2022

# SAFE LANDING PROJECT

## Pilot Year 1 Learning Report

**Abstract:** Safe Landing Project (SLP) is a new and innovative pilot project. This report is a critical learning tool for SLP stakeholder groups. It presents a summary of the qualitative and quantitative data collected through Year 1 (June 2020 – June 2021) of the SLP pilot and a set of lessons learned to help identify successes and challenges to date and to inform future SLP programming and evaluation efforts.

PREPARED FOR: ALAMEDA COUNTY BEHAVIORAL HEALTH

alameda county
behavioral health
MENTAL HEALTH & SUBSTANCE USE SERVICES

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# Acknowledgements

The Bridging Group would like to thank Alameda County Behavioral Health and Alameda County Sheriff's Office for supporting the pilot of this innovative program and its corresponding evaluation. Also, we acknowledge and thank the dedicated staff from Roots Community Health Center for their commitment, collaboration, and hard work on this pilot program and evaluation. Finally, we give deep appreciation to the Safe Landing participants, who shared their stories through participation in evaluation surveys and interviews.

# Definition of Terms

| TERM | DEFINITION |
|---|---|
| **5150 Hold** | California legislative code that allows an adult who is experiencing a mental health crisis to be involuntarily detained for a 72-hour psychiatric hospitalization to determine if the person is a danger to others, him or herself, or gravely disabled |
| **ACBH** | Alameda County Behavioral Health, a department of Alameda County Health Care Services Agency |
| **ACSO** | Alameda County Sheriff's Office |
| **ACGSA** | Alameda County General Services Agency |
| **AFBH** | Adult Forensic Behavioral Health; a subdivision within ACBH's Department of Forensics, Reentry, and Diversion |
| **Encounter/ Immediate Release Support** | Program participant visits the Safe Landing Project site immediately after release from jail for support such as food, snacks, hygiene kit, COVID-19 prevention supplies, clothing, project information, or transportation but does _not_ provide contact information for follow-up support |
| **Engagement/ Follow-up Support** | Program participant visits the Safe Landing Project site immediately after release for encounter support _AND_ indicates they may be interested in follow-up support; staff collects contact information, completes benefits screening (CalFresh, Medi-Cal, and Homeless Management Information System-HMIS), completes screening for other service needs, provides information on Roots programs, or provides information and referrals to other community services providers |
| **FSP** | Full Service Partnership program funded and facilitated by ACBH that includes multidisciplinary teams to provide intensive wrap-around services for people with serious mental illness who are homeless, involved in the justice system, or have high utilization rates of crisis psychiatric services |
| **HMIS** | Homeless Management Information System is an Alameda County data collection system used to provide an accurate view of service needs and effectiveness of homeless programs within the County |
| **IOP** | Intensive Outpatient Program – intensive behavioral health services in an outpatient setting usually including individual and group level services |
| **Released from SRJ** | As reported by Alameda County Sheriff's Office, people who are released and walk out of the Santa Rita Jail to the parking lot |

| | |
|---|---|
| **Roots** | Roots Community Health Center; a community non-profit agency contracted with ACBH to provide services for the Safe Landing Project pilot project |
| **SLP** | Safe Landing Project |
| **SLP Service Population** *(target population)* | 80% of the total number of people released from Santa Rita Jail on the days and times of Safe Landing Project operation |
| **SRJ** | Santa Rita Jail (Alameda County Jail) |
| **TBG** | The Bridging Group; a community consulting and evaluation group, contracted with ACBH to evaluate the SLP pilot project |

# Pilot Project & Evaluation Overview

# Pilot Project Overview

Alameda County Behavioral Healthcare (ACBH) funded Roots Community Health Center (Roots) in January 2020 to develop and facilitate a three-year pilot of the Safe Landing Project (SLP). SLP is intended to serve as a safe space to provide immediate release support services and connections to additional community resources for people released from Santa Rita Jail, especially for people with mental illness, co-occurring disorders, substance use disorders, or who are homeless or unhoused at time of release.
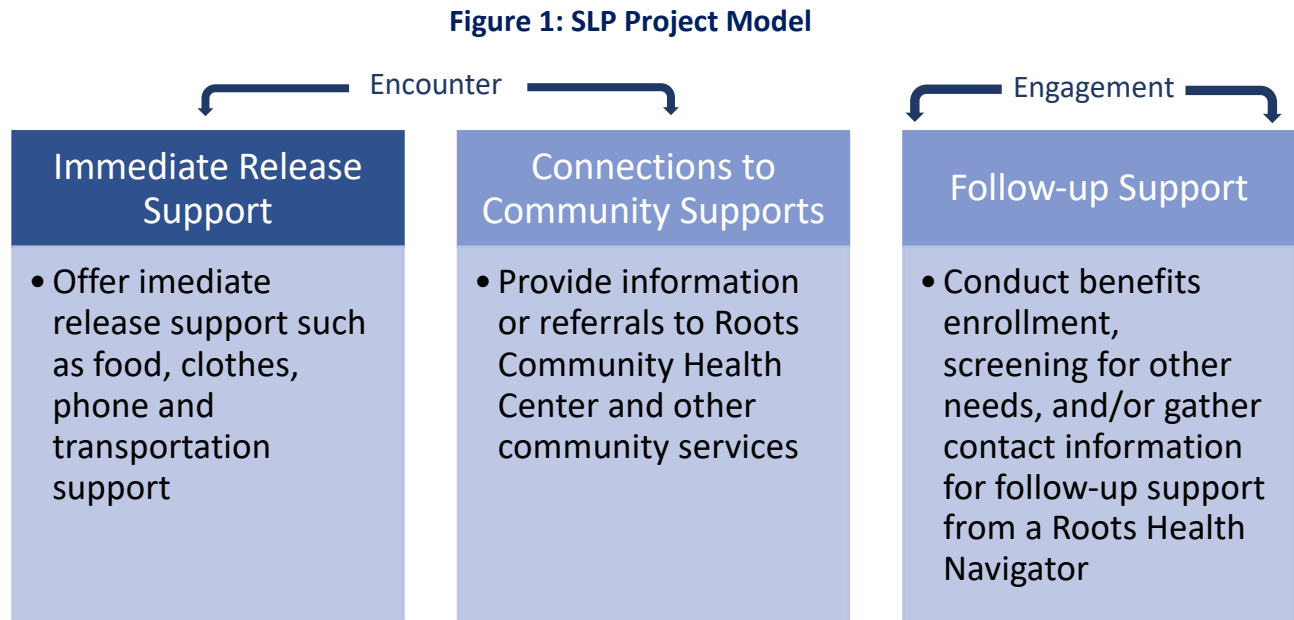


## Pilot Project Program Goals and Objectives

➢ Provide a safe place for adults to go when released from Santa Rita Jail to obtain post-release support services;

➢ Connect people immediately to resources to meet urgent and essential needs;

➢ Connect people with short- and long-term support services;

➢ Reduce utilization of emergency medical and psychiatric services within seven days of release;

➢ Prevent unforeseen circumstances or reincarceration immediately following overnight release; and

➢ Gain a deeper understanding of the diverse and immediate needs of individuals released from jail.

## Safe Landing Project Program Model

To meet the goals for the SLP pilot, the Roots team and ACBH staff developed the SLP Program Model presented in Figure 1.

**Figure 1: SLP Project Model**

Encounter

Engagement

| Immediate Release Support | Connections to Community Supports | Follow-up Support |
|---|---|---|
| • Offer imediate release support such as food, clothes, phone and transportation support | • Provide information or referrals to Roots Community Health Center and other community services | • Conduct benefits enrollment, screening for other needs, and/or gather contact information for follow-up support from a Roots Health Navigator |

## Safe Landing Project Launch and Operations During COVID-19

In collaboration with ACBH and despite delays related to the COVID-19 pandemic, Roots successfully **_launched the pilot of SLP on June 22, 2020_**. While initially intended to operate during the overnight time period, due to COVID-19 adjusted ACSO release schedules and modified BART operations, the hours of SLP operations were shifted to 2:00 pm to 10:00 pm. These hours were determined based on ACSO release patterns. Given the highest volume of releases remains during this 8-hour period, SLP continues to operate the program seven days a week from 2 pm – 10 pm daily. SLP staff was also not able to provide direct transportation for SLP participants in Year 1 due to the COVID-19 risk. Thus, SLP pivoted to provide transportation support via arrangement and payment for Uber or other rideshare services or use of SLP cell phone to aid participants in arranging their own rides.

### Roots Shuttle Service

With an additional grant from the Alameda County Probation Department, Roots launched the Roots Shuttle Service at Santa Rita Jail in November 2021. The Roots Shuttle Service departs every 30 minutes from SJR, beginning at 9 am, with its last departure from the jail at 11:30 pm. Most shuttle rides take passengers from SRJ to the Dublin BART station, with two longer rides scheduled to take passengers to the Eastmont Transit Center in Oakland at 3 pm and 9:30 pm daily.

# Evaluation Overview

In June 2020, ACBH contracted with The Bridging Group (TBG) to complete an evaluation for the three-year pilot of the Santa Rita Jail Safe Landing Project (SLP). The desired goal of the evaluation of SLP is to demonstrate the feasibility and effectiveness of ACBH's innovative approach toward addressing the significant gap in services immediately available to support the most vulnerable people leaving Santa Rita Jail each night, including people who are homeless, have unstable housing, and/or have mental health issues or substance use disorders.

## Evaluation Goals

1. **Understand the feasibility** of creating a drop-in center that is available on site every night at Santa Rita Jail to serve as a temporary safe space for people immediately after release;

2. **Document the effectiveness and impact** of providing a service space for people immediately upon release from jail that offers basic needs, resources, transportation, and connections to services within 24 hours after release;

3. **Examine linkage to community behavioral health care and other support services** and **recidivism rates** for people who utilize Safe Landing Project services compared to people released from Santa Rita Jail who are not involved in the project.

## Evaluation Timeline

Over the first full year of program operation, from June 20, 2020 – June 30, 2021, TBG developed and pilot-tested the SLP evaluation. This work included 1) developing data collection instruments and tools, 2) creating an online data collection system, 3) establishing data sharing systems with ACBH, Roots, and the Alameda County Sheriff's Office (ACSO), and 4) facilitating an ongoing data sharing and analysis feedback loop for the SLP stakeholder team, to help to inform project progress and improvements. Figure 2 provides an overview of the SLP evaluation timeline.

**Figure 2: SLP Evaluation Timeline**

Contract Award
June 2020

Evaluation Planning Phase
July – Oct 2020

Evaluation Pilot
Nov 2020-June 2021

Revamp & Full Launch
July 2021

# Evaluation Methods

## Collaborative Evaluation Approach

The evaluation team from TBG has taken a collaborative approach to designing, implementing, and analyzing the outcomes of the SLP evaluation. This collaborative approach includes engaging key staff from ACBH and Roots at every step of the process. For example, from the beginning of the contract period, TBG staff began meeting regularly with ACBH and Roots staff to gather input for the evaluation design and evaluation tools. In addition, TBG staff hosts one of two bi-monthly full SLP stakeholder team meetings to discuss data collection efforts, address quality assurance issues, and troubleshoot data collection issues. TBG staff also presents monthly data snapshots to serve as a continuous data feedback loop to help inform program progress, discuss improvements, and interpret results.

## Evaluation Methodology Overview

To evaluate the Safe Landing Project, the TBG evaluation team facilitated quantitative and qualitative data collection activities. Table 1 summarizes data collection activities and is followed by a brief description of data collection methods for each data category or activity.

| Table 1: Data Collection Activities | | | |
|---|---|---|---|
| **Quantitative Data Collection** | | | |
| Data Category | Source | Data Domains | Frequency |
| **Santa Rita Jail Release Data** | ACSO | Number of people released from Santa Rita Jail | Weekly data summaries |
| **Immediate Release Support** | SLP Project Staff | Participant demographics, immediate-release support services provided, transportation, identification of benefits and additional service needs, and referrals to community resources | Daily via online data reporting system |
| **Follow-Up Services** | Roots Databases/ Administrative Staff | Follow-up contact and facilitated referrals to Roots services | Monthly via online data reporting system |
| **Outcomes** | ACBH Data Services | At 0-7 and 0-90 days post-release: number of emergency primary care visits, general primary care visits, involvement in mental health services at all levels, number of people with involuntary 5150 holds, number of people involved in collaborative court, and return to jail | Monthly via secure data matching database |

| Qualitative Data Collection | | | |
|---|---|---|---|
| Data Activity | Source | Data Domains | Frequency |
| **Site Visits** | TBG Evaluation Staff | Program observations | Quarterly |
| **Participant Interviews** | TBG Evaluation Staff | Knowledge and perception of SLP services and additional support that may be helpful upon release | Semi-annually |
| **Staff Interviews** | TBG Evaluation Staff | Program progress, accomplishments, challenges encountered, and potential program improvements | Quarterly |

## Quantitative Data Collection Methods

**SRJ Release Data**

Provided by ACSO via a weekly summary of the number of people released from Santa Rita Jail and sent to ACBH and then forwarded to Roots and TBG staff;

**Immediate Release Support Data**

Collected daily by SLP staff working at the jail via an online data reporting system. Data collected included information on participant demographics, immediate-release support services provided (including transportation), identification of benefits and additional service needs, and referrals to community resources;

**Follow-up Service Data**

Collected and reported monthly from Roots Program Administration staff via an online data reporting system. Data were retrieved from various Roots organizational databases and included information on follow-up contact with participants and facilitated referrals to Roots services;

**Outcome Data**

Provided by ACBH Data Services via a secure data matching system for all SLP participants who engaged in SLP services and provided follow-up contact information. Data were provided on the number of outcomes, including emergency primary care visits, general primary care visits, involvement in mental health services at all levels, involuntary 5150 holds, participation in collaborative court, and return to jail at 7 days and 90 days post-release.

## Qualitative Data Collection

### Site Visits

To facilitate ongoing process evaluation and monitoring of facilitators and barriers toward achieving project goals and objectives, TBG completed quarterly site visits to the Safe Landing Project to participate in program observations, facilitate brief interviews with a sample of participant users, and complete more in-depth interviews with SLP field staff. **TBG completed ten days of SLP site visits in Year 1.**

### Participant Interviews

The participant interviews aimed to collect data to supplement the quantitative data submission and gather further information documenting program effectiveness, participant satisfaction, and program impact from the participant's perspective. Given the limited time evaluation staff had to engage with participants before they departed the jail parking lot, the interviews were designed to be brief 5-10 minute discussions. The interviews focused on gaining the participants' knowledge or perception of the services offered at SLP and additional supports that may be helpful upon release. Participants were provided a $20 incentive gift card at the time of their interview to compensate them for their time. **TBG completed 19 interviews with SLP program participants in Year 1.**
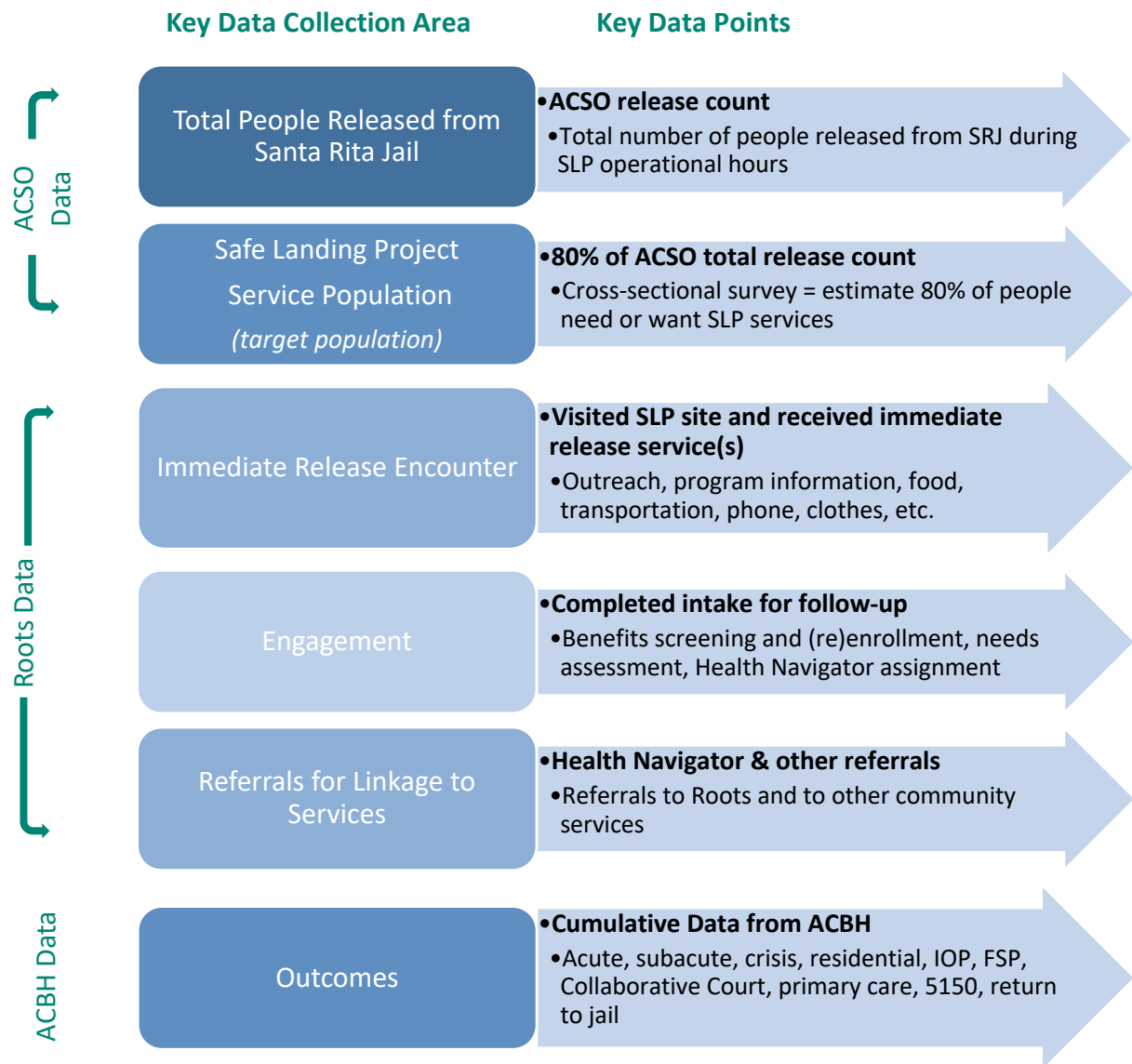
### Staff Interviews

The purpose of the staff interviews was to collect information regarding program development, program improvement, and the potential impact, such as strategies of participant engagement, suggested areas of project improvement, and lessons learned about the project. During site visits, TBG conducted 30-45 minute qualitative interviews with key project staff responsible for facilitating the program at the jail. The focus of these interviews was to gain an on-the-ground knowledge of program progress, accomplishments to date, challenges encountered, and potential program improvements from staff most directly connected to the pilot program. **TBG completed five interviews with SLP program staff in Year 1.**

# Evaluation Design

Figure 3 provides an overview of the SLP Evaluation Design, including the six key areas of data collection and an overview of key data points collected in each area.

**Figure 3: SLP Evaluation and Data Collection Design**

| Key Data Collection Area | Key Data Points |
|---|---|

**ACSO Data**

**Total People Released from Santa Rita Jail**
- **ACSO release count**
  - Total number of people released from SRJ during SLP operational hours

**Safe Landing Project Service Population** *(target population)*
- **80% of ACSO total release count**
  - Cross-sectional survey = estimate 80% of people need or want SLP services

**Roots Data**

**Immediate Release Encounter**
- **Visited SLP site and received immediate release service(s)**
  - Outreach, program information, food, transportation, phone, clothes, etc.

**Engagement**
- **Completed intake for follow-up**
  - Benefits screening and (re)enrollment, needs assessment, Health Navigator assignment

**Referrals for Linkage to Services**
- **Health Navigator & other referrals**
  - Referrals to Roots and to other community services

**ACBH Data**

**Outcomes**
- **Cumulative Data from ACBH**
  - Acute, subacute, crisis, residential, IOP, FSP, Collaborative Court, primary care, 5150, return to jail

Given SLP is a new and innovative pilot project, this report is a critical learning tool for SLP stakeholder groups. It presents a summary of the qualitative and quantitative data collected through Year 1 of the SLP pilot and a set of lessons learned to help identify successes and challenges to date and to inform future SLP program and evaluation efforts.

# Data Summary

# Data Summary Overview

Information presented in the data summary describes four key areas: 1) total number of people served, 2) demographics for people served, 3) services provided, and 4) participant outcomes at 0-7 days and 0-90 days after release. The total count for the number of people served was collected for the entire Year 1 (June 2020 – June 2021). All data presented after the total count, including information on participant demographics, types of services provided, and participant outcomes, represents more in-depth information collected for people who became involved with SLP after TBG launched the SLP evaluation pilot (November 2020 – June 2021).

## Number of People Served

In total, 3,720 people were served by SLP during Year 1 of operations from June 20, 2020, through June 30, 2021. Throughout this same time period, approximately 9,200 people were released from ACSO during the times and days that the program was operational.

# 3,720 people served by
# Safe Landing Project in Year 1
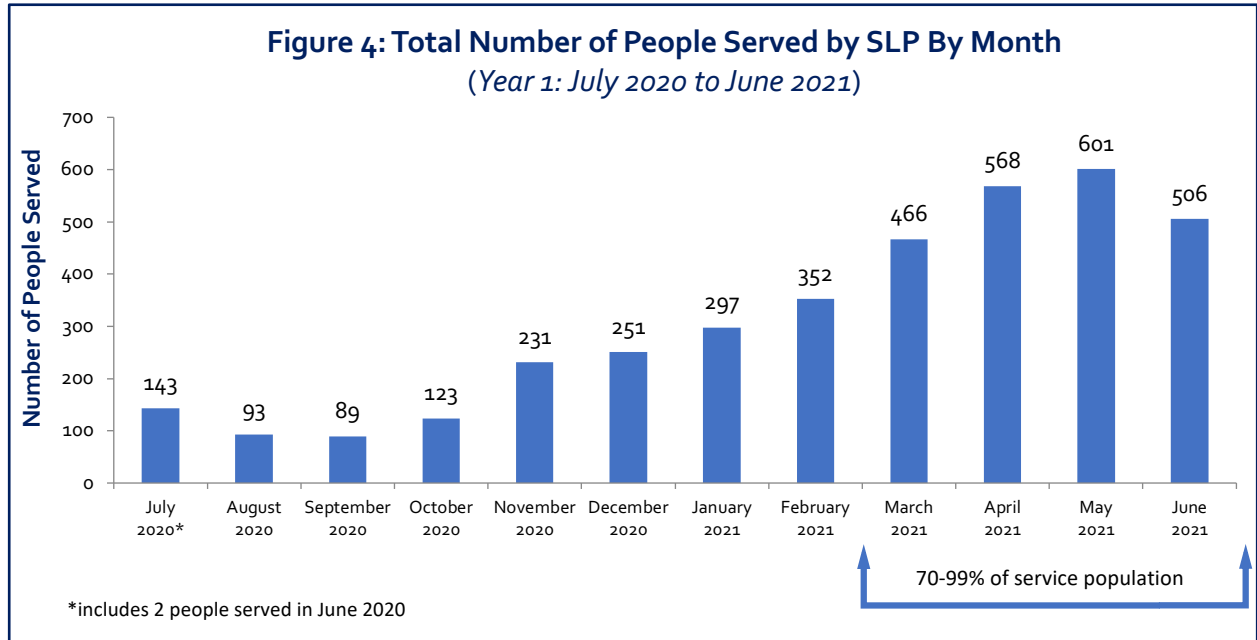
### Determining SLP Service Population

To determine if SLP was reaching its expected target population, TBG conducted a cross-sectional survey in May 2021 with 52 people immediately after their release from SRJ over three different days during SLP hours of operation. The primary purpose of this survey was to estimate how many people released from SRJ were likely to approach or use SLP services upon release. Of the 62 people released from SRJ during the ramp survey, 84% engaged in the survey



project and indicated they might need or use SLP services upon release*. **Thus, 80% of the total number of people released from SRJ, as reported by ACSO on the days and times of SLP operation, was established as the baseline SLP Service Population (or target population) for the sake of the SLP evaluation.**

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## Reaching the Service Population Goal

SLP served an average of 310 people per month in Year 1. To be expected, the number of people served per month increased throughout the year as the pilot project was launched, refined, and then fully staffed and operational. By the final four months of the first pilot year, **SLP supported 70-99% of the intended service population or an average of 535 people per month**. Figure 4 provides a distribution of people served by SLP by month and indicates the upward trend in the number of people served through the first year.



**Figure 4: Total Number of People Served by SLP By Month**
(*Year 1: July 2020 to June 2021*)

July 2020*: 143
August 2020: 93
September 2020: 89
October 2020: 123
November 2020: 231
December 2020: 251
January 2021: 297
February 2021: 352
March 2021: 466
April 2021: 568
May 2021: 601
June 2021: 506

70-99% of service population
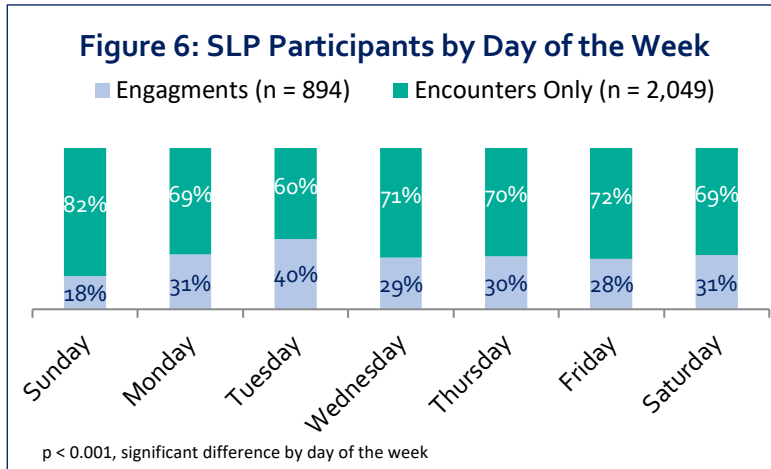
*includes 2 people served in June 2020

## Encounters vs. Engagements

Of the 3,720 people served by SLP, TBG has more in-depth information for 3,272 people who became involved with SLP after TBG launched the SLP evaluation pilot in November 2020. Of the 3,272 SLP participants, 2,378 people received immediate release/encounter services *only,* such as snacks, water, food, clothing, and transportation support. Additionally, 894 people received immediate release support *plus* engagement services. Engagement services include people who indicated an interest in follow-up support and were willing or able to provide contact information for follow-up after they left the jail. Figure 5 provides a breakdown of SLP participants served between encounters only and engagements.



**Figure 5: SLP Participants by Service Type**

3,272
people served by SLP
(during evaluation pilot)

2,378
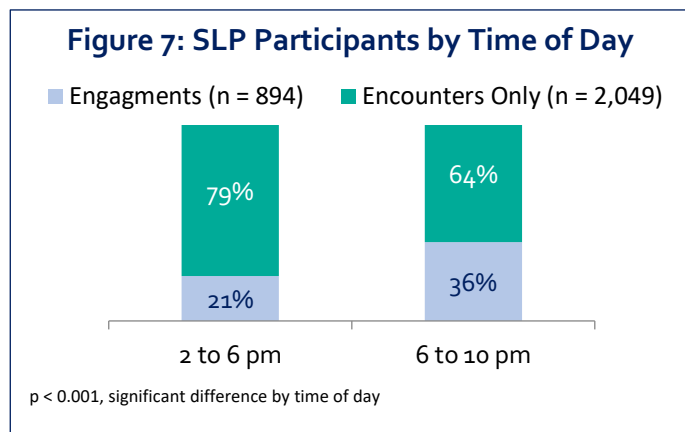Encounters Only

894
Engagements
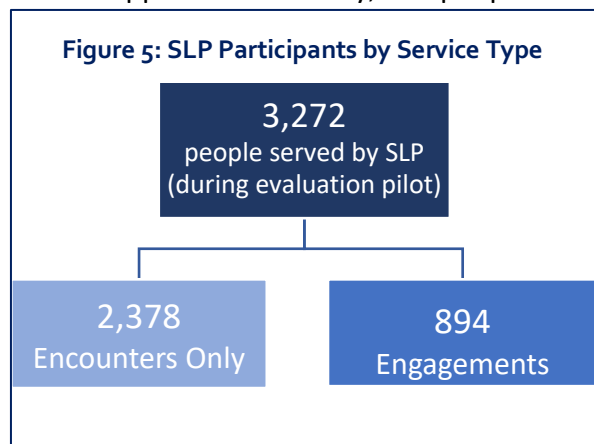
## Differences in Level of Support by Days and Hours of Service

In addition to month-to-month trends, there are significant differences in the degree to which people supported by SLP demonstrated a desire to engage in follow-up services both by day of the week and time of day. For example, of the people with time-of-service information, Figure 6 shows a significant difference (p < 0.001) between the day of the week that people were served at SLP and whether they received immediate release/encounter services *only* or received immediate release support *plus* engagement services.



**Figure 6: SLP Participants by Day of the Week**
Engagments (n = 894) — Encounters Only (n = 2,049)

| | Sunday | Monday | Tuesday | Wednesday | Thursday | Friday | Saturday |
|---|---|---|---|---|---|---|---|
| Encounters Only | 82% | 69% | 60% | 71% | 70% | 72% | 69% |
| Engagements | 18% | 31% | 40% | 29% | 30% | 28% | 31% |

p < 0.001, significant difference by day of the week

Similarly, there was a significant difference (p < 0.001) by the time of day that people visited the SLP project (Figure 7). Individuals released later in the day (6–10 pm) were significantly more likely to indicate interest in engagement or follow-up support services than those released earlier in the day (2–6 pm), who were more likely to receive immediate release support only. This difference may be explained by the greater number of people with family or other support available if released earlier in the day versus those released in the evening and later hours. Alternatively, people released later in the day may have more needs and thus engaged with SLP staff for a longer period of time.



**Figure 7: SLP Participants by Time of Day**
Engagments (n = 894) — Encounters Only (n = 2,049)

| | 2 to 6 pm | 6 to 10 pm |
|---|---|---|
| Encounters Only | 79% | 64% |
| Engagements | 21% | 36% |

p < 0.001, significant difference by time of day

*Safe Landing is great! I didn't even know they existed. It's really good to know there are people to help you when you get out of jail. You feel so down as you walk out and then...they were just there to greet you...thank you!"*
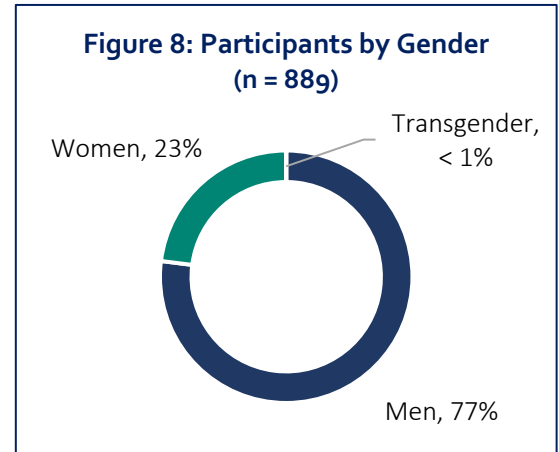
- **SLP Participant**

# Demographics for People Served

The demographic information presented below represents data collected from the 894 participants who received engagement services in the SLP pilot program from November 1, 2020 to June 30, 2021. All demographic data was self-reported by the participants or by staff observation.
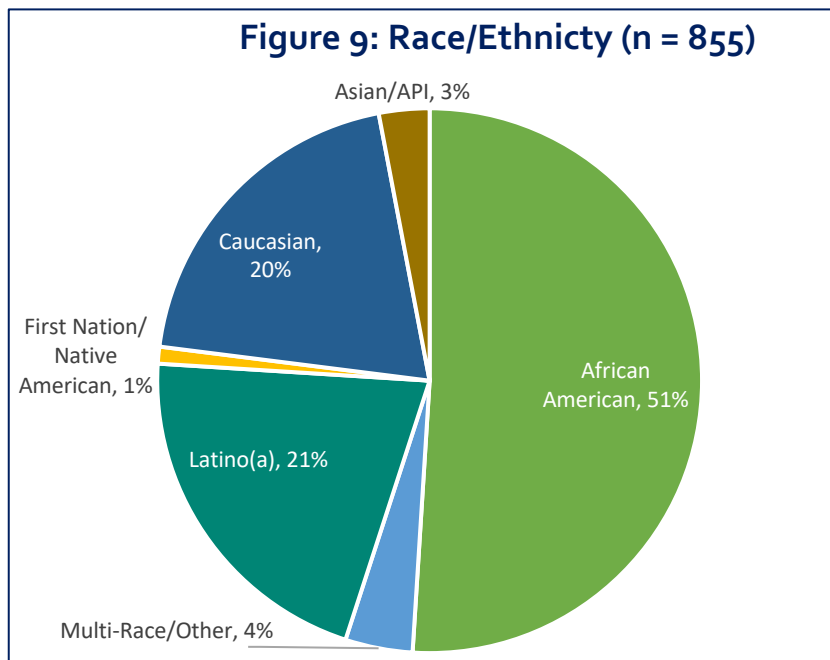
## Gender

Program staff identified most program participants (77%) as men, and 23% of program participants as women. This gender distribution reflects the disproportionate number of men involved in the criminal legal system. The large percentage of women served may be attributed to the staff's extra effort to reach out to women as they left jail to provide them safe transportation and other immediate-release support. Less than 1% of program participants were identified as transgender men or women. Figure 8 presents the distribution of program participants by gender identification for those with this information.



**Figure 8: Participants by Gender (n = 889)**

Women, 23%
Transgender, < 1%
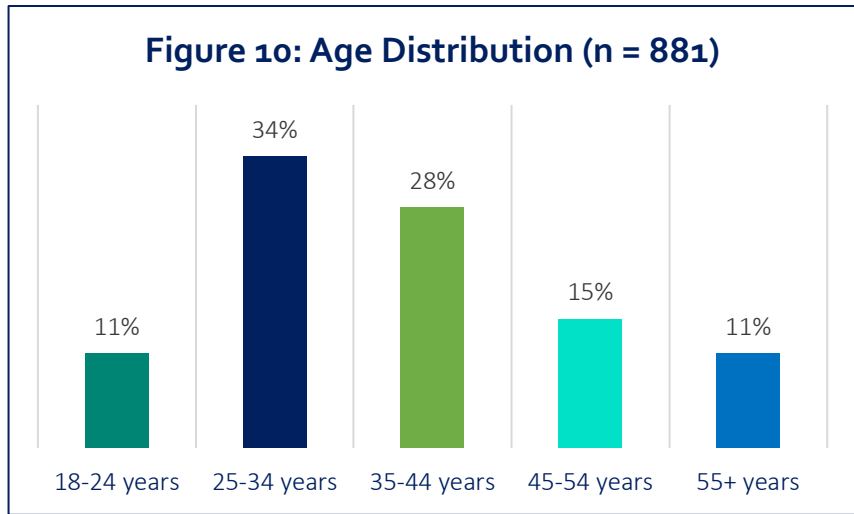Men, 77%

## Race/Ethnicity

The staff identified a majority of program participants (51%) as African American or Black. The next highest ethnicity of program participants was Latino/a (21%), followed by Caucasian or White (20%). People from multiple or other races represented 4% of people served, followed by Asian/Asian Pacific Islander (3%) and First Nation, American Indian, or Alaskan Native (1%). Figure 9 presents the distribution of SLP program participants by race or ethnicity for those with this information.



**Figure 9: Race/Ethnicty (n = 855)**

Asian/API, 3%
Caucasian, 20%
First Nation/ Native American, 1%
Latino(a), 21%
Multi-Race/Other, 4%
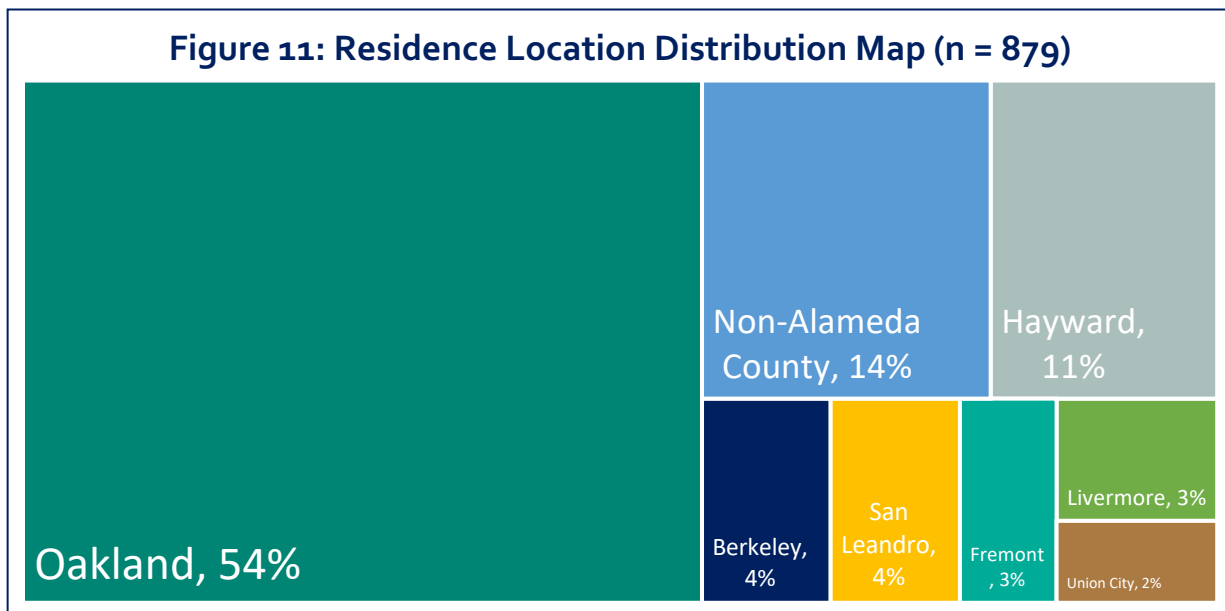African American, 51%

## Age

SLP participant ages ranged from 18 to 55 years and older. The majority of people were either 25-34 years old (34%) or 35-44 years old (28%), representing over 60% of participants. Additionally, 15% of program participants were 45-54 years old, and 11% were 55 years or older. An additional 11% of participants were 18-24 years old, signifying an opportunity to reach an important sector of the Transitional Age Youth within Alameda County. Figure 10 presents the age distribution of SLP program participants for those with this information.

**Figure 10: Age Distribution (n = 881)**

| Age group | Percentage |
|-----------|-----------|
| 18-24 years | 11% |
| 25-34 years | 34% |
| 35-44 years | 28% |
| 45-54 years | 15% |
| 55+ years | 11% |

## Residence Location After Release

A vast majority (86%) of participants reported residing in cities within Alameda County after release. Most people (54%) identified Oakland as their home community. Other cities cited included Hayward (11%), followed by Berkeley (4%), San Leandro (4%), Fremont (3%), Livermore (3%), and Union City (2%). Another 14% of people identified a non-Alameda County city as their home community. Figure 11 provides a distribution map of program participants' residence locations for those with this information. Cities with 1% or less are not shown in Figure 11; these include Alameda, San Lorenzo, Newark, Castro Valley, Pleasanton, Dublin, Emeryville, and Not Specified.

**Figure 11: Residence Location Distribution Map (n = 879)**

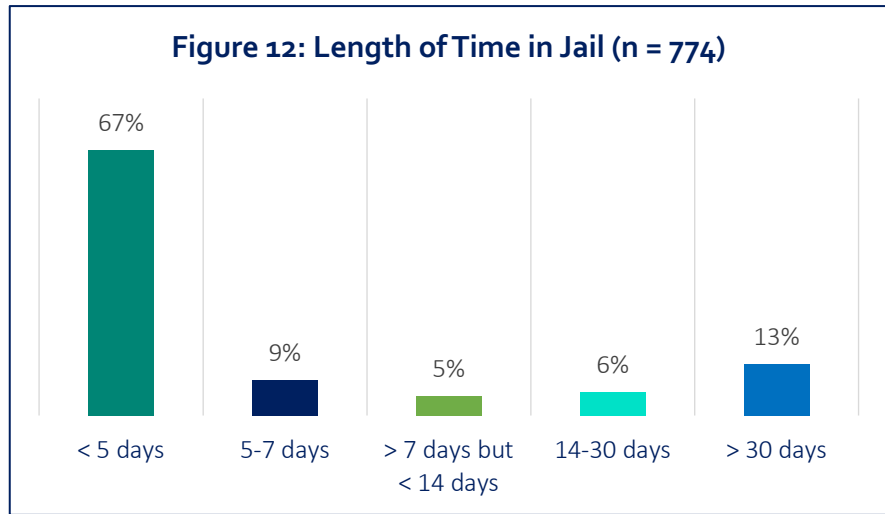| Location | Percentage |
|----------|-----------|
| Oakland | 54% |
| Non-Alameda County | 14% |
| Hayward | 11% |
| Berkeley | 4% |
| San Leandro | 4% |
| Fremont | 3% |
| Livermore | 3% |
| Union City | 2% |

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# Criminal Legal System Involvement

Program staff collected information on participant criminal legal system involvement in two ways: 1) length of time in jail for most recent detainment and 2) current probation or parole status. All criminal legal system involvement data was documented and reported by staff based on participant self-report and not verified through a criminal justice agency.
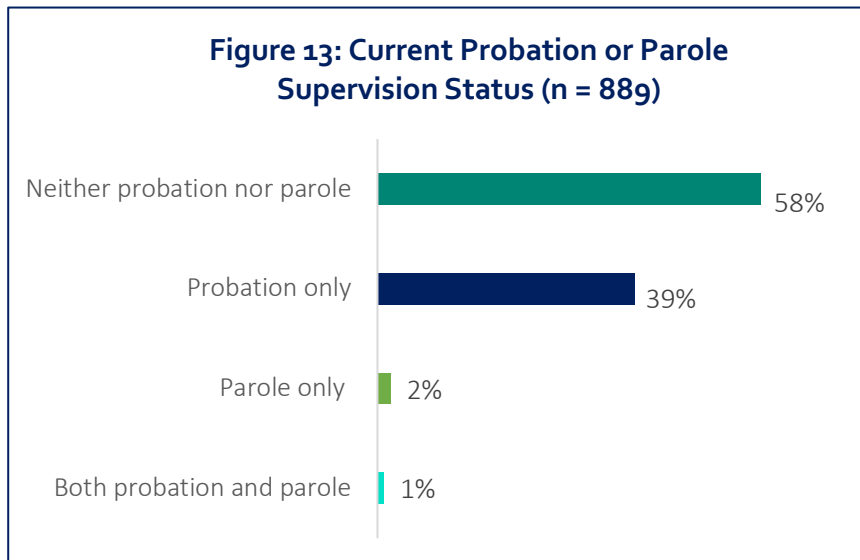
## Length of Time in Jail

The majority of participants (67%) had been in jail for less than five days signifying the brief stays often associated with jail detention. Also of note, 13% of participants indicated they had spent more than 30 days in jail. Figure 12 provides a distribution of the length of time SLP program participants had spent in jail for this most recent

**Figure 12: Length of Time in Jail (n = 774)**

| Category | Percentage |
|----------|-----------|
| < 5 days | 67% |
| 5-7 days | 9% |
| > 7 days but < 14 days | 5% |
| 14-30 days | 6% |
| > 30 days | 13% |

detainment for those with this information. Data was not collected related to whether a person was in jail on a pre-sentenced or sentenced status.

## Probation or Parole Supervision Status

Participants were asked to indicate if they were 1) on probation supervision, 2) on parole supervision, 3) on both probation and parole supervision, or 4) neither probation nor parole supervision. The majority of people, or 58%, indicated that they were not on either probation or parole supervision, followed by people who indicated they were only on probation

**Figure 13: Current Probation or Parole Supervision Status (n = 889)**

| Category | Percentage |
|----------|-----------|
| Neither probation nor parole | 58% |
| Probation only | 39% |
| Parole only | 2% |
| Both probation and parole | 1% |

supervision (39%). Very few people (2%) indicated they were only on parole supervision, and 1% of participants indicated that they were currently on both probation and parole supervision. Figure 13 provides a distribution of SLP participants' current probation or parole supervision status for those with this information.
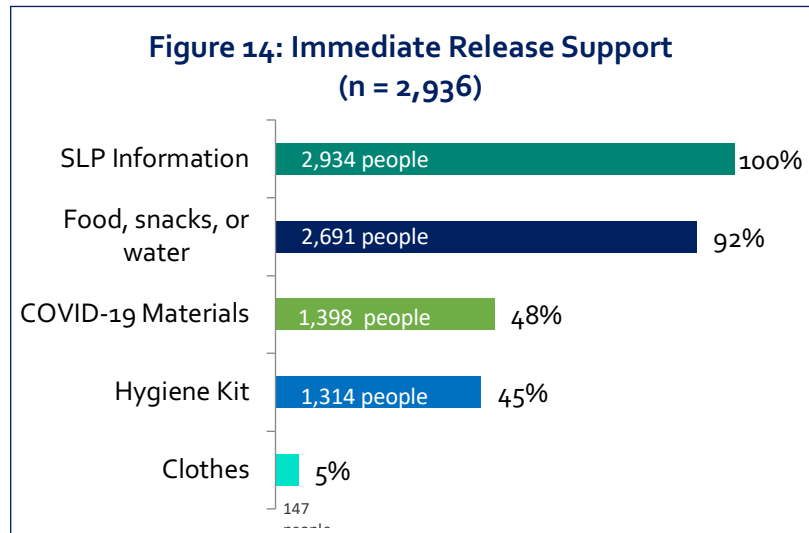
## Demographic Summary

Table 2 summarizes demographic data for the 894 Year 1 SLP participants who received engagement services.

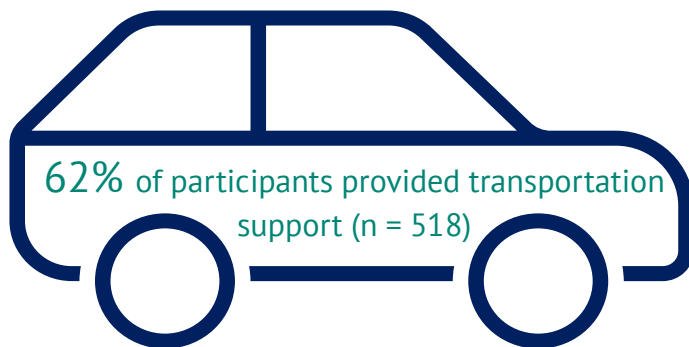| Table 2: SLP Participant Demographics | | | |
|---|---|---|---|
| **Gender (n = 889)** | **%** | **Residence Location (n = 879)** | **%** |
| Men | 77% | Oakland | 54% |
| Women | 23% | Hayward | 11% |
| Transgender Men or Women | <1% | Berkeley | 4% |
| **Race/Ethnicity (n = 855)** | **%** | San Leandro | 4% |
| African American | 51% | Fremont | 3% |
| Latino/a/x | 21% | Livermore | 3% |
| Caucasian | 20% | Union City | 2% |
| Asian or Asian Pacific Islander | 3% | Alameda, San Lorenzo, Newark, Castro Valley, Pleasanton, Dublin, Emeryville, Not Specified | each <1% |
| First Nation/American Indian/Alaska Native | 1% | Non-Alameda County | 14% |
| Multi-race/Other | 4% | **Length of Time in Jail (n = 774)** | **%** |
| **Age (n = 881)** | **%** | < 5 days | 67% |
| 18-24 years (TAY) | 11% | 5-7 days | 9% |
| 25-34 years | 34% | > 7 days but < 14 days | 5% |
| 35-44 years | 28% | 14-30 days | 6% |
| 45-54 years | 15% | > 30 days | 13% |
| 55+ years | 11% | **Probation/Parole Supervision (n = 889)** | **%** |
| | | Neither probation nor parole | 58% |
| | | Probation only | 39% |
| | | Parole only | 2% |
| | | Both probation and parole | 1% |
| | | | |

# Services Provided

## Immediate Release Support

People received a range of support at the SLP jail site located within the Santa Rita parking lot immediately after their release. Staff was at the jail seven days per week to provide food, snacks, water, COVID-19 prevention materials such as masks and hand sanitizer, hygiene kits, clothing, and program information. Figure 14 provides a distribution of the types of immediate release support provided for participants of SLP services during the first year of operation and who had this information documented in the information database.

**Figure 14: Immediate Release Support (n = 2,936)**

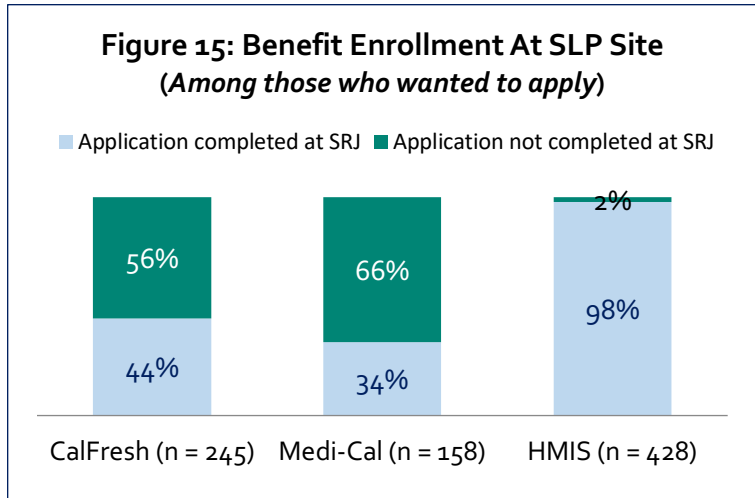| Category | People | Percentage |
|---|---|---|
| SLP Information | 2,934 people | 100% |
| Food, snacks, or water | 2,691 people | 92% |
| COVID-19 Materials | 1,398 people | 48% |
| Hygiene Kit | 1,314 people | 45% |
| Clothes | 147 people | 5% |

## Transportation Support

Transportation support data was collected for 839 participants receiving engagement support in the first year. Of these participants, 62% received some level of transportation support. Due to the COVID-19 risk for SLP staff, providing direct transportation for SLP participants was not possible in Year 1. Thus, for the vast majority of these participants (91%), transportation support was provided via arrangement and payment for Uber or other rideshare services. An additional 9% of these SLP participants received transportation support through other resources, such as using the onsite SLP cell phone to arrange or confirm their own rides from jail. Female participants were significantly more likely to receive transportation support than male participants; 72% of female SLP participants received transportation support versus 59% of male participants ($p < 0.001$). This difference may be attributed to the guidance staff received to prioritize safety and transportation services for women leaving the jail.

**62%** of participants provided transportation support (n = 518)
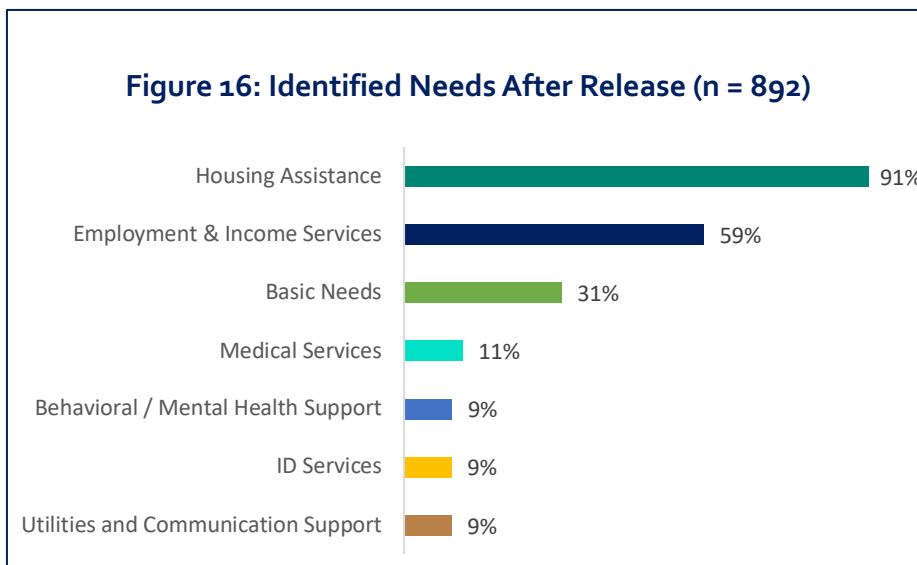
## Benefits Screening and Enrollment

If the SLP participants received engagement support, they were asked if they wanted support with screening and enrollment in CalFresh, Medi-Cal, or HMIS (Homeless Management Information Services). Of the participants screened for benefits, 28% requested support for CalFresh enrollment, 18% requested support for Medi-Cal enrollment, and 53% of participants requested support for HMIS enrollment.

**Figure 15: Benefit Enrollment At SLP Site**
(*Among those who wanted to apply*)

■ Application completed at SRJ  ■ Application not completed at SRJ

| | CalFresh (n = 245) | Medi-Cal (n = 158) | HMIS (n = 428) |
|---|---|---|---|
| Application not completed at SRJ | 56% | 66% | 2% |
| Application completed at SRJ | 44% | 34% | 98% |

Of those who requested support, SLP had the greatest success at helping people enroll in HMIS onsite (98%), followed by CalFresh (44%) and Medi-Cal (34%). Figure 15 presents the percentage of benefits enrollment completed at the SLP site among those who wanted to apply. Lack of necessary participant information or documents or limited time were the most commonly reported reasons documented by staff for why benefits enrollment was not completed at the SLP jail site.

## Identified Needs

As part of the intake process for engagement support, SLP staff completed a needs assessment with participants to determine what types of support and services would be helpful. Of the 892 individuals with needs assessment information, the vast majority, (91%) identified housing assistance as a primary need, followed by employment and income support (59%) and support for basic needs such as food and clothing (31%). Figure 16 presents a distribution of identified

**Figure 16: Identified Needs After Release (n = 892)**

| | |
|---|---|
| Housing Assistance | 91% |
| Employment & Income Services | 59% |
| Basic Needs | 31% |
| Medical Services | 11% |
| Behavioral / Mental Health Support | 9% |
| ID Services | 9% |
| Utilities and Communication Support | 9% |

participant needs. Needs with 5% or less are not shown in the figure. These needs include Education Resources (5%), COVID-19 Testing (5%), Family/Parenting Resources (3%), COVID-19 Vaccination (2%), and Immigration Services (1%).

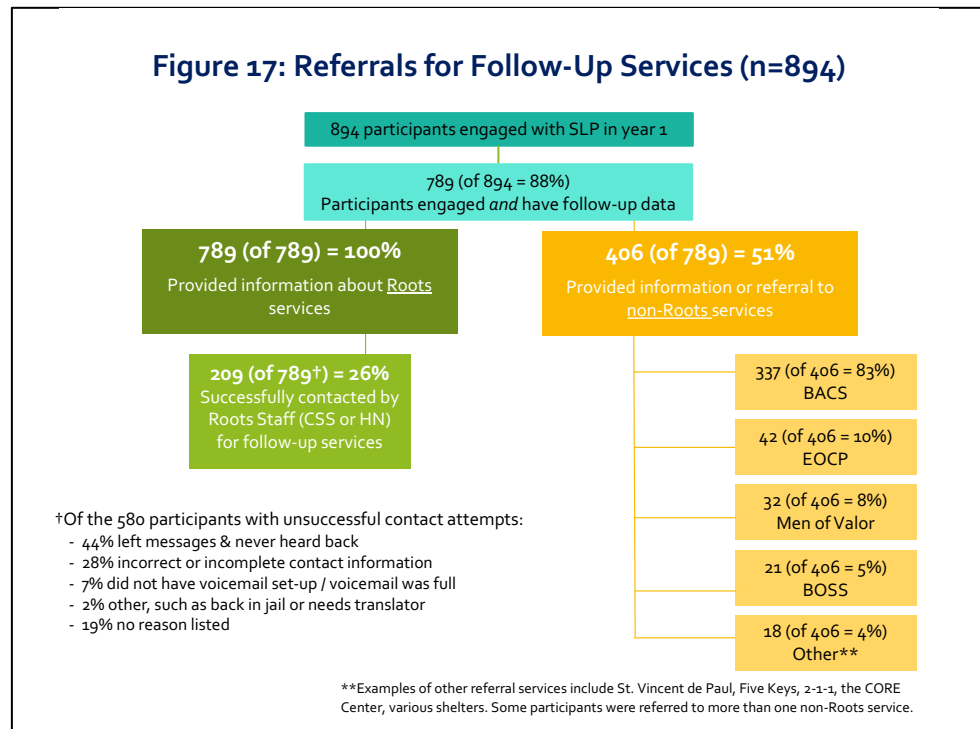## Referrals for Follow-Up Services at Roots

Of the 894 SLP participants that indicated they wanted follow-up support, Roots Community Health Center collected follow-up data for 789 participants. All of these 789 participants (100%) were given information about Roots community services, and staff from Roots Community Health Center made efforts to contact these participants for follow-up support. Of the 789 participants, Roots staff made successful contact with 209 people, or 26%, for follow-up services. Of the 580 participants with unsuccessful contact attempts, 44% of the time staff left multiple messages and never heard back, 28% of attempts resulted in incorrect or incomplete contact information, 7% of participants did not have voicemail set up or their voicemail was full, 2% indicated other reasons for unsuccessful contact, and 19% of participants had no documented reasons for unsuccessful connection.

## Referrals for Follow-Up Services at Other Community Service Providers

In addition to referrals to Roots services, 406 participants, or 51%, were provided information or referrals to other community providers. The providers most often referred were Bay Area Community Services (337 participants), East Oakland Community Project (42 participants), Men of Valor (32 participants), and Building Opportunities for Self Sufficiency (21 participants). Additionally, 18 participants received referrals to other services, including St. Vincent de Paul, Five Keys, 2-1-1, the CORE Center, and various shelters. Some participants were referred to more than one community provider other than Roots services. Figure 17 presents referrals for follow-up to both Roots and other community service providers.



**Figure 17: Referrals for Follow-Up Services (n=894)**

894 participants engaged with SLP in year 1

789 (of 894 = 88%)
Participants engaged *and* have follow-up data

**789 (of 789) = 100%**
Provided information about Roots services

**406 (of 789) = 51%**
Provided information or referral to non-Roots services

**209 (of 789†) = 26%**
Successfully contacted by Roots Staff (CSS or HN) for follow-up services

337 (of 406 = 83%)
BACS

42 (of 406 = 10%)
EOCP

32 (of 406 = 8%)
Men of Valor

21 (of 406 = 5%)
BOSS

18 (of 406 = 4%)
Other**

†Of the 580 participants with unsuccessful contact attempts:
- 44% left messages & never heard back
- 28% incorrect or incomplete contact information
- 7% did not have voicemail set-up / voicemail was full
- 2% other, such as back in jail or needs translator
- 19% no reason listed

**Examples of other referral services include St. Vincent de Paul, Five Keys, 2-1-1, the CORE Center, various shelters. Some participants were referred to more than one non-Roots service.

# Participant Outcomes

TBG worked with ACBH's Data Services staff to collect outcome data for SLP participants who had received ACBH-funded services and, therefore, could be matched within the ACBH data system. Of the 894 SLP participants that received engagement services, 340 people (38%) were matched in the ACBH data system. Data was collected for all 340 of these people to explore participant outcomes within the 7 days and 90 days after release from Santa Rita Jail. In addition, to examine the unforeseen circumstance of death, TBG worked with Roots Community Health Center to conduct a data match between all 894 SLP engagement participants and Alameda County Coroner's Bureau data.

## Outcomes at 0-7 Days After Release

In the 7 days after release, data were reported for SLP participants on the following outcomes of interest: 1) use of behavioral health-related emergency services, 2) use of primary care emergency services, 3) experience of an involuntary or 5150 hold, and 4) incident of death. Of the 340 SLP participants found within the ACBH data system, 3.8% of people had one episode with behavioral health-related emergency services through John George Psychiatric Services, and 7.4% of people had at least one episode with primary care emergency services (range 1-3 episodes). No SLP participants had more than one behavioral health-related emergency service episode within the first 7 days after release. Furthermore, 3.2% of SLP participants experienced an involuntary or 5150 hold related to a behavioral health crisis. No SLP participants were matched to Coroner's data on mortality. Table 3 summarizes outcomes within 7 days after release for SLP engagement participants.

| Table 3: Participant Outcomes at 0-7 Days After Release, n = 340 | | |
|---|---|---|
| **Episode Type** | **# with ≥ 1 episode (%)** | **Median (Range)** *among those with ≥ 1 episode* |
| John George Psychiatric Emergency Services* | 13 (3.8%) | 1 (1-1) |
| Involuntary Holds (5150)* | 11 (3.2%) | 1 (1-2) |
| Primary Care Emergency Services* | 25 (7.4%) | 1 (1-3) |
| Death** (n = 849) | 0 (0%) | NA |

*data received from ACBH Data Services Team
**data received from AC Coroner's Bureau via Roots Community Health Center

## Outcomes Comparison of SLP Participants to *All* ACBH Clients Released From SRJ

TBG staff also worked with ACBH Data Services to compare the 340 SLP participants to *all* 8,139 people released from Santa Rita Jail during the same time period (November 2020 to June 2021) *and* who were known to ACBH and thus could be matched to their database. These 8,139 people include SLP participants. Based on this comparison, SLP participants were found to have slightly higher percentages of emergency services episodes at John George Psychiatric Emergency Services (3.8% vs. 2.9%) and primary care emergency service episodes (7.4% vs. 5.8%). These participants also had slightly higher rates of involuntary or 5150 holds (3.2% vs. 2.6%). ***However, none of these differences were found to be statistically significant.*** Table 4 presents a comparison of these outcomes.

| Table 4: Comparison of Emergency or Crisis Episode for SLP Participants vs. ALL People Released from SRJ During the Same Time Period and Known to ACBH in The Week After Release (0-7 Days) | | | | | |
|---|---|---|---|---|---|
| **Episode Type** | **SLP Participants (n = 340)** | | **ALL People Released SRJ & Known to ACBH (n = 8,139)** | | **p-Value** |
| | **% with ≥ 1 episode** | **Median (Range)** *among those with ≥ 1 episode* | **% with ≥ 1 episode** | **Median (Range)** *among those with ≥ 1 episode* | |
| John George Psychiatric Emergency Services | 3.8% | 1 (1-1) | 2.9% | 1 (1-3) | 0.32 |
| Involuntary Hold (5150) | 3.2% | 1 (1-2) | 2.6% | 1 (1-4) | 0.43 |
| Primary Care Emergency Services | 7.4% | 1 (1-3) | 5.8% | 1 (1-8) | 0.25 |

## Return to Jail 0-7 Days After Release

TBG also collected information on people's return to Santa Rita Jail within 7 days of release. This information was collected for 1) SLP engagement participants (n = 340), 2) *all* people released from Santa Rita Jail during the same time period that SLP was operational (n = 15,004), and 3) *all* people released from Santa Rita Jail during the same time period that SLP was operational *and* who were known to ACBH and thus could be matched their database (n = 8,139). ***Statistically significant differences were determined for this outcome.***

Based on this comparison, SLP participants were found to have a significantly lower rate of return to jail within 7 days of release compared to *all* people released from Santa Rita Jail (4.1% vs. 7.3%, p = 0.02) and compared to all people released from SRJ who were matched to the ACBH database (4.1% vs. 8.3%, p = 0.003). While there are likely many variables beyond SLP involvement that contribute to return to jail rates, it is worth noting this finding. TBG will continue to measure this key variable in years 2 and 3 to examine if this significant finding continues. Table 5 compares the return to jail outcomes and their statistical significance.

**Table 5: Comparing Return to Jail Within 7 Days of Release for SLP Participants vs. ALL People Released from SRJ vs. ALL People Released from SRJ Known to ACBH**

| | SLP Participants (n = 340) | | ALL People Released SRJ (n = 15,004) | | All People Released SRJ & Known to ACBH (n = 8,139) | | p-Value |
|---|---|---|---|---|---|---|---|
| | % with ≥ 1 episode | Median (Range) among those with ≥ 1 episode | % with ≥ 1 episode | Median (Range) among those with ≥ 1 episode | % with ≥ 1 episode | Median (Range) among those with ≥ 1 episode | |
| Return to SRJ within one week of release *SLP vs. All released* | 4.1% | 1 (1-2) | 7.3% | 1 (1-3) | | | **0.02** |
| Return to SRJ within one week of release *SLP vs. All released & known to ACBH* | 4.1% | 1 (1-2) | | | 8.3% | 1 (1-3) | **0.003** |

## Differences in Outcomes by Gender, Race/Ethnicity, and Age

TBG conducted a sub-analysis of the 7-day post-outcome data by gender, race/ethnicity, and age to explore any significant differences by any of these key characteristics. ***While no statistically significant differences were identified, reviewing outcomes by these characteristics is interesting.***
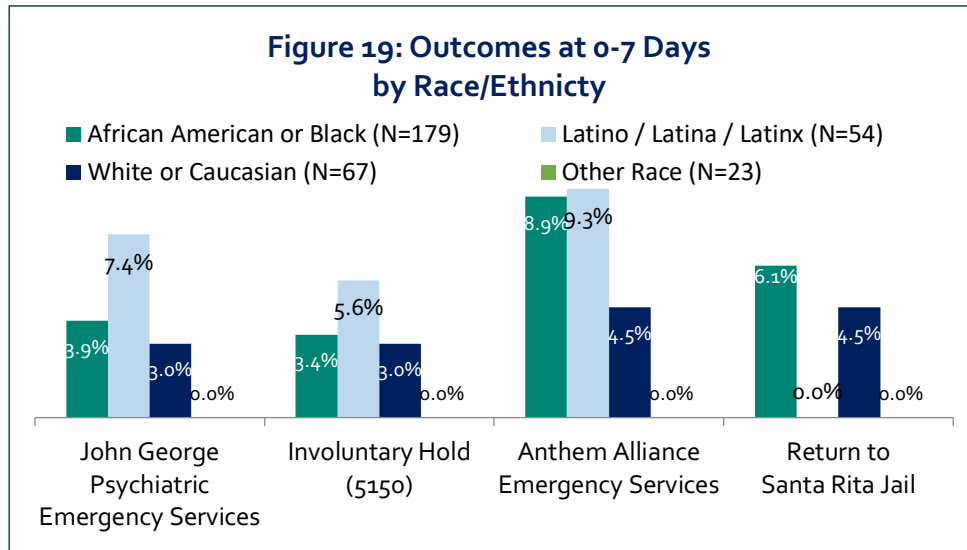
## Outcomes at 0-7 Days By Gender

In an examination of the 7-day post-release outcome data by gender, it is interesting to note that women had higher rates of behavioral health-related emergency services (5.6% women vs. 3.2% men) and involuntary holds (5.6% women vs. 2.4 % men) but had lower rates of primary care-related emergency services (6.7% women vs. 7.6% men) and return to jail (2.2% women vs. 4.8% men). Figure 18 presents a comparison of 7-day post-release outcome data by gender.

**Figure 18: Outcomes at 0-7 Days by Gender**

■ Men (N=249)  ■ Women (N=90)

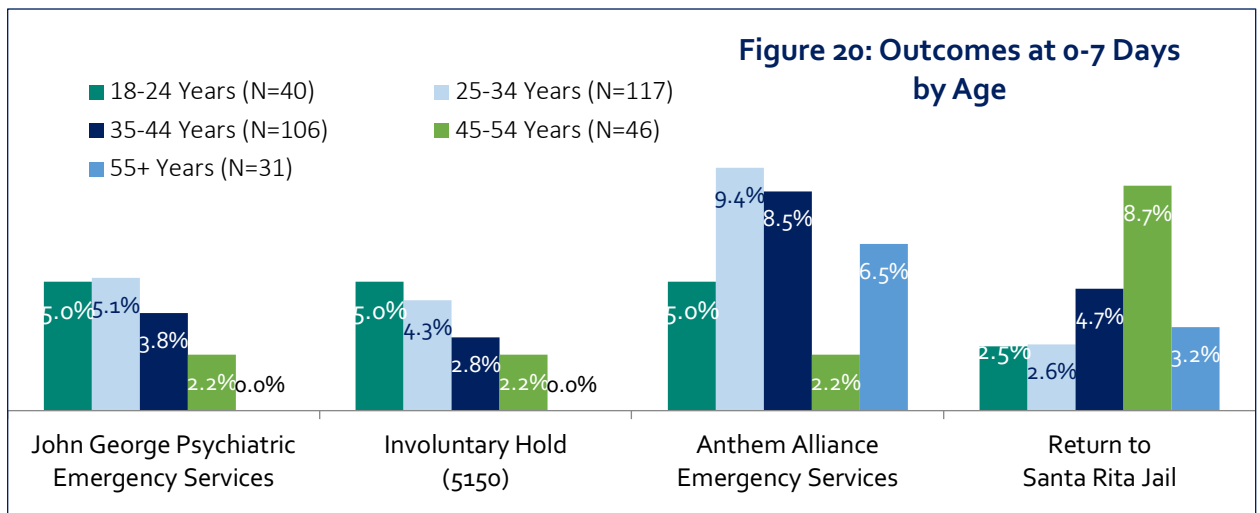| John George Psychiatric Emergency Services | Involuntary Hold (5150) | Anthem Alliance Emergency Services | Return to Santa Rita Jail |
|---|---|---|---|
| 3.2% / 5.6% | 2.4% / 5.6% | 7.6% / 6.7% | 4.8% / 2.2% |
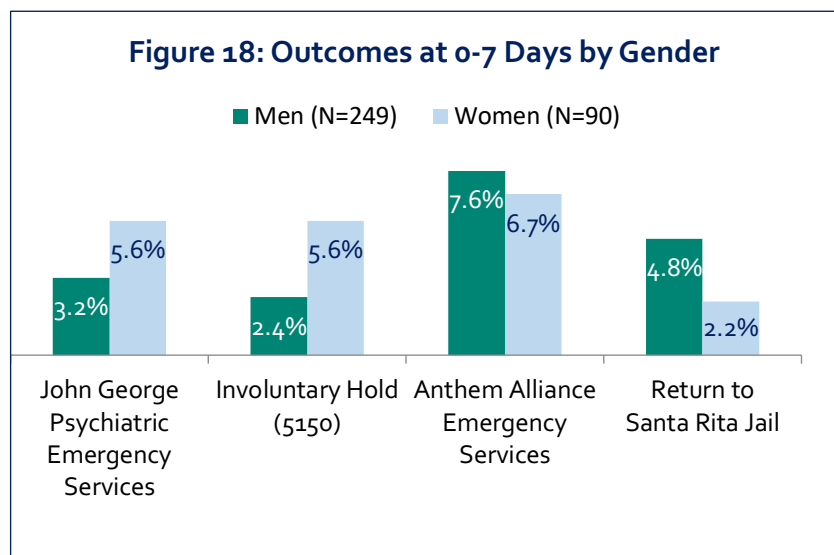
## Outcomes at 0-7 Days By Race/Ethnicity

An examination of the 7-day post-release outcome data by race/ethnicity reveals that Latino/a/x people experienced higher rates of behavioral health-related emergency services than other races/ethnicities (7.4% Latino/a/x vs. 3.9% African



Figure 19: Outcomes at 0-7 Days by Race/Ethnicty

Legend: African American or Black (N=179); Latino / Latina / Latinx (N=54); White or Caucasian (N=67); Other Race (N=23)

American vs. 3.0% Caucasian) and involuntary holds (5.6% Latino/a/x vs. 3.4% African American vs. 3.0% Caucasian). In addition, Latino/a/x people had similar primary care-related emergency services rates to African Americans (9.3% and 8.9%, respectively), but their rates were much higher than Caucasians (4.5%). Conversely, African Americans demonstrated the highest rates of return to jail within 7 days of release (6.1%), followed by Caucasians (4.5%). Figure 19 compares 7-day post-release outcome data by race or ethnicity.

## Outcomes at 0-7 Days By Age

Finally, an examination of 7-day post-release outcome data by age identifies that people 25-34 years old had the highest rate of primary care-related emergency services (9.4%), followed by people 35-44 years old (8.5%). While people 45-54 years old had the highest rate of return to jail within 7 days (8.7%), followed by people 35-44 years old (4.7%). Younger people, 18-24 years old, had high rates of both behavioral health-related emergency services (5.0%) and the highest rate of involuntary 5150 holds (5.0%). Figure 20 presents a comparison of 7-day post-release outcome data by age.



Figure 20: Outcomes at 0-7 Days by Age

Legend: 18-24 Years (N=40); 25-34 Years (N=117); 35-44 Years (N=106); 45-54 Years (N=46); 55+ Years (N=31)

## Outcomes 0-90 Days After Release

Data were reported for SLP participants in many additional areas of behavioral health services and primary care usage from 0-90 days after release, along with the return to jail rates. Of the 340 SLP participants found in the ACBH data system, 33.5% of people had at least one return to jail episode within 0-90 days after release, with a range of 1-14 episodes of return to jail. Additionally, 25.3% of people had at least one episode with primary care emergency services (range 1-14 episodes), and 24.4% had general primary care services (range 1-31). Behavioral health service episodes most often reported include outpatient services (7.9%), involuntary holds (7.4%), John George Psychiatric emergency services (6.8%), and acute psychiatric hospital stays (3.5%). Table 6 shows all SLP participants' outcomes at 0-90 days after release.

| Table 6: SLP Participant Outcomes at 3 **Months** or **0-90 Days After Release, n = 340** | | |
|---|---|---|
| **Episode Type** | **# with ≥ 1 episode (%)** | **Median (Range)** *among those with ≥ 1 episode* |
| Return to Santa Rita Jail | 114 (33.5%) | 1 (1-14) |
| Primary Care Emergency Services | 86 (25.3%) | 2 (1-14) |
| General Primary Care Services | 83 (24.4%) | 1 (1-31) |
| Outpatient Services | 27 (7.9%) | 3 (1-31) |
| Involuntary Hold (5150) | 25 (7.4%) | 2 (1-7) |
| John George Psychiatric Emergency Services | 23 (6.8%) | 1 (1-7) |
| Acute Psychiatric Hospital | 12 (3.5%) | 1 (1-4)** |
| Full Service Partnership (FSP) | 6 (1.8%)* | 12 (1-15) |
| Collaborative Court | 6 (1.8%) | NA |
| Service Team | 4 (1.2%)* | 2 (1-26) |
| Mild to Moderate Mental Health Care | 1 (0.3%) | 6 (6-6) |
| Sub-Acute Facility | 1 (0.3%) | 1 (1-1)*** |
| Crisis Residential | 1 (0.3%) | 1 (1-1)**** |
| Day Treatment | 0 (0.0%) | NA |
| *100% of FSP and 75% of service team participants were admitted into the program before going to jail **Median # of days served for those with ≥ 1 episode = 7 ***Median # of days served for those with ≥ 1 episode = 42 ****Median # of days served for those with ≥ 1 episode = 5 | | |

# Lessons Learned To Date

THE
BRIDGING
GROUP

## Lessons Learned To Date

The following is a list of lessons learned during Year 1 of the SLP pilot as drawn from information collected during participant interviews and focus groups with key collaborative staff from Roots, ACBH, and ACSO, as well as from the cumulative data collected throughout the pilot.

➢ It took **a considerable and coordinated effort** to launch the SLP project.

Multiple agencies, including ACBH, ACSO, AC General Services Agency (GSA), and Roots, needed to coordinate efforts to launch this innovative project. Efforts included identifying and implementing strategies related to infrastructure needs, onsite logistics including trailer location, electricity, and Wi-Fi, creating the program model, and identifying measures to adapt the model due to environmental challenges including wildfires, rain, and extreme heat. Additional collaborative efforts and adaptations were necessary when planned activities were compromised due to challenges related to the COVID-19 pandemic.

*"It took a lot of people and coordination to get SLP off the ground. ACSO was on board from the beginning and supportive in helping us figure out all of the pieces. They helped us to establish a location in the jail parking lot that would work for the goals of the program and helped to get the word out about SLP inside the jail. GSA partnered with us for the purchase and upkeep of the trailer. Roots staff spent a great deal of time with us at the beginning in multiple planning meetings to figure out the program design. And then COVID hit and we all had to pivot and adapt to meet the world where it was at and still make the launch of SLP happen."*

\- ACBH Staff Member

➢ **People are very appreciative** of the support received immediately after release.

Almost every participant interviewed indicated that they were very appreciative of the support. Some were even surprised that the Safe Landing Project was available to them

*"It's cool to have someone here when you get out late and it's dark and cold. A place to get a little relief and a little support. People are really tired and hungry when they get out of that place! If they are able to get out, see you there, and you can provide them [hot] food and drinks, a place to stay, clothes [especially coats and blankets when it's cold], and a ride out of here...that would be perfect...that's what everyone needs."*
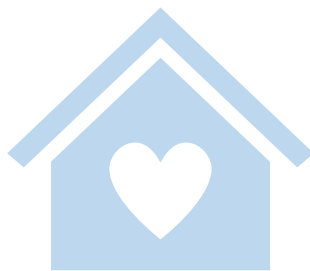
\- SLP Participant

immediately after their release from jail, especially during the later hours of the day. Participants indicated that most people could benefit from the types of support that SLP offered.

Some participants indicated they had been detained in other jails where no such services and supports existed. Many participants identified housing, expanded transportation support, and employment as additional services that would be helpful.

➤ **Project environment and location** require special considerations.

The Safe Landing Project location at a trailer in the parking lot of Santa Rita Jail is a unique program location that requires special considerations. Its close proximity to the door where people exit the jail immediately upon release provides a unique opportunity to connect with people minutes after departing from jail. In addition, people are in various stress levels related to physical, emotional, and psychological well-being as they exit the jail. Given that SLP staff intersects with people at this critical moment, ensuring staff safety is a priority for the project. Additionally, the trailer is a recreational vehicle that has demonstrated infrastructure challenges, including: 1) the importance of a safe, lockable, and secure structure, 2) a location that can withstand varying environmental conditions, including severe heat, rain, and wildfire smoke, and 3) a facility that is accessible to people with all levels of mobility. There has also been a lack of stable and sufficient electricity and Wi-Fi at the trailer, which has impacted program delivery and documentation. ***Current efforts are underway to explore creating a more semi-permanent structure for the program.***

*"I love the fact that I am part of it [SLP]. I've seen a lot of people I know and it makes me feel good that I am here as a friendly face when they get out. The program is all about hope, that's all there is...it gives you an opportunity to help someone make a change. And we need an actual building. Somewhere that we can build a Center. A building would help us deal with all of the safety issues we have...and we could do so much more with the people we want to help. With a building, a Center...it would be an even better program."*

- SLP Staff Member

➤ **Service delivery can be strengthened with more reentry & stakeholder coordination.**

People are leaving jail with a wide array of needs and various levels of individual ability to address their own needs. Given the limited time that SLP staff have to interact and engage with people upon their release, the program could be strengthened with more pre-release discharge planning and reentry coordination among ACSO, ACBH, and the many providers at the jail and in the community. This

coordination should occur prior to, at the time of, and during the follow-up period after release. Ideally, pre-release planning and coordination should include identifying individuals with the highest needs before their release, contacting community services for post-release support, communicating release dates to SLP staff, and coordinating seamless linkages to services on the day of and after release. While release dates and times are not always known ahead of time to allow for such coordination, individuals with higher levels of behavioral health needs should be prioritized for communication and coordination among stakeholders. It is unrealistic to expect all this coordination and connection to happen at SLP without coordination and communication before and after an individual's release from Santa Rita Jail. In addition, Roots may want to reconsider locating more behavioral health support staff at the SLP site.

> *"We are glad to support the Safe Landing Project and appreciate the services the staff is providing for people as they are released. We all need to do whatever we can to prevent people from coming back to jail. Every little bit helps."*
>
> - ACSO Staff Member

➤ There may be new opportunities & challenges with the **addition of the SLP shuttle.**

Starting in November 2021, with support from Alameda County Probation, Roots is adding the SLP shuttle to its services offered to people as they are released from Santa Rita Jail. The shuttle is scheduled to run from 8 am to 12 am daily and provide ongoing shuttle service between the jail and the Dublin BART station. The SLP shuttle also plans to provide a few longer trips per day to other destinations such as the Coliseum BART station, Eastmont Transit Center, or the Roots Community Health Center in East Oakland. The SLP shuttle will provide much-needed increased transportation support for people as they leave the jail. But it may also impact the level of service and engagement at the SLP site. Much of the SLP activities occur between the time when people are released and when they are waiting in the SRJ parking lot for the AC Transit bus that runs only once per hour and provides no service after 8:50 pm. With the addition of the SLP shuttle, people will not have to wait as long for transportation support after release. This decrease in waiting time may impact the number of people that SLP staff will be able to serve at the jail trailer and how length the
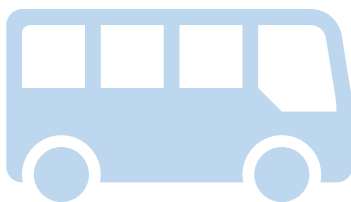


interaction with SLP. Coordination between SLP and shuttle service staff will be critical. TBG intends to document any changes in the number of people served at SLP in Year 2 and examine how the introduction of the SLP shuttle may affect services.

## ➢ SLP staff are key to its success.

Like most support programs, the success of SLP lies heavily in the success of the staff. While the project had initial problems with consistent staffing, the current SLP staff have been onsite steadily and regularly. A consistent project team can significantly aid the program's reputation and enhance marketing with potential participants, especially for repeat participants who may return to jail. The staff positions at SLP are not easy to fill, thus, it is important to provide ongoing support, communication, supervision, and training to increase the likelihood of staff retention. It is also critically important for SLP staff to be connected and have relationships with other service providers at the jail and community-based agencies.
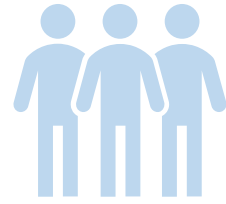
*"I first came over to the [SLP] trailer just to use the cell phone to call my ride. Then I got to talking and the people were really nice, very helpful. I was in a bad mood until I met the guys here. They didn't make me feel bad about my situation. I actually learned about some things and places I didn't know about in my community…I went over to the bus stop and told everyone there to go check it…they got some things for you…and they pretty cool too."*

- SLP Participant

## About the Evaluators:  The Bridging Group

Founded in 2008, The Bridging Group (TBG) is a community-based consulting firm specializing in the cross-roads of criminal legal system involvement, homelessness, and behavioral health and their effects on the public's health, families, and communities. The group's expertise includes: 1) Technical Assistance & Capacity Building Assistance; 2) Research & Evaluation; and 3) Training, Education & Dissemination.  Our principal consultants are experts in program development, implementation, evaluation, and research studies focused on 1) prison & jail health programs, 2) practices to support children and families with incarcerated loved ones, and 3) community services supporting reentry efforts.

Together, the principal consultants have over 60 years of experience serving and working with individuals, families, and community agencies affected by incarceration. Including the added expertise of team members with biostatistics, project management, and evaluation management skills, The Bridging Group brings reality-based experience to provide thoughtful solutions for complex questions.

TBG staff has extensive experience working with government agencies within the United States, including the Department of Justice and multiple Health and Human Service Agencies (CDC, HRSA, OWH, NIDA, NIMH, and SAMHSA) and community-based agencies supporting projects in over 30 US states.  TBG staff have also worked globally in 12 countries by supporting projects in Haiti, Kazakhstan, Kenya, Kyrgyzstan, Russia, South Africa, Taiwan, Tajikistan, Thailand, Trinidad, Ukraine, and Uzbekistan. TBG also has strong academic partnerships with the University of California, San Francisco and Johns Hopkins University.

For more information about The Bridging Group, please visit thebridginggroup.com or contact info@thebridginggroup.com.