Los Angeles Basin Regional Plan Modification
Attachment A: Supervised Populations - Assessment of Need and Population Size (Draft)

The Assessment of Need and Population Size includes the following: 1) Overview of the size and demographics of the supervised population and the number of individuals released to the region annually from state prison; 2) An assessment of the types of services and a rationale as to why the services are needed to achieve long-term, livable wage employment outcomes; 3) The number of formerly incarcerated individuals served by the region's workforce system since July 2016 and data on rates of success; and 4) A description of how program partners will facilitate information sharing to evaluate need.

Part I   Overview of the Size and Demographics
Data Sources:
California Department of Corrections and Rehabilitation (CDCR) *Offender Data Points Report – Offender Demographics; period ending December 2017;* https://sites.cdcr.ca.gov/research/wp-content/uploads/sites/9/2018/07/Offender-Data-Points-as-of-December-31-2017-1.pdf)

LA County Probation Governance Study; February 2018, by Resource Development Associates Inc. - LA County Adult Probation System (APS)
http://file.lacounty.gov/SDSInter/probation/1033765_LAPGS_FinalMergedReport_20180206.pdf

LA County is California's most populous county, and historically, the top feeder into the state's prison system. The shift in management, under AB 109 Realignment, of non-violent, lower-level offenders from the California Department of Corrections and Rehabilitation (CDCR) state prison system to county jail, parole and probation systems – has had major impacts on the criminal justice landscape in Los Angeles County (LA County).

Table 1 below indicates nearly **one-third of the state's adult offenders are released to supervision in LA County annually**: half to State Parole supervision and half to LA Probation post-release community supervision (PRCS):

Table 1. RELEASED TO SUPERVISION	2015	2016	2017	Annual Average
Statewide Prison Releases to Parole and Probation PRCS	39,628	33,868	35,623	36,373
LA COUNTY				
Annual Releases to Parole Supervision	6,602	5,289	5,695	5,862
Annual Releases to Probation PRCS	5,264	4,612	4,665	4,847
Total	11,866	9,901	10,360	10,709
% of State Total	29.9%	29.2%	29.0%	29.4%

The average length of in-custody stay is higher among the more serious offenders released to Parole supervision than the lower-level offenders released to Probation PRCS:

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Average Length of Stay in State Prison

Released to Parole Supervision: 4.46 years

Released to LA Probation PRCS: 1.43 years

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Tables 2 – 5 are CDCR data profiles of "supervised populations" – individuals released from state prison to Parole or Probation PRCS in LA County. Data is similar for general probation population.

Table 2. Nearly one-half of supervised populations are between the ages of 25 and 39, with an average age of 38.2 years for males and 37.6 years for females; gender distributions are approximately 81% male and 19% female.

Age	%	Age	%
Under 18	0.0%	45 – 49	9.3%
18 – 24	12.0%	50 – 54	8.1%
25 – 29	18.7%	55 - 59	6.1%
30 – 34	15.8%	60 – 64	3.2%
35 – 39	13.8%	65 and Older	2.9%
40 – 44	10.0%		

Table 3. More than one-fourth of supervised populations are Black/African American, which is disproportionate to the racial makeup of LA County with a population of only 9% Black/African American:

Adults - 2017	Supervised	LA County US Census
Hispanic/Latino	40.2%	48.6%
Black/African American	26.4%	9.0%
White	26.1%	26.2%
Other	7.3%	16.2%

Table 4. Of the four most common offense types for supervised populations, Crimes Against Persons represent more than half of all offenses at 64.8%:

Adults - Type of Offense	%
Crimes Against Persons	64.8%
Property Crimes	16.5%
Drug Crimes	4.4%
Other Crimes	14.3%

Table 5. One-third of adults released from state prison have a Mental Health Designation, with most requiring some level of post-release care, particularly for co-occurring disorders:

| Mental Health Designation	Average %
Correctional Clinical Case Management System (CCCMS)	23.3%
Enhanced Outpatient Program (EOP)	6.9%
Total	30.2%

Recidivism. CDCR re-defined recidivism after Realignment as "conviction of a new felony or misdemeanor committed within three years of release from custody or committed within three years of placement on supervision for a previous criminal conviction." Recidivism data below is provided by CRDC for the most recent cohort of offenders released from state prison during Fiscal Year 2013-14 and tracked for three years.

Recidivism among supervised populations in LA County is 46.1%; with statewide predictors of recidivism as follows:

- **Crime Type:** Property and drug crime offenders are associated with higher recidivism rates, while offenders committing crimes against persons are associated with lower rates; overall, non-serious/non-violent offenders had the highest three-year conviction rates across all age groups when compared to the rates of offenders with serious and violent offenses.

- **Age:** As the age of offenders increases the recidivism rate decreases: rates are higher among young adult offenders: 18 and 19 (67.1%); 20 – 24 (58.9%) and 25 – 29 (52.2%); with lower rates among 50 – 54 (35.3%) 60 and over (21.5%).

- **Race/Ethnicity:** Hispanic/Latino offenders had the highest recidivism rate (47.6%), followed by White (46.8%), Black/African American (45.6%), and Asian/Pacific Islanders at (40.8%).

- **Mental Health Designation:** Across all age groups offenders with a mental health designation (EOP or CCCMS) at the time of release have higher recidivism rates than offenders without a mental health designation.

- **Substance Use Disorder Treatment (SUDT):** Parolees who received both pre- and post-release SUDT had the lowest recidivism rate at 40.2%; overall, the recidivism rate for offenders who received any type of SUDT was 47.1% indicating the significance of a continuum of care.

Geographic Distribution

The 2017-18 LA County Probation Governance Study indicates the highest counts of probation adults are located in the northeast area of Los Angeles near Lancaster; south between Los Angeles and Long Beach; and southeast near Pomona:
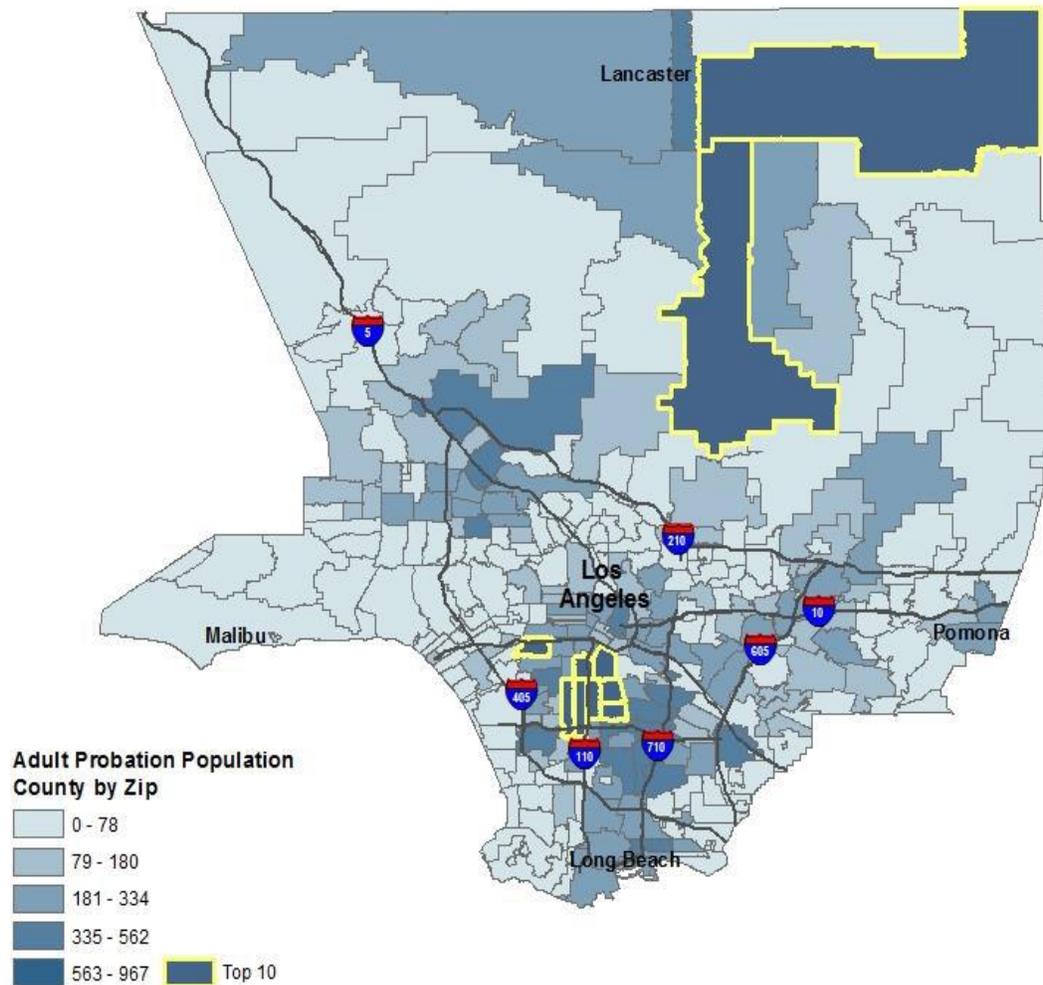
Table 6 indicates the top 10 zip codes with the highest counts of adults under probation supervision in Los Angeles County are:

LA County Zip Code	Adult Count
90044	967
90011	867
90003	817
93535	780
90037	737
93550	666
90016	646
90047	616
90002	562

Part II Assessment of the Types of Services Needed and Rationale

To determine the service needs of supervised populations, the LA Basin RPU conducted eight regional reentry forums/listening sessions and twelve stakeholder workgroup planning meetings in which service needs were assessed and service delivery strategies were recommended by more than 300 leaders and practitioners from workforce, education, labor, industry, service populations and community-based partners. The following is a summary of service needs and the rationale and recommendations for services from the three Workgroups: Reentry Services, Employment Engagement and System Alignment.

Quote from a formerly incarcerated individual:
"After spending 25 years in prison, life on the outside is overwhelming – you're not the same person leaving as when you entered. There are feelings of hopelessness. Family and friends have moved on, passed away or cut you out of their lives. There's no support from people who care. Everything has to be relearned."

A. Service Needs

1) Reentry Services

Housing: Supportive services to assist with short and long-term housing; temporary and transitional housing; and affordable, long-term public and private housing.

Mental health, substance use disorder treatment services: Trauma-informed care and treatment services; and resources for assessment and diagnosis.

Transportation: Supportive services for transportation while receiving services and during transition to self-sufficiency; buses for corrections agency to transport reentry populations to predetermined service centers when released; and resources to assist CBOs to purchase vans and buses for transport to services.

Case management and staff training: shared case management between service providers to reduce duplication, streamline transition between services and support concurrent delivery of multiple services; training in trauma-informed approaches for intake, assessment, case management and service delivery across all workforce and community-based service providers.

2) Education/Employment Services

Post-secondary education/training: Technical and vocational training programs tied to industry-recognized certifications in demand occupations; on-campus services to assist reentry populations in acclimating to the learning environment at adult schools and community colleges; and coordination with AJCCs for career ladder employment tied to post-secondary certifications.

Workforce development: Increase capacity to serve more reentry individuals; referral, data sharing, co-enrollment and co-case management with CBO service providers; soft-skills training and job search assistance tied to living-wage, career pathway jobs; marketing outreach to break down stigmas and stereotypes and promote the benefits to employers of hiring reentry populations; and incentives and supports to assist employers in hiring and training; retaining and advancing reentry populations.

Employment: Livable-wage, career pathway job opportunities; awareness of and compliance with the Fair Chance Act; apprenticeship training programs, transitional jobs, on-the-job training, and other earn and learn training programs.

3) System Alignment

In-Reach/pre-release services: In-custody education and training including basic education, relevant vocational skills; and cognitive and life skills training; in-reach services by reentry service providers (CBOs and AJCCs) to make meaningful in-custody connections for a more streamlined transition to post-release services.

Regional Electronic Referral and Data-tracking systems: Shared data between corrections, AJCCs and CBOs – system integration with CalJOBs; regional electronic database of reentry services and agencies (organized by city or zip codes) for access by reentry populations, service providers and corrections agencies; similar to 211.org or 1.Degree.org;

B. Rationale for Service Needs

LA County is California's most populous county, and historically, the top feeder into the state's prison system. The following provides a rationale as to why corrections workforce services are critically needed to address the impacts of AB 109 Realignment to communities in the Los Angeles Basin.

- **State Prison Releases:** CDCR reports 32,127 state prisoners released to supervision in LA County in a three-year period, 2015 to 2017; averaging 10,000 new releases annually with a 3-year recidivism rate of 46.1%; more than a third of released prisoners received in-custody mental health/substance use disorder treatment and will require ongoing treatment services in post-release; unemployment among reentry populations is estimated at more than 27% (Prison Policy Institute's "Out of Prison & Out of Work"2018);

- **LA County Sheriffs and Probation:** LA County Sheriff's Dept. (LASD) experienced a 25% increase in jail population currently averaging more than 16,000 inmates annually at 8 jail facilities; LA County Probation supervises an average of 60,000 non-AB 109 probationers annually at 19 LA area offices; averaging 27.6 months of supervision; and

- **Cost of Living Impacts:** With a diverse population of more than 10 million people, LA County's cost of living[1] is 43% higher than the national average; MIT living wage calculator indicates an hourly wage of $30.72 or $63,897 annually is needed for a family size of 4, with median earnings in the county well below at $48,682; more than 50,000 people are homeless due to affordable housing shortages; median home prices are near $600,000, 157% above the national average; and average monthly rent for a one-bedroom apartment is above $2,200.

Rationale/Recommendation #1 – Earn and learn training strategies to address work-readiness and vocational skill deficits. The lack of identification/right to work documents, soft skills and limited or no work experience were chief among the greatest labor market challenges. Paid, transitional employment, which is proven effective in building self-esteem, work-readiness and provides an immediate source of income, was determined the most effective strategy to address

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[1] PayScale; https://www.payscale.com/cost-of-living-calculator/California-Los-Angeles

this service need. According to an MDRC Study[2], recidivism rates are lower among reentry individuals who participate in transitional employment.

Rationale/Recommendation #2 – In-reach/outreach to identify high-needs supervised populations. Formal in-reach strategies will increase the number of high-needs populations receiving service. In-reach should be coordinated with jail-based providers such as Five-Keys and New Opportunities Charter Schools, which provide basic education and vocational training; cognitive, work readiness and life-skills training. Additionally, similar in-reach should be established with CDCR-contracted in-custody community facilities under the Male Community Reentry Program (MCRP) and Custody to Community Transitional Reentry Program for females (CCTRP). Meaningful pre-release connections and programming are needed to help in-custody individuals prepare for release, navigate transition back to community, and overcome short- and long-term barriers to reintegration.

Rationale/Recommendation #3 – Supportive services to address barriers related to housing, transportation, and mental health/substance use disorder treatment. Leveraged local and state resources will increase available funding for supportive services. More than 27% of reentry individuals are homeless and comprise a significant percentage of LA's 50,000 homeless population; and more than a third are diagnosed with mental health and/or substance use disorders and require treatment in pre-release. There are major deficits in affordable housing across the LA Basin with median home values just below $600,000 and monthly rents above $2,200. Additionally, public housing authorities restrict most reentry individuals, particularly when criminal history is deemed to affect the welfare of other tenants. Returning offenders are restricted from residing with a girlfriend or family member living in public housing - many end up homeless within the community.

Rationale/Recommendation #4 – Wraparound case management to improve program participation and completion rates and performance outcomes. Continuity of care is driven by an effective case management process that begins with a meaningful in-custody connection followed by a "strong handoff" transition to community-based care that continues through completion of services. Shared case management between multiple providers supports high rates of successful participation and completion; and intensive case management is critical particularly during treatment for co-occurring disorders. Additionally, lived-experience mentoring and peer support; lower ratio of clients to case managers; co-enrollment in order to leverage resources among CBOs and AJCCs; and CBO and AJCC case management staff training will significantly impact participation and completion rates and performance outcomes.

Rationale/Recommendation #5 - Ongoing mechanisms for information: Ongoing planning among stakeholders is needed to support data driven decision-making and continuous program improvement; and scale-up best practices such as shared and wraparound case management, co-located services, transitional employment. The three stakeholder workgroups should continue to meet, perhaps quarterly, to share ideas and review progress.

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[2] MDRC, www.mdrc.org/publication/subsidized-employment-strategy-bad-economic-times-and-hard-employ

Part III The number of formerly incarcerated individuals served by the region's workforce system since July 2016 and rates of success. *Data Source: CalJOBs, EDD Base Wage; FY July 1, 2016 to June 30, 2016; data provided by six of the seven LA Basin RPU WDBs; duplicated counts may occur in data breakdown, but all totals are an unduplicated count.*

Table 7. Reentry employment data by local WDB area and economic region:

Economic Region	Local WDB – Placement in Employment	Number Placed in Employment
Antelope Valley	LA County WDB	23
Central LA	LA City WDB	147
Gateway Cities	SELACO WDB, Pacific Gateway WDB, LA County WDB	156
San Fernando Valley	Verdugo WDB, LA City WDB, LA County WDB	73
San Gabriel Valley	Foothill WDB, LA City WDB	58
Santa Clarita	LA County WDB	9
South Bay	South Bay WDB, LA City WDB, LA County WDB	97
Westside	LA City WDB, LA County WDB	36
Unknown Region	All	1,826
Total Unduplicated Count		**2,218**

Table 8. Reentry employment by sector and median hourly wage:

*Sector Type	Sector Name	Unduplicated Placement	Median Hourly Wage	%
High Growth	Construction	181	$15.00	10.19%
	Entertainment and Infotech	32	$11.25	1.85%
	Health Services	80	$12.00	4.42%
	Leisure and Hospitality	208	$11.00	11.36%
	Selected Manufacturing	48	$13.00	2.66%
	Trade and Logistics	223	$13.75	12.53%
	Summary Total	**765**	**$12.00**	**40.49%**
Non-High Growth	Education	188	$11.00	10.05%
	Finance	44	$15.00	2.75%
	Natural Resources and Mining	14	$14.00	0.72%
	Other Entertainment and Infotech	3	$13.50	0.18%
	Other Leisure and Hospitality	28	$14.68	1.67%
	Other Manufacturing	96	$16.00	5.50%
	Other Services (excluding Public Administration)	80	$11.50	5.09%
	Professional and Business Services	822	$11.00	43.19%
	Public Administration	25	$15.00	1.13%
	Retail Trade	161	$10.50	8.93%
	Sector Unknown	211	$11.35	
	Utilities	2	$20.00	0.09%
	Summary Total	**1,588**	**$11.50**	**67.40%**
	Grand Total	**2,218**	**$12.00**	**100.00%**

High and Non-High Growth Sector delineation by the LA Economic Development Corp., Los Angeles: People, Industry and Jobs, 2016-2021, June 2017

Table 9. Living wage calculation:

Hourly Wages	1 Adult	2 Adult/1 Working 1 Child	2 Adults/1 Working 2 Children	2 Adults/1 Working 3 Children
Living Wage	$14.36	$27.91	$30.72	$35.83
Poverty Wage	$5.84	$9.99	$12.07	$14.14
Minimum Wage	$11.00	$11.00	$11.00	$11.00

Source: MIT's Living Wage Calculator; http//:livingwage.mit.edu/

The living wage is calculated as the hourly rate that an individual must earn to support their family, if they are the sole provider and are working full-time (2080 hours per year). All values are per adult in a family unless otherwise noted. The state minimum wage is the same for all individuals, regardless of how many dependents they may have. The poverty rate, typically quoted as gross annual income, has been converted to an hourly wage for the sake of comparison.

Table 8 indicates the majority of workforce system job placements were in Professional and Business Services followed by Leisure and Hospitality, and Trade and Logistics. The $12.00 average wage at placement is slightly above the $11.00 minimum wage and below the living wage of $14.36 for a family size of 1; and more than 50% below the living wage of $27.91 for 2 adults and 1 child with 1 adult working. Overall, efforts are needed to increase living wage jobs in high demand industries and occupations.

Additionally, table 10 indicates the Los Angeles City/County Minimum Wage is higher than the state's minimum wage in table 9:
(Swipeclock Workforce Management: https://www3.swipeclock.com/blog/california-minimum-wage-across-cities-towns-2018-guide-employers/)

Table 10. LA City/County Minimum Wage:

	Small Employer (1-25 employees)	Large Employer (26+ employees)
July 1, 2019	$13.25	$14.25
July 1, 2020	$14.25	$15.00
July 1, 1021	$15.00	

Part IV How Program Partners Will Facilitate Information Sharing and Evaluate Need

A dynamic planning structure was replicated from the region's Healthcare SlingShot project to facilitate information sharing and evaluation of needs. As referenced in Part II, three workgroups were formed: *Reentry Services, System Alignment and Employer Engagement*, each led by one or more WDBs, facilitated by subject matter experts and featuring the participation of Parole and Probation, industry, education, CBO, labor and workforce stakeholders. Operational protocols were established to ensure 1) the needs of reentry individuals are placed at the center of panning; 2) alignment with the LA County Community Corrections Partnership (CCP) Plan; 3) fostering relationships built upon strategic partnerships; 4) utilizing promising and best practices in the delivery of services; 5) leveraging federal, state and local assets; and 6) data-informed decision-making at the individual participant and system level. Executive Directors of the 7 WDBs function as the Leadership Team overseeing and approving Workgroup activities.

As the region moves forward to P2E implementation, the workgroups will convene quarterly to track critical data elements over time to monitor improvements and identify areas of need. At least 14 Reentry Hubs will be located in the 7 WDB areas, based upon the concentration of reentry individuals. The Reentry Hubs will be comprised of the Parole and Probation field offices, a CBO Intensive case management team with lived-experience community health workers, post-secondary schools and AJCCs all working collaboratively to deliver pre- and post-release services to a targeted reentry population. Reentry Hub partners will convene in their local areas monthly during the first year of implementation to review individual client data on barriers, participation in services, and achievement of benchmarks and outcomes. Representatives will be assigned from each Reentry Hub to participate in quarterly Workgroup meetings to review aggregate data for system evaluation and improvement.