

# Words to Deeds

April 1, 2021

**Successful Reentry/Transition from  
the California Department of  
Corrections and Rehabilitation:**

***Identification of Barriers and  
Solutions to Address Them***



**CALIFORNIA CORRECTIONAL  
HEALTH CARE SERVICES**



*Building bridges to prevent incarceration*



# Senate Bill (SB) 369 Veto Message Mandate

Brenda Grealish, Executive Officer, Council on Criminal Justice and Behavioral Health

Kevin Hoffman, Deputy Director, CDCR Division of Rehabilitative Programs

Jamal Rowe, Chief Deputy Administrator, CDCR Division of Adult Parole Operations

Lisa Heintz, CCHCS Director, Legislation and Special Projects, Integrated Substance Use  
Disorder Treatment



# SB 369 (Hertzberg)

- SB 369 would have established the California Reentry Commission, which would have been tasked with developing a new health and safety agenda for those returning home from custody, reviewing the barriers to reentry and coordinating with other entities to establish a grant program for reentry service providers.
- SB 369 passed both the Assembly and the Senate in the 2019 Legislative Session, but was vetoed by the Governor.



# SB 369 Veto Message Mandate

The Governor's veto message of SB 369 directed CDCR and CCJBH to *“engage with stakeholders, evaluate the barriers to reentry and determine what steps need to be taken to overcome those barriers.”*



# Project Overview

- CDCR/CCHCS' Transition Team (Division of Adult Parole Operations, Division of Rehabilitative Programs, Integrated Substance Use Disorder Treatment Program) and CCJBH, with input from targeted stakeholders, developed the posted initial draft of the "SB 369 Barriers Table."
  - Preliminary information was gathered via a review of published reports from the:
    - ✓ National Institute of Corrections
    - ✓ National Institute of Justice
    - ✓ Council on State Governments Justice Center
    - ✓ National Reentry Resource Center
    - ✓ Substance Abuse and Mental Health Services Administration



# Project Overview (continued)

- The CDCR/CCHCS Transition Team and CCJBH sought initial feedback on the SB 369 Barriers Table from the following entities:
  - CCJBH Diversion/Reentry Workgroup Councilmember Policy Advisors
  - Legislative Staff and Advocates Involved With SB 369
  - CCJBH's Lived Experience Program Advisory Group
    - Anti-Recidivism Coalition
    - CalVoices
    - Los Angeles Regional Reentry Partnership
    - Transitions Clinic Network
  - National Expert from the Council on State Governments
- The CDCR/CCHCS Transition Team and CCJBH is now seeking broad stakeholder input to ensure a comprehensive inventory of reentry/transition barriers, and steps (strategies) to overcome them, are captured.



# Project Overview (continued)

- SB 369 Stakeholder Engagement opportunities are as follows:
  - This CCJBH Diversion/Reentry Workgroup Meeting (March 19<sup>th</sup>)
  - SB 369 Regional Lived Experience Focus Groups (March 22<sup>nd</sup> and 25<sup>th</sup>)
  - The Annual Forensic Mental Health Association Conference, Words to Deeds Track (April 1<sup>st</sup>)
  - The CCJBH Full Council Meeting (April 30<sup>th</sup>)
  - Two-week public comment period to follow each stakeholder event.
- Information captured from these events will be documented in a final report to the Governor's Office to satisfy the SB 369 Veto Message mandate, which is targeted for submission in July 2021.
- After submitting the Barriers Inventory to the Governor's Office, the CDCR Transition Team, with support from CCJBH, will develop an Action Plan that addresses barriers to reentry by implementing solutions through a coordinated strategy that engages other entities, as needed and appropriate.



# SB 369 Discussion Format

- The CCHCS ISUDT, CDCR Division of Rehabilitative Programs and CDCR Division of Adult Parole Operations will present the system, program/provider and individual level barriers that have been identified to date.
- Discussion will then open to meeting participants, which will be centered on questions to ensure that the barriers identified are accurate, to capture additional barriers if any are missing, and to gather feedback on steps (strategies) to address the identified barriers.
- Participants should reference the draft SB 369 Barriers Table during the discussion as additional information, such as the solutions and strategies identified to date, is provided that is not reflected on the PowerPoint slides.





# SYSTEM LEVEL BARRIERS

*(11 barriers identified thus far)*



# Barrier 1.1 - *System-Level*

## ***System Coordination Within and Between State Departments***

- There is limited coordination across and within state-level agencies that serve the criminal justice population.



# Barrier 1.2 - *System-Level*

## ***System Coordination Between State and Local Level Entities***

- There is limited coordination across state-level and local level agencies that serve the criminal justice population. Processes, regulations, and timelines may be misaligned.



# Barrier 1.3 - *System-Level*

## ***System Coordination Between Local Level Entities***

- There is limited coordination across local level entities that serve the criminal justice population.



# Barrier 1.4 - *System-Level*

## ***Misaligned or Insufficient Funding Sources***

- Service providers may not always be aware of available funding sources or the appropriate use of funds. Funds may be insufficient.



# Barrier 1.5 - *System-Level*

## ***Data and Information Sharing Challenges Between CDCR and County Departments / Entities***

- Concerns about liability for potential breaches sometimes prevent county departments / entities (such as Managed Care Plans) from establishing data-sharing agreements with State departments, such as CDCR.



# Barrier 1.6 - *System-Level*

## ***Data and Information Sharing Challenges between County Departments and their Contracted Providers / CBOs***

- Data sharing from county departments to their contracted providers / CBOs can be limited, which prevents or delays the flow of information that providers/CBOs need to provide services.



# Barrier 1.7 - *System-Level*

## ***Changes to Policies and Programs that are Difficult to Implement, Fail to Address Identified Issues and Fail to Obtain Practical Ideas From a Broad Range of Stakeholders***

- Often laws are enacted that address very small segments of the reentry population or the reentry population within a certain district, and often are developed without input from reentry stakeholders.





# Barrier 1.8 - *System-Level*

## ***Insufficient / Inappropriate Services for Criminal Justice Population***

- Mental Health Courts and other types of specialized services are not always available, so service needs may go unaddressed or inappropriately addressed.



# Barrier 1.9 - *System-Level*

## ***Limited Service Capacity for the Criminal Justice Population***

- It can be difficult to find placements that are close to the release county and comply with parole conditions.



# Barrier 1.10 - *System-Level*

## ***Medi-Cal Provider Enrollment is Too Complex***

- Medi-Cal certification is difficult and labor-intensive, which can deter providers from participating.



# Barrier 1.11 - *System-Level*

## ***Inconsistent Discharge Planning Practices***

- Not all individuals receive pre-release discharge planning.



# PROGRAM/PROVIDER LEVEL BARRIERS

*(6 barriers identified thus far)*



# Barrier 2.1 – *Program/Provider-Level*

## ***Insufficient Cross-Training of Service Providers***

- There are inadequate opportunities for service providers across the behavioral health, primary care, criminal justice, and other systems to become familiar with one another's systems.



## Barrier 2.2 – *Program/Provider-Level*

### ***Low Program Fidelity and Implementation of Ineffective Programming***

- Some programs have been documented as effective, but they may not be implemented in the way that the curricula dictate. Other programs may not have been evaluated rigorously.



## Barrier 2.3 – *Program/Provider-Level*

### ***Lapsed Benefits After Release***

- Incarceration in prison can result in suspended benefits, such as Medi-Cal, SSI, VA, SNAP, and housing. People are released with benefits that are no longer active and struggle with navigating, accessing and reinstating previous benefits.





# Barrier 2.4 – *Program/Provider-Level*

## ***Limited Continuity of Care After Release***

- All too often, individuals who are receiving services while incarcerated do not continue to receive those services in their community and, if they do, it is not necessarily informed by the treatment they received while incarcerated.



# Barrier 2.5 – *Program/Provider-Level*

## ***Service Coordination and Program Placement When Medical Needs Increase Post-Release***

- People are placed into post-release programming based on their needs while incarcerated, and it can be difficult to coordinate services for releases whose health declines after release.



# Barrier 2.6 – *Program/Provider-Level*

## ***Limited Outreach and Engagement***

- Individuals transitioning from incarceration may have limited knowledge of recovery-oriented activities that can support reintegration.



# INDIVIDUAL LEVEL BARRIERS

*(15 barriers identified thus far)*



# Barrier 3.1 – *Individual-Level*

## ***Unmet Housing Need and Homelessness***

- There are significant living restrictions on individuals transitioning from incarceration. Many of these restrictions are placed without regard for rehabilitation or potential to reoffend.



# Barrier 3.2 – *Individual-Level*

## ***Medi-Cal Enrollment and Activation***

- Due to last-minute changes in county of release, individuals may be enrolled in a plan for a different county than they are released to, and it takes at least 30 days to transfer Medi-Cal, leading to delays in care.
- When individuals are released earlier than anticipated, counties do not activate their Medi-Cal until their original release date. Individuals have to contact their county Medi-Cal office to activate, which can lead to delays in care.



# Barrier 3.3 – *Individual-Level*

## ***Unmet Health Care Needs***

- Individuals who received health and behavioral health care services while incarcerated may not opt to continue those services after release.



# Barrier 3.4 – *Individual-Level*

## ***Trauma and Culture Shock***

- Many incarcerated individuals have histories of trauma, and incarceration itself can be traumatizing. In addition, returning citizens, especially those who were incarcerated for long periods, can become overwhelmed with the culture shock of reentry/transition.





## Barrier 3.5 – *Individual-Level*

### ***Unaddressed Criminogenic Risks/Needs***

- Community-based programs do not consistently provide interventions to address criminogenic risks and needs. Specific programs, such as those that address criminal thinking, anger management, negative peer associations, family relationships, etc., may not be widely available.



# Barrier 3.6 – *Individual-Level*

## ***Challenged Family Relationships***

- Contact between incarcerated individuals and their families is often limited (for a variety of reasons), putting stress on family relationships and limiting availability of family support upon release. Regaining custody of children is a challenge.



# Barrier 3.7 – *Individual-Level*

## ***Limited Human Capital and Poverty***

- Formerly incarcerated people often have lower levels of education and employment, and face barriers to education and employment post-release, such as legal barriers that preclude licensure and certification.



# Barrier 3.8 – *Individual-Level*

## ***Fines, Fees, and Restitution***

- Fines, fees, and restitution imposed by the criminal justice system exacerbate financial difficulties.



# Barrier 3.9 – *Individual-Level*

## ***Lack of Identification***

- A lack of state-issued identification makes it difficult to apply for benefits upon release from incarceration.



# Barrier 3.10 – *Individual-Level*

## ***Limited Access to Transportation to Treatment / Intervention Services***

- A lack of reliable transportation makes it difficult to receive necessary health and criminogenic risks/needs interventions.



# Barrier 3.11 – *Individual-Level*

## ***Limited Access to Appointments, such as Court Dates***

- There may be insufficient appointments available, or appointment processes may be difficult to navigate.



# Barrier 3.12 – *Individual-Level*

## ***Limited Access to a Bank Account and Limited Financial Literacy***

- Lack of knowledge about good financial practices can lead to difficulty with establishing a strong financial foundation. Formerly incarcerated people may not have bank accounts or credit.





## Barrier 3.13 – *Individual-Level*

### ***Limited Familiarity with Opportunities for Support and Healthy Activities***

- Individuals may be released outside of where they used to reside, and they may be unfamiliar with resources in that community.



# Barrier 3.14– *Individual-Level*

## ***Special Considerations for Youth and Older People Transitioning from Incarceration***

- Both older and younger people transitioning from incarceration require a special level of care.



# Barrier 3.15 – *Individual-Level*

## ***Special Considerations for Individuals Convicted of Sex Offenses***

- Sex offenders' social stigmas and legal limitations should be considered when pursuing social welfare programs.



# Open Discussion

- *Are the reentry/transition barriers that were presented today accurate?*
- *Are there any reentry/transition barriers missing? If so, what is missing?*
- *What steps can be taken to address the identified barriers?*



# Next Steps

- Public comment on the reentry/transition barriers and strategies to address them may be submitted to CCJBH at [CCJBH@cdcr.ca.gov](mailto:CCJBH@cdcr.ca.gov) by COB on Thursday, April 15<sup>th</sup>.
- The final draft of the SB 369 Barriers Table will be presented at the CCJBH Full Council Meeting on Friday, April 30<sup>th</sup>, with a final two-week public comment period to follow.
- The CDCR/CCHCS Transition Team and CCJBH will draft a final report summarizing the research feedback captured from the stakeholder meetings, with a target date to submit to the Governor's Office in July 2021.



**NEXT CCJBH FULL COUNCIL MEETING:**

Friday, April 30, 2021 2:00-4:30PM

**NEXT DIVERSION/REENTRY WORKGROUP MEETING**

Friday, June 18, 2021 1:00-3:00PM

***THANK YOU FOR YOUR PARTICIPATION!***

**ADJOURN**

