



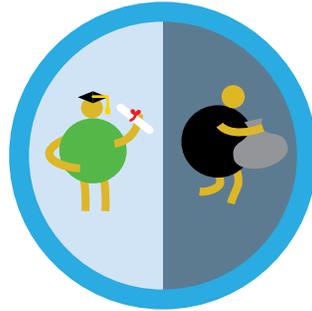
# HEALTHY AND SAFE RIVERSIDE COUNTY:

Investing in What Works

# We believe in...



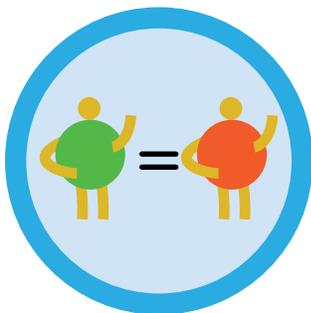
**Doing no harm**



**Keeping people whole so they don't turn to crime**



**Meeting people where they are at with addiction, and treating them from there**



**Valuing every life - none can be thrown away**



**Measuring outcomes that matter for health, quality of life, and equity**



**Holding people accountable to their actions without excessive punishment**

# What's the better path to health and equity for Riverside County?

## TRUE COMMUNITY SAFETY

Investing in programs and services with an aim toward health and quality of life for all Riverside people will lead to:

**Mental health & Substance use treatment**

- Staying in services long enough to benefit
- ↓ PTSD symptoms
- ↓ Drug and alcohol abuse
- ↓ Arrest, recidivism, and criminalization of those with mental illness

**Housing Assistance**

- ↑ Ability to remain housed
- ↑ Access to health care
- ↓ Stress
- ↓ Recidivism

**Employment assistance**

- ↑ Job placement and retention
- ↑ Income from legal sources
- ↓ Recidivism

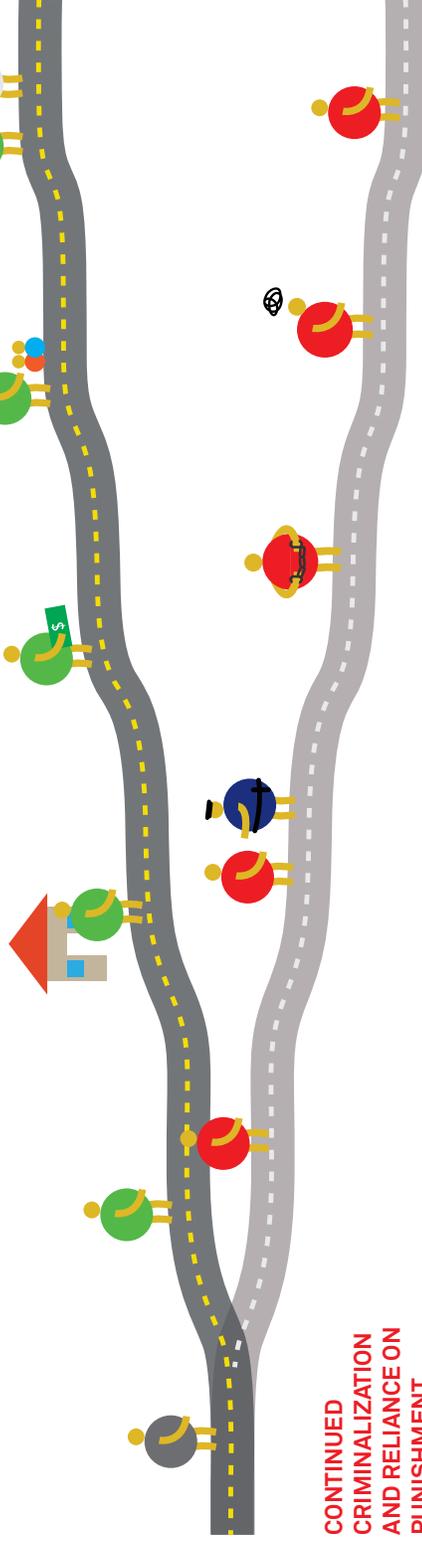
**Family Unity and Youth Development**

- ↑ Family relationships
- ↑ Educational attainment
- ↑ Problem solving
- ↑ Substance use
- ↑ Behavioral issues
- ↑ Foster care referrals
- ↑ Expulsion and suspension
- ↓ Juvenile and adult recidivism

**Access to health care**

- ↑ Use of emergency room
- ↑ Hospitalizations
- ↑ Access to mental health and substance use treatment
- ↓ Recidivism

**A welcoming and healthy community!**



## CONTINUED CRIMINALIZATION AND RELIANCE ON PUNISHMENT

**Jail**

- ↑ Infectious disease
- ↑ Violence
- ↓ Interaction with family and community
- ↑ Recidivism and crime

**Continuing to prioritize law enforcement in our county budgeting decisions (including use of SB678, AB109, and Prop 47 funds) will lead to:**

**Police**

- ↑ Stress and PTSD
- ↑ Surveillance = ↑ risk of arrest
- ↑ Feeling of suspicion and living in a police state

**Courts/Judges/Prosecution**

- ↑ Guilty plea deals, even if not guilty
- ↑ Sentences and conviction
- ↑ Exposure to punishment

**Punishment**

- ↓ Deterrence
- ↑ Trauma and PTSD
- ↑ Recidivism
- ↑ Unemployment
- ↑ Homelessness and residential instability
- ↓ Mental health

**Probation and Surveillance**

- Excessive probation has a "net-widening" effect
- ↑ Arrests, technical violations, and incarceration
- Some people access services

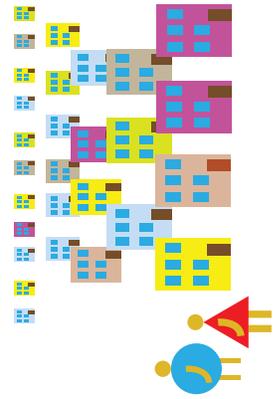
**Basic needs are not met, leading to less happy, healthy, and safe people, families, and communities.**



## One example of a better choice



If we invested 1% of this funding in **Permanent Supportive Housing** (from Path of Life), we would gain about **600 more housing units**, reducing homelessness without criminalizing people



# Introduction

## **We all want to live in safe communities.**

Across California, policymakers and voters are realizing that to nurture safe communities we need to invest in evidence-based interventions that prevent crime.

Research shows that the correlation between crime rates and the number of people who are incarcerated is weak, and using incarceration to deter crime has diminishing returns. When people are exposed to jail and prison, it only increases recidivism — meaning more crime and then more imprisonment. Further, incarceration and hyper-criminalization have negative impacts on individual and community well-being.

As this has become more and more evident, California voters and policymakers are reducing reliance on harsh punishment — including rolling back the Three Strikes law and approving Proposition 47 in 2014 and Propositions 57 and 64 in 2016 — and shifting more dollars and authority to California counties.

## **We all want to live in healthy communities.**

One's home, job, education, unity with one's family and community, health insurance, and ability to participate in society all contribute to good health. These social and environmental contexts are called *social determinants of health* because they affect a wide range of health, functioning, and quality-of-life outcomes and risks.<sup>1</sup>

Research shows that involvement in the criminal justice system is also a social determinant of health. Things like living in a community that is under heavy surveillance by the police or trying to reenter and lead a successful life after being incarcerated lead to poor health for the individual and their family, and negatively affect the whole community.

## **Yet people in low-income communities and communities of color start with the deck stacked against them.**

Long before any individual decision is made to participate in behaviors that are deemed illegal, people in low-income communities and communities of color have barriers to getting jobs that pay well and finding housing they can afford. People in these communities are more likely to be stopped, arrested, convicted, and incarcerated than in white, high-income communities, despite engaging in the same behaviors.

## **A budget is a moral document. It is where communities define what they believe in.**

Riverside County spends about 30% of its annual expenditures — and 75% of its discretionary funding — on public protection, which generally includes probation, police, district attorneys, the sheriff's department, and other programs (for more information see "Investing in Riverside: Budget Analysis and Current Choices" section).<sup>2</sup> Riverside County leaders face important ethical choices in the budgeting process about criminal justice system practices. This year, rather than overspending on incarceration and criminalization, county leaders can invest in programs that *improve the health and safety of all* Riverside County residents.

Deciding how to use county funds will impact huge numbers of people:

- In 2015–2016 almost 12,800 adults and 2,500 youth were on probation in Riverside County and almost 4,500 people were booked into jails.<sup>4</sup>

## Introduction

- The California Health Care Foundation estimates that about 1 in every 6 Californians has a mental health issue, and about 1 in 20 have a serious mental illness (SMI).
- About 47% of people in Riverside County jails have some kind of mental illness, and about 10% to 15% are considered seriously mentally ill. By comparison, 4.6% of Riverside County adults are considered seriously mentally ill.<sup>5,6</sup>
- About 2,165 people are homeless in Riverside County on any given night.<sup>7</sup> Of those returning home from jail or prison, 43% to 70% remain unemployed 1 year later.<sup>8</sup>

### **There is an unprecedented amount of money coming into county systems to intervene with people most affected by the criminal justice system.**

AB109 (Public Safety Realignment of 2011) brings millions of dollars to counties each year. AB109 reduced state prison overcrowding by keeping people with low-level offenses at the county level rather than in state prisons. In 2014, voters passed Proposition 47 to reclassify certain felony crimes as misdemeanors. Proposition 47 will also bring additional state funds to counties for treatment and prevention, but Prop 47 funds have not been distributed to counties yet — 2 years after passage.

### **Those who distribute the money direct the goals.**

When a probation or sheriff's department funds programs and services, they focus on tracking recidivism. Health outcomes — like decreased substance use — and outcomes that determine health and safety (such as the ability to get housing and employment) become secondary, if measured at all. Programs for those involved with or at risk of involvement with the criminal justice system should aim to decrease the *risk factors* that lead to crime, not just the *outcome* of crime.

### **We have an opportunity to prevent crime before it happens, by providing evidence-based treatment to people with a higher risk of becoming involved in the criminal justice system.**

Many professionals in California and across the United States are creating systems that nurture community safety by keeping people out of jail and prison whenever feasible. This work involves preventing crime long before it happens by creating ways for individuals to succeed, and making those opportunities available to all Californians, no matter their color or income level.

### **This report highlights Riverside County's spending on community safety and presents cost-effective alternatives that promote health and safety.**

We describe evidence-based practices that help people who are either involved in or at risk of being involved in the criminal justice system stay out.

- Some programs are embedded in the criminal justice system but subcontracted to behavioral health agencies or community-based organizations.
- Some programs operate outside of the criminal justice system.
- Some interventions are one specific part of a more complex program.

We shed light on how Riverside County officials are spending funds for the populations at risk of criminal justice involvement.

- Riverside County has implemented some innovative programs through the Behavioral Health and Substance Use Treatment program at Riverside University Health Services, through community organization partners, and through probation and the sheriff's department.
- At the same time, the County has chosen to build a new jail in Indio, and the largest part of the AB109 budget, at least, continues to be for the sheriff's department, i.e., incarceration.

## Introduction

- Riverside County residents have signaled, by their voting on ballot initiatives, that they support a change in thinking regarding support for expansion of treatment and services over arrest and incarceration. Elected officials' budget choices should better align with their constituents.

The County can adopt fair, humane, just, and effective ways to help people stay out of the criminal justice system by focusing on public health principles of harm reduction and preventive interventions. These programs and interventions already exist and are evidence based, and some are already being implemented in Riverside County.

# 1. Investing in Riverside: What Works

## Expanding access to housing

Having housing, especially supportive housing, reduces the chances that a person will be rearrested,<sup>9 10 11</sup> and housing is widely recognized as a high need for people returning from jail and prison.<sup>12</sup> Between 25% and 50% of the homeless population has a history of involvement with the criminal justice system.<sup>13</sup>

While providing supportive housing is a vital intervention, stakeholders note that the affordable housing market is pinched by the high market rates property owners can get. Thus, simply protecting more affordable housing is one important strategy for providing this valuable resource to those who are formerly incarcerated.

### The link between housing and incarceration in California and Riverside County

- In 2013, 13% of the AB109 Post-release Community Supervision population in Riverside County was homeless.<sup>14</sup>
- A “point-in-time” count in 2016 in Riverside County found that there were 2,165 people homeless. The count found that about 21% had been recently released from prison or jail.
- The homeless count found that of those who were homeless on that evening, 26% had alcohol use, 33% had drug use, 26% had mental health conditions, and 19% had post-traumatic stress disorder (PTSD).<sup>15</sup>
- In every interview with community-based stakeholders and service providers in Riverside County, all mentioned affordable housing as a priority need for those coming out of the criminal justice system.<sup>16 17 18 19 20</sup>

# 1. Investing in Riverside: What Works

## Programs expanding access to housing in the community

Providing Stable Housing	
<b>What is it?</b>	<b>Path of Life Ministries</b> provides <b>Permanent Supportive Housing and Rapid Rehousing using a Housing First model</b> . Housing First is permanent supportive housing for homeless adults with serious mental illness and substance use disorders. Based on harm reduction principles, housing is permanent and does not require sobriety or psychiatric treatment, but offers services to decrease the illness of addiction. Often housing providers use existing voucher-based systems.
<b>Why is it important to expand it?</b>	People who are homeless are often arrested for “public nuisance” or “quality of life” behaviors, creating a cycle of exclusion from society. <sup>21</sup> Homelessness is a major social determinant of health, resulting in a shorter lifespan and higher rates of infectious disease, exposure to violence, and suicide. <sup>22</sup>
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• Path of Life Ministries has 80 units of Permanent Supportive Housing and 48 units for Rapid Rehousing, and Coachella Valley Rescue Mission has 38 Rapid Rehousing beds. These are in scattered sites and all operate under a Housing First philosophy.</li> <li>• There are several other community-based organizations offering Permanent Supportive Housing and Rapid Rehousing in Riverside County, and some, but not all, operate with a Housing First philosophy.</li> </ul>
<b>What outcomes does it have?</b>	Housing First programs have been highly studied with positive results. Evaluations <sup>23 24</sup> show those in Housing First programs: <ul style="list-style-type: none"> <li>• Spend less time homeless</li> <li>• Require less expensive mental health treatment</li> <li>• Have less jail time, fewer convictions, and lower number of sentences</li> <li>• Have higher rates of remaining housed</li> <li>• May not show significant differences in psychiatric symptoms or substance use</li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• Median monthly costs for people before entering Housing First in Seattle were \$4,066 per month in health care and public service use. After Housing First residence, costs were \$1,492 per month. Costs included use of jails, shelters, ambulances, detoxification centers, and any Medicaid charges.<sup>25</sup></li> <li>• In 2014–2015, Riverside County awarded the Coachella Valley Rescue Mission \$245,814 for 2 years of this program.<sup>26</sup> Path of Life’s 80 units of Permanent Supportive Housing cost \$1.3 million.<sup>27</sup></li> </ul>

## 1. Investing in Riverside: What Works

<b>Transitioning People from Jail and Prison to Living in the Community</b>	
<b>What is it?</b>	<b>Transitional Supportive Housing</b> is temporary housing for people who are returning to the community from prison or jail and providing access to treatment, services, and legal help.
<b>Why is it important to expand it?</b>	Very few people leaving prison and jail have the money necessary to obtain an apartment. Even if they did have the funds, people who have served their time for felonies continue to experience discrimination in accessing housing. According to a national survey of people returning from incarceration and their families, the need for affordable and stable housing was identified as one of the highest needs. <sup>28</sup>
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>Starting Over, Inc., is a 62-bed transitional housing provider for people reentering after incarceration. In 2016, Starting Over had 55 beds in 5 sites, and served up to 100 people per year. Starting Over supports clients with reentry services, employment programs, legal services, and civic engagement.<sup>29</sup></li> <li>In Los Angeles, A New Way of Life (ANWOL) is a transitional housing program for women reentering society after incarceration. ANWOL combines housing with services and resources such as case management, help navigating in society, leadership development, transportation support, and employment assistance. In 2016, ANWOL served 64 women in a 6-month transitional supportive housing program, supporting women who may take more time.<sup>30</sup> Five reentry homes serve up to 32 women and children at any given time.</li> </ul>
<b>What outcomes does it have?</b>	<p>A recent longitudinal multi-site evaluation of a Reentry Housing Pilot Program in Washington State for people leaving prison with high risks/high needs showed a significant reduction in new crimes and convictions.<sup>31</sup> Many evaluations show reduced re-arrest, longer time to re-arrest, and fewer new convictions than comparison groups.<sup>32 33</sup></p> <ul style="list-style-type: none"> <li>Starting Over has seen 78% of their clients remain housed 1 year after entering the program.</li> <li>At A New Way of Life, 8 of 10 women meet self-imposed annual benchmarks, and 63% of those requesting employment services were able to get a job. Ninety-six percent of women served in 2015 were not re-incarcerated.<sup>34</sup></li> </ul>
<b>Example of cost</b>	A New Way of Life costs about \$20,000 per year per person, less than 1/3 of the cost of state incarceration in California. <sup>35</sup>

# 1. Investing in Riverside: What Works

## Increasing employment opportunities

Forty-seven percent of people in jail were either unemployed or only occasionally employed before jail,<sup>36</sup> making un- or under-employment a risk factor for involvement in the criminal justice system. Of those returning home from jail or prison, 43% to 70% remain unemployed 1 year later.<sup>37 38</sup> Having been incarcerated reduces hourly wages for men able to get a job by about 11%, and annual earnings by 40%.<sup>39</sup>

People need jobs to stay out of involvement with the criminal justice system. However, studies find that up to 50% of employers will not consider hiring someone who has been incarcerated, and an additional 40% said it would depend on the crime.<sup>40 41</sup> For this reason, full implementation of Proposition 47 is one of the better strategies for employment — if people reclassify former felony convictions to misdemeanors, they will not have to “check the box” on employment applications and will not face the built-in denial of eligibility.

### The link between employment and incarceration in California and Riverside County

- Riverside County consistently has higher unemployment rates than the state of California or the United States.
- Currently the unemployment rate is 6.2% in Riverside County, 5.3% in California, and 4.8% in the U.S.<sup>42</sup>

## Programs expanding access to employment in the community

Transitioning People from Jail and Prison to Living in the Community	
<b>What is it?</b>	<b>Homeboy Industries</b> <sup>43</sup> is an 18-month program for formerly incarcerated people to re-identify who they are in the world, get job training, and work in social enterprises such as catering. Homeboy pays participants while they are being trained and while they work, and requires that they spend part of their day working on themselves through education, therapy, substance use disorder treatment, and job placements. Homeboy provides all services in a trauma-informed, therapeutic community setting to work on attachment repair and healthy relationships with coworkers.
<b>Why is it important to implement it?</b>	Homeboy has replicated its program in more than 60 cities across the world, and can guide a local start-up program. The Homeboy program is trauma-informed and empowerment-based and uses peer learning.
<b>What does Riverside County currently offer?</b>	There is not a Homeboy program in Riverside County. Los Angeles, CA, is the original site. Homeboy is currently in 19 countries and over 60 cities.
<b>What outcomes does it have?</b>	In 2015, 70% of program graduates did not recidivate. Worldwide, over 9,200 people participated in programs, job placement, and training. More than 370 families were reunited, and 329 men and women participated in the 18-month program.
<b>Example of cost</b>	Homeboy Industries nationally had \$15.8 million in expenses and \$16 million in revenue in 2015, of which 40% was revenue from its social enterprises, with grant funding for other expenses.

## 1. Investing in Riverside: What Works

Providing Workforce Development Opportunities	
<b>What is it?</b>	<b>Riverside County Workforce Development Centers</b> are one-stop career centers through which the Riverside County Workforce Investment Board (WIB) implements California's Workforce Development Initiative. <b>Prisoner Re-ENTRY</b> , a program of the Workforce Investment Board, engages people in jails to with job readiness training.
<b>Why is it important to expand it?</b>	Employment for people returning from incarceration is a high need, and a known recidivism reduction strategy. Workforce Development Centers by far receive the lion's share of funding in the County for employment assistance, and yet do not reach a large number of people who are formerly incarcerated. Workforce Development Centers are linked to many employers county-wide and can advocate for people who are formerly incarcerated or have a criminal record.
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• There are 3 Workforce Development Centers in Riverside County, 4 satellite offices, 1 mobile One-Stop, and 6 Youth Opportunity Centers.</li> <li>• With funding from the Riverside County Sheriff's Department, the WIB runs a Prisoner Re-ENTRY program at 3 jails in Riverside County. Incarcerated and recently paroled individuals obtain mentoring, case management, career transition planning, and other services.</li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• In 2011–2012, Workforce Development Centers served over 73,000 job seekers with career counseling, skill development, and job placement services. More than 1,000 businesses hired candidates, and about 1,600 workers got outplacement services. Forty-five percent of adult job seekers were placed in employment and 76% retained that employment 6 months after placement.<sup>44</sup></li> <li>• The Prisoner Re-ENTRY program assisted 2,489 people in 2011–2012. A majority of them were in the post-release substance abuse treatment program.</li> </ul>
<b>Example of cost</b>	In the 2016–2017 recommended budget for Riverside County, Workforce Development costs were estimated at \$25 million — far more than most interventions identified in this report. <sup>45</sup> Any expansion should <i>target those who are formerly incarcerated or have a criminal record</i> .

Helping Companies Take Less Risk When Employing People Who Have Been Convicted	
<b>What is it?</b>	<b>Federal Bonding Program for Employers</b> provides insurance to protect employers against employee dishonesty. It covers any type of stealing — theft, forgery, larceny, embezzlement. This program provides an incentive to the employer to hire an at-risk job applicant. <sup>46</sup> Because private insurance companies may not cover risky job applicants under commercial Fidelity Bonds, the federal government created Federal Bonding to decrease this barrier to employing people who have conviction records.
<b>Why is it important to implement it?</b>	This insurance can protect employers who are hesitant to hire someone who has a criminal background.
<b>What does Riverside County currently offer?</b>	The Federal Bonding Program is administered by the California Employment Development Department. Though other areas in California have Federal Bonding, Riverside County does not administer this program yet.
<b>What outcomes does it have?</b>	There are renewed calls for more widespread use and study of the Federal Bonding Program to decrease employer barriers to hiring people with a criminal history, but there has not been an evaluation of the program since 1976. <sup>47 48</sup>
<b>Example of cost</b>	Bonds are given to the employer free of charge.

# 1. Investing in Riverside: What Works

## Expanding access to mental health care, including substance use disorder treatment

Mental health and substance use disorder treatment prevents people from engaging in behaviors that may result in arrest and jail. Treatment helps people manage their mental health issues, decrease dependence on drugs and alcohol, reduce the likelihood of family separation, protect family income, and reduce hospitalizations. Treatment for mental health and substance use issues also decreases associated criminalization of the illness of addiction.

In contrast, arresting people for conduct associated with an illness, such as “being a public nuisance,” criminalizes mental health problems instead of treating them. Due to decreased mental health services provided in the community, jails and prisons have become de facto mental health facilities. Nationwide, there are currently 3 times more seriously mentally ill people in jails and prisons compared to hospitals.<sup>49</sup>

Every dollar spent on substance abuse treatment saves \$4 in healthcare costs and \$7 in law enforcement costs.<sup>50</sup> A California study found an average cost of \$1,583 for substance use disorder treatment and a monetary benefit to society of \$11,500 — primarily because of reduced costs of crime and increased employment earnings — a ratio of 7:1 of benefits to costs.<sup>51</sup>

### The link between mental health and incarceration in California and Riverside County

- At least 33% of people in jails in California had mental health issues before Realignment.<sup>52</sup>
- The Riverside County Sheriff’s Department reports a 229% increase in the need for beds for people who have mental illness since the inception of AB109.<sup>53</sup>
- In 2013 and 2014, mentally ill individuals used 39,000 jail bed days in the county.<sup>54</sup> In Riverside County, mentally ill individuals are booked more often and stay longer than other types of people in jails.
- About 2 out of 3 of people in jails have a substance use disorder.<sup>55</sup> Nationally, overdose is the leading cause of death among those released from prison.<sup>56</sup>
- Nationally, more than 80% of those who need substance use treatment do not receive it,<sup>57</sup> and drug education (teaching people about the harms of drugs) — not drug treatment — is the most common service provided.<sup>58</sup> The California Forward 2014 jail utilization report done in Riverside County states, “Jails were not designed to provide adequate rehabilitative programming.”<sup>59</sup>
- The same report found that 59% of new crimes in the county are alcohol and drug related, and another 11% are property crimes, which are often drug related.<sup>60</sup>
- In 2012–2013, there were more than 500 referrals to Riverside County’s AB109 clinics for substance use disorder treatment, with a prediction that in 2013–2014 there would be 650.<sup>61</sup>

### Overview of current Riverside County approach

- Riverside County University Health Services – Behavioral Health (RUHS-BH) partners with the Community Corrections Partnership Executive Committee (CCPEC) to develop programs and find funding to better serve people with mental health problems who are in the criminal justice system, with a goal of diverting this population from jail.
- RUHS-BH Deputy Director Deborah Johnson stated, “The CCPEC agrees that more money for behavioral health services will lead to less need to put people in jail. Even the

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sheriff’s department understands that it would be better for people [with mental health issues] not to go to jail. We have been able to show that it is better to treat people, get them stable.”<sup>62</sup>

- Even so, the jail utilization report noted, “In recent years, improvements have been made to coordinate psychiatric and clinical care in collaboration with correctional staff. However, once released there is a lack of case management and intensive clinical services needed to maximize community stability and reduce likelihood of jail recurrence.”<sup>63</sup>

## Programs expanding access to mental health

Ensuring that Mental Health Providers Are Part of the Solution: Crisis Intervention Teams	
<b>What is it?</b>	In <b>Crisis Intervention Teams</b> , trained police officers team with county social workers and health clinicians to assess the problems of people who are homeless and/or have mental illness and identify a range of solutions including eligibility to public entitlements, crisis intervention, comprehensive case management, drug/alcohol rehabilitation placement, and psychiatric/medical treatment placement.
<b>Why is it important to expand it?</b>	Crisis Intervention Teams (CITs) decrease the inappropriate use of police as mental health providers and of jails as mental health facilities, and increase access to trained professionals outside of the criminal justice system for those with mental health issues.
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• The Riverside County Sheriff’s Department has access to Crisis Intervention Teams (CIT) training,<sup>64</sup> and RUHS-BH described that all law enforcement throughout the County are trained. The City of Riverside Police Department has had this program for 6 to 7 years.</li> <li>• Riverside County has 2 Homeless Outreach Teams (HOTs). One has been in existence for several years, the Homeless Street Outreach Program in the City of Riverside. The HOT only operates 9 to 5 p.m. Monday through Friday with some weekend hours. In January 2016, the sheriff’s department began a county-wide HOT, consisting of 2 sheriff’s deputies who will identify homeless individuals and help coordinate getting people services, with a focus on veterans.</li> <li>• A Community Response Evaluation and Support Team (CREST) is a field-based team (therapist, behavioral health specialist, peer support specialist, and police or sheriff). The Riverside County CREST works with all ages and operates 7 days a week from noon to 10 p.m.<sup>65</sup></li> <li>• Regional Emergency Assessment at Community Hospitals (REACH) is a field-based team that responds to emergency departments for people with behavioral health needs including substance use disorder. A therapist and peer support specialist respond 7 days a week from 2 p.m. to midnight to link people with county and community services and decrease the need for inpatient hospitalizations.<sup>66</sup></li> </ul>
<b>What outcomes does it have?</b>	<p>In 2014–2015, the City of Riverside Homeless Outreach Team made contact with 1,515 homeless individuals and engaged 1,040 homeless individuals.<sup>67</sup></p> <p>Evaluations of CITs across the country indicate that they:</p> <ul style="list-style-type: none"> <li>• Have higher rates of resolving situations when someone calls the police, compared to sending police only</li> <li>• Have higher rates of making referrals to mental health treatment, immediately transporting the person to a health facility that can deal with a crisis, and reducing unnecessary incarceration</li> <li>• Are associated with a sharply reduced risk of injury</li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• A study in a mid-sized southern city found a savings of \$3 for every \$2 spent on their CIT, inclusive of hospitalizations, psychiatric evaluations, and arrests.<sup>68</sup></li> <li>• In 2014–2015, the City of Riverside provided their Homeless Outreach Team \$243,813 in general funds.<sup>69</sup></li> <li>• No information was publicly available on the cost of CIT, REACH, or CREST programs.</li> </ul>

# 1. Investing in Riverside: What Works

<b>Serving People in the Community: Intensive Outpatient Services</b>	
<b>What is it?</b>	<b>Full Service Partnerships</b> are a form of Assertive Community Treatment (ACT) offered in Riverside County. They are intensive recovery-based services for individuals with a mental health diagnosis, who are homeless or at risk of homelessness, or who have experienced numerous psychiatric hospitalizations or incarcerations related to their mental health disorder. Full Service Partnerships are community based, with clinical services wrapped around the individual. Staff provide 24/7 services such as one might get in a psychiatric hospital, not simply referrals. Unlike more expensive hospitalization, individuals remain in the home. <sup>70</sup>
<b>Why is it important to expand it?</b>	Full Service Partnerships keep people in the community with treatment that is effective in reducing hospitalization.  Currently, very few people with Serious Mental Illness are accessing treatment outside of the criminal justice system: <ul style="list-style-type: none"> <li>• Half of California counties have no inpatient psychiatric services of any kind.</li> <li>• Less than 10% of California’s psychiatric beds are available to those not involved in the criminal justice system.<sup>72</sup></li> </ul>
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• Intensive Outpatient Services are offered at 9 locations in Riverside County.<sup>73</sup></li> <li>• Full Service Partnerships are offered through RUHS-BH. These programs are offered to families, youth in transition, adults, and older adults in many locations with a variety of programming.<sup>74</sup></li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• Studies of ACT show that recipients — in comparison to those with standard care — were less likely to be hospitalized, spent less time in the hospital, and were more likely to remain in services and express satisfaction with services.</li> <li>• ACT shows mixed effects on psychiatric symptoms, housing stability, and subjective quality of life: some studies show positive outcomes and others show no benefit for ACT participants.<sup>75 76 77</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• One study found ACT costs between \$9,000 to \$12,000 per client per year, and that ACT paid for itself in decreased hospitalizations.<sup>78</sup></li> <li>• The 2016/2017 Mental Health Services Act Annual Plan lists Adult Full Service Partnerships with a cost of \$12.6 million, an average cost of \$11,769 per person in Riverside County.<sup>79</sup></li> <li>• Nationally, incarcerating individuals with severe psychiatric disorders costs twice as much as treatment through ACT programs.<sup>80</sup></li> </ul>

## 1. Investing in Riverside: What Works

<b>Building County-Wide Capacity to Provide Trauma-Informed Care</b>	
<b>What is it?</b>	<b>Trauma-Informed Care</b> involves training for staff across all city/county systems — including child welfare, education, first responders, health care, juvenile justice, public health, courts, jails, etc. — in trauma and its impacts on their populations, with referrals to existing local trauma-informed treatment. There are a variety of frameworks and specific psychological interventions for trauma therapy used by trained psychologists in outpatient or inpatient settings. <sup>81</sup>
<b>Why is it important to expand it?</b>	A prevention approach includes training all professionals who come into contact with people who have experienced trauma. For example, 1 out of 4 youth experience at least 1 traumatic experience, with higher rates in low-income communities of color. <sup>82</sup> Youth with 1 or more “adverse childhood experiences” are at higher risk for poor health outcomes and criminal justice involvement. <sup>83</sup> Estimates vary, but about 14% of veterans of the Iraq war have PTSD or depression, <sup>84</sup> higher than the rate for the general population of adults, 8%. <sup>85</sup>
<b>What does Riverside County currently offer?</b>	<p>While Riverside County has not adopted a county-wide trauma-informed approach, they do implement trauma-informed therapy in a variety of settings.</p> <ul style="list-style-type: none"> <li>• RUHS-BH offers the following evidence-based programs: Cognitive Behavioral Intervention for Trauma in Schools, Seeking Safety, Trauma Focused Cognitive Behavior Therapy, and Trauma Informed Care.<sup>86</sup></li> <li>• The RUHS-BH Prevention and Early Intervention Team is implementing a trauma-informed system with training for mental health providers, schools, faith-based organizations, and community members. Community-based providers in Riverside County can access training in trauma-informed care.<sup>87 88</sup></li> </ul> <p>Health Departments in Philadelphia, Baltimore, Boston, and Newark have begun to implement city-wide trauma-informed trainings.</p>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• Evaluations of individual trauma therapy have shown decreases in psychiatric and trauma symptoms, substance use disorder, use of crisis-based services, and improvements in self-esteem, relationships, safety, and housing stability.<sup>89</sup></li> <li>• Individual programs in Riverside County have decreased trauma and depressive symptoms, negative child behaviors, and negative coping behaviors.<sup>90</sup></li> </ul>
<b>Example of cost</b>	The City of Boston has earmarked \$750,000 a year in their health budget for city-wide trauma-informed care.

## 1. Investing in Riverside: What Works

<b>Funding Mental Health and Substance Use Treatment through the ACA</b>	
<b>What is it?</b>	<p>The <b>1115 Medicaid Waiver Expansion</b> (Drug Medi-Cal Organized Delivery System) expands Medicaid eligibility to include coverage for substance use disorder programs and services for people with mental illness as part of the federal Affordable Care Act. RUHS-BH submitted an Implementation Plan that will dramatically expand services available to those with substance use disorder and mental health issues by opening up another 6 to 8 substance use disorder clinics and expanding many existing services (at AB109 clinics and others) including:</p> <ul style="list-style-type: none"> <li>• Prevention, such as early intervention for those at risk of substance abuse with a specialist at school sites</li> <li>• Treatment in many outpatient and inpatient settings using evidence-based practices</li> <li>• Residential services in 17 locations</li> <li>• Narcotic treatment programs</li> <li>• Recovery counseling and monitoring after intensive treatment</li> <li>• Case management</li> </ul>
<b>Why is it important to implement it?</b>	It drastically expands the services available to those who need treatment, services, and support for addiction.
<b>What does Riverside County currently offer?</b>	The waiver funds will be funneled through RUHS – Medical Center but will fund clinics and community-based programs throughout Riverside County.
<b>What outcomes does it have?</b>	Many of the services are evidence based, and evaluations of similar programs show positive outcomes. The Riverside County program will start implementation in 2017, after contract approval from the California Department of Health Care Services.
<b>Example of cost</b>	Riverside County’s Implementation Plan had not been approved as of publication but is proposed to have \$10.5 million for its first demonstration year and \$5.25 million for the second one. <sup>92</sup> San Mateo County’s contract — the only one approved and available publicly online — has \$19 million for their first 3 years. <sup>93</sup>

## 1. Investing in Riverside: What Works

Providing Substance Use Treatment Known to Work: Medication Assisted Treatment	
<b>What is it?</b>	<b>Medication Assisted Treatment (MAT)</b> — including Opioid Treatment Programs or Narcotic Treatment Programs — combines outpatient or inpatient behavioral therapy with medications to treat substance use disorders.
<b>Why is it important to expand it?</b>	Drug and alcohol addictions are a health issue that we should treat and not criminalize. Treatment with medication is an effective health intervention. In the United States, 96% of states have opioid dependence rates higher than their treatment capacities. <sup>94</sup>
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• RUHS-BH funds 3 locations to provide Narcotic Treatment Programs (NTP). Each site has the infrastructure to quickly expand to serve about 75 more people per clinic. Even filling 75 beds, the clinics would not be at full capacity. There are also 2 private companies that could in the future be contracted through RUSH-BH for NTP. NTP sites, upon approval by RUHS-BH, will offer Methadone, Buprenorphine, Naloxone, and Disulfiram.<sup>95</sup></li> <li>• MAT is currently offered at 2 RUHS-BH clinics and multiple contracted sites, and RUHS is expanding those services. MAT sites will offer Naltreone, Disulfiram, Acamprosat Calcium, Buprenorphine, and Vivitrol.<sup>96</sup></li> </ul>
<b>What outcomes does it have?</b>	Medication Assisted Treatment programs reduce heroin and opioid use, overdose, HIV transmission, criminal activity, and financial burden among drug users. <sup>97</sup> A study done by the Los Angeles County Department of Public Health on Vivitrol led to Los Angeles allocating \$3.4 million to fund Vivitrol for 3 years. <sup>98</sup>
<b>Examples of cost</b>	<ul style="list-style-type: none"> <li>• Studies find Opioid Treatment Programs cost effective considering decreased costs of HIV infection and reduced rates of criminal activity, incarceration, and health care service use.<sup>99</sup></li> <li>• Vivitrol injections are approximately \$1,000 per injection, and participants get 1 injection per month for 6 months.<sup>100</sup> Methadone treatments cost between \$363 to \$1,057 per patient per year and \$1,236 to \$3,167 per patient per year for Buprenorphine.</li> </ul>

Providing Methamphetamine Treatments Known to Work	
<b>What is it?</b>	<p><b>Residential rehabilitation</b> involves longer stays than detox programs (several weeks to several months for rehabilitation vs. about 1 week for detoxification). Rehab is a drug-free setting with intensive integrated services and therapeutic activities (behavioral therapy, recreational activities, social skills training, group therapy, and relapse prevention).</p> <p><b>Stimulant Treatment Program (STP)</b> is a harm-reduction, varying intensity, outpatient treatment program. The typical client averages 6 counseling sessions, and professionals apply a range of approaches including motivational interviewing, Cognitive Behavioral Therapy, mindfulness-based relapse prevention, and narrative therapy.</p>
<b>Why is it important to expand it?</b>	Methamphetamine use is at epidemic levels across the country. Riverside County is well-known for being “the single largest drug trafficking distribution center in the United States” with 2,546 pounds of methamphetamine seized in 2015. <sup>101</sup>
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• RUHS-BH Substance Use Services offers detoxification services in residential settings at 7 locations and residential services at 17 locations to men and women.<sup>102</sup></li> <li>• Brisbane and Sydney, Australia, offer residential rehabilitation, and all of New South Wales, Australia, offers Stimulant Treatment Programs.</li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• Residential rehabilitation produced large reductions in frequency of methamphetamine use and abstinence at 3 months, 1 year, and 3 years.<sup>103</sup></li> <li>• Stimulant Treatment Programs resulted in reduction in “past month meth use” at 3 and 6 months and significant reductions in psychotic symptoms, hostility, and disability associated with poor mental health.<sup>104</sup></li> <li>• In comparison, week-long detox did not reduce methamphetamine use compared to controls receiving no treatment.</li> </ul>
<b>Example of cost</b>	Expansion of the existing STP in New South Wales is \$5.4M (U.S.) over 4 years. <sup>105</sup>

## 1. Investing in Riverside: What Works

Harnessing Harm Reduction Models that Save Lives	
<b>What is it?</b>	<p>There are a variety of harm reduction approaches to substance use disorders (including Medication Assisted Treatment, considered above).</p> <ul style="list-style-type: none"> <li>• <b>Syringe service programs</b> allow injecting drug users (IDUs) access to sterile hypodermic needles and associated paraphernalia at little or no cost.</li> <li>• <b>Overdose reversal</b> involves giving naloxone (brand name Narcan) to reverse an overdose from opioids. In many communities first responders have naloxone, but it can be safely and successfully administered by people other than health professionals — in 83% of the cases in the country, naloxone is administered by non-professionals.<sup>106</sup></li> </ul>
<b>Why is it important to expand it?</b>	Harm reduction approaches are well studied and consistently save lives, increase the number of people accessing services, and do not increase illegal use of drugs.
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• There are over 200 syringe service programs nationwide. There are no current needle exchange programs in Riverside County, although there is interest in setting one up: the Inland Empire Needle Exchange aims to operate out of a mobile van or storefront.<sup>107</sup></li> <li>• Riverside has been slow to allow first responders to administer naloxone for overdose reversal. People can purchase naloxone in CVS pharmacies in California, and it is simple and safe for individuals to administer it.<sup>108</sup></li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• Syringe service programs: A review of 15 evaluations found decreases in HIV and hepatitis across needle exchange sites.<sup>109</sup> For example, in New York, needle exchange programs between 1990 and 2002 decreased HIV prevalence from 50% to 17% in people that are IDUs.<sup>110</sup> An international review found that syringe exchange decreases infectious disease without increasing illicit drug use.<sup>111</sup></li> <li>• Overdose reversal: Recent literature focuses on the ability and acceptance of bystanders — usually drug users themselves — to effectively administer naloxone. Once administered, naloxone reverses fatal opiate effects within minutes. It is well accepted, easy to use, and effective.<sup>112</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• Syringe service programs: In a 2011 survey of syringe services programs, programs had a median cost of \$45,000; and 68% of the programs cost less than \$100,000.<sup>113</sup></li> <li>• Overdose reversal: Because of the lifetime cost of treating HIV and hepatitis, needle-exchange programs are considered highly cost effective. A cost-effectiveness analysis of a New York City needle syringe exchange estimated that the program would result in a baseline 1-year savings to the government of \$1,300 to \$3,000 per client.<sup>114</sup> A full naloxone overdose kit costs between \$20 and \$40.<sup>115</sup></li> </ul>

# 1. Investing in Riverside: What Works

## Expanding access to physical health care

Between 80% and 90% of people exiting jails and prison do not have health insurance.<sup>116 117</sup> People in jails have higher rates of chronic and infectious diseases as well as mental health and substance use disorder needs.<sup>118</sup> Physical and mental health care in jails and prisons is notoriously lacking, so people emerge with serious health needs.<sup>119</sup>

### *Programs expanding access to health care in the community*

<b>Ensuring Access to Health Care through the Affordable Care Act</b>	
<b>What is it?</b>	<b>Medi-Cal</b> is now available to more people with low incomes and covers more mental health and substance use treatment. Efforts across the country are underway to sign up people who are leaving prison or jail with health insurance, which increases access to needed treatment and services.
<b>Why is it important to expand it?</b>	A large majority of those exiting prison and jail do not have health insurance. Having health insurance improves the use of preventive care and enables this population to access much-needed mental health and substance use treatment. A study in Washington State found that using state funds for alcohol and drug treatment for low-income adults reduced arrests up to 33%. <sup>120</sup>
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• RUHS-BH screens people in county custody in jail prior to release to ensure timely and fluid client placement into mental health and substance use disorder treatment.<sup>121</sup></li> <li>• RUHS received a “Whole Person” grant through the California Department of Health Care Services (DHCS), in which public health nurses will assess people when they are released from jail for medical problems, refer them to community clinics and follow up with them over time.</li> <li>• RUHS-BH’s Drug Medi-Cal Organized Delivery System Implementation Plan proposes that each county Behavioral Health clinic employ 1 peer to help with transportation and linking clients to community and social services.<sup>122</sup></li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• State Medicaid expansions to cover low-income adults are significantly associated with a reduction of all-cause mortality, decreased rates of delayed care, and improved self-reported health.<sup>123</sup></li> <li>• Medicaid expansion is associated with lower rates of depression, better mental health overall, and reduced financial strain.<sup>124 125</sup></li> <li>• A study of jail populations with Serious Mental Illness found those released from jail with Medicaid had 16% fewer subsequent arrests.<sup>126</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• No disaggregated budget information was available about the amount RUHS spends on outreach and enrollment to sign up people leaving prison and jail for Medi-Cal. However, the California Department of Healthcare Services awarded Riverside County’s Department of Public Social Services \$1.4 million in 2014 to conduct outreach and enrollment to people in jail, in prison, and on parole, probation, or post-release community supervision.<sup>127</sup> DHCS’s Whole Person total award is \$35 million over 5 years, of which only a small portion is for following people after release from jail.<sup>128</sup></li> <li>• Santa Clara County analyzed jail-based Medi-Cal enrollment. They found that prior to the ACA, most uninsured people enrolled in county-funded programs to access health care. Their quantification followed almost 700 people who were enrolled when leaving jail (a subset of over 2,200 people who were enrolled when leaving jail between April 2014 and September 2015) and found that of the \$715,000 this group incurred in hospitals costs, almost all was billed to Medi-Cal and Medicare, with only \$1,011 charged to county-funded programs. They did a similar analysis for treatment for mental health and substance use disorder and found similar county savings.<sup>129</sup></li> </ul>

## 1. Investing in Riverside: What Works

<b>Training Formerly Incarcerated People to Help Newly Returning Residents</b>	
<b>What is it?</b>	<b>Transitions Clinic Network (TCN)</b> trains peer Community Health Workers, who are formerly incarcerated and based in a community health clinic, to help navigate and deliver services to those transitioning from prison or jail. Community Health Workers provide case management; medical and social service appointment navigation; and chronic disease self-management, including home visits for health education and medication adherence support.
<b>Why is it important to expand it?</b>	People returning home to Riverside from prison and jail have higher rates of chronic and communicable disease, and low rates of health insurance. The TCN model provides health care through ambassadors trained as Community Health Workers from the formerly incarcerated population, increasing the chance that people will address their medical issues.
<b>What does Riverside County currently offer?</b>	Riverside County does not currently have this program. The first TCN was created in San Francisco, and it is now in 13 other locations across the country.
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• A small but rigorous evaluation compared TCN to a control group not going through TCN. TCN participants had fewer emergency room visits, but in this early evaluation there were no differences in primary care visits and rates of return to jail.<sup>130</sup></li> <li>• An evaluation being released soon will include a larger study group and more outcomes, such as housing, employment, and other social and health outcomes.</li> </ul>
<b>Example of cost</b>	A budget for starting up a Transitions Clinic in Santa Clara County was approximately \$167,000 over 15 months. <sup>131</sup> Costs are generally fairly low because Transitions Clinics operate out of existing clinic sites.

# 1. Investing in Riverside: What Works

## Prioritizing youth and family development

Education, programs, and services that youth are able to access have been shown to keep them out of the criminal justice system. The United Nations Office on Drugs and Crime describes 23 different parenting skills training programs with evidence supporting outcomes, demonstrating commitment to family unity as an addiction and crime intervention.<sup>132</sup> These programs also improve educational attainment, long-term employment and income, and family relationships.

### *Programs expanding youth and family development in the community*

<b>Providing Discipline Alternatives to the School-to-Prison Pipeline</b>	
<b>What is it?</b>	<b>Positive Behavioral Interventions and Supports school programs</b> are an alternative to zero-tolerance policies, which suspend and expel students for serious and non-serious infractions. The Positive Behavioral Interventions and Supports program sets clear expectations for behavior, acknowledges and rewards appropriate behavior, and implements a consistent continuum of consequences for problem behavior.
<b>Why is it important to expand it?</b>	Zero tolerance has led to a “school-to-prison pipeline,” where students with behavioral problems are more likely to become involved in the criminal justice system. The Positive Behavioral Interventions and Supports program is a public health prevention approach that yields numerous health and social benefits far beyond reducing involvement in the criminal justice system.
<b>What does Riverside County currently offer?</b>	The Positive Behavioral Interventions and Supports program is in more than 9,000 schools across the United States. San Bernardino Unified School District has had this program since 2004. In 2013, a series of trainings took place to help Riverside Unified School District implement Positive Behavioral Interventions and Supports in the Riverside County Unified School District.
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>Using both Positive Behavioral Interventions and Supports and Restorative Justice programs, San Diego Unified School District has nearly halved the rate of out-of-school suspension since 2009, increased math and language proficiency, and decreased suspensions for nonviolent incidents. Expulsions are down 60% as well.<sup>133 134</sup></li> <li>Expulsion and suspension have a host of negative life-trajectory outcomes, including increased involvement in the criminal justice system, decrease in high school graduation, and decreased educational outcomes.<sup>135 136</sup> All of these educational and delinquency outcomes are closely tied to health.<sup>137 138</sup></li> </ul>
<b>Example of cost</b>	Positive Behavioral Interventions and Supports program experts estimate that the cost for a 2-year implementation of a pilot school-wide program for 15 schools is about \$4,633 for each school for a mid-sized school district (30–50 schools), with additional expenses of at least \$400/year for data collection. After 2 years, schools continue to incur the data costs but do not require more than regular district professional support to sustain the program. After the original 15 schools, each additional school costs about \$3,000 for start-up. <sup>139</sup>

# 1. Investing in Riverside: What Works

<b>Empowering Youth to Judge Themselves</b>	
<b>What is it?</b>	<b>Youth courts</b> are a restorative justice alternative to the traditional juvenile justice process. Created by the Riverside Youth Council, the youth court is an early intervention for first-time offenders of misdemeanor crimes. Youth aged 10–17 are referred through schools, police, and probation. To participate youth must admit their guilt and have the permission of their parents. Youth go through a trial that includes trained peer jurors and are given a disposition that can include future youth court jury duty, letters of apology, essays, educational workshops, counseling, restitution, drug testing, curfews, behavior contracts, or other actions. If they successfully fulfill the disposition sentence, no criminal charges are filed and the youth will have no record of arrest. Goals of youth courts are accountability for wrongdoing, crime and violence prevention, youth education, and community involvement.
<b>Why is it important to expand it?</b>	Youth courts show better recidivism outcomes than the traditional juvenile justice process, teach youth about the judicial process, teach responsibility, and are less costly than regular courts.
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• There are currently 1,250 youth courts operating in the United States.<sup>140</sup></li> <li>• Since 2004, the City of Riverside has had a youth court, run by the Riverside Youth Council. Youth with misdemeanors are referred directly to the youth court from the police and probation departments and the Riverside Unified and Alvard Unified School Districts.<sup>141</sup></li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• In a study of 34,000 youth participants in youth court, 89% had completed the peer-imposed sanction successfully.</li> <li>• While acknowledging that youth courts deal with very different types of offenses, several evaluations report rates of recidivism of between 6% to 10%.<sup>142 143</sup></li> <li>• Youth courts provide benefits that extend beyond the youth — to their families, the youth volunteers, and the community.</li> </ul>
<b>Example of cost</b>	Youth courts divert about 9% of arrests that would otherwise have to be handled by the traditional, overburdened juvenile system, and they accomplish this on an average budget of less than \$50,000 annually, or about \$430 per youth (in year-2005 dollars). <sup>144</sup>

<b>Bringing Youth, Family, and Community Together to Account for Harms</b>	
<b>What is it?</b>	<b>Restorative Community Conferencing</b> is a restorative justice alternative to the juvenile justice system, where the responsible youth, community, families, and victim of a crime meet, with facilitation and guidance provided by a nonprofit organization trained in restorative community conferencing. They produce a plan for the young person to make things right. If successfully completed, the case is closed without charges being filed. This method is most effective with serious crimes with an identifiable victim. <sup>145</sup>
<b>Why is it important to implement it?</b>	Pre-charge restorative diversion programming can increase youth accountability and offer satisfaction to victims of crime, has better recidivism outcomes than the traditional juvenile justice system, and costs much less. Also, youth will not have the collateral consequences and trauma of an arrest and subsequent court appearances.
<b>What does Riverside County currently offer?</b>	This program does not yet exist in Riverside County.
<b>What outcomes does it have?</b>	Seventy-eight percent of youth participating in restorative community conferencing were not rearrested, and 98% were not judged in court to have committed a delinquent act, compared to 55% of youth rearrested and 69% judged in court to be delinquent in a matched sample of youth going through the typical juvenile justice system. Ninety-nine percent of victims participating stated they would participate in a restorative community conference again. <sup>146</sup>
<b>Example of cost</b>	Restorative Community Conferencing has a one-time cost of \$4,500 for the conferencing versus \$23,000 per year of probation per youth.

# 1. Investing in Riverside: What Works

<b>Bringing Life Experience and Care to Youth to Change Lives</b>	
<b>What is it?</b>	<b>Youth mentoring</b> is the process of matching mentors with young people who need or want a caring, responsible adult in their lives. Adult mentors are usually unrelated to the child or teen and often work through a community-, school-, or church-based social service program.
<b>Why is it important to expand it?</b>	Mentoring reduces negative youth behaviors and has other benefits to emotional, social, academic, and family relationship outcomes.
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• The Straight Talk Program is based in Corona and serves all of Riverside County. The Straight Talk Program pairs approximately 30 mentors with youth at risk for involvement in the criminal justice system. The program also helps youth through court advocacy, provides a bridge to other services, works on changing policies in collaboration with program participants, provides expungement assistance and internships for youth, and has a speaker's bureau of formerly incarcerated individuals who go into schools.<sup>147</sup></li> <li>• Young Visionaries Youth Leadership Academy (YVYLA) has been operating in San Bernardino since 2001. YVYLA has a variety of programming to encourage youth, but one is the African American Student Achievement Program mentoring program, which seeks to improve school retention and graduation.<sup>148</sup></li> <li>• Friday Night Live/Club Live/Friday Night Live Kids are mentoring programs run through RUHS – Substance Abuse Services to form youth-adult and youth-youth partnerships with young people. Friday Night Live provides programs rich in opportunities and support and works hand-in-hand with young people. Riverside County has the largest Friday Night Live program in the State of California, with 115 chapters throughout the county in schools, community organizations, and faith organizations.</li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• A systematic review of 46 mentoring interventions showed that mentoring had a moderate positive effect on delinquency, aggression, drug use, and academic functioning. The effect was more pronounced if the mentor was participating for professional development and if emotional support and advocacy were emphasized.<sup>149</sup> Various studies of youth mentoring have shown positive educational, social, family relationship, and self-esteem effects.<sup>150</sup></li> <li>• Straight Talk Program (STP): In 2015–2016, STP mentored 46 people, of whom 18 were youth. In the school presentations, over 1,100 people returned surveys. Of the parents' surveys, 83% reported favorable observations of the program's impact on their children and 68% requested personalized follow-up services.</li> <li>• Friday Night Live (FNL): A 2013 evaluation found that 79% of FNL members reported that the program helped them decide to do other things besides use alcohol and drugs. Sixty-four percent reported strong supports for conflict resolution, dealing with bullying, and keeping situations safe.<sup>151</sup></li> </ul>
<b>Example of cost</b>	Mentoring programs vary considerably, and most programs have mentoring as just one portion of the services they offer. Of the programs identified, the Straight Talk Program annual budget is approximately \$126,000 for all of the services provided, including but not limited to mentoring. <sup>152</sup>

# 1. Investing in Riverside: What Works

Meeting Community Needs through Behavioral Health Services Serving Families and Youth	
<b>What is it?</b>	<p>RUHS-BH Prevention and Early Intervention services provide a wide variety of programs that focus on early trauma and childhood behaviors.</p> <ul style="list-style-type: none"> <li>• <b>Trauma-Focused Cognitive Behavioral Therapy (CBT)</b> is a treatment that utilizes trauma-sensitive, developmentally appropriate play-based interventions with young children who are experiencing significant emotional and behavioral difficulties related to traumatic life events.</li> <li>• <b>Multidimensional Family Therapy and Functional Family Therapy (MDFT)</b> involves between 12 and 30 1-hour sessions over 3 months for youth who have been delinquent or have substance abuse or violence issues and their families. The goals are to alter family interactions, strengthen problem solving, enhance connections, and address parental structure, guidance, and boundaries for children.</li> <li>• <b>Positive Parenting Program (TripleP)</b> is a type of Strengthening Families Program that provides parents with simple and practical strategies to confidently manage their child’s behavior, prevent problems from developing, and build healthy relationships.<sup>153</sup></li> </ul>
<b>Why is it important to expand it?</b>	<p>Children and youth who become involved in the criminal justice system are more likely to have experienced 1 or more traumatic experiences. One study showed that over 1/3 of justice-involved youth reported exposure to multiple types of trauma each year. Interventions such as trauma-focused CBT can prevent future crime and decrease current mental health issues.</p>
<b>What does Riverside County currently offer?</b>	<p>Riverside County Behavioral Health Services provides many types of individual and family counseling. The Riverside Latino Commission Counseling Center offers several types of parent-child skills support, funded by RUHS-BH.</p>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• Trauma Focused Cognitive Behavioral Therapy: Participating in 12–16 trauma-focused CBT sessions has been shown to significantly reduce symptoms of PTSD, depression, and behavioral difficulties in children and adolescents who have experienced traumas.<sup>156</sup></li> <li>• Functional Family Therapy evaluations find that the initiative significantly reduces recidivism and lowers foster placement referrals and service needs for the family.<sup>157 158 159</sup> RUHS evaluation of Multi-Dimensional Family Therapy (MDFT) finds a 71% decrease in number of arrests, 77% decrease in admissions to the ER for psychiatric reasons, 83% drop in hospitalization of youth, and 84% drop in school suspensions.</li> <li>• Family skills training programs improve relationships and reduce or prevent substance abuse, risky behaviors, child maltreatment, youth violence, child aggression, behavior problems, delinquency, bullying and anger, and recidivism and arrests.<sup>161</sup> A meta-analysis of 24 studies of TripleP found moderate to large positive effects on poor child behaviors.<sup>162</sup> Riverside Parent-Child Interaction Therapy has consistently shown reductions in externalizing/disruptive behaviors and decreases in parental stress.<sup>163</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• RUHS-BH’s 2016–2017 Mental Health Services Act Annual Plan showed an estimated budget of \$620,000 for “Trauma Exposed Services for All Ages.”</li> <li>• The Strengthening Families Program costs between \$5,000 to \$10,000 for 1 cohort of 10 families.<sup>164</sup></li> <li>• RUHS-BH’s TripleP programs cost approximately \$250 per client.<sup>165</sup></li> <li>• Functional Family Therapy costs around \$3,100 per youth, which includes service, administrative overhead, case management, and court services. The benefits were estimated to be \$36,000 per youth.<sup>166 167</sup> No costs were given for MDFT in Riverside.</li> </ul>

## 1. Investing in Riverside: What Works

<b>Ensuring Universal Preschool Education</b>	
<b>What is it?</b>	<b>Universal preschool education is universal publicly funded pre-kindergarten education.</b>
<b>Why is it important to expand it?</b>	Low educational achievement is a risk factor for criminal justice involvement; 41% of those in jail, in prison, or on probation did not graduate from high school, compared to 18% of the general population. <sup>168</sup> Education is also one of the most important determinants of health. Almost every chronic and infectious disease is lower in those with higher education levels. <sup>169</sup>
<b>What does Riverside County currently offer?</b>	Riverside County does not have universal publicly funded preschool. Parents must find and pay for preschool on their own.
<b>What outcomes does it have?</b>	On average, children gain about one-third of a year of additional learning across language, reading, and math skills from state funded pre-kindergarten education, and there are also benefits to children's socio-emotional development and health. Long-term effects include societal outcomes such as increases in high school graduation, years of education completed, and earnings, and reductions in crime and teen pregnancy. <sup>170</sup>
<b>Example of cost</b>	Available benefit-cost estimates based on older, intensive interventions as well as contemporary, large-scale public preschool programs range from \$3 to \$7 saved for every \$1 spent. <sup>171</sup>

# 1. Investing in Riverside: What Works

## Prioritizing alternatives to arrest and prosecution

Participation in drug courts and other problem-solving courts — mental health courts, Veteran's Courts, Driving Under the Influence courts, and others — mandates participation in a variety of services, including mental health and substance abuse treatment, job training, and housing assistance. Problem-solving courts result in lower recidivism levels for participants who fully complete the programming, when compared to people who are incarcerated. There has been increased concern about problem-solving courts within the traditional criminal justice system:

- The majority of problem-solving courts the individual must be arrested in order to access the services provided through these courts. Being arrested carries a lifetime of collateral consequences that decrease opportunities to succeed and to have good quality of life.
- Participation in problem-solving courts can increase time incarcerated. Failure to remain abstinent from drug and alcohol use as well as technical violations can result in repeated “sanctions” in jail.
- Disproportionately fewer people of color are chosen for drug court opportunities instead of jail or prison.<sup>172 173</sup>

There are innovative community justice programs that have a burgeoning evidence base behind them. Many of these do not rely on arrest and use a harm reduction approach. Also included is a violence interruption community-based program that works to reduce gun violence in addition to decreasing involvement with the criminal justice system.

# 1. Investing in Riverside: What Works

## Programs that offer alternatives to arrest and prosecution

Service Providers and Law Enforcement Collaborating to Reduce Harm	
<b>What is it?</b>	<b>Law Enforcement Assisted Diversion (LEAD)</b> is a partnership between homeless outreach providers, the justice system (police, district attorney, public defenders, courts, and probation), mental and physical health care providers, and case managers to divert people suspected of chronic low-level drug use, prostitution, or other criminal activity to case management and services by a selected provider. LEAD is a pre-filing program and operates on harm reduction principles, meaning that people can stay in the program despite continuing to struggle with abstinence. LEAD includes a variety of social services focused on addressing underlying issues related to criminal justice system involvement (i.e., poverty, unemployment, homelessness, drug addiction, and mental illness).
<b>Why is it important to expand it?</b>	Harm reduction is a well-studied, effective public health principle in the treatment of addiction and other behavioral health issues. The availability of pre-arrest programs decreases the collateral consequences of arrest and conviction. It therefore improves employment, housing stability, ability to access government benefits, and freedom from social stigma.
<b>What does Riverside County currently offer?</b>	Riverside County does not have LEAD. Seattle, WA, and Santa Fe, NM, have the first programs in the country. LEAD has generated nationwide interest and is in the process of being implemented in many locations.
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• A recidivism evaluation showed that LEAD participants, compared to “business as usual” (arrest and some treatment referrals), were 58% less likely to be rearrested, had 39% lower odds of being charged with a felony, spent 39 fewer days in jail, and had 87% lower odds of a prison incarceration per year.<sup>174</sup></li> <li>• Evaluators also found LEAD participants were over twice as likely to be sheltered vs. unsheltered during follow-ups than at baseline before LEAD, 89% more likely to obtain permanent housing, 46% more likely to be on the employment continuum, and 33% more likely to have income or benefits.<sup>175</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• The cost of the LEAD program averaged \$899 per person per month, which included program start-up. Costs were \$532 per person per month thereafter.</li> <li>• From pre-entry to post-evaluation, LEAD participants showed a cost reduction in terms of use of the criminal justice system of \$2,100. Comparison participants going the traditional route through the system showed cost increases of \$5,961.<sup>176</sup></li> </ul>

## 1. Investing in Riverside: What Works

Fostering Direct Accountability to Repair Harms	
<b>What is it?</b>	<b>Restorative Justice programs</b> emphasize direct accountability and reparation of harms caused by crime. Restorative Justice programs facilitate meetings between victims, offenders, and others to create plans to repair harms.
<b>Why is it important to expand it?</b>	When offenders are willing to participate in a mediation process, they are often more engaged and able to take responsibility for harms caused. Restorative Justice programs increase accountability.
<b>What does Riverside County currently offer?</b>	There are programs worldwide. One type of neighborhood court, which relies on a restorative justice framework, is San Francisco’s Community Justice Center, which is operated out of the City Attorney’s office and has 10 “neighborhood courts,” where volunteer residents resolve cases. If successfully resolved, the person tried does not have a record of arrest.
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>Evaluations of Restorative Justice programs state that one of the most important measures is satisfaction with the process, which is consistently over 90%.<sup>177</sup> Reaching an agreement for reparation is considered a success.</li> <li>A summary of state-funded evaluations of 6 California Restorative Justice programs found that recidivism rates were between 21% and 105% lower in 5 of the 6 sites, and 46% higher in 1 site.<sup>178</sup></li> <li>Common Justice is a national model for adult Participatory Justice for those who committed violent crimes. In a small evaluation, fewer than 5% of those participating had been terminated from the program for a new crime.<sup>179</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>The average budget for crime-focused mediation programs in the United States is \$55,000 (in year-2000 dollars), ranging from \$1 (volunteer-based) to \$413,000.</li> <li>The most frequent sources of funding were local or state government (51%), with foundations coming in as the third most common (12%).</li> </ul>

Bringing Courts into Neighborhoods to Increase Community Participation	
<b>What is it?</b>	<b>Community Justice Centers</b> are neighborhood problem-solving courts that are part of the typical criminal justice system. The Red Hook Community Justice Center delivers: 1) individualized justice, based on a wide range of information about defendants; 2) sentencing alternatives; 3) clinical and social services and programs provided on site for adults and youth; 4) accountability; and 5) deep community engagement in the Community Court. However, the Red Hook Community Justice Center is still part of the formal criminal justice system and as such does include arrest.
<b>Why is it important to expand it?</b>	While this type of community court functions within the traditional court system, it emphasizes engaging community in developing the court, which provides ongoing health and social services, community programs, and legitimacy to the program.
<b>What does Riverside County currently offer?</b>	There are 26 community courts nationally. Red Hook, NY, piloted and evaluated a strong program. <sup>180</sup> Riverside County does not have a Community Justice Center.
<b>What outcomes does it have?</b>	The Red Hook Community Court evaluation showed reduced use of jail, recidivism (10%), and community-level crime. There was increased use of alternative community sentences — most received community service of 5 days or less, with some needing long-term supervised treatment. The evaluation found that the success of the court had to do with high levels of perception of procedural justice and legitimacy in the community. <sup>181</sup>
<b>Example of cost</b>	In 2008, the Red Hook Community Justice Center arraigned 3,210 adult misdemeanor defendants. With avoided victimization costs and upfront costs of operating, the program saved \$6.8 million, which outweighed program costs by nearly 2 to 1.

# 1. Investing in Riverside: What Works

<b>Decreasing Violence through Peer-to-Peer Interventions</b>	
<b>What is it?</b>	<b>Violence interruption programs</b> treat gun violence as a disease, and aim to stop it by using the methods and strategies associated with disease control — detecting and interrupting conflicts, identifying and treating the highest risk individuals, and changing social norms. The Cure Violence model trains Violence Interrupters and outreach workers to identify and mediate potentially lethal conflicts, teach alternative responses to situations, help people access treatment and services if needed, and spread positive norms through a variety of activities in the community. It is essential that the violence interrupters are people from the communities most impacted and that there is extensive and ongoing training and continual data collection and monitoring.
<b>Why is it important to expand it?</b>	Every violence interruption program has shown large decreases in injury and death due to gun violence. These programs also train community members with past histories of gun violence in the work of prevention.
<b>What does Riverside County currently offer?</b>	<ul style="list-style-type: none"> <li>• Riverside County does not have a violence interruption program.</li> <li>• The original program, Cue Violence, started in Chicago.</li> <li>• Cure Violence programs include Cease Fire in Boston, Save Our Streets in New York City, Safe Streets in Baltimore, and Aim4Peace in Kansas City. Other violence interruption programs with different models include Advance Peace in Richmond, Youth Alive! in Oakland, and Urban Peace Initiative in Los Angeles.</li> </ul>
<b>What outcomes does it have?</b>	<ul style="list-style-type: none"> <li>• Violence interruption programs show consistent and substantial reductions in gun violence.</li> <li>• Evaluations in Chicago and Baltimore showed a 56% and 31% reduction in homicide, respectively, and a 34% and 19% decrease in nonfatal shootings. Reductions were more substantial in the intervention areas than city-wide.</li> <li>• Evaluations also show a change in youth attitude about gun violence and neighborhood approval of the intervention.<sup>182 183 184</sup></li> </ul>
<b>Example of cost</b>	<ul style="list-style-type: none"> <li>• Cure Violence administrators who provide technical assistance for start-ups across the country state that there is a wide range of costs, but on average it costs approximately \$300,000 per site to start up, including training, hiring, payment for workers, and project management.</li> <li>• New York State allocated \$18 million to fund 18 sites.<sup>185</sup></li> <li>• A cost-benefit analysis found that for every \$1 spent on a violence interruption program, municipalities saved \$18.<sup>186</sup></li> </ul>

## 2. Investing in Riverside: Budget Analysis and Current Choices

Budgeting is a complicated process, and it was challenging to interpret funding in Riverside County for programs and services provided to people involved with or at risk of involvement with the criminal justice system. What follows is the information we could interpret with some level of confidence, though we believe that we have not been able to capture the full story. Much information is available about AB109 funding, but understanding other resources available to people involved with or at risk of involvement with the criminal justice system required a series of interviews with community-based service organizations and county agencies, showcasing opacity in the county criminal justice budgeting process.

### Overall findings

The criminal justice system receives a large proportion of the Riverside County overall budget, and about 3/4 of the discretionary budget. Riverside County officials are actively seeking ways to reverse the trend of continuously increasing criminal justice agency budgets. Related to AB109, the sheriff's department continues to be allocated the largest portion of the funding for housing people in jails, although the portion allotted to RUHS-BH drastically increased in FY 2016--2017, in part due to court-ordered increases for physical and mental health treatment.

However, Riverside County is still increasing jail space instead of treating people with health issues proactively to prevent crime. Finally, with regard to Prop 47, it is likely that the ballot initiative has reduced county criminal justice spending significantly, but there is no public accounting of this cost savings.

#### About our process

While Riverside County places county budgets, proposals to HUD, Community Corrections Partnership Executive Committee minutes (including AB109 budget discussions), and other documents online, it is impossible to comprehend a holistic picture of criminal justice funding due to varying documents incorporating the same services, multiple times, for different funders.

We reviewed public documents and requested information about programs and services funded through the general county budget, AB109 Realignment, the Mental Health Services Act, federal funds, and other sources. The following types of sources were useful in our research:

- Documentation from Riverside County budgets from the County Executive's Office
- Community Corrections Partnership Executive Committee (CCPEC) meeting minutes
- Mental Health Service Act (MHSA) Service Plans
- Drug Medi-Cal Organized Delivery System Implementation Plan
- Consolidated Annual Performance Evaluation and Review (CAPER)
- KPMG criminal justice system audit

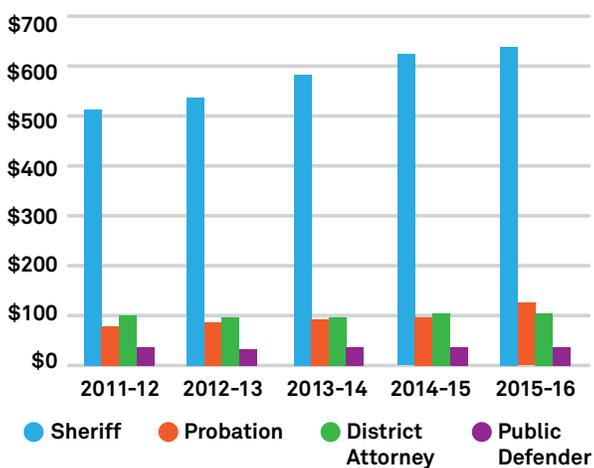
Understanding the county budget requires more research and time than most Riverside County residents have. This becomes truly concerning when funding is not allocated by default to evidence-based programs and services that are shown to nurture community safety and health for all community members regardless of their race or income, and ideally before any justice system involvement.

## 2. Investing in Riverside: Budget Analysis and Current Choices

### Riverside County annual budget increasingly funds criminal justice agencies

In 2016–2017, Riverside County has a \$5.4 billion budget. Of that, about \$753 million is discretionary. The county will spend about 30% of its total budgeted appropriations, and 75% of its discretionary funding, on “public protection.”<sup>187</sup> In part because of the ever-growing proportion of the budget for public protection, the Board of Supervisors commissioned an auditing firm, KPMG, to assess the efficiency and effectiveness of criminal justice operations. KPMG found that the budget for criminal justice agencies in Riverside County steadily increased over the last 5 years (Figure 1).

**Figure 1. Expenditures\* for Sheriff, Probation, District Attorney, and Public Defender, Fiscal Years 2011–2012 through 2015–2016, in millions.**<sup>188</sup>



\*Salaries and benefits; Services and supplies; and Other

Criminal justice expenditures go beyond what’s listed in the “Public Protection” category in Riverside County’s full budgets. For example, some of the Health & Sanitation expenditures actually are criminal justice system expenditures. Approximately \$56.6 million of the “Health & Sanitation” category budget goes toward services with “detention” included in the name. See Table 1 for what the county considers Public Protection and Health and Sanitation.

Other budget categories also contain criminal justice system expenditures. For example, capital costs of construction and staffing of the East County Detention Center and the Ben Clark Training Center, which will ultimately total \$330 million and \$80 million, respectively, are not included in Public Protection but in General Government. Juvenile court placement for out-of-home care for youth is included neither in Health nor in Public Protection, but in Public Assistance. It is thus difficult to get a clear picture of all the money spent in the criminal justice system.

## 2. Investing in Riverside: Budget Analysis and Current Choices

**Table 1. Public Protection and Health and Sanitation Items in Riverside County 2016–2017 Budget, with Approximate Expenditures/Appropriations\*, in millions<sup>189</sup>**

<b>Public Protection</b>	2016–17 Expenditures / Appropriations, in millions	<b>Health and Sanitation</b>	2016–17 Expenditures / Appropriations, in millions
Agriculture Commissioner	\$5.9	Rideshare Air Quality Program	
Animal Services	\$23.6	Air Quality Management Program	
Building and Safety	\$7.8	Ambulatory Care Clinics FQHC – Hospital Care DPM/HER project	\$46
Child Support Services	\$35.6	CA Children’s Services	\$22.8
Code Enforcement	\$13.8	County Contributions to Health and Mental Health	\$43.9
County Clerk – Recorder	\$19.5	<b>Correctional Health Services (Detention Health RCRM)</b>	\$36.4
Grand Jury Administration		Environmental Health	\$27.4
<b>District Attorney</b>	<b>\$116.3</b>	Low-income health program	
Environmental Program		Medically indigent services	\$2.5
Fire Department	\$190	Behavioral Health MH Treatment Program <b>Detention Program</b> MH Administration Substance Abuse	\$286 \$20.2 \$16 \$30.9
Emergency Management	\$14.9	Public Health	\$47.4
Indigent Defense	\$11	Waste Area 8 Assessment Administration	
National Pollutant Discharge Elimination	\$1		
Planning Department	\$9.4		
<b>Probation</b> Juvenile Hall Detention & Corrections Admin & Support	<b>\$129.3</b>		
<b>Public Defender</b>	<b>\$37.7</b>		
<b>Sheriff</b> Police protection – admin, support, patrol and court services Detention & Corrections Training Center Coroner	<b>\$677.2</b>		
CAL ID, CAL DNA, CAL Photo	\$5.8		

\**Bolded categories are considered Criminal Justice expenditures*

## 2. Investing in Riverside: Budget Analysis and Current Choices

### AB109 has not provided enough rehabilitation

As a result of AB109, the county receives funds to:

- Provide people with treatment, reentry training, and rehabilitation services
- Address the health and mental health needs of individuals who previously would have served sentences in state facilities
- Safely incarcerate those charged with crimes applicable under AB109 locally
- Reduce recidivism

As Stanford Law School scholars Lin and Petersilia note, “The goal of AB109 is to reduce recidivism by managing lower level offenders at the community level in locally designed programs. . . . Realignment encourages counties to use [AB109] funds to invest in community-based alternatives, with an emphasis on programs that employ the principles of evidence-based practices. . . . Some counties are adhering closer to the intended focus on alternative, community-based sanctions, while others are expanding jails, adding sheriff’s deputies, and shoring up other aspects of local law enforcement.”

In the 2016 annual report on implementation of Public Safety Realignment, Riverside County reported no allocations to non-public agencies for programs and services.<sup>191</sup>

Table 2 shows the Riverside County AB109 budgets from 2013 to 2017.

**Table 2. Riverside County AB109 Budgets**

Fiscal Year	Amount
FY 2013 – 2014 <sup>192</sup>	\$67,800,000
FY 2014 – 2015 <sup>193</sup>	\$52,700,000
FY 2015 – 2017 <sup>194</sup>	\$67,100,000
FY 2016 – 2017 <sup>195</sup>	\$83,600,000

Departments that receive AB109 funds are the sheriff, probation, Riverside University Health Services (formerly awarded to Health and Human Services), police, public defender, and district attorney. As seen in Table 3, the sheriff’s department generally gets the largest portion of AB109 funds to incarcerate people and provide in-jail programming.

**Table 3. Riverside County AB109 Budget Allocations to Public Agencies, in millions**

Departments	FY 2013–2014	%	FY 2014–2015	%	FY 2015–2016	%	FY 2016–2017	%
Sheriff’s Department	\$26.8	40%	\$23.8	45%	\$30.9	46%	\$31.1	37%
Probation Department	\$15.8	23%	\$12.2	23%	\$18	27%	\$19.8	24%
Health and Human Services or RUHS*	\$13.3	20%	\$10.3	19%	\$12.7	19%	\$30.1	36%
Police Departments	\$1.4	2%	\$1.2	4%	\$2.3	3%	\$1.8	2%
District Attorney	\$2.1	3%	\$0.3	0.5%	\$1.8	2.7%	--	0%
Public Defender	\$1.6	2%	\$1.4	3%	\$0.8	1.2%	\$0.8	1%
Other – Contingency	\$6.8	10%	\$4.1	8%	N/S		--	
Total	\$67.8	100%	\$52.7	100%	\$67.1	100%	\$83.6	100%

Sources are the same as in Table 2.<sup>1</sup>

\*The agency responsible for services has changed from Health and Human Services to Riverside University Health Services.

<sup>1</sup>Note on Table 3: the original source for data in FY 2014-2015 and FY 2015-2016 does not add to 100%. This report reflects numbers as they were provided by the source.

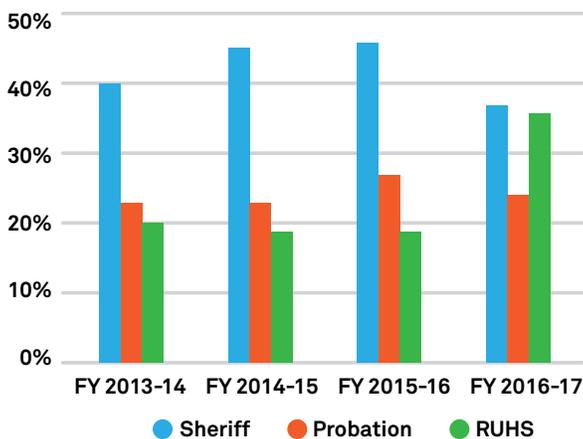
## 2. Investing in Riverside: Budget Analysis and Current Choices

RUHS received 19% of AB109 funds in 2015–2016 and 36% in 2016–2017, while 81% and 63% of funds have been allocated either to or through criminal justice agencies in those years (Figure 2). This is important because the issuing agency sets the program performance evaluation goals. Typically, criminal justice agencies use recidivism as the performance evaluation metric. In contrast, Health and Human Services agencies prioritize improvements in health and quality of life, which include but are not limited to community safety and recidivism. Because of this, programs run through the sheriff's or probation departments underemphasize health and social outcomes beyond recidivism.

The dramatic increase in 2016–2017 in RUHS funding was in part due to a shortfall in the prior year in Correctional Health: RUHS needed to provide more health and mental health services in jails than the Community Corrections Partnership Executive Committee budgeted. The increase was also due to mandatory increases in levels of health care from the settlement of a lawsuit brought by inmates in Riverside County Jails about medical and mental health neglect.<sup>196 197 198</sup> This shift also symbolizes a necessary change in priorities to serve the increased population with mental illness.

Even noting the increased commitment to mental health and health, the Riverside County Board of Supervisors has concurrently funded an expansion of the Indio jail facility, now called the East County Detention Facility, at a cost of \$330 million. This will expand capacity at that site from the current 353 beds to 1,626 beds, a 360% increase. There has also been a second proposal to secure \$80 million from the state to add 582 beds and rehabilitation services at the Smith Correctional Facility.

**Figure 2. Change in proportion of Riverside County AB109 Budgets, 2013 to 2017.**



Another way to consider Riverside County priorities is to look at not only which public agencies are receiving AB109 funds, but what programs and services are funded. One thing to note is that Riverside County, unlike a majority of counties, allocated no money to non-public agencies, such as community-based organizations that provide services. In FY 2015–2016 about 85% of AB109 program funds went to supervision, which typically means probation officers' oversight of the AB109 population. About 15% went to Day Reporting Centers and other program services, which tend to be where people can access treatment, physical and behavioral health services, and rehabilitative programming.

Even while some AB109 funds are going to health services, a proportion of those are directed to services in jails versus within the community to keep people out of jail. In FY 2015–2016, about 19% of AB109 funds went to RUHS — about \$12.7 million. As seen in Table 4, approximately 32% was allocated to services and treatment provided in jails

## 2. Investing in Riverside: Budget Analysis and Current Choices

(detention services and detention treatment) and about 60% to treatment and services in the community (Regional Medical Center, or outpatient clinic funds, and intensive treatment). The remaining 8% was for “contracted placement services.”<sup>201</sup>

In the sheriff’s department, the entire amount of funding is for in-jail services. The sheriff’s and probation departments are making great strides in working with RUHS to implement Transitional Reentry Units and other programs that work toward readying people to return to the community with access services.

**Table 4. Allocations to Public Agencies for Programs and Services, in millions**<sup>202</sup>

<b>Probation</b>	<b>2014–15</b>	<b>2015–16</b>
Supervision Services	\$8.7	\$15.4
DRC	\$2.1	\$2
Special program services including bus passes, tattoo removal, Secure Continuous Remote Alcohol Monitoring (SCRAM), evidence-based programming, cognitive behavior classes, electronic monitoring, and documentation fee assistance	\$1.3	\$0.5
<b>Sheriff</b>		
In-service custody	\$15	\$17
Mental health HU overtime cost		\$0.8
Facility operational costs	\$4.1	\$6.4
Transportation costs	\$0.3	\$0.6
Programs operational cost	\$0.75	\$1.2
Contract beds	\$3.7	\$4.2
One-time projects		\$0.75
<b>Health &amp; Human Services</b>		
Intensive treatment	\$4.2	\$0.8
Detention services	\$2.4	\$2.6
Regional Medical Center		\$3.1
Expanded Clinic Services	\$3.4	\$3.7
Contracted Placement Services	\$2.6	\$1.1
Detention health		\$1.5
<b>District Attorney</b>		
Deputy District Attorney III AB109 services		\$0.4
Senior District Attorney Investigator		\$0.8
Legal support assistance		\$0.3
Victims Services Advocate		\$0.4
<b>Public Defender</b>		
Deputy Public Defender AB109 services	\$0.3	\$0.7
Legal support assistance	\$0.07	\$0.24
Paralegal services	\$0.01	\$0.4
<b>Police Departments</b>		
Probation assistant/monitoring services, Beaumont		\$0.24
The following police departments received AB109 funds: Beaumont, Cathedral City, Corona, Desert Hot Springs, Hemet, Palm Springs, Riverside, San Jacinto, Coachella.	\$0.2	\$0.3

## 2. Investing in Riverside: Budget Analysis and Current Choices

### Proposition 47 funding has not been disbursed

Proposition 47, passed in November 2014, has changed the criminal justice landscape in California. While the ballot initiative was written to direct funds to mental health and substance use disorder treatment, truancy prevention, and victim services, the state has not disbursed any of this funding to county agencies and community organizations — even though they are serving people released under the proposition who are in need of services. Questions are arising statewide about county-level savings from Prop 47. Criminal justice agencies have not been transparent, due in part to a lack of adequate data collection systems but also to a reluctance to admit to savings in the likelihood that they will experience funding losses. However, counties are able to do this accounting — Los Angeles County Board of Supervisors passed a resolution requiring an audit of savings from Prop 47,<sup>203</sup> which resulted in finding county net savings of \$9.2 million.<sup>204</sup>

Statewide, Prop 47 has decreased the jail population significantly.<sup>205</sup> In the Public Policy Institute of California’s 2016 study of jails, they found that Prop 47 had resulted in:

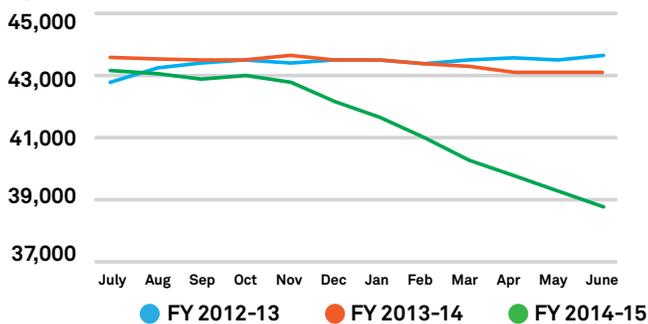
- Declines in new bookings for Prop 47 offenses
- Declines in convictions for those crimes
- Increases in people being released pre-trial
- Declines in average length of stay for Prop 47 sentenced offenders

This has added up to a 9% decrease in overall jail populations in California, for the counties under study.<sup>206</sup>

As of May 2016, 5,500 people had been released early from Riverside County jails since Prop 47 took effect,<sup>207</sup> and there have been almost 13,400 petitions filed in Riverside County to erase felonies, with 9,300 felonies erased.<sup>208</sup> While officials often conflate outcomes from AB109 with Prop 47, these initiatives are drastically different and should be separately accounted for, in particular as they impact the use of law enforcement and social services. AB109 resulted in people in state prison being sentenced to county-level supervision and an increased number of people in jail. Prop 47 resulted in fewer people in jails.

Data from the probation department on their total number of cases also shows the impact of Prop 47 (Figure 3). KPMG concluded that the decrease was from the implementation of evidence-based practices and did not mention Prop 47, however much of the decrease can likely be attributed to Prop 47. The absence of consideration of Prop 47 in KPMG’s conclusion is unusual, noting when the decrease started.

**Figure 3. Total Number of Cases, Probation, 2012–2013 to 2014–2015<sup>209</sup>**



In Riverside County, similarly to across the state, the number of people who are choosing to opt for Drug Court has declined. RUHS-BH has demonstrated that there are ways to continue to help people with the illness of addiction without the “hammer” of a felony

## 2. Investing in Riverside: Budget Analysis and Current Choices

conviction. RUHS-BH does outreach in emergency departments, health fairs, screenings, homeless encampments, and through the probation department, among other places, in order to get people into services. Also, RUHS-BH is accepting misdemeanor cases in treatment courts, not only felony cases, in order to provide treatment.<sup>210</sup>

In sum, there are currently no numbers available on the savings in Riverside County from Prop 47. Since the auditing company KPMG has been engaged to review criminal justice policies for efficiencies, it would make sense to specify that they assess savings from Prop 47 across agencies.

### **Despite some advances, we have more to do**

In collecting the data for this report, we found that it is the norm for criminal justice programs to measure recidivism rather than health and well-being outcomes. This raises the question of what types of outcomes we want programs to focus on. Should programs be accountable primarily to recidivism to the exclusion of whether or not the programs result in employment, family unity, mental and physical health, and housing.

# 3. Conclusions and Recommendations

Riverside County criminal justice, health, and elected officials have made great strides in partnering across agencies and moving toward a more preventive and rehabilitative framework. However, it's not enough. Luckily, we know what works to prevent crime and build public health and well-being — and it's not more money for law enforcement and the criminal justice system.

True community safety for all considers those traumatized in low-income neighborhoods, those suffering under the additional punishments that the criminal justice system still administers long after someone has served their time, and our neighbors, family, and friends who want to contribute and be part of the fabric of the community. True community safety also addresses the impact of incarceration on children, businesses, other institutions, and individuals who are connected to people serving sentences.

Interventions like housing with supportive services, mental health services outside of the criminal justice system, harm reduction programs, substance use relapse prevention, job placement services, universal preschool, and simple access to health services are all crime prevention. They are, as we know in public health, *primary prevention* — they all address people's basic human needs and factors that determine our health and well-being. There is evidence that shows that these interventions are effective at improving community safety and, for many, the return on investment has been proven.

County officials can use the evidence-based programs and interventions detailed in this report to make smarter budget choices to improve the health of *all* Riverside County residents.

## Recommendations for Riverside County to implement

### 1. Offer more programs for people at risk of involvement in the criminal justice system *outside* of probation department, the sheriff department, courts, and the district attorney — *outside* of the criminal justice system.

While training law enforcement in mental health principles is valuable, people should be able to get services from a professional in the community. Residents of Riverside County should also be able to access services without being arrested and incurring the collateral consequences of arrest and conviction.

### 2. Identify and publish savings from Prop 47.

KPMG could most efficiently do this as a follow-up to their 2016 report on the criminal justice system efficiencies, but whether or not KPMG does it, an audit of Prop 47 savings is needed. There has been a lack of information about county savings from Prop 47 that could be reinvested toward health-producing resources such as treatment and services, despite multiple calls for this from community members. Los Angeles County Board of Supervisors passed a resolution requiring an audit of savings from Prop 47,<sup>211</sup> which resulted in finding county net savings of \$9.2 million.<sup>212</sup>

### 3. Increase housing options for people returning from jail and prison.

County mental health providers, housing services providers, and advocates for people involved in the criminal justice system all identified housing as an area of high need.

### 3. Conclusions and Recommendations

- a. **In existing housing assistance, prioritize people returning from prison and jail.** This population faces discrimination in addition to affordability issues.
  - b. **Partner with community-based organizations that provide housing services.** There are a variety of community-based organizations providing these services, many of which were identified in this report. When applying for any housing grants (be they through HUD, Prop 47 Board of State and Community Corrections RFPs, community development, or other funding sources), reach out to more community partners.
  - c. **Increase the amount of affordable housing created for all residents.**
4. **Increase the transparency of the county budget process.**

Riverside County publishes budget material online and has a public comment period, but much of the community remains unaware of how county funds are spent. Increasing transparency would include publishing budgeting information in a format easier for the layperson, increasing community outreach for comment periods, offering multiple public meetings for community education and review of the county budget, and convening a Citizen Budget Advisory Committee.
  5. **Gather and publish annually county funding of community safety, health, and social services to prevent crime and create healthy communities.**

This publication would include descriptions of the programs, contact information, amount of funding obtained through county and city government and foundation sources, number of participants served, race and ethnicity of those served, and program evaluations demonstrating evidence that the intervention works.
  6. **Increase access to employment services for those reentering from prison or jail.**

Workforce Development Centers (WDCs) receive about \$25 million annually, and yet only a small proportion of people leaving prison and jail know about their services. The Workforce Investment Board should provide information about WDCs to all those leaving incarceration and returning to Riverside County.
  7. **Increase treatment and services for youth and families, specifically.**

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Human Impact Partners (HIP) is a nonprofit organization whose mission is to transform the policies and places people need to live healthy lives by increasing the consideration of health and equity in decision making.

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