support job acquisition for 500 individuals with barriers to employment such as a history of homelessness, incarceration or disconnected youth. The initiative, funded by a \$6 million grant from Department of Labor's Workforce Innovation Fund, supports a partnership between the City's Workforce Development System, nonprofit social enterprises and for-profit employers to create job opportunities. Since then, LA:RISE has expanded to include an additional 275 Transitional Job opportunities, funded by LA City General Fund dollars.

Designed to help people with employment barriers find long-term work, LA:RISE takes an integrated, wrap-around approach to job creation. Participants receive a steady paycheck along with the counseling, support, and training they need to succeed. LA:RISE utilizes the following innovative elements:

- Social Enterprise evaluates participants through standard Job Readiness Assessment to ensure consistent and quality referrals to employers.
- Coordinated tracking is provided through JobsLA.org, the City of L.A.'s online job placement system for coordinated case management and efficient service delivery.
- An employer placement portal matches open positions to eligible participants.
- Resources are leveraged through Social Enterprise and Worksource co-location and co-case management.
- All participants are enrolled in the WIOA system to increase placement and retention outcomes while providing additional resources and services.



The LA:RISE model has four components:

1. **Transitional Social Enterprise Jobs:** LA:RISE invests in social enterprises, non-profit workforce organizations that generate revenue while providing a supportive work environment. The transitional jobs program creates time-bound, subsidized employment opportunities. In addition to paid work experience, the Social Enterprise provides case management and barrier removal services and ensures individuals are job ready through a standard job readiness assessment.
2. **Competitive Employment:** Between both programs, we hope to place 50 percent of transitional employees into competitive employment-defined as full-time, permanent jobs. Some select employers, called bridge employers, are willing to hire employees with non-traditional backgrounds and are committed to creating a supportive and inclusive work culture where they can thrive.
3. **Workforce Training Services:** The City's Workforce Development System coordinates the various programs and services that are offered to participants such as vocational workshops, computer literacy as well as soft skills development such as resume building, interviewing and conflict resolution.
4. **Supportive Services:** Dedicated staff (Personal Support providers) help stabilize lives of program participants by addressing factors outside of the job that may impact their retention. Participants receive supports such as case management, health care, childcare, transportation, financial literacy. Individuals continue to receive supportive services after permanent job placement.

REDF estimates the LA:RISE cost is between \$7,500 and \$9,000 per participant depending on the whether the AJCC can co-enroll the participant to leverage WIOA dollars. \$7,500 does not include AJCC case management or administrative costs.

Community and Senior Services (WDACS) Workforce Innovation and Opportunities Act (WIOA) Programs

As referenced earlier in this report, the County's public workforce development system consists of a network of 19 America's Job Centers of California (AJCCs) that serve residents in 58 cities and 156 unincorporated areas throughout the County. As part of the County's larger effort to ensure supports for the thousands of residents impacted by Prop 47, the County's AJCCs will conduct outreach to affected individuals to enroll them into the AJCCs' career service programs with the ultimate goal of getting them placed in employment along a career path.

AJCCs provide employment and training resources for job seekers at various sites throughout the Los Angeles County Workforce Investment Area. These programs and services include:

- **The Adult and Dislocated Worker Program:** provides free career and training services to help job seekers attain long-term, livable wage employment along a career path.

- **Rapid Response Program:** helps laid off workers quickly transition to new employment.
- **Youth Programs:** prepares youth for educational opportunities or employment by providing paid work experience during off-school periods and the summer. Its year-round youth career offers exploration partnerships with County of L.A. Fire and Sheriff departments.

Please see Appendix B for a full list of WDACS services available to the reentry population.

In fiscal year 2016-17, the County's workforce funding is about \$55.8 million, which includes WIOA, TANF and County general funding. We anticipate serving approximately 13,000 individuals for a cost per participant of approximately \$4,300.

Appendix H: Philanthropic Funding Sources

Proposition 47 Task Force Funding and Sustainability Work Group: Preliminary Philanthropic Funding Research					
FOUNDATION	CALIFORNIA COMMUNITY FOUNDATION	THE CALIFORNIA ENDOWMENT	CALIFORNIA WELLNESS FOUNDATION	ROSENBERG FOUNDATION	WEINGART FOUNDATION
Workforce & Reentry Funding Priorities (Yes/No)	NO- but there is some overlap with existing initiative	Yes** (** limited workforce funding but there is a high commitment to improving opportunities and outcomes for boys and young men of color and reentry populations**)	YES	YES	NO** (organizational recognition of reentry populations as high need)
Program Area/Initiative & Description	<p><u>Building a Lifetime of Option and Opportunities for Men (BLOOM)</u></p> <ul style="list-style-type: none"> Supports efforts that provide a pathway toward improved opportunities and outcomes for probation involved young Black men with priority focus on: <ul style="list-style-type: none"> Academic/vocational advancement resulting in high school completion, pursuit of post-secondary education and/or development of skills that lead to job readiness. Developing sustained mentoring relationships between system-involved youth and adult male professionals to create opportunities for exploring career and educational opportunities. 	<p><u>Health Happens in Neighborhoods</u></p> <ul style="list-style-type: none"> Funding primarily directed toward advocacy efforts to improve community safety through smart justice strategies. Priority is given to policy and systems change advocacy to better align local and state resources toward community based prevention. Funding to support Prop 47 implementation including direction of cost savings toward health/prevention, outreach to eligible populations, narrative change related to justice reinvestment. Funding disbursed through Building Healthy Communities (place based initiative), Healthy California (statewide) and Enterprise (crosscutting initiatives). <p>Sons & Brothers</p> <ul style="list-style-type: none"> 7 year/\$50 million investment in improving outcomes for boys and young men of color. Focus areas include education and youth empowerment. <p>California Executive Alliance to Expand Opportunities for Boys and Men of Color</p> <ul style="list-style-type: none"> Overarching goal is to increase the number of males of color with stable, full-time employment with earnings sufficient to support a family above 300 percent federal poverty level. Core focus on increasing funding and coordination of philanthropic investments in BMOC and increasing public will and policy changes to address systemic barriers faced by BMOC. 	<p><u>Promoting Employment and Asset Building Opportunities</u></p> <ul style="list-style-type: none"> Comprehensive workforce development programs that are tailored to target populations. Such programs would include sector-based job training; wraparound support services; placement of alumni into jobs with pathways to living wages, benefits and career advancement; and job retention services. Efforts to promote and develop microenterprises, worker-owned cooperatives and social enterprises. Strategies to strengthen and improve access to income supports, such as Cal Fresh, CalWORKS, the earned income tax credit and other tax credits, utility assistance and paid family leave. Integration of asset building into health, human service and workforce development programs. Asset-building approaches may include financial coaching, credit repair, building savings and alternative financial products. Public policy efforts to address improved wages and benefits, discriminatory, and predatory financial practices; use of community benefit agreements; services targeting low-income people. 	<p><u>Justice and Public Safety</u></p> <p>The Foundation uses a mix of grantmaking, communications, and direct activities aimed at promoting alternatives to incarceration; reducing recidivism through reentry, including employment opportunities for the formerly incarcerated; reducing the incarceration rates of women; and supporting new voices for victims' rights.</p> <p>The Foundation also has partnered with a number of other funders in this work to create a new funders' affinity group focused on criminal justice reform: the Funders for Safety and Justice in California.</p>	<p>No initiatives or defined program area; Weingart is a responsive grant maker.</p> <p>Provides grants designed to strengthen the capacity and effectiveness of nonprofit organizations delivering effective services in the areas of health, human services, and education for people and communities in need.</p> <p>The Foundation gives highest priority to activities that provide greater access to people and communities that are economically disadvantaged and underserved.</p> <p>Funding is provided in the form of Unrestricted Operating Support, Capital, and Small Grant Program grants.</p>
Funding for FY 2015-16	Estimated \$1 million/year*	Estimated \$5 million* (not including individual place-based site investments)			n/a
Eligibility Requirements	501(c)(3) nonprofits whose work is aligned with Foundation's mission and priority areas. Organizations must be located within, and primarily of service to residents of Los Angeles County.	<ul style="list-style-type: none"> 501(c)(3) nonprofits not classified as private foundations Government entities Faith-based organizations that serve all members of the community 	Nonprofit organizations, public agencies, religious organizations and tribal governments. Applicant organizations must generally have a valid tax-exempt status under Section 501(c)(3) of the Internal Revenue Code and be classified as a public charity		Certified as tax exempt under Section 501(c) (3) of the U.S. Internal Revenue Code and is not a private foundation as defined in section 509(a) of that Code is eligible for consideration. The Foundation does not fund Section 509(a) (3) Type III non-functionally integrated supporting organizations.
Funding Restrictions		Direct workforce development investments are limited to health career pathways for youth No funding to individuals	Will not fund private foundations or Section 509(a)(3) Type III non-functionally integrated supporting organizations.		Will not fund private foundations or Section 509(a)(3) Type III non-functionally integrated supporting organizations.
Misc. Notes	<p>Will not commit any dollars in advance of the defined program plan but there is interest in potentially supporting the pieces of work that link individuals to the training, jobs, and other supports needed to increase the likelihood of successful long term employment.</p> <p>Strong preference for direct support to the nonprofits providing services.</p> <p>*Current funder of REDF. *Internal conversations emerging around Prop 47 but no direct funding commitments at this time.</p>	<p>May be an opportunity to leverage existing funding for both program planning and implementation.</p>		<p>No proposals for direct service programs will be considered.</p> <p>Funding may be considered for activities such as analysis of funding streams that could support the overall success of the workforce and services model (i.e., identifying resources for career navigators for this population).</p>	<p>Will not commit any dollars in advance of the defined program plan but there is interest in potentially supporting the pieces of work that link individuals to the training, jobs, and other supports needed to increase the likelihood of successful long term employment.</p> <p>Strong preference for direct support to the nonprofits providing services.</p> <p>Pooled fund could work if the process for funding distribution was well defined and partners identified in advance.</p>

Appendix I: Public Funding Sources: LA County Probation

Proposition 47: The Safe Neighborhoods and Schools Act		
DEPARTMENT	Probation	Probation
Program Name	HealthRIGHT360	Breaking Barriers (New Program in partnership with DPH) Started in June 2015
Program Description	Provides re-entry services, such as primary medical care, mental health and substance abuse treatment, to formerly incarcerated individuals who are in Post Release Community Supervision (PRCS).	<p>Rapid re-housing and case management program that serves adult felony offenders and AB 109 PRCs. Brilliant Corners provides housing units, rental subsidies, and ongoing housing stabilization services as well as intensive case management for a maximum of 24 months. Employment services are provided by Chrysalis.</p> <ul style="list-style-type: none"> • Rapid Re-Housing with a rental subsidy up to two years coordinated through a CBO. The client pays up to 30 percent of their income based on their ability to pay. Each three month period the client participates in collaborative process where income and program progress is reevaluated. If income has increased, the rental subsidy will decrease, again based on ability to pay. This process is repeated every three months until the client has earned enough income to sustain the rental payment independent of the subsidy. However, in instances where the client has not earned enough income, they will receive the subsidy until he/she is able to cover the full rent amount, or until the two year limit is reached. • Evidence Based Practice – Cognitive Behavioral Therapy and Motivational Interviewing services will be provide through CBO. • System Navigation - benefits assistance, connection to substance abuse services, parenting, domestic violence treatment/training and mental health services enrollment coordinated through CBOs. • Employment Services - Job readiness services, job placement and employment. • Case Management - seven days per week, 24 hours per day • Transportation - Direct transportation and/or bus tokens and bus passes • Move-in Assistance
Funding for FY 2015-16	\$12.0 million	
Funding Source	AB109	
Eligibility Requirements	<ul style="list-style-type: none"> • Must be in PRCS/Mandatory Supervision. • Must be engaged in housing & job readiness services at the time of sentence reduction. 	
Funding Restrictions	NA	
Service Population Restrictions	NA	
Misc. Notes		

Appendix I: Public Funding Sources: LA County Community & Senior Services

Proposition 47: The Safe Neighborhoods and Schools Act		
DEPARTMENT	Community & Sr. Services	Community & Sr. Services
Program Name	Los Angeles County Jail Based American Job Center of CA	Workforce Innovation and Opportunity Act (WIOA) - Adult
Program Description	A four-year pilot program that will link recently released inmates from the Pitchess Detention in Castaic, CA Center with job-readiness services through America’s Job Center of CA established through WIOA.	WIOA will help job seekers and workers access employment, education, training, and support services to succeed in the labor market and match employers with skilled workers they need to compete in the global economy.
Funding for FY 2015-16	\$880,000	\$32,400,000
Funding Source	Productivity Investment Fund	Federal
Eligibility Requirements		<ul style="list-style-type: none"> • Age 18+ • Authorized to work in U.S.
Funding Restrictions		<ul style="list-style-type: none"> • None as long as it meets WIOA eligibility requirements.
Service Population Restrictions		Males 18+ or born after 1959 must be registered with Selective Service.
Misc. Notes	Total funding for the program will be \$900K. Funding will increase to \$440k in FY 16-17 and \$420k in FY 17-18. For FY 18-19 is \$20k.	Homeless participants are already an integral part of WIOA priority populations.

Appendix I: Public Funding Sources: LA County Department of Health Services

Proposition 47: The Safe Neighborhoods and Schools Act				
DEPARTMENT	DHS	DHS	DHS	DHS
Program Name	Medicaid Expansion	Housing for Health	Care Connections Program	Substance Abuse Counselor in Emergency Rooms
Program Description	Health coverage for eligible populations	Housing for medically fragile, high utilizers who are chronically homeless.	Care navigation, health coaching and support via a community health worker for certain DHS primary care patients who meet criteria of the program.	DHS has three substance abuse counselors working in the Harbor and LAC+USC emergency departments in order to help connect patients with primary substance use disorders to SUD services
Funding for FY 2015-16	Matched at either 100% or 90 percent by federal government/CMS.	DHS funds and some targeted funding to DHS to serve specific populations. These populations may include some Prop 47 eligible individuals – multiple sources about \$25-30 million.	DHS budget – about 1.5m	Staffing for three substance use treatment counselors
Funding Source	Federal	DHS Funding	DHS	DPH/SAPC
Eligibility Requirements	138 below or below federal poverty level, citizen or legal resident > 5 years and other smaller eligible populations.	DHS patients, expanding to justice involved populations with serious mental illness or substance use disorders.	Medically complex, primary care patients, who use emergency room/hospital services in high volumes.	Patients in the emergency department seeking care who are screened positive for substance use disorder service needs.
Funding Restrictions	Based on Medicaid rules.	Housing cost not reimbursable so is limited to amount of funding available through DHS funding.	Limited to DHS primary care home patients.	DHS hospital.
Service Population Restrictions	As above.	Must meet chronic homelessness definition, meet medical criteria and be DHS patient.	Based on eligibility criteria based on risk-based calculation.	As above.
Misc. Notes	None	None	None	None

Appendix I: Public Funding Sources: LA County Department of Children & Family Services

Proposition 47: The Safe Neighborhoods and Schools Act	
DEPARTMENT	The Department of Children and Family Services-JCAB
Program Name	The Kinship Support Services Program (KSSP)
Program Description	Provide supportive services, resources and financial support to all relative and non-related extended family member caregivers and guardians caring for a child being supervised by the Child Welfare System with either open or closed cases. All relative caregivers who have obtained Legal Guardianship through the Superior Probate Court. All relative caregivers in Los Angeles County who may benefit from support, resources and information.
Funding for FY 2015-16	Respite and Activities Budget: \$176,000.00 Emergency Funds Budget: \$77,000.00
Funding Source	General Fund, 91 & 2011 Realignment
Eligibility Requirements	Must be related by blood or can be a non-related extended family member.
Funding Restrictions	Do not provide supportive services and resources to biological parents
Service Population Restrictions	Biological parents
Misc. Notes	Upon request the Department may provide additional funds to both aforementioned budgets.

Proposition 47: The Safe Neighborhoods and Schools Act	
DEPARTMENT	The Department of Children and Family Services-SB1
Program Name	Family Reunification Services and Family Maintenance Services
Program Description	Children’s Social Worker can provide referrals to community service providers of parenting classes, drug testing, drug treatment, mental health services, domestic violence counseling, social services, job training services, and family preservation services. DCFs will provide court-ordered monitored visitation services from Juvenile Dependency Court, e.g., Edelman’s Children’s Court or Antelope Valley Juvenile Dependency Court.
Funding for FY 2015-16	Title IV-E Waiver Funds
Funding Source	Title IV-E Waiver Funds
Eligibility Requirements	Eligible parent or guardian must have open court or voluntary services for at least one child who is already legally related to the parent or guardian. Must have current court-ordered “family reunification services” from the County of Los Angeles Superior Court Juvenile Court – Dependency Court. To be eligible for family preservation services, at least one dependent child should be living with the parent or guardian.
Funding Restrictions	No funding restrictions
Service Population Restrictions	Biological parents, adoptive parents, and legal guardians with at least one legally related child under the County of Los Angeles’ court or voluntary jurisdiction.
Misc. Notes	

Appendix I: Public Funding Sources: LA County Department of Children & Family Services, cont'd

Proposition 47: The Safe Neighborhoods and Schools Act				
DEPARTMENT	SDD-YDS	DCFS	DCFS	DCFS
DEPARTMENT	DCFS	DCFS	DCFS	DCFS
Program Name	Transitional Housing Program Plus (THP+)	Independent Living Program (ILP) Transitional Housing – Los Angeles Homeless Services Authority	Independent Living Program (ILP) Transitional Housing – Department of Mental Health	Independent Living Program (ILP)
Program Description	Transitional housing, with life skills training and case management, for youth who exited foster after their 18th birthday .	Transitional housing with life skills training and case management for youth who are Independent Living Program (ILP) eligible, with dependency court jurisdiction closed, and are between the ages 18-21 .	Transitional housing with supportive services for youth with an Axis 1 mental health diagnosis.	Youth may receive help as a student in high school, college, or a vocational program, including but not limited to funding for: <ul style="list-style-type: none"> • Tuition Assistance • Book and Supplies • Transportation • Computers Youth may also qualify for services if they are working or in need of training, support services or referrals, including but not limited to funding for: <ul style="list-style-type: none"> • Uniforms • Tools • Dues ILP may be able to assist if the youth needs housing, including funding for: <ul style="list-style-type: none"> • Move In Costs • Rental Assistance.
Funding for FY 2015-16	\$2,165,106	\$2,010,376	\$782,891	11,660,616
Funding Source	State	Chafee (ILP)	Chafee (ILP)	Chafee (ILP)
Eligibility Requirements	Exited foster care after 18 th birthday.	Youth must be Independent Living Program (ILP) eligible (generally in foster care or KinGAP sometime after age 16, or dependency guardianship with court jurisdiction terminated after the age of 8).	Youth must be Independent Living Program (ILP) eligible (generally in foster care or KinGAP sometime after age 16, or dependency guardianship with court jurisdiction terminated after the age of 8). Youth must have a mental health diagnosis.	Youth is eligible if one of the following applies: <ul style="list-style-type: none"> • Youth was/is in a foster care placement at any time from age 16 up to youth's 19th birthday*. • Youth was/is under legal guardianship with a relative (KinGap) and received/is receiving KinGap services between the ages of 16 to 18 years of age. • Youth was/is in a Dependency Court granted non-related legal guardianship that was granted on or after youth's 8th birthday. * This does not include youth placed in detention facilities, locked facilities, forestry camps, training schools, facilities that are primarily for the detention of youth who are adjudicated, delinquent, medical and psychiatric facilities, voluntary placements, wraparound program participants, youth placed pursuant to an individualized education program and guardianship placements in which the youth is not a dependent or ward of the court.
Funding Restrictions		Must be Chafee eligible	Must be Chafee eligible	Must be Chafee eligible
Service Population Restrictions	2 year cumulative maximum residency, or up to age 24, whichever comes first. Youth enrolled in post-secondary education may stay up to 36 months and 25 th birthday.	3 year maximum residency or reach 21 st birthday, whichever is first.	Residency is up to 21 st birthday.	Transition Age Youth (TAY) ages 16 to 21 st Birthday
Misc. Notes				Only an ILP/Transition Coordinator can verify youth's eligibility. Services are based on need and availability of funding.

Proposition 47: The Safe Neighborhoods and Schools Act		
DEPARTMENT	Dept. of Children & Family Services-CBSD	
Program Name	Child Abuse Prevention Intervention and Treatment Program (CAPIT)	Homeless Families Coming Home Together Pilot Program (In Planning Phase)
Program Description	State Legislation (AB1733) designated funding to provide services to families who are at risk for child abuse and neglect. The DCFS contracts 22 agencies, aligned with Department Regional Offices, to provide counseling, parenting education, case management and linkage services for families who are at risk throughout Los Angeles County. Families are referred for services from DCFS, other public welfare institutions, community agencies and self-referrals. There are no income restrictions or requirements for legal residency status. There are no time limits for receipt of services.	<ul style="list-style-type: none"> • Homeless parent(s) with a child or children in placement. • Parent(s) in compliance with ALL Court orders. • Family income is at or below 50% of the Area Median Income. • Families with moderate barriers to housing stability.
Funding for FY 2015-16	Calendar Year 2016 funding: \$3,101,999	\$0.25 million (1 year pilot)
Funding Source	State	2011 Realignment
Eligibility Requirements	Families at risk for child abuse and neglect.	
Funding Restrictions	Need to meet eligibility requirements.	<ul style="list-style-type: none"> • Families pending reunification with child or children due to parents being homeless.
Service Population Restrictions	Resident of Los Angeles County.	
Misc. Notes		<ul style="list-style-type: none"> • Contract with the Community Development Commission (CDC) to provide rapid re-housing services and financial assistance. • Target # of families to be housed: 15-20.

Appendix I: Public Funding Sources: LA County Department of Mental Health

DEPARTMENT	DMH			
Program Name	AB 109 – Outpatient	AB 109 – Institutions for Mental Disease (IMD)	AB 109 – Short/Doyle & Fee For Service	AB 109 – State Hospital
Program Description	<p>AB 109 – Outpatient <u>General outpatient</u> includes mental health and co-occurring treatment services in the community including individual and group treatment, medication support, crisis intervention, and case management services.</p> <p><u>IMD Step-down</u> Provide supportive intensive residential programs to individuals ready for discharge from higher levels of care including IMDs, acute inpatient units and jails;</p> <p><u>Crisis Services/Urgent Care Center</u> Provide crisis intervention and crisis stabilization services for up to 24 hours for those who would otherwise be taken to emergency rooms.</p>	<p>IMDs are long term care psychiatric facilities, licensed by State DHS and/or State DMH that are contracted by DMH to provide care for persons who no longer meet the criteria for acute care but are not clinically ready to live in a board and care facility or to live <u>independently</u>.</p>	<p>Acute facilities stabilize individuals in psychiatric crisis. Objectives are to stabilize symptoms through medication intervention, social rehabilitation skills, and facilitate community reintegration through discharge planning with linkage to community mental health services. These facilities include County, Short Doyle and Fee for Service/Medi-Cal contracted settings.</p>	<p>These facilities treat individuals in psychiatric crisis that cannot function in a lower level of care due to the severity of their symptoms. They have the ability to place clients in seclusions and restraints and give intramuscular medications. Staffing to patient ratio is 1:5 depending on the acuity of the unit.</p>
Funding for FY 2015-16	\$29,836,736	\$1,290,000	\$3,927,677	\$525,000
Funding Source	AB 109	AB 109	AB 109	AB 109
Eligibility Requirements	<ul style="list-style-type: none"> • Be 18-54 years of age • Must have a primary DSM 5 major psychiatric diagnosis • May have a secondary DSM 5 diagnosis of substance abuse • Only select outpatient providers accept registered sex offenders and individuals convicted of an arson offense. 	<ul style="list-style-type: none"> • Medi-Cal routinely needs to be in place. Limited indigent beds. • LPS Conserved and conservator must be willing to sign the conservatee into the facility. • Cannot have complicated Medical Condition, except for one sub-acute facility, La Paz. • Cannot provide 24 hours nursing care including incontinence of bowel or bladder or pregnancy. 	<p><u>Short Doyle</u></p> <ul style="list-style-type: none"> • All clients being referred should have had a recent physical examination within the past six months and be medically cleared. • All individuals must be screened for Medi-Cal or third party reimbursement prior to authorization by gatekeeping staff. <p><u>Fee For Service</u></p> <ul style="list-style-type: none"> • County hospitals have to be on diversion status, the patient has to be on a 5150, and medically cleared. 	<p>Individuals at this level of care have not been charged with a crime, but are instead referred by local community mental health programs through involuntary civil commitment procedures pursuant to the LPS Act. Those whose psychiatric conditions require a higher level of care and cannot be treated in locked facilities or board-and-care homes are sent to a state hospital for treatment. LPS patients leave state hospitals when their county of residence places them in a different facility, or home with their families, or they have successfully petitioned the court to remove the conservatorship.</p>
Funding Restrictions	Must be eligible for funding under AB 109.	Must be eligible for funding under AB 109.	Only those that are uninsured can utilize Short Doyle bed resources.	Must be eligible for funding under AB 109.
Service Population Restrictions	<ul style="list-style-type: none"> • Must be eligible for AB 109 funding. • Certain charges may limit an individual's placement into a lower level of care. 	<ul style="list-style-type: none"> • Must carry a primary DSM 5 psychiatric diagnosis and any major psychotic disorders that are amenable to the treatment provided. May also have a diagnosis for substance use • Must be 18-54 years of age. • Exception: La Paz 54 + years of age (admits clients with forensic history). 	<ul style="list-style-type: none"> • Primary diagnosis or reason for admission cannot be drug-related. 	<ul style="list-style-type: none"> • Individuals must be appropriate for this level of care. • Individuals at this level of care are not able to care for themselves independently in the community and require intensive 24-hour care.

Appendix I: Public Funding Sources: LA County Department of Public Health

Proposition 47: The Safe Neighborhoods and Schools Act

DEPARTMENT	DEPARTMENT OF PUBLIC HEALTH				
Program Name	Drug Medi-Cal	General Program Services	Narcotic Treatment Program Services	California Work Opportunities and Responsibilities to Kids (CalWORKs)	Mandatory Substance Abuse Recovery Program (MSARP)
Program Description	<p>Drug Medi-Cal (DMC) provides medically necessary SUD services to Medi-Cal-eligible persons. DMC services are prescribed (authorized) by a physician and provided by or under the direction of a physician. DMC (like all Medi-Cal services) are Medicaid services, paid for with State General Fund and federal funds (currently split 50 percent federal, 50 percent State for beneficiaries eligible previous to ACA implementation; and 100 percent federally funded through calendar year 2016 for newly eligible beneficiaries under the ACA, federal financing descends to 90 percent by 2020).</p>	<p>General Program Services provides non-residential and residential treatment services to individuals that do not qualify for a designated funding source, and is regarded as the funding source of last resort.</p>	<p>The Narcotic Treatment Program (NTP) provides narcotic treatment maintenance and/or detoxification services in a residential or non-residential facility, accompanied by ancillary social and medical services, for persons 18 or older who have a history of two or more years of dependence on heroin or other morphine-like drugs, and two or more failures in alternative treatment programs. NTP services are funded by Drug Medi-Cal.</p>	<p>The Department of Public Social Services (DPSS) offers individuals applying for CalWORKs benefits a variety of supportive services, including substance use disorder (SUD) treatment. Participants who state that they have an “immediate need for SUD services” will have their cases expedited and will be referred for a clinical assessment and referral to SUD treatment. The SUD treatment services will be a part of their CalWORKs Welfare-to-Work plan. Participants are eligible to receive from 6 to 18 months of SUD treatment services. Participants may receive treatment extensions for additional time, based upon the SUD treatment agency’s clinical justification.</p>	<p>The Los Angeles County Board of Supervisors adopted an ordinance requiring adult (18 and older) General Relief (GR) applicants/participants to undergo screening for Substance Use Disorder (SUD) if there is reasonable suspicion that the individual may have an alcohol or other drug problem. The Board further required that anyone screened, professionally evaluated, and determined to be in need of treatment services must participate in a substance use treatment program as a condition of receiving GR. Based on the Board’s action, the Department of Public Social Services (DPSS) and the Department of Public Health–Substance Abuse Prevention and Control (DPH-SAPC) developed the Mandatory Substance Abuse Recovery Program (MSARP) to provide GR applicants/participants access to SUD treatment for their chemical dependency.</p>
Funding for FY 2015-16	\$53,579,579	\$46,495,436	\$40,479,906	\$12,349,997	\$5,322,585
Funding Source	Realignment Drug Medi-Cal / Federal Financial Participation for Drug Medi-Cal	SAPT Block Grant Disc / AB118 / Intrafund Transfers / NCC	Realignment Drug Medi-Cal / Federal Financial Participation for Drug Medi-Cal	Intrafund Transfers / AB118	Intrafund Transfers
Eligibility Requirements	<ul style="list-style-type: none"> - All Medi-Cal beneficiaries, based on income thresholds for respective eligibility categories - Enhanced services available for two populations: Perinatal – pregnant and postpartum women (60 days postpartum), and adolescents. 	<ul style="list-style-type: none"> - Pregnant women and women with dependent children with substance abuse diagnoses. - Intravenous drug users. - Individuals with substance abuse diagnoses that do not qualify for any available funding source. 	<ul style="list-style-type: none"> - Eligibility for Medi-Cal (or self-pay). - History of at least two years of addiction to opiates. - History of two or more unsuccessful attempts at treatment. - Male/female adult, minimum age of 18 years. 	<ul style="list-style-type: none"> - Adult male/female parents 18 years or older with minor children who are eligible for CalWORKs and CalWORKs related programs. - Substance use has been identified as a barrier for employment. - SUD services are part of the participant’s Welfare-to-Work plan. 	<ul style="list-style-type: none"> - Adult males/females 18 years or older eligible for GR assistance. - A reasonable suspicion of an SUD problem has been determined. - Must undergo a professional evaluation and urinalysis screening/referral for treatment through a SAPC-contracted Community Assessment Service Center (CASC).
Funding Restrictions	Restricted to Drug Medi-Cal Services	Restricted to SUD Treatment Services	Restricted to Drug Medi-Cal Services	Restricted to SUD Treatment Services with CalWORKs participants	Restricted to SUD Treatment Services for GR applicants

Appendix I: Public Funding Sources: LA County Department of Public Health, cont'd

Proposition 47: The Safe Neighborhoods and Schools Act					
DEPARTMENT	DEPARTMENT OF PUBLIC HEALTH				
Program Name	Adult Drug Court Program	Assembly Bill 109	Second Chance Women's Reentry Program	Family Dependency Drug Court Program	Perinatal Services
Program Description	The Los Angeles County Adult Drug Court (ADC) program is an innovative approach to address the substance use disorder (SUD) needs of offenders cycling through the criminal justice system. The Los Angeles County Adult Drug Court program provides integrated drug treatment with other rehabilitation services to promote long-term recovery, and reduce social costs through collaborative efforts of multiple county treatment providers. The ADC addresses the needs of substance abusing offenders who are convicted of felonies and/or misdemeanors and placed on formal probation in lieu of incarceration.	The Public Safety Realignment Act (Assembly Bill 109) provides access to substance use disorder (SUD) treatment services for persons with substance abuse diagnoses. The Department of Public Health contracts with treatment programs that provide Residential Treatment, Outpatient Counseling, Intensive Outpatient Treatment (IOT), Narcotics Treatment Program (NTP), and Medication Assisted Treatment (MAT) services to persons released under AB 109. AB 109 SUD treatment provides a drug free environment where participants can focus on learning skills necessary to maintain recovery.	The Los Angeles County Second Chance Women's Reentry Court (WRC) program provides female parolees facing a return to State prison with intensive residential SUD treatment followed by outpatient treatment, re-entry planning, and after-care services. WRC is based on the traditional drug court model and provides trauma-informed and gender-specific treatment under the supervision of the Los Angeles Superior Court.	The Los Angeles County Family Dependency Drug Court (FDDC) program was established in 2006 as an innovative approach to address the growing concern of children removed from the home due to one or both parents suffering from a substance use disorder (SUD). Treatment services are made available to parents with active cases with the Department of Children and Family Services (DCFS) and the Juvenile Dependency Court while efforts are being made to foster family reunification. Parents enter the program on a voluntary basis and are under court supervision for the duration of treatment. The community-based substance abuse treatment providers are currently funded and administered under contracts with DPH-SAPC.	Perinatal services are non-institutional, non-medical, residential programs or outpatient counseling services that provide rehabilitation services to pregnant and postpartum women with substance abuse diagnoses. Services provided support efforts to restore, maintain, and apply interpersonal and independent living skills and access community support systems as appropriate to the person's need.
Funding for FY 2015-16	\$6,987,335	\$15,989,679	\$572,222	\$451,501	\$10,396,523
Funding Source	AB118/NCC	AB109	AB118	AB118	SAPT Block Grant / AB118 / NCC
Eligibility Requirements	<ul style="list-style-type: none"> - Adult male/female pre-plea offenders (including misdemeanants), 18 years or older. - Must have waived their Penal Code 1210 rights if applicable, and placed on formal probation. - Offenders with extensive criminal histories revolving around alcohol and/or drugs. 	<ul style="list-style-type: none"> - Non-violent, non-serious, non-sexual offenders released from jail and State prisons 18 years or older referred by the Department of Probation. - Male or Female. - Not a registered arsonist. 	<ul style="list-style-type: none"> - Adult females paroled, 18 years of age or older, from the California Department of Corrections and Rehabilitation that have re-offended. - New offense must be a non-violent, non-serious felony charge. - Offender is at high risk for returning to State prison. 	<ul style="list-style-type: none"> - Adult male/female parents age 18 and older with children under the supervision of DCFS with the presence of an SUD that appears to be a significant barrier to family reunification. - Must be identified by the responsible DCFS office located in the corresponding SPA, dependency attorneys for parents and children, County Counsel, and/or judicial officers. 	<ul style="list-style-type: none"> - Pregnant females with substance abuse diagnoses, eligible for Medi-Cal. - Post-partum females eligible for Medi-Cal during the last month of pregnancy continue to be eligible for all pregnancy related and postpartum services for a 60-day period beginning on the last day of pregnancy regardless of whether the other conditions of eligibility are met. - Eligibility for this program ends on the last day of the month in which the 60th day occurs.
Funding Restrictions	Restricted to SUD Treatment Services	Restricted to AB109 population with SUD Treatment Services	Restricted to SUD Treatment Services	Restricted to SUD Treatment Services	Restricted to SUD Treatment Services for pregnant and post-partum women only.

Proposition 47: The Safe Neighborhoods and Schools Act	
DEPARTMENT	
Program Name	Community Assessment Service Centers (CASCs) Urgent Care Centers
Program Description	<p>The Department of Public Health Substance Abuse Prevention Control (DPH-SAPC) contracts with eight CASCs, which provide assessment and referral services throughout the eight County Service Planning Areas. Each of the service centers acts as the entry point for any County resident seeking Substance Use Disorder (SUD) treatment and recovery services. The CASCs work closely with a network of Substance Abuse Prevention and Control-contracted SUD treatment agencies, mental health providers, domestic violence agencies, and other community-based organizations providing information and referrals on a wide variety of supportive and ancillary services.</p> <p>The Department of Public Health Substance Abuse Prevention Control (DPH-SAPC) and the Department of Mental Health (DMH) have collaborated to address the issue of overuse of hospital urgent care center resources by individuals who are experiencing underlying substance use or mental health problems, homelessness, and lack of access to primary care services. Patients who need additional services are referred to co-located Community Assessment Service Centers (CASCs). CASC staff assists and refer patients to appropriate services, including SUD outpatient and residential treatment, mental health services, primary care, and housing services. Transportation assistance is provided for patients with SUDs to reduce barriers to treatment.</p>
Funding for FY 2015-16	\$11,125,271 \$350,000
Funding Source	SAPT Block Grant / AB118 / AB109 / Intrafund Transfers / Local Fund Intrafund Transfers
Eligibility Requirements	<ul style="list-style-type: none"> - Adult males/females 18 years or older. <ul style="list-style-type: none"> - Adult males/females 18 years or older who otherwise would be brought to emergency rooms for psychiatric evaluation. - Individuals in need of crisis intervention services, including integrated services for co-occurring substance abuse and mental health disorders.
Funding Restrictions	Restricted to SUD for assessment and referral Restricted to SUD for assessment and referral
Service Population Restrictions	

Appendix I: Public Funding Sources: LA County Department of Health Services

Proposition 47: The Safe Neighborhoods and Schools Act				
DEPARTMENT	DHS	DHS	DHS	DHS
Program Name	Medicaid Expansion	Housing for Health	Care Connections Program	Substance Abuse Counselor in Emergency Rooms
Program Description	Health coverage for eligible populations.	Housing for medically fragile, high utilizers who are chronically homeless.	Care navigation, health coaching and support via a community health worker for certain DHS primary care patients who meet criteria of the program.	DHS has 3 substance abuse counselors working in the Harbor and LAC+USC emergency departments in order to help connect patients with primary substance use disorders to SUD services.
Funding for FY 2015-16	Matched at either 100 percent or 90 percent by federal government/CMS.	DHS funds and some targeted funding to DHS to serve specific populations. These populations may include some Prop 47 eligible individuals – multiple sources about \$25-30 million.	DHS budget – about 1.5m	Staffing for three substance use treatment counselors.
Funding Source	Federal	DHS Funding	DHS	DPH/SAPC
Eligibility Requirements	138 percent or below FPL, citizen or legal resident > 5 years and other smaller eligible populations.	DHS patients, expanding to justice involved populations with serious mental illness or substance use disorders.	Medically complex, primary care patients, who use emergency room/hospital services in high volumes.	Patients in the emergency department seeking care who are screened positive for substance use disorder service needs.
Funding Restrictions	Based on Medicaid rules.	Housing cost not reimbursable so is limited to amount of funding available through DHS Funding.	Limited to DHS primary care home patients.	DHS hospital.
Service Population Restrictions	As above.	Must meet chronic homelessness definition, meet medical criteria and be DHS patient.	Based on eligibility criteria based on risk-based calculation.	As above.
Misc. Notes	None	None	None	None

APPENDIX J: PROP 47 JOBS & SERVICES TASKFORCE REPORT PUBLIC COMMENT

The Prop 47 Jobs & Services Taskforce Report was emailed to various partners and stakeholders in the reentry community in Los Angeles and remained open for electronic public comment from Tuesday, December 12, 2016 until Tuesday, January 3, 2017. The public comment was made available using Survey Monkey. All recipients were asked to share the report and the public comment link with additional partners.

During the three weeks that the public comment was open, we received two comments below:

Date: Tuesday, December 13, 2016

Q1: What is your name?

Lindsey Cimino

Q2: What organization do you represent?

Uber

Q3: Please use this space to provide comment on the report. Please keep all comments respectful and appropriate, they will be compiled and submitted with the report to the LA County Board of Supervisors.

This looks great! If you'd like another example in addition to the Tender Greens' perspective, we just asked to include a write-up in the Californians for Safety & Justice 2-year anniversary report on Prop. 47. If it helps, feel free to use any/all of the content: Since its founding in 2010, the ride share company, Uber, has "banned the box." In early 2016, Uber announced it had aligned the driver pre-screening process in California with Proposition 47. Since then, the company has worked with various organizations and non-profits to proactively notify disqualified drivers about Proposition 47 and how to apply for record change. Uber recently expanded similar efforts to Rhode Island and Connecticut as well. For the more than 70 million Americans who have a criminal record, finding work is incredibly hard. Since aligning their pre-screening process with Proposition 47, more than 3,300 people have signed up to drive with Uber to earn a living. These drivers have the same average rating as their counterparts (4.82 as of August 2016) and they appear to live in areas in which work is harder to find. Uber is proud to offer these drivers a second chance to rebuild their lives and start earning a living. Perhaps Uber CEO Travis Kalanick summed up his company's commitment best in a San Francisco Chronicle op-ed: "Once a person has served their time, we need to give them a second chance. Consigning millions of Americans to a life of unemployment – with all the costs that entails – may be the easier option. It's certainly not the best one for our country."

Date: Wednesday, December 14, 2016

Q1: What is your name?

Roderick Wright

Q2: What organization do you represent?

A New Way of Life

Q3: Please use this space to provide comment on the report. Please keep all comments respectful and appropriate, they will be compiled and submitted with the report to the LA County Board of Supervisors.

We should be also include in job preparation as described on Page 15 of the report, civil legal services. Often this population needs reclassification and other services to get them job ready. CBO's should be funded to share this effort with the Public Defender. The State definition for the "Target Population" is people who "have been arrested, charged, with or convicted of a criminal offence AND have a history of mental health issues or substance abuse." As we have seen many people have Prop 47 offences as well as other offences not eligible for Prop 47 relief. It is also a challenge to identify mental health issues due to privacy issues. We have been successfully working with this population, and have work with the County to serve them.