



**Contra Costa Holistic Intervention Partnership (HIP)
Final Local Evaluation Report**

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Contra Costa County Office of the Public Defender**

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By

**Aili Malm, Ph.D., Aili.Malm@csulb.edu
Dina Perrone, Ph.D., Dina.Perrone@csulb.edu
Carissa Ellis, MS, Carissa.Ellis@csulb.edu**



**School of Criminology, Criminal Justice and Emergency Management
California State University Long Beach
1250 Bellflower Boulevard
Long Beach, CA 90840-4603
(562) 985-0438**

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Executive Summary

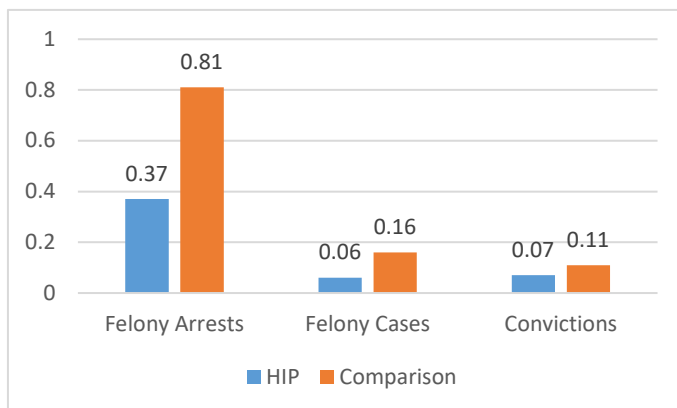
Contra Costa County's Holistic Intervention Partnership (HIP) seeks to identify and address the underlying needs of indigent defendants charged with misdemeanors immediately after arrest. Launched in July 2020, HIP utilizes a holistic philosophy to seamlessly provide community-based services and reduce future justice system involvement.

The CSULB evaluation team was contracted by the Contra Costa County Office of the Public Defender (CCPD) to assess if the goals of HIP were met (outcome evaluation), how HIP met its goals (process evaluation), and if doing so incurred cost savings (costing evaluation). This report documents the results of HIP from July 2020 through March 2023.

Outcome Evaluation

- The HIP program enrolled 497 clients between June 2020 and March 2023. All clients were screened and assessed in line with HIP intake protocols.
- HIP clients presented with a variety of needs at intake. Almost one-third self-reported an alcohol/substance abuse problem, over forty percent self-reported physical health concerns, and one-third self-report mental health issues. One-third also report being unhoused, and/or being on public assistance.
- All HIP clients who identified as housing insecure were referred to the Health, Housing and Homeless Services Division (H3) of the Contra Costa County Health Department for services and received a vulnerability assessment for housing. Notably, almost three-quarters of H3 clients exited the program to a permanent housing destination.
- Several HIP clients were referred to Rubicon for civil-legal services. Rubicon successfully achieved goals for over 80% of HIP clients during the project period.

At the 12-month follow-up period, HIP clients had significantly lower rates of felony arrests, filed felony cases, and convictions.

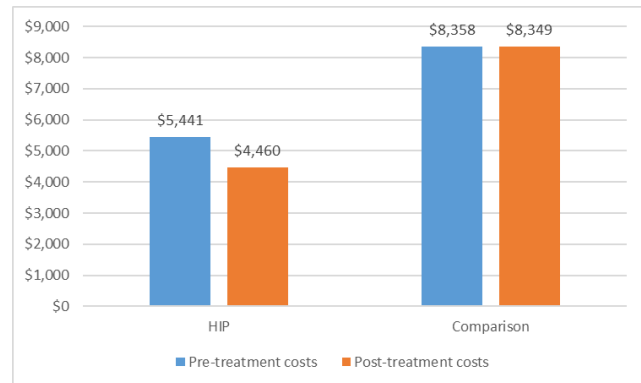


- When comparing HIP clients to a system-as-usual comparison group, three outcomes in the 12-month follow-up period were significantly related to HIP participation. First, felony arrests were about one and three quarters times higher for individuals in the system-as-usual comparison group. Second, felony cases were almost two and a half times higher for the comparison group. Third, convictions were almost two and a half times higher for the comparison group.

- HIP clients were significantly less likely to fail to appear for arraignment than the comparison group (15% vs. 45%). It appears that this difference is directly related to the increased proportion of HIP clients who sign a PC § 977 waiver.

Cost Evaluation

- Post-treatment costs went down for HIP clients while they stayed consistent for the comparison group. The criminal justice system costs are underestimated as jail and probation costs were not included.



Process Evaluation

- HIP is a highly needed program, one that is best located within a public defender's office.
- HIP stakeholders and service providers share a common definition of holistic defense. They envision holistic defense as a way to involve the local community and utilize strong partnerships with a variety of service providers to best address the needs of the "whole client" and "meet them where they are at."
- Key barriers to implementation included (1) ineffective communication, (2) procedural ambiguity, (3) when to close cases, (4) lack of coordination, (5) gap in services, (6) high caseloads, (7) sustainability, (8) unclear expectations, (9) competing philosophies, and (10) difficulty building client rapport. These challenges did *not* negatively impact HIP's ability to seamlessly provide resources to their clients.
- Strengths of the HIP program were: (1) the frequent and helpful meetings, (2) strong collaboration, (3) open communication, (4) program flexibility, (5) HIP's client-centered approach, (6) ample resources, and (7) dedicated and experienced staff. These strengths helped address the barriers to implementation.
- HIP strengths enabled many successes: (1) enhanced client wellbeing, (2) improved case outcomes, (3) reduced recidivism, (4) positive staff morale, (5) connections to the community, and (6) system-wide reform.

Advice for Future HIP Programs

- To implement a HIP-like program, interested public defender offices must undergo a cultural shift that aligns with the holistic mentality. The key here is to carefully reimagine their role to support each individual client in a non-traditional and client-centered manner.
- Future programs should engage in careful planning, identifying the specific needs of the surrounding community to

"The Holistic Intervention Partnership means looking at the entire person as a whole person, considering that they've been dehumanized going through the justice system, using all the resources that we can to provide them the best resources to make them feel whole" – Service Provider

ensure that they secure the appropriate partnerships with service providers. Necessary resources (i.e., housing, behavioral health, employment services) should be secured prior to launching the program.

- Committed stakeholders and partners are key to program success. Strong leaders who value open lines of communication are vital. Program management must support their employees and ensure that everyone's voice has an equal chance of being heard.
- A flexible program is a must; the staff should adapt to changing circumstances and acknowledge that the program functions best when it is not rigidly structured.

1. Project Background

Across California, more than a million misdemeanor cases are filed every year; these cases are the primary way that most individuals experience the criminal justice system. In Contra Costa County, a large county with a population of 1.1 million, 74.9% of criminal cases prosecuted in 2018 were misdemeanors. Due to their volume, misdemeanants demand extensive resources from all justice system partners—law enforcement, prosecutors, courts, jails, and indigent defense providers. For individuals, the collateral consequences of a misdemeanor arrest can be devastating and long-lasting, hampering access to employment, housing, and other essentials—even if they are not convicted.

Many of those charged with misdemeanors are repeatedly involved in the criminal justice system and are frequent utilizers of other systems (e.g., health, mental health, treatment, and housing), accounting for a disproportionate share of the County's expenditures across multiple sectors. In the most extreme cases, the multi-system fiscal impact can run millions of dollars for a single person. Contra Costa County has emerged as a statewide leader in innovative and collaborative justice programming, particularly for individuals reentering society after incarceration. Various County agencies and community-based organizations (CBOs) have developed specialized initiatives in housing, behavioral health services, and indigent legal services, to address the needs of justice-involved individuals. Some have either or also launched County task forces to rectify racial and ethnic disparities in the criminal justice system. For example, in 2016, the Contra Costa Public Defender's Office (CCPD) launched the Misdemeanor Early Representation Program (EarlyRep), a unique partnership with law enforcement agencies (LEAs) and one of few programs nationwide that extend legal representation to indigent individuals immediately from the time of police contact. EarlyRep has increased court appearance rates and reduced unnecessary incarceration due to bench warrant arrests. However, the acute needs of these individuals are not limited to criminal defense legal services, and often include time-sensitive housing, mental health, substance use disorder (SUD), and civil legal needs, which can contribute to a vicious cycle of further justice system involvement.

To respond to these needs, Contra Costa implemented the Holistic Intervention Partnership (HIP). For those facing poverty, homelessness, trauma, and physical and behavioral health challenges, navigating the maze of services across multiple systems in a large and geographically dispersed county can be daunting. HIP enables improved coordination and early delivery of critical legal, housing, and behavioral health services after an arrest/citation and before charges are filed, in turn reducing system burden and improving criminal justice outcomes in misdemeanor cases. Justice Assistant Grant (JAG) funding provided dedicated intensive case management, housing opportunities, transportation to court, civil legal services, and community navigation, while leveraging existing behavioral health programs and other resources to streamline services and address root causes of criminal justice involvement.

HIP has the following goals:

- I. Reduce the financial and human resource burden of misdemeanor cases on law enforcement, the justice system, and the community.
- II. Reduce future criminal justice system involvement among program participants.
- III. Establish early coordination, collaboration, and linkages across system partners to better serve indigent individuals involved in the criminal justice system (Contra Costa County, 2019).

To meet these goals, CCPD collaborates with several county agencies and community-based organizations. These agencies work together to provide clients with housing, employment, behavioral health care, civil legal services, and transportation (see Table 1-1).

Table 1-1: HIP Partners

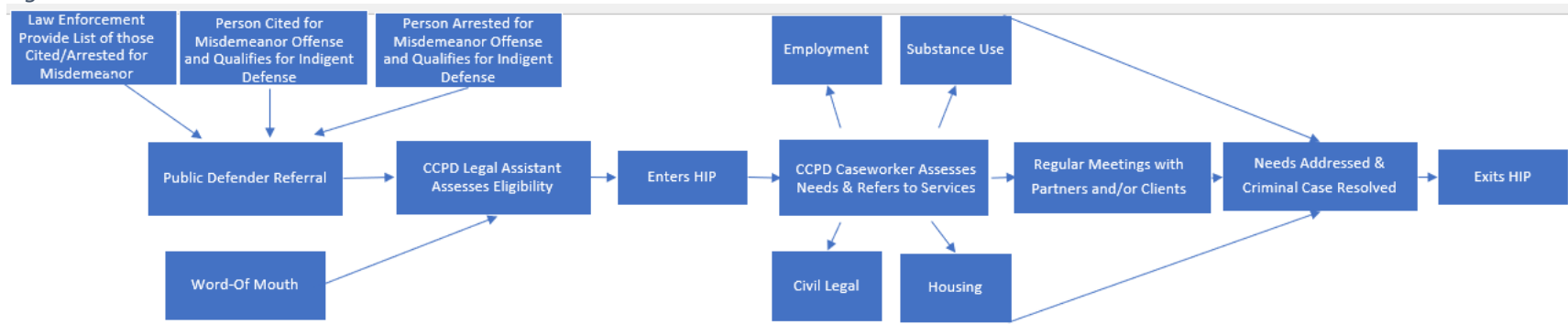
Partner	Purpose
CCC Health, Housing, and Homeless Services (H3)	Housing & homeless services
CCC Behavioral Health Services	Mental health & substance use services
CCC Employment & Human Services Department	Social service & public benefit programs
Antioch, Martinez, and Richmond Police Departments	Arrest logs that identify eligible clients
Hume	Housing services
Rubicon	Civil legal services
Reentry Success Center	Community based services & transportation services
Uptrust Text Messaging	Text messaging court date reminder system
Office of Reentry & Justice	Reentry services
California State University Long Beach (CSULB)	HIP Evaluation

The HIP Process

To be a HIP client, the individual must have been arrested or cited for a misdemeanor offense, qualify for public defender services, and be referred to HIP. Once an individual is arrested or cited for a misdemeanor offense, that individual can be referred to HIP through the EarlyRep program. Once referred, the Legal Assistant in the public defender's office conducts an assessment to determine eligibility and the Client Services Specialist completes an intake to identify needs and refer to HIP partners for services. Figure 1-1 provides a flowchart as of March 2023 of how individuals are processed through the HIP program and connected to HIP service providers to address client needs. Setting up this process was challenging and required the team to regularly communicate and be flexible.

To ensure client success and to identify challenges and problem-solve issues, the Legal Assistant and the Client Services Specialist hold meetings with each HIP partner and monthly team meetings with all HIP partners. They also hold mutual client meetings (aka multidisciplinary team meetings [MDT]), both with and without the client, as needed, to discuss common clients, ensure client needs are met, and avoid staff splitting and overlapping services. Regular email or phone conversations also occur as issues arise. As described in detail below, these meetings are essential to HIP implementation success, collaboration and trust among partners, and meeting client needs.

Figure 1-1: The HIP Process



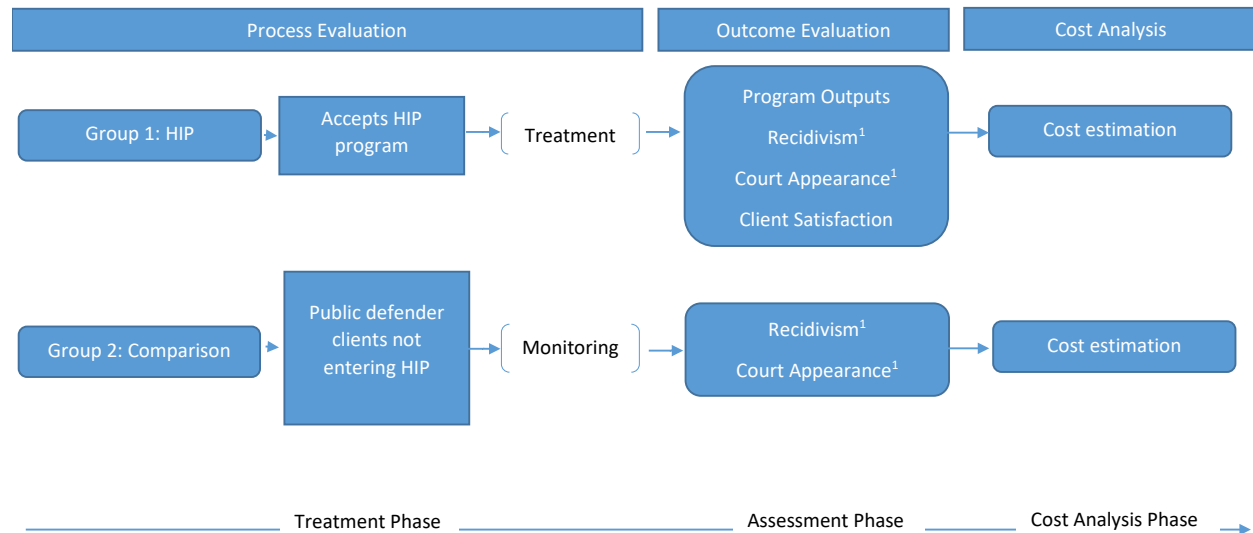
CSULB was contracted by CCPD to conduct an evaluation of HIP that assesses if and how HIP met its goals and attended client needs. This report provides evaluation results in the form of process, outcome, and costing evaluations.

2. Evaluation Method and Design

Figure 2-1 provides a picture of the HIP evaluation, which consists of three parts:

1. process evaluation
2. outcome evaluation
3. cost analysis

Figure 2-1: Evaluation Plan



¹ Court appearance and criminal history data retrieval through CoCo County Public Defender's Office.

Process Evaluation

In line with prior research on the viability of policy evaluations, we collected several forms of data and used multiple methodologies to analyze the development and implementation of the HIP program. The process evaluation can inform other cities/counties/states of best practices and challenges in developing and implementing a program like HIP. The process evaluation answers the following research questions:

1. What were the barriers and facilitators to program implementation? How were barriers addressed?
2. Who was trained and what was the nature of training received for HIP implementation?
3. What are the perceptions of HIP amongst the target population and HIP stakeholders?

The process evaluation involves three components:

- a. Stakeholder interviews/focus groups,
- b. Document analyses, and
- c. Analysis of the HIP client surveys.

Process evaluations assess program implementation and identify how and under what conditions programs work or do not work (Mears, 2010; Pawson & Tilly, 1997). Essentially, they contextualize impact and outcome findings by describing how and why an intervention experienced certain results. The process evaluation provides details about a program's underlying theory, model design, goals,

objectives, operations, service delivery, quality of services, and implementation barriers and facilitators (Krisberg, 1980; Mears, 2010; Miller & Miller, 2015; Scarpitti et al., 1993). With a process evaluation, researchers and program evaluators can avoid committing a Type III error (i.e., incorrectly concluding that a program's outcomes are attributable to the program components when the intervention was not delivered as indicated [Helitzer & Yoon, 2002]), as they will know if relevant components were absent or added. Clearly, then, it is key to understanding program implementation and program outcomes and enhancing other sites' ability to replicate a program with similar results.

Consistent with previous process evaluation research, this process evaluation employed both qualitative and quantitative methods in the form of semi-structured focus groups/interviews, client surveys, and content analyses of HIP policy documentation (e.g., policies and procedures, meeting minutes, etc.). Data were analyzed and triangulated to fully examine the implementation of HIP and identify the conditions under which HIP implementation is successful.

Semi-Structured Focus Groups and Interviews

Semi-structured focus groups and interviews with HIP partners and stakeholders were conducted. The purpose of these interviews/focus groups was to:

1. Understand HIP roles,
2. Understand HIP procedures,
3. Understand impacts of HIP on community and partner relations,
4. Identify obstacles and facilitators to HIP development,
5. Identify successes and challenges to HIP implementation, and
6. Identify best practices in HIP development and implementation.

The focus groups and interviews occurred biannually during the first year, and then annually during the following years since program inception. This report includes data from four waves of focus groups: December 2020 (Wave 1), July 2021 (Wave 2), July 2022 (Wave 3), and May 2023 (Wave 4).

In collaboration with the site manager, groups were organized by their role in HIP. None declined to participate. The groups were homogenous based on partner roles and rank to inspire natural conversation. Effort was also made to avoid placing participants with their managers, to limit the likelihood of discomfort and enhance candor. A total of 22 focus groups, ranging in size from 2-4 (see table 2-1) and 11 interviews (see table 2-2) were conducted over a three-and-a-half-year period (December 2020 – May 2023). A total of 22 service providers participated.

Due to the COVID-19 pandemic, all interviews took place virtually via Zoom; partners were emailed a link with their corresponding date and time. Cameras were invited to be turned on (most were) to simulate as much of a face-to-face meeting as possible in a virtual setting. Participants were required to email a signed informed consent form to the interviewer prior to their scheduled focus group. Participants also had to manually select that they consented to the recording of the meeting in order to continue on Zoom. All participants agreed.

The semi-structured focus groups ranged from 30 minutes to 1.5 hours, and all were recorded. Our research team transcribed and cleaned the data. No handwritten notes or responses were taken. During the cleaning process, transcript accuracy was ensured, and all personal identifying information was redacted to protect confidentiality. Each participant is known as a generic staff classification (i.e., Public Defender Staff #1), names were redacted from quotes, and pronouns referring to other staff or partners

were changed to *they*. Within and across wave 1, wave 2, wave 3, and wave 4, the title and number correspond to the same person.

Although the focus groups and interviews were flexible and participants were encouraged to speak freely, they were guided by a set of questions to foster a meaningful discussion. Protocol questions were open-ended and designed to elicit answers that corresponded with research questions. The goal was to ensure that all mechanisms, contexts, barriers, and facilitators were identified. All participants were asked the same questions, but the order of the questions differed as the interviewer adapted to the natural flow of conversation. The same protocol questions were used for each wave of focus groups. Probing questions were asked when clarification or further details were needed.

Table 2-1: HIP Focus Groups

Focus Groups (n=22)		
Date	Staff Classification	Staff Count
12.07.20 (Wave 1)	Service Providers #1 & #2, Service Provider Management #3	3
12.08.20 (Wave 1)	Public Defender Staff #4, Service Provider Management #2	2
12.08.20 (Wave 1)	Civil Attorney #1, Civil Attorney Manager #1	2
12.09.20 (Wave 1)	Public Defender Attorneys #1 & #2	2
12.11.20 (Wave 1)	Civil Attorneys #2 & #3	2
12.11.20 (Wave 1)	Public Defender Staff #1 & #3	2
07.06.21 (Wave 1)	Public Defender Staff #1 & #2	2
07.06.21 (Wave 2)	Service Provider #3, Service Provider Management #3	2
07.08.21 (Wave 2)	Service Provider Management #2, #4, & #5, Public Defender Staff #4	4
07.08.21 (Wave 2)	Service Providers #1 & #2	2
07.14.21 (Wave 2)	Civil Attorneys #2 & #3	2
07.14.21 (Wave 2)	Civil Attorney #1, Civil Attorney Manager #1	2
07.11.22 (Wave 3)	Public Defender Staff #1 & #6	2
07.12.22 (Wave 3)	Public Defender Attorneys #1 & #2	2
07.13.22 (Wave 3)	Service Provider #3, Service Provider Management #3	2
07.19.22 (Wave 3)	Civil Attorney #1, Civil Attorney Manager #1	2
07.19.22 (Wave 3)	Service Providers #1 & #4	2
07.19.22 (Wave 3)	Service Provider Management #2 & #4	2
07.26.22 (Wave 3)	Civil Attorneys #2 & #3	2
05.22.23 (Wave 4)	Service Providers #1 & #4	2
05.22.23 (Wave 4)	Public Defender Staff #1 & #6	2
05.23.23 (Wave 4)	Civil Attorney #1, Civil Attorney Manager #1	2

Table 2-2: HIP Interviews

Interviews (n=11)		
Date	Staff Classification	Staff Count
12.07.20 (Wave 1)	Public Defender Staff #2	1
12.07.20 (Wave 1)	Public Defender Staff #5	1
12.08.20 (Wave 1)	Service Provider Management #1	1
07.08.21 (Wave 2)	Public Defender Attorney #1	1
07.21.21 (Wave 2)	Public Defender Staff #5	1
07.29.21 (Wave 2)	Public Defender Attorney #2	1
07.05.22 (Wave 3)	Public Defender Staff #5	1
07.14.22 (Wave 3)	Public Defender Staff #7	1
07.28.22 (Wave 3)	Public Defender Staff #4	1
05.22.23 (Wave 4)	Civil Attorney #2	1
05.25.23 (Wave 4)	Public Defender Staff #4	1

HIP Document Data

We collected various HIP-related documents for this study (See Table 2-3). Data were collected from HIP Project Management, including the HIP grant application, community presentation PowerPoints, procedure and protocol documents, forms used, and stakeholder meeting minutes.

Table 2-3: HIP Documents

Document Type	Count
Grant Proposal	1
Quarterly Reports	34
Board of State & Community Corrections	14
Bureau of Justice Assistance	20
Meeting Minutes	17
Procedures/Protocols	24
Newsletter	1
Community Presentations	3

HIP Client Surveys

A total of 89 individuals completed the survey (88 were self-identified HIP clients). Surveys were completed from December 2021 – January 2023. HIP Clients were invited to complete the survey via a text message with a link to the online survey that was sent via Uptrust. The survey was estimated to take 25 minutes. Participants received a \$20 incentive, even if they did not answer all the questions.

Data Analysis

This study uses thematic analysis of focus groups and interviews to identify common themes that emerged. Thematic analysis is a flexible qualitative method that identifies themes, which reflect

patterns in the data that correspond to research questions (Braun & Clarke, 2006). This study uses an inductive approach; thematic codes emerged from the data. This process is driven by exploration (Bachman & Schutt, 2020), which is especially important given that HIP is a new and never before studied program.

Data were managed using NVivo. NVivo is a qualitative analysis software that visually presents data and sorts it into codes determined by the researcher. After transcripts were edited, we analyzed and coded the data guided by the research questions and the constant comparative method. Two members of the research team collaborated in this process, with continual addition of codes and identification of core themes. The process of thematic coding is dynamic and constantly changing as new data are analyzed and reanalyzed (Ritchie & Spencer, 1994).

We supplemented the focus group/interview data with an analysis of: 1) HIP policy/procedural documents and presentations and 2) client surveys. The findings from the focus groups/interviews were cross-referenced with the findings from the content-analysis to identify any connections with staff reported implementation barriers and facilitators. And, client surveys were utilized to compare the target population's perceptions of HIP to those cited by HIP stakeholders and staff.

Outcome and Costing Evaluation

The purpose of the outcome and costing evaluation is to assess the effect of the HIP program on program outputs, recidivism, court outcomes, and criminal justice system vs. program costs. The outcome and costing evaluation is designed to answer the following research questions:

1. Does HIP help facilitate access to services?
 - a. Legal
 - b. Housing
 - c. Behavioral health and/or SUD
 - d. Benefit programs
 - e. Community services
2. Does HIP improve court case outcomes?
 - a. Do they appear for scheduled court dates?
 - b. Do they avoid bench warrants without arrest?
3. Does HIP reduce administrative recidivism?
4. Does HIP reduce new arrest/case recidivism?
5. In relation to HIP program costs, does HIP reduce criminal justice costs?

To answer question 1, we collected program output data for HIP recipients on an annual basis (see Table 2-4). To answer questions 2 through 5, we collected administrative data on two groups (see Figure 2-1):

Group 1: HIP

Group 2: System-as-usual comparison

While randomized controlled trials (RCT) represent the gold-standard in program evaluation design, real world constraints precluded randomizing individuals into HIP and control conditions. Therefore, this evaluation represents an equivalent-groups longitudinal quasi-experimental field trial design.

For the purposes of this evaluation, a comparison group was drawn from individuals who were represented by the Contra Costa Public Defender's Office and eligible for HIP but were not enrolled in HIP. Although the comparison group came from the same area, it is important to state at the outset that self-selection into the HIP program could bias these results. For example, individuals who self-select into the HIP program could have more willingness to change than individuals who do not enroll in HIP. The only way to eliminate self-selection bias is to conduct a randomized controlled experiment (RCT).

To make the groups as equivalent as possible, we used propensity score matching ([PSM] Apel & Sweeten, 2010; Shadish et al., 2002). Essentially, PSM approximates randomization by comparing individuals that have overlapping values of pre-treatment measures. We used a logistic regression model to create propensity scores. Treatment assignment (1 = HIP client; 0 = individual from comparison group) was predicted using sex, race/ethnicity, age at referral/eligible offense, incident date, and the eligible offense type. Nearest neighbor matching was used to match treatment and comparison cases at a 1:1 ratio. Caliper width was set at zero, meaning that each comparison group member perfectly matched a HIP client on all factors used in the PSM. Again, it is important to note that "willingness to change" was not available and therefore not controlled.

Unfortunately, due to CALDOJ criminal history availability, we had unequal group numbers for each recidivism follow-up time period. We compared predictor variables between the HIP and comparison groups after PSM to assess balance at the 12-month and 24-month follow-up period. There were no statistically significant differences between the HIP and comparison individuals in any of the variables used for PSM.

We used generalized estimating equations (GEEs) to model the effect of HIP on the eight criminal justice utilization measures for each time period (12-month, 24-month). The model for each outcome included a treatment indicator (HIP vs. comparison) and a covariate measuring the pre-treatment outcome levels. For example, the model for 12-month post-treatment felony arrests included a measure of 12-month pre-treatment felony arrests as a covariate. Because each of the outcome measures were over dispersed counts (Long & Freese, 2014), negative binomial regression models were deemed most appropriate. To aid interpretation, we exponentiated the effect sizes to produce odds ratios (ORs). Alphas were set to $p = .05$, indicating statistically significant results. Confidence intervals were set to 95%. All models were estimated using GEE commands in SPSS 28.

Measures

Sociodemographic and program data were obtained from the Contra Costa County Office of the Public Defender (CCPD), and two partner agencies – Health, Housing and Homeless Services Division (H3) and Rubicon. Criminal history data were provided by the CCPD. These data were in the form of printed RAP sheets for HIP clients and comparison group individuals. RAP sheets include arrests and dispositions occurring in the state of California. Criminal history data were then divided into four time periods – 12-month pre-HIP intake or eligible charge date and 12 month post-HIP intake or eligible charge date, and 24 month pre and post. Arrests were collapsed by day and categorized into one of the eight criminal history outcome variables – misdemeanor arrests, felony arrests, administrative arrests, misdemeanor cases, felony cases, convictions, jail sentences, and probation sentences.

Costing measures were divided into two categories – HIP program costs and criminal justice system utilization costs. HIP program costs were provided by CCCPD and include monthly costs for all staff and services. We made a deliberate attempt to use similar criminal justice utilization measures as prior

holistic criminal justice system service provision programs (Collins et al. 2019; Malm et al., 2020) to aid in comparability and future systematic reviews. These measures include police cost of arrest, and prosecutorial and defense costs for misdemeanor and felony cases. Police costs by arrest type (felony vs. misdemeanor) was determined using a method developed by Hunt, Saunders and Kilmer (2018). We chose the difference between felony and misdemeanor theft to be a proxy for all felony and misdemeanor arrests. Legal costs were average, monthly estimated costs associated with felony and misdemeanor cases (i.e., prosecution and public defense). We used a similar estimation technique as the Law Enforcement Assisted Diversion (LEAD) Evaluation in Seattle, WA and San Francisco and Los Angeles, CA (Collins et al., 2019; Malm et al., 2020). More detail on the costing methodology is provided in the next chapter. Table 2-4 provides a list of outcome measures and their departmental source.

Table 2-4: List of Outcome Variables and Department Sources

Measures	Department Source
Client Identification/Demographics	
HIP Intake Date	CoCo Office of the Public Defender (Client Intake Form)
HIP Exit Date	CoCo Office of the Public Defender (New Data System)
HIP ID#	CoCo Office of the Public Defender (Client Intake Form)
Current Location	CoCo Office of the Public Defender (Client Intake Form)
How Long in Current Location	CoCo Office of the Public Defender (Client Intake Form)
DOB	CoCo Office of the Public Defender (Client Intake Form)
Gender	CoCo Office of the Public Defender (Client Intake Form)
Uptrust User	CoCo Office of the Public Defender (Client Intake Form)
Transgender	CoCo Office of the Public Defender (Client Intake Form)
Sexual Orientation	CoCo Office of the Public Defender (Client Intake Form)
Race/Ethnicity	CoCo Office of the Public Defender (Client Intake Form)
Client Case Information	
Date of incident	CoCo Office of the Public Defender (Client Intake Form)
Charges	CoCo Office of the Public Defender (Client Intake Form)
Financial/Employment	
Employment Status	CoCo Office of the Public Defender (Client Intake Form)
Ever Been Employed	CoCo Office of the Public Defender (Client Intake Form)
Highest Level of Education	CoCo Office of the Public Defender (Client Intake Form)
Public Assistance	CoCo Office of the Public Defender (Client Intake Form)
# of Employment Program Referrals	H3
Employment Programs Referred To	H3
Public Assistance Goals	H3
Public Assistance Goals Achieved	H3
Client Assessment	
On Probation or Parole	CoCo Office of the Public Defender (Client Intake Form)
Mandated to DV or Anger Management	CoCo Office of the Public Defender (Client Intake Form)
Mandated to DUI Classes	CoCo Office of the Public Defender (Client Intake Form)
Substance Abuse	
Alcohol/Substance Abuse Problem	CoCo Office of the Public Defender (Client Intake Form)
Drug of Choice	CoCo Office of the Public Defender (Client Intake Form)

Method of Use	CoCo Office of the Public Defender (Client Intake Form)
Mandated to Drug Treatment Program	CoCo Office of the Public Defender (Client Intake Form)
How Long for Drug Treatment	CoCo Office of the Public Defender (Client Intake Form)
In Recovery or Attending 12-step	CoCo Office of the Public Defender (Client Intake Form)
# of Drug Treatment Referrals	CoCo Office of the Public Defender (Client Intake Form)
Medical	
Health Concerns	CoCo Office of the Public Defender (Client Intake Form)
Currently Taking Medications	CoCo Office of the Public Defender (Client Intake Form)
Treated for Mental Health Issues	CoCo Office of the Public Defender (Client Intake Form)
Health Insurance	CoCo Office of the Public Defender (Client Intake Form)
# of Behavioral Health Referrals	H3
Behavioral Health Programs Referred To	H3
# of Medical Referrals	H3
Family	
Restraining Order Pending	CoCo Office of the Public Defender (Client Intake Form)
Marital Status	CoCo Office of the Public Defender (Client Intake Form)
Number of Children	CoCo Office of the Public Defender (Client Intake Form)
How Many Children Live with Client	CoCo Office of the Public Defender (Client Intake Form)
# of Child Support Program Referrals	H3
Housing	
Housing Status	H3
# of Housing Referrals	H3
Housing Programs Referred To	H3
Legal Services	
# of Legal Service Referrals	Rubicon
Types of Legal Service Referrals	Rubicon
Legal Service Goals	Rubicon
Legal Service Goals Achieved	Rubicon
Community Services	
Community Service Referrals	H3
# of Transportation Assistance	H3
Assigned to Community Service Navigator	H3
Community Service Goals	H3
Community Service Goals Achieved	H3
Recidivism Outcomes	
Number of Felony Arrests	CoCo Office of the Public Defender
Number of Misdemeanor Arrests	CoCo Office of the Public Defender
Number of Administrative Arrests	CoCo Office of the Public Defender
Number of Felony Cases	CoCo Office of the Public Defender
Number of Misdemeanor Cases	CoCo Office of the Public Defender
Number of Convictions	CoCo Office of the Public Defender
Number of Jail Sentences	CoCo Office of the Public Defender
Number of Probation Sentences	CoCo Office of the Public Defender
Arraignment Outcomes	
# of Court Appearances after HIP intake	CoCo Office of the Public Defender
Court Appearance Outcome	CoCo Office of the Public Defender

3. Evaluation Results and Discussion

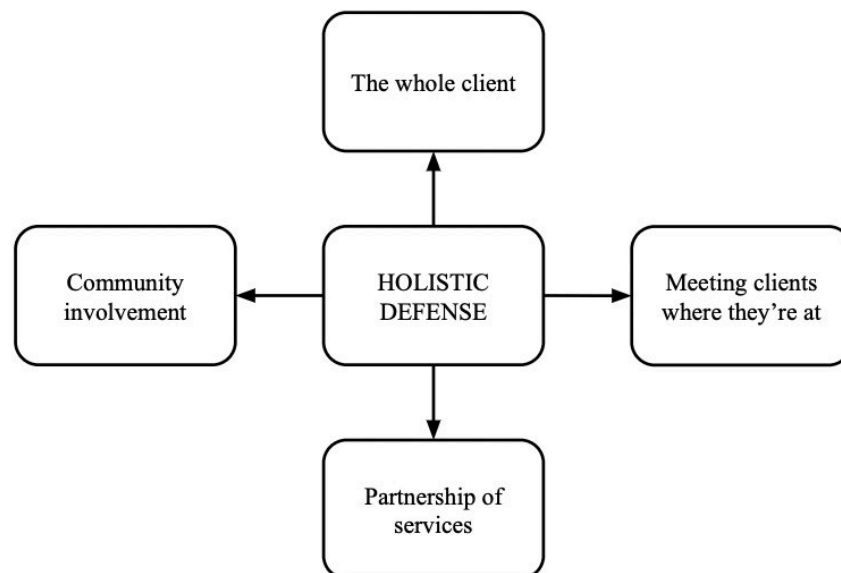
This chapter describes the results of the process, outcome, and costing evaluations.

Process Evaluation

How Stakeholders Envision Holistic Defense

HIP is founded in holistic public defense. As such, we sought to understand how each of the partners defined holistic defense to gauge the level of harmony in their ideas of HIP and assess how close their definitions are to those presented in the literature. When asked about the meaning of holistic defense, participants across all levels of the program shared a common understanding. To them, holistic defense meant addressing the whole client and all of their needs, meeting their clients where they're at, collaborating with many different partners to provide services, and involving the community. Figure 3-1 outlines the key components of a holistic defense identified by the partners.

Figure 3-1: Holistic Defense Defined



The most common definition was that holistic defense addresses all the needs of their clients (i.e., the “whole client”):

Having met with client after client and feeling like I couldn't bring them what they really need, right. Like, you know, I can file motions, and maybe, you know, get some not guilty verdicts, and, um, handle things one way in the criminal arena, but you're kind of, if you're looking at the whole person, often um, we, as public defenders, fall very short... I think programs like this are amazing. (Public Defender Attorney #2, Wave 1)

Many partners also shared that to be holistic, they had to “meet their clients where they're at.”

So, I think with, you know, meeting the client where they're at and getting to know the nitty gritty of what their day, their week, looks like... [clients] feel that holistic piece where they believe that we were just going to shut them out after they quote unquote make a mistake... no, no one's walking away from you. It's just like, how do we truly like help this person learn new skills, you know, and learn new ways to handle situations, because it's hard. (Service Provider #3, Wave 2)

“The Holistic Intervention Partnership means looking at the entire person as a whole person, considering that they've been dehumanized going through the justice system, using all the resources that we can to provide them the best resources to make them feel whole” – Service Provider

Just meeting people where they're at, you know. Letting them know that someone cares, letting them know that there's – we have opportunities to get back on the right track... (Public Defender Staff #6, Wave 3)

A key part of “meeting clients where they are at” is keeping the door open. As illustrated below, service providers respect that clients are on their own timeline and may not be comfortable with immediately initiating services.

So, once we leave that message, you have it; you have my contact information, anytime you want to get connected. I've had members that call me like 2 months later, so, and got connected. And um, would just keep it going like that. And it's not like an everyday thing, it's kinda sort of like, ‘Hey, I'm in a little bad spot right now, I need a push.’ ‘I need this.’ ‘I need some transportation.’ ‘Hey, I need to see a doctor.’ Stuff like that, you know. We just keep on going, cause like I said, the service is never cut off, whether it is 6 months, a year – it doesn't matter. As long as you have the contact and you can reach out, we'll help, we'll support, we'll refer you out. (Service Provider #4, Wave 4)

The collaborative nature of holistic defense was particularly prominent in their definitions. Holistic defense requires a strong partnership of a variety of service providers:

Your expertise is part and parcel of this entire, um, ecosystem that includes housing, that includes employment, that includes substance use, that includes all of these things... you need each other... you have an expertise that is no more valuable than the expertise someone else has. And you know, you come to this conversation in a humble way, right. Like, ‘yeah, I don't know anything about what you do, and I want to support everything you do.’ (Service Provider Management #1, Wave 1)

Whenever you have a team working together, it's always better than one person or two working together. It's kind of like the holistic piece, you know. I can't – as a legal team, we can do this piece, but we don't know anything about that. So, we have partners... We need a whole community to work with a whole person, basically. (Public Defender Staff #5, Wave 2)

The importance of the community was highlighted as a key aspect of the holistic defense model.

I think holistic, to me, also correlates strongly with community. And I think when, when – I think there can be such a great loss of community when entering the criminal justice system, when facing homelessness, when being out of a job, you know... just meeting them where they're at... when they are ready, we just want to make sure we're there with them, and they, and they are cultivating that community sense because we won't be there forever... So, making sure they know the next safe places to go to... (Service Provider #3, Wave 2)

HIP has allowed our [the Public Defender's] overall office to like, kind of find our way in different parts of the county, right. So it's a law office, so they go to court, you know, and yes, they deal with some behavioral health and yes, we deal with probation, but because of HIP, um, you find us at the Bay Area Rescue Mission, 'cause we work with clients there. You'll find us with these people called the Reentry Conductors, they do nothing but healthcare. We are working with, you know, several different faith-based agencies that we may have not worked with before. Um, I think it's allowed our office to take on that more truly holistic defense role because part of holistic defense is not only serving your criminal case, but also looking at what barriers that have been present in your life that, you know, may have played a role in bringing you to the criminal justice system. And I think because HIP is so front end, that you'll find the public defender's office in so many parts of our county. So, I think it gives us, um, a way to extend more into the community. (Public Defender Staff #4, Wave 3)

The public defender's office and partners understood the value of the community and subsequently worked to build trust, educate the public, and engage in community outreach. Their definitions of holistic defense included the role of the community, and their words were supported by their actions. Our document analysis confirms that they released newsletters, conducted presentations in the community, and informed judges and law enforcement about their program. In August 2020, CCPD gave a presentation to the Chiefs of Police. In June 2021, CCPD presented to CARES, a healthcare program for un-insured residents of Contra Costa County. In June 2022, CCPD presented to the Public Protections Committee. In their quarterly reports, CCPD often reported that they "attended community meetings, advisory boards, or roundtables" monthly and/or quarterly. In these quarterly reports, it was reported that they sometimes hosted community meetings as well. A community member was also present during steering committee meetings. To further support their involvement in the community, they expanded their outreach to those inside of jails and took walk-in clients (i.e., some HIP clients were identified through word-of-mouth).

Interviews and focus groups confirm that HIP is an intensive holistic program that offers an array of wraparound services. It is clear across all waves that HIP partners met the whole client wherever they were at, involved the community, and utilized a collaboration of providers to create and sustain a deep relationship. While HIP's adherence to the holistic model is evident, and the clients' needs and wishes clearly remained at the center of everything, some challenges were experienced as providers formed and navigated a new program.

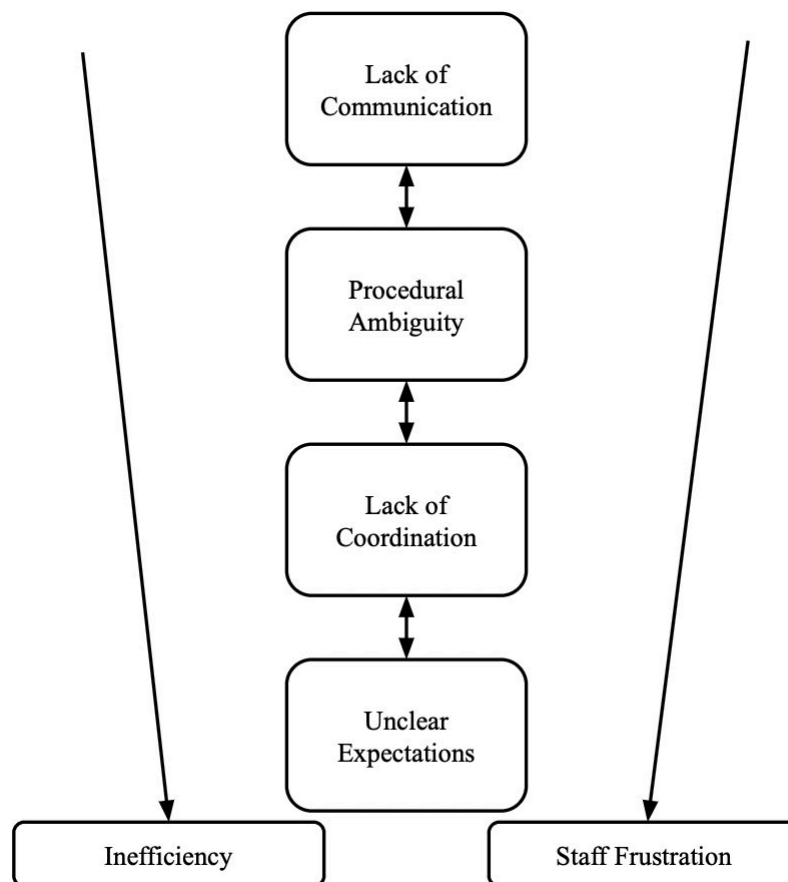
HIP Implementation Challenges

Several themes and subthemes emerged from the data that describe the implementation process and identified some challenges. These include *ineffective communication*, *procedural ambiguity*, *closing cases*, *lack of coordination*, *gap in services*, *high caseloads*, *sustainability*, *unclear expectations*, *competing philosophies*, and *difficulty building client rapport*. Each of the barriers emerged in both Wave 1 and Wave 2, highlighting a consensus even at two different stages of HIP. Aside from building client

rapport, the challenges HIP confronted were typical program implementation growing pains. And, by Wave 3, these challenges had been addressed, primarily through the frequent meetings among the partners both with and without clients (see HIP strengths later in this section). This was later confirmed in Wave 4, where HIP was described as a “well-oiled machine.” It should be noted then, that this section draws heavily from Waves 1 and 2.

Four of the challenges - *ineffective communication*, *procedural ambiguity*, *lack of coordination*, and *unclear expectations* - were interrelated. As pictured in Figure 3-2, the lack of communication translated to procedural ambiguity, which caused a lack of coordination, and led to unclear expectations. Each of the challenges identified by the partners led to program inefficiency, as they overlapped in service delivery, and staff frustrations, as roles were uncertain.

Figure 3-2: Relationships Between Challenges



Ineffective Communication

Communication was described as a key struggle. Service providers felt that the communication and demand for information was one-sided, the sharing of information about clients across partners was restricted, and this impeded client care and service delivery:

I’m not sure if the universal release [release of information] has been, um – but I know at times, uh, we can share information, um, with the public defender's office, but we don't necessarily get the information back. Um, which, you know, if we're looking at really holistic intervention, we need to have open communication streams across all partners. (Service Provider Management #2, Wave 2)

I feel like I'm expected to share a lot, and everyone needs—I need to be ready to explain every nook and cranny of someone's situation. But, to expect that on the flip side, it would, it's not gonna happen. (Service Provider #3, Wave 2)

Issues with communication were largely attributed to the lack of shared data; HIP does not have a shared database to house information for all involved partners. As these public defender staff members explain, a shared data system is not possible due to attorney-client privilege and confidentiality concerns.

I don't think our office wants to share data like that, uh, with other folks. I think it's probably, the angst probably comes from the PD's [public defender] office because one of the things you learn ...in the PD's office is that that whole attorney client-privilege, it's, it's a thing. It does not jive well with community mental health or behavioral health services. (Public Defender Staff #4, Wave 1)

Despite these concerns, though, service providers consistently cited a desire for access to the same information as the public defender's office, insisting that it would address the communication and coordination issues.

I would just say, I just wish there was like a kind of, some kind of um, database...where we can all be in the loop, of all of the HIP members. That way we kind of know who they're working with outside of [my agency] or, you know, what services they've already been um connected to and how, you know, um, so we can just be in the loop. (Service Provider #1, Wave 2)

This lack of communication created some procedural ambiguity and caused varying degrees of confusion among service providers.

Procedural Ambiguity

The difficulty communicating with each other made it challenging to establish written, clear, and shared procedures and protocols. By Wave 4, they created a few documents that guide their processes.

Interviewer: Do you have a policies and procedures manual that you've kind of created?

Public Defender Staff #6: We kind of strung together different, um, documents, but nothing like in a book. I would suggest that for any – that way if one of us was removed from the program, somebody could come in and hit the ground running. (Wave 4)

As mentioned above, written procedures for HIP do exist, and they rely on a few different protocols used by HIP partners (see Appendix):

- (1) Booking log process
- (2) Intake process
- (3) Referral protocol
- (4) Universal client intake form

However, they have difficulty disseminating the information across all service providers.

It would have been nice to have, like to have, to have had written protocols. Even with like the expenses, you know, like reporting back the expenses. It's like literally been a nightmare because I didn't know what—I just went along with providing the same documentation I provide for all of our other programs. And like, to this day, I'm still having to like, I'm literally having to go back and like ask people for like, like, to go do to a sworn affidavit that I provided something

for this person, when there's like receipts, like there's this, there's that, you know, that goes through different processes...And so, I'm like, so it gets really confusing. So, I absolutely agree, if there would have been, uh, better protocols on how to like, um, what, what the expectations were from beginning to end, it would have been great on all levels of the programming. (Service Provider Management #3, Wave 2)

When we began, we didn't know – I think our first referral came because [name redacted] said 'Hey, I think this person would be a good HIP client.' That was our first referral, you know, we didn't have a referral process. And then, as we went forward, we created it. But when we started, we didn't, we didn't know what a referral would look like. (Public Defender Staff #1, Wave 3)

The lack of clear procedures and protocols led to difficulty understanding the different roles of the service providers.

Just people not understanding the amount of information I need. That was one of the issues I had... Like, 'You're seeing Jane Smith.' That this—I need to have her, I need to have the receipt for what she did', you know, for—you paid for this stuff...So, just not understanding the process of all the information. All the paperwork that requires. (Public Defender Staff #5, Wave 2)

I would say there's a breakdown of understanding. Like, who is the social worker case manager? Because, you know, I've definitely been told 'I'm not – that's not your role.' Well then, who's doing it? Who is getting this person benefits? Who is getting this person on general assistance, and when is it going to be done? (Service Provider #3, Wave 2)

And, this culminated in some frustration and overall confusion regarding the purpose of the program:

But you're paying like 3500 dollars for this perfectly capable man that has more income than the single mother that has no support like why, why is it okay to support this participant for like a year or whatever... It's like, 'Okay, you're willing to spend like over 3,000 dollars on this man that has four times the income of this single mom that's only asking for \$700?!' Like, it's like, the, the, like the understanding of like, who gets what, like [name redacted] said, is very confusing. Um so, and then um yeah, and so I think that's where we kind of get stuck like [they] said, like we can't explain what our program does because we don't really know. (Service Provider Management #3, Wave 2)

Procedural ambiguity led to frustration and confusion, and this was also evident in how HIP partners lacked a clear protocol or indication of when a client was no longer a HIP client (i.e., when the case is closed).

Closing Cases

Because of HIP's connection to the public defender's office and the desire to attend to the whole client, marking cases inactive was a challenge. Public defenders typically cease contact with their clients upon the resolution of their criminal case. However, for most, their nonlegal issues are ongoing. So, identifying when to close cases or mark them inactive were difficult decisions. This challenge remained through the first wave and second wave of data collection, and by Wave 3, the partners identified an exit plan on a case-by-case basis.

...There's the issue of like providing ongoing service. So like, we have a client, um, who their criminal defense matter resolved like months ago and like, we're still providing ongoing HIP services because we're not just going to be like, 'Oh, you're no longer a public defender client?'


Okay, goodbye.' You know, we're going to follow through and make sure that they don't end up coming back to be a public defender client. Um, you know, but figuring out like, 'Where does it end? Does it end?' Like, 'is there like an organic ending point?' Um I think, that's something that's still to be determined. (Public Defender Staff #2, Wave 1)

Because of our approach, it's not necessarily, 'Okay, this person needs X, you know, they need a divorce, we got the divorce, that case is closed and done with.' It's kind of like, 'We're here, and other issues are going to arise and get contacted.' And, that's not exactly true in HIP where we're, you know, just opening our doors to you for a lifetime, but they don't necessarily go away. So those 77 clients don't necessarily – even though you've dealt with the primary issue they came in with, that doesn't necessarily mean they're not going to be back in three months with something else that's needed. Or how do you do that? I think that's something that the question that has come up a little bit more is where, when, and where do we draw the line, you know... so that's going to be a challenge going forward is figuring, figuring out that where, you know, what, what can we handle, when do we close a case, recognizing that that there are probably other issues that person could be helped with. (Civil Attorney Manager #1, Wave 2)

Two years after program implementation, HIP partners outlined guidelines for closing cases. Although competing philosophies between attorneys and social workers led to some disagreements, by frequently articulating their goals and discussing opportunities for compromise, they determined when a client would no longer be identified as a HIP client across the agencies:

I think the, the big picture view is that when their criminal case closes, is dismissed, pleads, they're found not guilty at trial, or maybe, you know, charges are filed, whatever that sort of status is, then we're sort of winding up our HIP support of them. We didn't want to sort of drop them like instantly in that moment but wanted to provide a natural transition. So, we decided that it's most appropriate given our client-facing model that we meet as a team,

that the multidisciplinary team work on that, and that we don't have some sort of fixed exact number of days, but we work to, to wrap them up and ideally to transition folks to longer term stability during that period. So like right,...we've transitioned to longer term housing, we've, we've gotten them sort of um, you know, situated and in a good space with mental health care, whatever the kind of, or civil legal, whatever the sort of the issues were, to try to have them um, you know, moving in the best direction possible again given that our goal is like stabilization and then, then overall like recidivism reduction, um, for clients, which is, is taking this more expansive long term view. (Public Defender Attorney #2, Wave 3)



"We decided that it's most appropriate given our client-facing model that we meet as a team, that the multidisciplinary team work on that, and that we don't have some sort of fixed exact number of days, but we work to, to wrap them up and ideally to transition folks to longer term stability during that period."

As a civil attorney explains, this process is done on a case-by-case basis, thus speaking to the flexibility of the program and the ability to remain focused on each client's individual needs and circumstances.

Um, I think it's just been on a case-by-case basis. Um, it really just depends. Sometimes we're working on something and it just it takes longer than the amount of time it takes to handle the, the criminal charges. Um, so I don't know that we have an overall um policy on it, or anything like that but um, we've been able to figure it out, case by case. And then, if someone, you know,

if I finish a service with someone and then they come back and have a new legal issue, you know, that's also a case by case basis, where we have to decide, you know, are our services over or is this something that I should take on now that they're coming back and they're having this issue? And I think part of it is probably gonna be how related is the new issue to what we were working on before? But it – yeah, again, there's no, there's no one policy that I guess could be utilized with, with every client. (Civil Attorney #2, Wave 4)

While HIP partners worked together to identify when to close or inactivate cases, this level of coordination did not always come easily.

Lack of Coordination

Service providers struggled to maintain a smooth workflow among the many involved agencies, which made it more difficult to track client progress. Because there was a lack of communication and a lack of procedural clarity, workloads increased due to overlapping resources and referrals. This often resulted in staff frustration and inefficiency. Notably, by Waves 3 and 4, HIP was a well-oiled machine.

There has been a little bit of overlap with referrals, so um it has been difficult to know who's doing what and if we're repeating each other's work. (Civil Attorney #2, Wave 2)

Yeah, I think that, that kind of we built a program that's very, um, diffuse, you know? It's a patchwork quilt of different agencies. So, I think really connecting, streamlining, and ensuring that the other partners are doing what they need to do, that everyone's kind of on the same page, I think those have been our bigger challenges. Kind of, you know... 'Is the communication good?' 'Is the, um, workflow working?' Because it's a very unusual workflow, I think, to have this many different partners sitting different places, trying to serve one client. (Public Defender Attorney #2, Wave 2)

In addition to an overlap of services, partners also noticed a gap in services.

Gap in Services

The more the partners coordinated and collaborated to support the HIP clients, the more they recognized that HIP was sometimes ill-equipped to address all clients' needs. Specifically, the partners noted that some services not at the table were needed. These include behavioral and mental health services, family law services, Spanish-speaking providers, and in Wave 4, housing. These gaps were early identified and planned to be addressed in the next iteration of grant funding for HIP.

Behavioral and mental health services

I wish we had um somebody who was part of the HIP program that was a behavioral health professional that could go out and link directly with somebody and connect them to the services. (Service Provider Management #2, Wave 1)

Um and mental illness, we just don't have the skills to deal with people with mental illness... (Public Defender Staff #5, Wave 2)

Um I think a challenge for us, um well lack of alcohol and um substance use treatment is always hard, and also just mental health... there's a long waitlist to get people mental health evaluations, there's a long waitlist, you know, to get people sometimes reconnected to their case managers. So just not having um, a flexible way to connect folks to mental health services has been a challenge...If we had like a contract with maybe behavioral health or if, you know, we had a contract with one of the CBOs that has contracts with mental health... if we had a

dedicated person, um, at one of the county behavioral health or community-based agencies that deal with behavioral health, that might be helpful. (Public Defender Staff #4, Wave 3)

Family Law

The other thing I would suggest would be including, if possible, including child support services in the HIP collaboration, because that's a huge barrier for a lot of people. Um either in the context of driver's license suspensions or just in terms of their life and debt and debt they keep racking up. Um, I know in Contra Costa Homeless Court, there's some – they often will bring in a representative from um DCSS [Department of Child Support Services], but I think that having that be a more structured part of HIP and, and having, you know, negotiated resolutions of child support matters be an integral part of the services that we're providing would be really important. (Civil Attorney #3, Wave 2)

...We have always had sort of a dearth of knowledge of family law, and that's continued to be an experience, and family law has been continued to be a big client need, um and we are continuously working to try to build up that knowledge and experience and find, uh, resources that can sort of help us build up. Um, so, that's actually something [name redacted] is working on with one of the other attorneys trying to like build up our family law resources and connections to, you know, experts in the area. (Civil Attorney #1, Wave 2)

Spanish-Speaking Providers

So I'd say um... more Spanish-speaking opportunities and providers and services, as you know, just the Bay Area, we have a big Spanish-speaking population and a good amount of the members that we encounter and service are Spanish-speaking individuals, so they deserve to, you know, have equal access to opportunities. And, them speaking Spanish shouldn't be a barrier when there's resources and um, things out there for them. (Service Provider #2, Wave 2)

Because this was a prominent barrier across the first three waves of focus groups, the new Proposition 47 grant included the addition of Spanish-speaking personnel.

The legal assistant is bilingual, so that helps as well, because now we have better capacity to, to work directly with Spanish speaking clients. (Civil Attorney Manager #1, Wave 4)

Housing

Although HIP's housing provider was positively regarded across Waves 1 – Waves 3 for the most part, partners in Wave 4 shared how the agency did not effectively provide housing support. This was a notable challenge, given that the partners repeatedly identified housing as the most important resource.

I don't think [service provider] was a housing agency to begin with. It was their first experience actually in the housing field, and it was like asking – asking them to do something they weren't really qualified to do. And although the resources were there, they didn't have the wherewithal to, to use the, the, the resources in the way that we needed them to use them. And a lot of times I was kind of managing them, and that's – that shouldn't happen, you know? The housing agency – a housing agency should come fully equipped to know how to manage those resources as far as a plan in place, you know, fully prepared to, you know, operate in a way that's gonna utilize those resources, you know, the most effective way. They weren't capable of doing that. One of the things that they weren't capable of doing was dealing with this population, you know. Um, one of the things we had to do from the very beginning was, get them to – not necessarily not be afraid of this population – but accept that this population was this population, that this is who we work with, that we're not going to hold the client's hand for you, and you

know, ensure you that this won't be a difficult client, or that client won't be difficult. But that one thing that I guarantee them – and I don't usually offer guarantees – is that I guarantee that 100% of the clients we refer to you will have criminal justice involvement. That I guarantee you. So that was the start point, and they struggled with that the whole time. (Public Defender Staff #1, Wave 4)

The new grant seeks to fill this gap in services and expertise by contracting with a new provider. At the time of interviews, the partners seemed hopeful that this change in partnerships would positively impact clients.

I'm anticipating the new housing partner to be a huge and vast improvement than the previous one, because this is a full housing program where they have a lot of wrap services involved, so folks will be housed, but they'll be, you know, paired with like an employment coach and paired, you know, with um, you know, someone who can do a substance use uh evaluation. And, you know, if someone is not really looking for permanent housing, then they would probably then be screened to a different program within their agency. So, I'm expecting it to be just so different and hopefully marvelous. (Public Defender Staff #4, Wave 4)

In addition to a gap in services, partners reported struggling with high caseloads.

High Caseloads

Many worried that the need for the program would surpass the public defenders' and partners' ability to effectively manage their caseloads. HIP is funded through a grant, which is finite and may not adequately provide for additional service providers and staff. This concern for capacity was highlighted across the partners from the public defender's office to the service providers. In 2020, 2021, 2022, and 2023, the partners were concerned that HIP would eventually become "too successful" and require additional human capital and resources to continue serving their clients holistically.

Well, HIP has served I think over 250 people, and they were only supposed to serve like 100 right, or something. Some strange number. But I think the number now is 250... my only concern is wow, is it ever going to be too much, like am I going to miss the boat where one day [they] just say 'I can't come to work, I'm completely overwhelmed.' (Public Defender Staff #4, Wave 2)

I don't think that anybody could have anticipated the, the, the volume of clients, that we would serve, you know, with the program initially with the goal of uh, meeting the needs of 250 people over three years. I think we're almost at 350 now...so by March, odds are we'll exceed 400, between 400 and 500. And the sheer volume can be challenging, you know. My role, or at least my experience, you want to you want to build rapport with people. You want to be in relationship with people, where they trust you, you know, open enough that they become comfortable enough to be real with you about what the situation is, and it's tough to do it when you have volume, when you have numbers like that...you don't have a lot of time individually, and that can be challenging. (Public Defender Staff #1, Wave 3)

I would just add to one of the challenges in terms of expanded caseload... just on the financial side that... there's not enough money to really say, 'Gee, we can really expand everything we can do.' So we can do with what we have... (Civil Attorney Manager #1, Wave 4)

In the new grant, a part-time legal assistant was added to the civil legal services team, in hopes of relieving some of the administrative burden.

I think that's going to be really nice for [Civil Attorney #2] to be able to spend more of [their] time doing the actual legal work, and less time doing all of the administrative work that has been required of [them]. (Civil Attorney #1, Wave 4)

Though there have been some recent improvements, the high and growing number of HIP cases has made many concerned about the ability of the office to sustain the program.

Sustainability

Program sustainability via maintaining long-term funding and staff became a primary concern.

I guess, with every program for me, I'm always like, looking ahead to sustainability. 'What do we do when the grant is out? Is the BSCC [Board of State and Community Corrections] gonna give us a second grant?' There's that weird thing where the staggering of the funding seems a little off this year, right, because it got extended with COVID... 'How do we continue to message locally um about our successes to the court, to the DA's office, to other stakeholders, so that we can be successful in the sustainability plan?' (Public Defender Attorney #2, Wave 1)

How are we supposed to sustain this? And I think like what we would want to bring back is, you know, um, whenever we get these like these projects where we get it for three years, and we do a bang up job and then we've got to find sustainable funding and, you know, we've got to figure that – that's my fear, my frustration is, you know, doing all this work and then having to figure out well... where's the next round of funding coming from to keep this going so it doesn't just kind of go away and be another pet project? (Service Provider Management #5, Wave 2)

And, while this was a prominent and valid concern, after the third wave of interviews was completed, in July 2022, CCPD was awarded \$5,999,999 from Proposition 47 grant funds to continue HIP. Funding will be allocated to address caseload and capacity and add bilingual legal assistants, social workers, housing staff, and an immigration attorney (Contra Costa County Office of the Public Defender & Contra Costa County Health, Housing & Homeless Services Department, 2022). As HIP continues, future focus groups and interviews will assess the impact of this funding on concerns about sustainability and caseloads.

Unclear Program Expectations

The lack of communication, procedural ambiguity, and lack of coordination resulted in unclear program expectations. Service providers reported varying degrees of confusion and a desire for more clarity pertaining to their role in HIP, and the public defender's office acknowledged that as HIP began, they were organically establishing program specifics.

One of the weaknesses were the providers didn't truly understand what we wanted, and we weren't really clear with them about what we wanted 'cause we didn't really know what we wanted... (Public Defender Staff #1, Wave 2)

... so I think the barriers are definitely setting expectations on their [the public defender's] end of what that holistic intervention is going to be... so I feel like if there were expectations of what the holistic intervention was going to be from the beginning, before the referrals went out, I feel it would be a lot easier to put it in compartments and be like, 'Okay, I got this,' 'Okay, who – this

person is doing this'...So I think there's like a better planning process um, that would break down all the barriers. (Service Provider Management #3, Wave 2)

I think there needs to be a sit down and a, a conversation needs to be had regarding, um, just referrals...because we'll get referrals for employment services and then we'll reach out to this client, and the client is unsheltered. Um, and so at that point, my job is to stabilize, I have to look for housing, ...Um, so I feel like it definitely should be a conversation because for me, it's just no way I can refer a person for employment, and they have nowhere to live... in order to have full-time employment and to keep full-time employment, you have to be able to lay down, sleep, get adequate sleep, meals, wash, you know. (Service Provider #4, Wave 4)

This confusion about roles and expectations was further complicated by the differing philosophies and approaches of the many agencies at the table.


Competing Philosophies

HIP is a multidisciplinary program involving civil attorneys, criminal attorneys, social workers, and community-based service providers—all of whom have different goals and ethical obligations. The partners struggled to ensure their goals were aligned to serve clients holistically. Much of this misunderstanding seemed to lie within the public defender office; service providers were concerned that the public defense attorneys did not understand their approaches and philosophical frameworks.

And then, I think one of the challenges amongst having multiple service providers for one client that range from a public defender's office attorney staff, a public defender's office client services staff, you know uh, community-based organizations, housing, government department, right, all of these different providers with similar but different philosophies is just ensuring everyone's really aligned in the way that they provide service to our clients. So, I think that is an ongoing challenge for HIP that we're working on. (Public Defender Attorney #2, Wave 1)

Uh for me, the public defender thing was, is probably one of the biggest things. Uh, their expectations as opposed to the reality of what we can and can't do. I think some public defenders think that we can make people, you know, get treatment or because that's what they want for them. That's what I want for them too, but you know, my experience has taught me the difference between

what I want for a person and what the person wants for themselves. And that's always going to be first – what the person wants for themselves. (Public Defender Staff #1, Wave 1)



“My experience has taught me the difference between what I want for a person and what the person wants for themselves. And that's always going to be first – what the person wants for themselves.”

Um, I know what it's like to be the only social worker in an office of 100 attorneys. It is extremely isolating, and it can be very difficult, right. Because we view clients differently. Social workers, human services people we, you know, we really, I think, you know, we, we have – we understand the importance of human relationships., we definitely, you know, value and understand the dignity and worth of an individual. But, we also know that there is a time where we need to terminate with clients, and we can't just – we don't feel sorry for our clients. We don't pity our clients; we have empathy for our clients, and we work from that stance, and we work to stabilize our clients. And sometimes, um, our attorneys have a different view of our clients. They want us to do everything for our clients, hold their hands, they feel sorry for them,

and we're like 'No, that's not how we view people. It's not what we do.' (Public Defender Staff #4, Wave 3)

This conflict not only existed between social workers and public defenders, but also civil legal attorneys and public defender attorneys.

In criminal law, like you got to put up a defense. You always have to put up a defense no matter what, even if it's the most absurd defense ever. But in these DMV [Department of Motor Vehicle] hearings, like you can't, you can't do that. It's not the same, right. Like you can't – at least in a criminal case, a judge understands, 'Alright, well I'm putting up this crazy defense because I got nothing else' right. But, in in these administrative hearings, judges are not patient with that. They think you're wasting their time. And, there were conversations [with the public defender's office] about 'Well, why aren't we defending every single DMV hearing?' And then there were a lot of, you know, a lot of explanations around, 'Well, you know, if you subpoena the officer and he or she doesn't show up, they just reschedule the hearing. They don't dismiss the case, which is what happens in like a traffic case.' Or whatever, you know, not the same. And, they didn't know that. (Civil Attorney #1, Wave 3)

While this was still a challenge identified in Wave 4, through communication, they seemed to be making improvements:

Maybe the decision has to be we're actually not going to defend against this restraining order, because when you are weighing the pros and cons of all of that, you have to come out on the side of, you gotta preserve their rights in criminal court, you know. Um, and I think, as we've gone on, I think there's been some like shifts in, you know, who is working on the project. I think that's been a little bit better understood. I think also um, we've had much more communication with [Public Defender Attorney]. Um, which has been helpful. Um, [they] come to most of our uh, bi-weekly meetings and that's been good, um, because I think [they're] much more plugged in to what's going on. Um, and it's not like – it's not like a game of telephone, you know, where one person's explaining something to one, you know, and then it has to be – it's like, it's direct communication. Um, so I think that's been really positive. Um, and then I think, you know, there, there were some bumps in the road, and I think we just tried to address them head on. (Civil Attorney #1, Wave 4)

Despite these competing philosophies, these quotes demonstrate that HIP partners were committed to serving the needs of their clients holistically and with human dignity. This, however, was often difficult, as partners were challenged in building rapport and trust with the clients, especially at the height of the COVID-19 pandemic.

Client Rapport Barriers

Service providers reported struggling to connect and build rapport with their clients. HIP clients were generally described as a hard-to-reach population who did not have reliable access to technology. The COVID-19 pandemic added an additional layer of complexity to establishing rapport, as it exacerbated the consequences of an already pervasive digital divide. Further, since the public defender's office was part of the criminal legal system, they were not immediately trusted by the population.

I'm used to, you know, I do your assessment face-to-face with a conference room, we're talking. Uh, social work 101 or case management 101 is build rapport. And it's really tough to do by telephone. So, you have to work harder to paint this picture of what could be. And it's easy in person. In person it's like, you know, I can use body language and gestures and things that just

aren't available to you by phone, and uh, you have to work harder, you know, you have to work harder to communicate with people that uh, the world's not coming to an end... you have to be better at communicating, at painting a picture with words 'cause there's no brochures to show anyone. There's no uh, drawings and maps and, you know, beautiful settings, blue color walls that give tranquility. You don't have any the tools that you would normally have. So uh, you're probably the best tool you have. (Public Defender Staff #1, Wave 1)

Um, our side is technology. Technology. Um, there were a number of individuals that it was difficult to get them, um, to get connected. Some individuals didn't have phones for us to, to connect with them, or the numbers had gone bad by the time we received them. (Service Provider Management #4, Wave 3)

Because the public defender's office is located within the system, their clients are understandably distrustful. This lack of trust made it difficult to build the client rapport necessary to holistically provide services:

They may not trust the public defender, because we are a part of the system. (Public Defender Staff #5, Wave 3)

There's also those members who don't necessarily, um, have that trust because of past trauma or they feel they don't really understand what we want to do for them. Um, they think that maybe, we're kind of just like a person like, especially for the for the initial intakes, they're probably, you know, sometimes they're hesitant on giving certain information because they think we're going to report it to the police or things like that... (Service Provider #1, Wave 2)

... I think people are often tough on their public defenders and because we are tied to the public defender's office, there is a, there's a couple of assumptions that come with that. One is, you know, [name redacted]'s not a *real* lawyer either [laughter]. Uh, [they're] a "public pretender" as well. Um, you know, 'should I get a *real* lawyer?' (Civil Attorney #1, Wave 3)

HIP Implementation Strengths

The aforementioned challenges were often resolved through the key strengths of HIP. While these challenges were robust, by Wave 3, many were resolved. Despite the difficulty navigating a new program, many mentioned that the challenges were addressed as the program continued. Two years after implementation, HIP was described as a "self-driving car" and a "well-oiled machine." This speaks to the strengths of the program, namely, the ability to recognize flaws in the program and work carefully to resolve them. Over time, much of the procedural ambiguity, unclear expectations, and communication issues were resolved. Even by Wave 2 – about 6-months after program launch – many issues were tackled through collaboration and communication.

As we communicated with each other about, 'Well, what do we want from this provider?' And uh, were able to make that a wish list of, 'This is what we want from you.' Um, I think a lot of weaknesses and a lot of the challenges kind of got addressed, you know. (Public Defender Staff #1, Wave 2)

One thing that I'd say is going well is the resources that are provided for the members and the constant stream of communication with all the partners/service providers. I'd say um, from when it first started to now, um, I just see a lot of progress. (Service Provider #2, Wave 2)

The following quotes from Wave 3 reveal that it took two years to establish a good workflow.

Initially when they first started, they were also doing regular partner meetings that I was – I had set up the structure and the process for. And at some point, I was like, ‘You don't really need me to facilitate this, you guys have a rhythm going.’ And so, they do those partnership calls on their own now. (Public Defender Staff #7, Wave 3)

I think that since our last meeting, I would say there are a lot of um – a flow has been developed. A, um, much more of understanding of um, what we can and cannot do...it seems like we have a real flow building. (Service Provider #3, Wave 3)

I think there was a little bit of a learning curve in realizing how much information they wanted and then trying to figure out how best to give that to them and make sure that we were staying in contact and letting them know we haven't been able to get in touch with this person ... I think it was an adjustment. I think we're, we're very much there now, I think we, you know, we are now understanding exactly what everybody is looking for. (Civil Attorney #1, Wave 3)

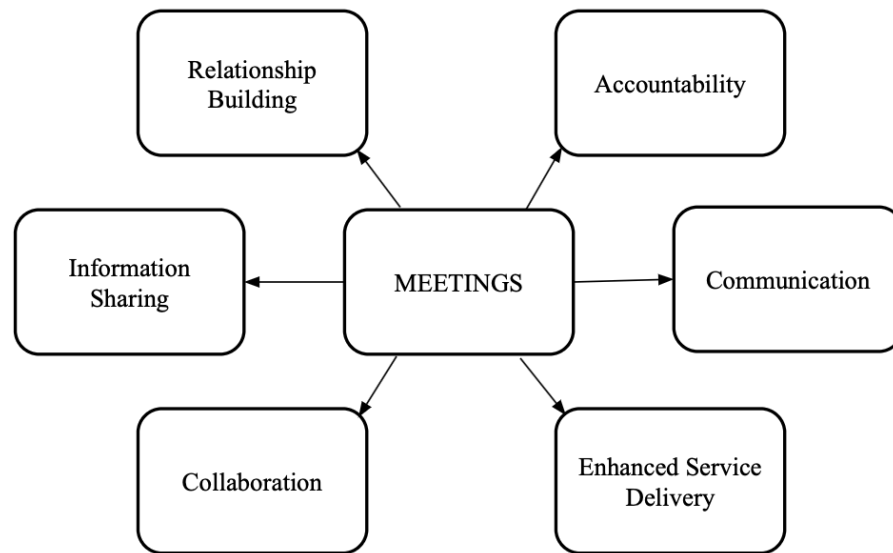
As noted in the previous quote, the program's strengths played a major role in the resolution of program barriers. The partners shared that *meetings, collaboration, communication, flexibility, a client-centered approach, resources, and staff* were the key facilitators of HIP's success. The strengths of the program were identified in each wave and are interconnected; strengths in one area led to success in another area. These strengths played an important role in resolving challenges and fostering client successes. Each of these strengths also helped HIP meet its goals: reducing misdemeanor case burden, reducing future involvement in the criminal legal system, and establishing early coordination and collaboration among service providers to better serve those involved in the criminal legal system (Contra Costa County, 2019).

To resolve challenges, the partners met frequently to improve communication, share information, coordinate, build trust, establish relationships, and effectively serve the clients. Their ability to overcome the barriers and keep the client at the center of the HIP partnership ultimately led to implementation and client successes. The predominant solution to most of the issues they faced was meetings, which is discussed in more detail below.

Meetings

Meetings among the partners were an important HIP element because they foster collaboration, improve communication, provide a level of accountability, assist in relationship building among partners, facilitate information sharing, and enhance service delivery (see Figure 3-3).

Figure 3-3: Solutions to Challenges



Partners highlighted the importance of working together to ensure HIP is successfully implemented and client needs are met. Effective collaboration was enabled through frequent engagement to build partner relationships. Although many agencies had relationships in the past, partners emphasized that HIP contributed to stronger connections. Service providers and public defender staff met biweekly to openly communicate about client successes and challenges – both with and without the client present – share information, collaborate, problem-solve, limit staff splitting, ensure accountability, build trust, and effectively address client needs. Frequent meetings also occurred among public defender staff to identify pain points and develop workflows. HIP partners met with stakeholders to showcase the program, gain feedback, and build community relationships. These meetings were repeatedly praised for their positive impact on the program, demonstrating a consensus in their role in program success.

So, one of the things we did to address that [staff splitting] was having team meetings with the client with everyone present, so that we're all one unified program that's speaking with one voice and can, can really address and all kind of hear the client, hear what their needs are and address it at the same time. So, I think that that was a particularly effective approach with a couple of clients where things were a little rocky or bumpy. (Public Defender Attorney #2, Wave 2)

The partners explained that frequent meetings provided an avenue for effective communication and collaboration:

I think that biweekly meeting has been really helpful in facilitating communication and just helping everybody make sure that they stay on the same page. And also, when we do have a client who's, who's got an issue that, you know, we can all sort of brainstorm together about how to best deal with, with something that's come up that's sort of outside of the ordinary. Um so, you know, at one point, [name redacted], [name redacted], and [name redacted] all got on the phone with a client who was struggling with a lot of things. Um and, you know, we came up with that solution in that biweekly meeting. (Civil Attorney #1, Wave 1)

What I really, uh, find helpful, um, so the office of public defenders, [name redacted], myself, we meet every other week, and we kind of go over the progress with some of the members. We talked about highlights, maybe some things that are really working well. And, I feel like that really helps us, you know, just be in communication with all the members. If there's something that we need, we're able to reach out to them directly. Um, that I feel like, that's been a really helpful uh, collaboration for sure... it's just a great way of keeping track of everybody. Um, and they're just always great at communicating. I can, I can reach out anytime and, and get that um get that quick response and yeah, the help they need or they reach out to us if they need something um like a support letter, things like that. So it's just, I believe, just the communication overall, um, is always there. (Service Provider #1, Wave 2)

These frequent meetings and check-ins also provided a level of accountability for those on the HIP team.

... I feel like us just kind of setting those firm boundaries and expectations on each other, like I'm not just holding the participant accountable, I'm also holding ourselves and the other providers accountable for, for how the, um, how we're going to provide services, right. So, I think keeping that consistency and really setting those expectations of each other created a place where it's like, if we have someone that is difficult or struggling, we request – to me, I can just request a meeting... it's led by the participant, like, 'Okay, what do you need? What do you want? How can we support you? How do we move forward?' And then, everyone kind of just saying like, 'Well, this is what I need; This is what I need.' So I think, it was driven by, by that need to make sure that the person also heard everyone around the table and their expectations and how, you know, and so, and that we're all on the same team... (Service Provider Management #3, Wave 3)

The meetings are critical for increasing trust between partners, an essential component of relationship building.

I think that when you have people who, who have been doing this kind of work right, working with people who are homeless, working with people who have mental health issues, working with people with substance use issues, working with people that have criminal justice issues, I think that, um, the group of folks that we have, that we have to try and keep our hands on these people, so we need to have this constant conversation. And then I think too, it kind of cuts down any of the bickering because I got to see you every week, right. It's like I have to see the housing folks, I gotta see the case managers... I can't, you know, send these little weird emails with this negative or cold tone. We have to talk about it, and that's what we need, you know, um especially during the pandemic. (Public Defender Staff #4, Wave 2)

We are all available to each other, whether it's uh by phone, by message, or email, um I think that, um you know, just picking up the phone and to say, 'Hey, I have this issue or have this situation, um. What do you think?' Um, I think that, that consistency of just reaching out, um it has really um been the driving, the driving force of continuing communications and just having these open dialogues. And then and also, if you know, when giving feedback, we're always just open to whatever the feedback is, right. We're not really, um I don't think even when we have something that comes up, I don't think any of the partners take it personal when we're asking for, you know, for clarification, and we don't either. We just say, 'This is how it was,' and we move past it... I think we've just developed this sense of just teamwork, where if we are asking for an answer, no one's really going 'Oh my gosh, why are you asking me that?' (Service Provider Management #3, Wave 3)

Although data sharing was highlighted as a barrier, the sharing of information was often made possible through these frequent meetings. So, even though there was not a shared database to house information, providers remained informed of client progress through regular meetings.

Uh, for me, to me, and this is based on like working in nonprofits where I work with people for long periods of time, where I have a client for, say, a year, some clients, maybe two years, keeping people engaged long term, that's a challenge. Um, just constantly having a way to, to constantly check that the person is on track. I mean this helped a lot because we're seeing providers every other week, we have meetings, uh, with each provider every other week so that helps to know that a client is still engaged or isn't engaging... (Public Defender Staff #1, Wave 2)

We also have, I think its monthly, we'll have mutual client meetings, so the partners will all come together in one meeting and talk about the clients that we all have in common um and that's when we can really um, you know, go in and try to do these wraparound services because we were all getting filled in on what the other partner's doing. And so um, those are pretty, pretty useful meetings. (Civil Attorney #2, Wave 3)

This, in turn, aided in effective service delivery and ensured the needs of their clients were met:

I want to piggyback on what [name redacted] said, um being able to meet weekly with the [service provider], um, go over cases, uh, trouble, troubling cases or whatever is needed, um that communication's there, but also the response time. Um, [service provider] will provide uh, you know, funding needs to the public defender's office and ask for approval to spend with a client, and they're very quick to respond. Um, and that way everybody's making the approval, when you know, we got to spend \$3,000 in back rent. Everybody's on the same page, we, we put a solution in place, and then we make the payment. So, seems like it's going well. (Service Provider Management #2, Wave 2)

Um, like um, there is a really close connection with, with our [agency] with the different partnering organizations. The fact that we have mutual meetings uh, you know, every quarterly, or the fact that we have you know, really, really staying in connection to really get to the bottom of what the individual needs... we're more uh, definitely more connected, whether that's virtually, in person, over the phone. I really appreciate that we have, you know, mutual, um client meetings that way to see, to really, really get down to the bottom of 'Hey this person needs help here. What are we going to do about it?' So yeah, I really appreciate that. I feel like it's definitely um, there's more communication uh flowing between all of the HIP members for sure. (Service Provider #1, Wave 3)

Through these meetings, the partners were able to connect, communicate, and collaborate to improve the workflow.

Collaboration

Collaboration emerged as a particularly robust strength; all focus groups across all three waves repeatedly praised the program for its collaborative efforts. Collaboration also facilitated other strengths, such as *meetings and communication*, and played a role in client successes. This collaboration aided in service delivery, keeping track of clients (i.e., to avoid bench warrants), and problem-solving (i.e., filling gaps in resources).

And then also, you know, having our partners know like, 'It's okay to call me if you're having problems with one of our participants.' Like, 'Please call me. I want to know. So that all of us can work together and really collaborate on some solutions.' That's been a really important part of making sure that the program works. (Public Defender Staff #2, Wave 1)

"I think what is most gratifying about, about HIP participation is the collaboration with partners, in a way that allows us to enhance our services to our clients and enhance client's wellbeing."

I think what is most gratifying about, about HIP participation is the collaboration with partners, um, in a way that allows us to enhance our services to our clients and enhance client's wellbeing. Um, but I also just really enjoy collaboration with partner organizations, as well as with my colleagues. (Civil Attorney #3, Wave 2)

A lot of the collaboration, I think, has worked really well, and as [name redacted] said, I know I've reached out to [name redacted] at [service provider] a couple times now, and [they've] been helpful. And um, you know, if I didn't have that contact, and we didn't have those resources, we wouldn't be able to help quite as many participants. Um, but working alongside some of the public defenders, um, you know, and having discussions about our mutual clients and um, coming up with different legal strategies, um has worked out pretty well... we can strategize together... come up with better outcomes than we would have on our own. (Civil Attorney #2, Wave 3)

This collaboration, though, can only be successful with effective communication.

Communication

Many HIP partners consistently cited communication beyond that of the frequent meetings as a key facilitator of the program's success. Communication and collaboration were often closely related; communication fostered collaboration and vice versa. The partners praised the open lines of communication, acknowledging that it benefitted HIP by resolving procedural ambiguity, building trust, and assisting with coordination.

Our approach that we've used is, I mean, communication. Like, we back it up like threefold, right. So, it's like, um, you know, it's like the – there's uh an email. And then, there's the phone call. And then there's uh, you know, the spreadsheet, and then there's– so there's like a whole process that we've um developed to be able to communicate—communicate consistently because, um, when we weren't at the beginning. We weren't really familiar with each other. So, along the way we're like, 'Okay, it's not going to work. It's not going to work if you just, if we just do this. We have to also do A, B, and C to make the communication complete and, um, consistent.' So, I think that's how we've overcome some of the things that have come up for us on our end... (Service Provider Management #3, Wave 1)

I just feel like communication is definitely everything, um, especially when there's so many different components, um, so many organizations involved, it's such a big program. Um, so I think that's been helpful...I've been able to get responses, whether it's calling, emailing, um sending a message, whatever, um I've been able to usually get my response...So I just believe like the overall communication and um the collaboration has been able to make this uh, make this program run as smoothly as it can be. (Service Provider #1, Wave 2)

Um, I think one of the things that appears to be going really well in HIP is the communication between all the service providers. I think the communication between the service providers has allowed uh, for the participants at HIP um to either, you know, reach their goals, or there's barriers that are removed, so they can access, whatever it is they need, whatever service they need. And I think that stems from the service providers all being in constant communication um and uh, you know, doing workarounds to make sure everybody gets what they need. (Public Defender Staff #4, Wave 2)

The public defender's office was also praised for its work in encouraging the open communication that built relationships and fostered trust.

And, and the PD's been, um, you know, they're really great in terms of playing the central role, and um, the attitude they bring towards wanting to serve their clients and the approach that they want to take. (Civil Attorney Manager #1, Wave 1)

Well, one thing that made the program different is the public defender's office is the lead agency, right. Uh, normally I – this is the first time I can think of that the public defender's office has been a lead agency on a program like this... having, you know, their communication from the public defender's office regarding their legal matters, the things that are able to release to us, I think is a big help. Um, and I think that their oversight of the program has been really good. (Service Provider Management #2, Wave 3)

Um, through the public defender's lead, um, we were able to establish relationships to where we were able to serve in other areas outside of HIP now that we have those relationships going... I mean it was just the relationship building, I think was huge in that, and um, I hate to say that uh, agencies work in silos, um, and that sometimes is the case, and this brought us together in a way to where, um, to where we're just – it's an automatic phone call. We know where to go get the information. We know where to go get the support. And the public defender uh facilitated that in a way that was thoughtful uh, to everyone's time. (Service Provider Management #4, Wave 3)

Because the program was new and lacked strict guidelines, the partners engaged in frequent and meaningful communication, while remaining flexible and adapting to unforeseen circumstances.

Flexibility

Much of the program's success lied within its flexible nature. Partners were given the freedom to think outside of the box to serve clients' needs.

You know how most people say, 'Think outside the box?' We don't have a box at all. So, by not having a box that means we have flexibility that say a nonprofit or social agency doesn't have. They have to follow a script. We can create the script. (Public Defender Staff #1, Wave 2)

I'll tell you one thing, the way the project ended up is not how it came to my desk. So, before it even like, you know, the application that got submitted is night and day from what we're doing now. So, I think that there was a lot of open mindedness to like say, 'This is not going to work, we cannot just have a hotel program.' Like it literally started that we just want a voucher for a hotel. It's like, 'Well, what's the exit plan and what's all the wrap services?' And so um, you know, I think that the flexibility won going into it... (Service Provider Management #5, Wave 2)

You know, there are programs where everything's very restrictive in how we do things and very black and white. And, I like the fact that there's flexibility to help the individual through their

crisis. Um, that's really impactful. So, to be able to have the resources to help people out of their crisis. (Service Provider Management #3, Wave 1)

I haven't worked at a place or agency where it could happen that fast and the flexibility of, you know, 'I can call you right now. I have a vehicle. I can just get in the car and go get you.' You know, 'I can pick you up.' 'I could take you to that program.' You know, I haven't worked at a place where I had that much freedom and that much flexibility, you know. I won't talk about the outcome, because I consider that a win, you know. Ultimately, the client dictates the, the ultimate outcome. But for me, programs are winning when their availability is there, and this program is available for people to succeed. And most nonprofits, the availability that we have, most community-based organizations – well, no community-based organizations – have this kind of availability and flexibility. It doesn't exist, you know. (Public Defender Staff #1, Wave 4)

Ultimately, the flexibility in how providers can spend money, provide services, and create or modify procedures allowed the client to remain at the center of HIP.

Client-Centered

A key strength of HIP is its client-centered approach—a fundamental pillar of holistic defense. Throughout HIP, the client and their needs are at the center of program development and service delivery. Providers are granted the autonomy to meet the needs of their clients as they see fit, with few restrictions imposed on service delivery.

"It's not a one size fits all. Like they really work with whatever the client's needs and strengths and disabilities are."

'I don't have expertise in this, in what you need, but I'm going to have someone contact you in the next 8 hours who's going to help you find a solution.' And the versatility in what HIP can do. they really like, they're not, you know, it's not very formulaic. It's not a one size fits all. Like they really work with whatever the client's needs and strengths and disabilities are. (Public Defender Attorney #1, Wave 2)

I've been able to uh meet a client behind the abandoned building that he was living in. That's not – well, there's no programs that do that because you have to go to that agency for something as simple as an intake. Um, I've never worked at say a nonprofit where the person didn't physically have to come to your building. So basically, I can meet people where they are, you know. I mean literally. Most places, most agencies say that they're people-centered, and they meet people where they are, but they don't really mean that literally. I mean this program literally, if it's, 'Let me meet you at the Pizza Hut in Antioch because that's where you're usually at, and you don't have, you know, access to a computer' whatever, I have the freedom to do that. You know, I think one of the best things about the program is that there have been no limitations placed on us... we can actually really meet people where they are. (Public Defender Staff #1, Wave 2)

But because [Public Defender Staff #1] was on the phone and doing [their] assessment and saw a need and connected this client, [they] was able also to connect this [person] with an opportunity to get [their] car fixed – which [they] wanted to live in, it was [their] car. And um, to get [them] back into the workforce again. That's called flexibility. You only get that if you're constantly talking with your clients, and assessing and pulling away that layer, right. Like, 'What is your first need?' 'What is your greatest need?' You know. 'What can we do?' 'What are you willing to do?' Because a lot of times in HIP, people don't always want the services. It really is,

'Okay, you're a client, not because you came to us, you're a client because you were referred to us. What are you willing to do?' And when people tell you what they're willing to do, that's what you start with. (Public Defender Staff #4, Wave 4)

Partners also shared that they would occasionally meet with clients as a group to keep the client and their needs at the center of their discussion.

Sometimes we will have partner meetings with an actual client in the meeting with us. So, it will be all the partners, um and then the client. Um, so we can all ask the client questions about what they need. (Civil Attorney #2, Wave 3)

When there is someone that's struggling, and we're all getting different stories, we're able to now come together, as you know, with all of our partners... There's more of a structure in place, um, that meets the person where they are and then all of the partners are showing up together so that we can all, you know, support the person we're working with and help them move forward so that they also know like, 'Oh, they're all communicating.' 'Oh, they all are like trying to equally um help and move me forward.' So then that way, the person really like knows that yeah, we're a partnership, right. (Service Provider Management #3, Wave 3)

These quotes demonstrate HIP's commitment to keeping clients at the center, meeting client needs, connecting clients to resources, and ensuring client success.

Resources

Resources were a key strength that allowed HIP partners to provide holistic services to their clients. The partners stressed that their ability to effectively serve their "whole" client was made possible through:

- (1) their access to resources via the partners at the table,
- (2) their partnerships in the community,
- (3) their access to financial resources, and
- (4) the timeliness through which they were able to connect clients to resources.

Through the seamless provision of a diverse range of services, HIP partners were able to remove barriers that hindered clients' successes.

I would say the strength is in its name holistic. Just thinking about all the services that are together, uh all the entities of services, behavioral health, medical, any type of support, transportation and, that being – um and us, it'd be kind of a one stop shop. So that's what I would say, for services, and I think that's one of its strengths. Instead of someone having to go so many different places, they come to us, of course, but then they're, you know, serviced out to different providers.... (Service Provider #2, Wave 2)

We have a lot of services. We have a lot of emphasis. I think when you are trying to serve your client holistically, you know the client's going to be more successful with their legal case. And, most lawyers are not good social workers, but now that we have those resources intact and available, I think most folks are pretty good at leveraging them. (Public Defender Attorney #2, Wave 1)

I mean, in my opinion, we're establishing like connections with services when a lot of times, like the services might have been available, but they might have only been available to like certain people who meet specific criteria, or they might have been real hard to access. Um, now we really kind of streamlined that process of getting someone into a program... That's a huge win for the community. Um you know and also letting people feel like they actually have resources,

which I think increases an individual's commitment to the community and commitment to their own family, because they feel like 'Wow, someone's, you know, looking out for me. This community is actually investing in me.' And, I think that gives them a reason to invest in themselves, and then to invest in the community in turn. (Public Defender Staff #2, Wave 2)

The amount and variety of resources available were repeatedly cited as facilitators of client successes. Financial resources have been particularly critical to helping those who are unhoused or housing insecure.

... Our funding has been able to provide our members, some of them with some laptops, um transportation. Um so yeah, that's – I'm really grateful for that because a lot of them need it, for like, need laptops for school or some of them are even joining the [name redacted] program.

...if you're having an issue with rent, and you just need help to bridge your rent like first or second or something like that, those programs take a long time. And with HIP, a lot of that can be expedited, right....So without that piece, we would not be as successful. (Public Defender Staff #4, Wave 3)

We have funds to throw at this, right. And so the funding is really helpful. So, if, if in the meantime, while we're waiting for someone to get services, we are able to fund like, whether it's a hotel, whether it's an SLE [Sober Living Environment], whatever it is, whatever we're waiting for and we're able to, um you know, provide the funding that is needed to save somebody's house, to help them get to work, whatever it is. That funding has been really, really instrumental in making our job easier. (Service Provider Management #3, Wave 3)

I keep saying the same thing, I think the housing. Um I really, for years as a public defender, I'm like, 'Oh, you're homeless, I'm so sorry. Call this number.' ...But to really be able to connect folks with a resource as precious in the Bay Area as housing, is pretty incredible. (Public Defender Attorney #2, Wave 2)

The partners identified that quickly connecting with clients to immediately leverage resources to address their needs was a key strength. They shared that reaching out to clients, often within 24 hours, was unusual for social service programs but a valuable component of HIP.

Yeah, and I'll say on like the housing and homelessness side, I mean response time, same thing, is everything. I mean, if you can prevent, um, somebody from losing their apartment, their unit, and eviction notice, I mean it can – you're preventing, you know, there's such a, you know, domino effect to that...being able to work quickly to get them into a hotel or shelter, whatever that might be also is life changing. So, you can get them to that next step, so they can stabilize, so they can make it to wherever the next places on their, um, on their journey. (Service Provider Management #5, Wave 2)

My team shares communication and uh, the referral process, how they're referred and able to respond within 24 hours. That is huge...the first 72 hours are the most crucial times to, um, intervene with someone, um, that's been impacted by the criminal justice system. Um, it's a time where, um, you can either, um, bring them in to support or they walk away from it. Um, so on our end, [service provider], we immediately, um, communicating with them, um, or reaching out to them and offering the support. So that um window of time within the 24 hours that response time, it could be life or death. (Service Provider Management #4, Wave 2)

Quick connections. Clients – or participants – constantly say like, ‘Oh my God, everyone's called me this week!’ Like they're almost overwhelmed by the, the quickness of the program. Um, so I think that is a large strength. We're accessible... if there's a question about court, I can email the team, and there is an answer and a phone call happening to that client. So, like the strength in our numbers and our communication as partners, um building the confidence within the, the participants. (Service Provider #3, Wave 3)

HIP's ability to quickly connect with clients to immediately address needs highlights the commitment and skills of HIP staff.

Staff

Many partners continuously attributed HIP's strengths to the performance and skillsets of their staff. They were praised for fostering the collaboration, communication, and relationship building needed to ensure client successes. They had experience leveraging resources for clients and were dedicated to the mission and goals of HIP.

I think our biggest strength is just our team, like the people that are working together. We have such an amazing group of really, like, dedicated, compassionate people who are committed to their mission of um, you know, trying to get people on the right track to be productive members of society and to, you know, have a life that they can be proud of and be happy with. And, um, you know, if you don't have the right people in these positions, like I just, I don't see that the mission could really be fulfilled. Um, rather, we have a lot of like really great people that work together and, you know, there are power in numbers. (Public Defender Staff #2, Wave 1)



“The commitment and the passion of the group of people working on this, just from an outside perspective, is clear. Like everybody is in this to make it work and to serve, you know, who we’re you know serving, as best as possible.”

The commitment and the passion of the group of people working on this, just from an outside perspective, is clear. Like everybody is in this to make it work and to serve, you know, who we’re you know serving, as best as possible. (Service Provider Management #5, Wave 2)

Um, I think I’ve learned that grants and new programs really work with the right staff... I’ve been really blown away with how competent and diligent and motivating and smart the members of the EarlyRep and HIP team have been. Um and it really does feel like a self-driving car a lot of the time. (Public Defender Attorney #1, Wave 3)

In particular, the staff leading the program in the public defender’s office were especially valued and critical to program success.

We have great leaders, I would say, in this, in this program. Um, everyone’s just so involved...like it's kind of hard to find that um sometimes, especially like the individuals that are probably, you know, more directors or supervisors or more kind of um, you know, big picture stuff, I feel like everyone in just Holistic Intervention Partnership is just so involved, and um, you know, they get to see stuff hands, you know, hands on. Um and, you know, they're, they're always figuring out ways to improve the program and um yeah, just that's what I really appreciate and what I find to be really, you know, to give this program the strength that it has. (Service Provider #1, Wave 2)

Just how tenacious the public defender team is... [name redacted] and then [name redacted]'s leadership of the project. Um, they are, you know, a) they're tenacious, b) they're super creative and open to like 'oh yeah, let's try it that way...' (Public Defender Staff #7, Wave 3)

As the following quote explains, staff appreciate that program leadership trusts them and provides a high level of autonomy.

I don't have anybody over-managing me. Because there's nobody telling me what I can and can't do. Because we have a lot of autonomy... I mean, we have a lot of freedom, you know. When I, when I talk about management, I don't really necessarily say that in a negative, I say in a positive. There's a lot of freedom in that. No one taught us how to do this, you know, we taught ourself. It was really scary in the beginning when we first started doing this, back in the beginning it was kind of scary because I started this job. And um, it was pretty intimidating, because I'm used to working at places where they give you a manual, and 'this is how you do the job.' Well, we had to make the manual, you know, and it was intimidating. It was a little kind of daunting, but the good thing about it, 3 plus years later is that I understand the manual better than management does. And so that gives me a lot of room to navigate in how I do it. So, nobody says, 'No, you can't get in the car and go get that person and take them to a program.' So, it works. That's what makes HIP unique. (Public Defender Staff #1, Wave 4)

HIP's staff effectively implemented the program and greatly facilitated the strengths of HIP, which ultimately led to significant impacts on HIP clients, HIP staff, and the community.

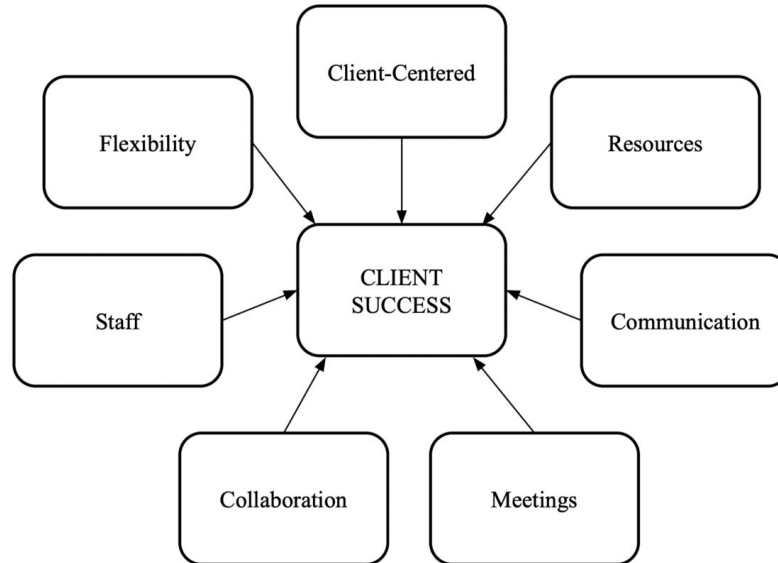
Perceived Impact of HIP

Each of HIP's strengths—*meetings, collaboration, communication, flexibility, client-centered focus, resources, and staff*—were key facilitators of HIP's success, namely *enhanced client wellbeing, improved case outcomes, reduced recidivism, positive staff morale, and connections to the community*. Early on, the HIP partners witnessed the positive impacts of the HIP program on both the clients and the staff. Partners explained that the program continuously succeeded in connecting clients to services and improving their wellbeing. Because of these successes, partners reported feeling personally rewarded by being involved in HIP.

Client Successes

The strengths of the program helped promote client success via meeting the needs of the clients, improving their overall wellbeing, and ensuring positive legal case outcomes (see Figure 3-4).

Figure 3-4: Contributors to Client Success



Improved Client Well-Being

HIP sought to remove barriers for their clients by seamlessly helping them navigate different social services. As a HIP client, individuals were regularly connected to health, housing, and civil legal services. In particular, HIP’s ability to stabilize clients by securing them with housing, was noted as a key success. When the partners discussed improved client wellbeing, a few things were clear:

- (1) clients received many services,
- (2) clients were stabilized,
- (3) clients were given a voice, and
- (4) clients’ families and communities also benefited.

I think it’s successful for individuals to um come in contact with so many services. Um that is something that um members have shared is they couldn't believe all of these services were available to support. Um just an example is uh someone that had received a um – what was it – it was a misdemeanor, and we were able to get birth certificate, we were able to get social security card, we were able to get them a new ID, I mean and this person thought that their world was, was coming to an end, um, because of this, and at that time, didn't have the funds to uh, purchase these things and ended up with employment, um, and is doing well. So, I mean there are a number of stories that, um, uh, where people have uh made strides. (Service Provider Management #4, Wave 2)

One participant, we were able to lower [their] child support arrears significantly, and [they] had been in debt for at least a decade, if not two decades, with this child support debt...we got it lowered to \$500 not \$13,000 and then [they] paid it all off in one day and now [they don't] have to worry about it. [Their] kids are all grown, so um, it was nice, because this is, you know, money owed to the county and you know, these kids are grown and everything. It's not like this is money that the other parent is missing out on, you know. This participant’s just in debt for the longest time. So, it was it was really satisfying to take that off [their] plate. (Civil Attorney #2, Wave 3)

I called [them] right then, I mean, within a couple of minutes of [Public Defender Staff #6] calling [them]. [They were] trying to get in the treatment, I made the – usually when someone wants to get into treatment, I'll make the 3-way call to Alcohol and Other Drugs with them. There just happened to be a bed available, and I have a county car assigned to me, so I was able to go to uh, pick [them] up in Richmond. Take [them] to the program. Go get [them], take [them] to the program, within the time of [Public Defender Staff #6] first initially calling [them], and me calling [them], I had [them] at that program in less than 3 hours, and to me that was great. (Public Defender Staff #1, Wave 4)

The ramifications of having your driver's license suspended are enormous...[Civil Attorney #2]'s had many cases of somebody getting DUIs [driving under the influence] and potentially were gonna lose their license... [they were] successful on having their license retained...now this person can keep their job. Now they can, you know, get their kid to school, or whatever, you know, their elderly parent to the medical appointments that they need, you know, all of those things that ultimately come back to cost the county in one way or another, whether it's healthcare, schooling, or, or everything. So, and then when you add in the housing and all of the other services that are being provided... it's not only for the individual, but it's for the individual's family... (Civil Attorney Manager 1, Wave 4)

HIP clients are routinely connected to a variety of different services, which speaks to the holistic nature of the program. As indicated in the following quote, HIP is a “one stop shop” that reduces barriers that clients often face when navigating the legal and social service systems.

... We're a one stop shop. We can do it all. Then it's employment, uh getting connected to a doctor, support group, I think that's really the um, one of my favorite ones when they want to join support groups. Now maybe they don't follow all the way through the whole time, but at least drop in one time. Or actually coming down to the [service provider] and seeing it. And it's like, 'Oh wow, we can do all of this,' you know, and they kind of come back. (Service Provider #4, Wave 4)

It's this idea of comprehensive services that people's issues are not single issues that you can just put a, you know – wrap into a package and say, 'Okay, you resolved this issue and life is good.' They're complex or complicated. There's a lot of issues going on. And if you are not addressing some of those root causes of other issues, it's going to come back... let's deal with wellness, let's deal with financial literacy, let's deal with legal, let's deal with getting a job and getting a career, you know, all of these things that is aimed at getting a much more successful long-term solution than just saying, 'Okay, we can get you a 15 dollar an hour job at Home Depot. Thank you and we, we got our number, and we're done.' (Civil Attorney Manager 1, Wave 4)

HIP's positive impact from the perspective of HIP staff and service providers was echoed in the HIP client survey. When asked how much being in HIP improved their life, of the 74 who answered this question, 47 HIP clients (64%) responded “a lot” or “a great deal,” 19 (26%) responded “a little” or “a moderate amount,” 7 (9%) responded “none at all,” and 1 (1%) responded “it got worse.” The most common response to this question was “a great deal.”

Connecting clients to resources that improve their overall well-being also facilitated positive case outcomes.

Positive Case Outcomes

Criminal case outcomes improved because of client involvement in HIP. The partners explained that their perception was that failures to appear decreased, while cases were more likely to be dismissed, charges were likely to drop, and clients received more favorable plea deals or release conditions. Several of these perceptions were confirmed by the outcome evaluation.

Removing the transportation barrier helped reduce failure to appear rates:

I would, I would say the, the strength of the program is um what it's designed for, which is to reduce the failures to appear, which I think we've proven that it is very effective at doing that, um just because they've built a relationship with us. We've tried to assist them with the issues that were causing them to miss court. One of the things that [Public Defender Staff #1] can do is transport people to court, and that's very helpful. (Public Defender Staff #6, Wave 4)

Public defenders were also able to share their clients' progress and participation in HIP with judges and prosecutors, leading to better release conditions, case dismissals, or favorable plea deals.

In the few cases that have reached their arraignment from a client who's been receiving HIP services for some time, I have been able to successfully bring it up to the judge. Um, that often looks like, 'Hey don't, uh you know, ask this person to be on an ankle monitor for alcohol substance abuse, because he's been working with our HIP team, um to get into AODS, like alcohol substance abuse treatment'... It would look like the reduction of uh conditions for when someone is released on their own recognizance to at least just getting something on the record that's going to maybe benefit them. (Public Defender Attorney #1, Wave 1)

Um the fact that there are like – prior to a client's appearance, usually their arraignment, we can get um automatically and without asking, one of the HIP staff will send like an update on what the person is doing, oftentimes it's letters of support from one of the organizations that they're getting services from. And, I can't tell you how many times in court like there has been a client who's at risk of being remanded into custody or some other, you know, negative uh consequence of having just a new case and being able to be like, 'No, they've been working at [service provider]' or 'they've been at the [other service provider], and I have this wonderful letter of support, and here it is for the court's file.' And prior to HIP and EarlyRep, like attorneys just didn't have that luxury. They were meeting the individual for the first time at arraignment, so there was no form of preparing them for what was to come. And, we often just had to kind of default uh and defer to the police reports when the judge was making this kind of initial evaluation about um someone's custodial status. So, getting ahead of it and showing up prepared the way someone with a private attorney might do was a game changer. (Public Defender Attorney #1, Wave 2)

Um because when you, you can say things like, 'They just started this job. They're doing this, they're doing that,' it's much easier to uh get a good plea deal for your clients. And, in this case,

"I can't tell you how many times in court like there has been a client who's at risk of being remanded into custody or some other, you know, negative uh consequence of having just a new case and being able to be like, 'No, they've been working at [service provider]' or 'they've been at the [other service provider], and I have this wonderful letter of support, and here it is for the court's file.'"

what I'm seeing is a lot of, you know, cases just not being charged, which is even better. (Civil Attorney #2, Wave 2)

... we had a domestic violence arrest um and in reality, our participant was on the receiving end of this domestic abuse. Um, I helped the participant file a restraining order, and we put in all the facts, and you know, wrote up a whole declaration. Um, I believe it was [name redacted] who then took our filing um for the domestic violence court, showed it to the DA and then upon reading our declaration, the DA decided to not file any charges against the participant. So um, yeah in ways like that, we can really make a difference in actual charging decisions. Um the DAs also like to see just in general that, you know, our, our clients are trying to better themselves, um you know, are working on getting employment, just all these things that will try to reduce recidivism. Um then, the DA has more of a reason to drop charges or offer some sort of alternative um to a conviction. So yeah, so working on civil legal issues can have a huge effect on, on the criminal case. (Civil Attorney #2, Wave 3)

As this civil attorney mentions, helping clients “better themselves” is part of the larger goal of HIP to “try to reduce recidivism.”

Lowered Recidivism

HIP partners explained that, as far as they could tell, HIP contributed to a reduction in recidivism. This was confirmed by the outcome evaluation.

So, I'm sure after this time passes, it will only grow significantly and people are seeing the positive impacts that it's having and keeping a lot less people out of the jails, um, that they don't need to go into. Um, so yeah um, that's what I just been seeing a lot... most of them that I'm seeing, is like they're not having issues where they're returning back to jail is because they're working closely, closely with us. (Service Provider #2, Wave 2)

We've been fortunate enough to see our members like just thrive. Um luckily, at least from my caseload, no one has you know, gone back to jail or even, um, when they've gone to court, cases have been dismissed... (Service Provider #1, Wave 2)

You know and then, when you're helping someone like that um, and they know they can contact you when they're having an issue, they're having their needs addressed, their risk of having additional law enforcement contact goes way down. And we've seen that in our numbers. We've seen only a handful of our clients have subsequent contact with law enforcement. Um it happens, but it's a lot less likely than when you're looking at the entire pool.. (Public Defender Staff #2, Wave 2)

So, I stay in touch with them regarding their case and also with their attorney along the process. And so, I think one of the major benefits and what the intention of the program is to um prevent failures to appear in court, so this program is very successful at doing that. And also to see um a decrease in further criminal justice involvement and that is absolutely happening because of this program. (Public Defender Staff #6, Wave 3)

Clearly, HIP partners describe how HIP gives clients a voice; keeps people out of the system; houses, employs, and stabilizes people; and shows a vulnerable population that people care and are there to support them. Doing this has also enhanced the well-being (e.g., morale) of the HIP staff serving HIP clients.

Staff Morale

By witnessing these client successes firsthand, the partners often shared that they felt personally rewarded by working in HIP. So, not only did clients experience better case and life outcomes, but those involved in service provision were also positively impacted.

I absolutely am very pleased to know that this exists. I am very, um you know, it's, it's uh, very satisfying to be part of this process. And, um, and the fact that this is available to folks that are struggling with their life um tribulations, and we can guide them and provide them to support, like, I am very um, it makes me emotional and happy to know that I could be part of this process, right. Because it's a huge need definitely, um, that, that we are filling and that I'm happy to be part of (Service Provider Management #3, Wave 2)

It just means so much to me, and, and um, and because we're helping out so many different individuals um, you know, there's – they're – we're helping them, you know, get on track... So I just feel like it's such a great program uh such a great partnership, so many different people involved in making a difference in these individuals' lives, um the fact that we meet so often um with the partners to collaborate on different individual's needs. And um, so yeah, it's just been a great um, you know, partnership overall, a great program... I'm really, you know, really glad to be a part of it, um to see the difference we're making for, for these individuals. (Service Provider #1, Wave 2)

I mean, obviously it's pretty gratifying being able to offer choices to people to get their lives back on track and, um, when they take that opportunity, which does happen quite frequently, um, you meet them at that level where they want change. Um honestly, most people are just so grateful for the offer that it's, you know, it makes you feel good like you're doing something... being able to offer people choices, people that are probably, you know, part of the marginalized community that don't have a lot of options, and don't see a lot of um genuine assistance out there, and they have a lot of mistrust. It's, it's gratifying to be able to show them something different, something they're not used to seeing and being part of that. (Public Defender Staff #6, Wave 4)

Specifically for the public defender's office, the attorneys mentioned that the program made their job easier by relieving them of certain job functions:

The ability – prior to um the past year of practicing holistic intervention, um oftentimes when clients would mention that they had this horrible thing going on, you know, they've lost their housing, they've lost their family, um what I could do is make a note in their criminal file and be like 'maybe this is something mitigating that I can bring up to the judge or to the DA,' um but I can't really fix it. I have too many clients to be able to like actually handle this thing that's really contributing to this whole issue and so to be able to provide a direct resource and to be able to tell that individual, 'Hey, someone's going to call you today to try to talk about this and help you. Is that okay?' I almost always get like an emphatic 'Yes!' And so, to know that you know it's not only alleviating um the work burden that it would have on myself and the other attorneys, it's also providing like a really comprehensive and effective measure of combating these issues. (Public Defender Attorney #1, Wave 2)

I do think making these investments kind of, in some ways, lessens the system's overall workload and hopefully eventually reflects on our attorneys. You know, I remember in misdemeanors just literally seeing the same person on the same thing over and over and over...

we're doing deeper work on our cases, but my hope is that it, um, not just benefits our clients, but that it also kind of lifts a load off our team. (Public Defender Attorney #2, Wave 3)

Several partners also mentioned that being involved in HIP gave them a new perspective. In particular, some partners explained that although they have been involved in previous reform efforts in the past, HIP was especially eye-opening.

And also too, like is it's just people who are in jail in prison that have intense trauma and social issues and they shouldn't be addressed in this way through jails and prisons, but I'm just really happy to be working at a [service provider] that looks at prison reform and justice in a different way and always countering the narrative of what justice looks like, what help looks like, what care looks like, and what reentry services look like uh, for the future. So those are the things I've learned. (Service Provider #2, Wave 2)

I think, I mean HIP has definitely personally like challenged my biases. You know, I had to be honest, like I didn't know why people were being referred to us... at first, I was like, 'Why are we helping somebody who beats their wife,' you know, and like again, that's a bias. And like it really has helped me grow, as you know, a provider again of what I believe in, what I believe in recovery, what I believe in housing, believe in health, right... what I've learned is like fast action can like truly save your life, like this quick intervention... I really value that and working with HIP and challenging those biases that you know, I was able to, you know, grow through. (Service Provider #3, Wave 3)

... how slow the system is or like how it can be like not so just and how it can change people's life and they have no control over it. I think that part right there it's better, like in my mind like well if I could – ignoring it felt so much more comfortable than like being in it with folks right, when they're struggling, when they're like, you know, this person's innocent but they're having to fight all of these other things or all these charges for whatever like, whatever reason right. And how the system is set up and then and then like, if you look at the face of the referrals too right, we, we get to see the injustice of the criminal system, because you see like what people are getting arrested for like across uh race and ethnicities right, so you get to see that part too. It's like 'Dang,' you know, you get to talk to someone that, you know, in Spanish that's telling you like what their experience was and I'm like 'Oh my gosh.' Like what do you do with that right, how do you make that, how do you help that person heal from that trauma that was created from that one arrest? (Service Provider Management #3, Wave 3)

As the quotes above suggest, HIP is reforming the way both clients experience and navigate the criminal legal system and public defenders serve their clients.

System-Wide Reform

Because the public defender's office exists within the criminal legal system, HIP contributes to broader reform efforts by re-imagining the role of the criminal legal system, adding care and services to the system, addressing the collateral consequences, and preventing recidivism. Partners shared that this was a key impact of HIP.

And then for the clients that where the, the DA's office would end up filing, you know, those folks we would end up just meeting them much later and playing catch up on so many of their legal and other holistic defense needs, so I think dialing it, you know, turning back the clock and, and, and meeting them much closer to the time that they're in crisis that they've had this law enforcement contact just is kind of a natural fit for our office for how we want to practice and

probably for how, um, the criminal legal system should be reacting to and supporting, um, indigent clients. (Public Defender Attorney #2, Wave 2)

Um it's, it's, diverting, it's diverting the principle from, you know, punishment, retribution, to, to, rehabilitation. Which I think is—used to be like this radical progressive thing—and is now, you know, because of Prop 47 and AB109, like people just sort of realized that we don't have a sustainable incarceration system, and rather than put someone on an ankle monitor or other kind of probationary supervision, which is a jail alternative, why not nip it in the bud from the beginning? Why not address things on the early stage, so that we will prevent them coming back through the system? (Public Defender Attorney #1, Wave 2)

The Partners also shared that by reimagining the role of public defense, HIP has the capacity to change how defendants are processed through the criminal legal system.

I think even for our like, you know, for the DAs who um routinely now might call [name redacted] or you know, one of our other Early Rep lawyers and think about something like not filing a case on a mentally ill person because they know there are resources. Um, I think there's a huge – that's, that to me represents a really large perspective shift in what I've seen in the system since I've been, you know, engaged it for about two decades. I think um, you know, them kind of being more expansive in thinking about how to solve issues that come before them without, you know, pure-purely just resorting to criminalization prosecution. (Public Defender Attorney #2, Wave 3)

A few providers acknowledged that participation in HIP can also help build trust in public defense. From their perspective, this was another indicator of HIP's capacity to contribute to system-wide reform.

Maybe it's helping build trust with public defense. Um, you know, that so many people don't want to use the public defender. They want to, they want, they want a *real* lawyer. Um and you know, they think that their lawyer doesn't care about them and that it's just they're just a, you know, file... a program where the public defender's connecting you to so many other people that could possibly help you, um I think, I think that can be, that can be good for the community in general, of just being more – to use the same word again trust, trustful – um of the public defender's office... (Civil Attorney #1, Wave 2)

I'm hoping it's really improved our connection and trust with the community, which is always – as public defenders is always a struggle, right, to just make sure we're perceived, um, as both actual attorneys and also having our clients' best interests at heart. (Public Defender Attorney #2, Wave 2)

I hear this so many times, like people are amazed at this program, clients are because they just don't get that – it's free help, first of all. Um like for example, the other day I was, uh – a client called, and it was random. First [they] sent an email, and then we talked by phone. And [they] called and said, 'Well, you called me a few months ago and said that there were resources available to me,' and then we talked about the issue that [they were] having and [they were] kind of shocked that someone was there just to, you know, point [them] in the direction [they] wanted to go. I mean that's unheard of. Most people um, once they get involved in the criminal justice system, you know, the only person they talk, talk with that's advocating for them is a

public defender who they see in court, you know, 10 minutes before they're facing the judge. So just the fact that someone's there early in the process. (Public Defender Staff #1, Wave 2)

HIP clients' survey responses confirm that HIP is starting to "change that view" of the public defender. HIP clients were asked a total of 15 questions regarding their perceptions of their public defender. Overall, the public defender was viewed positively (85%). Clients agreed that their public defender cared about their wellbeing and treated them as a person (see Table 3-1). They also felt heard; they believed that their public defender listened to their story. And, a majority of clients (93%) did not feel judged. They trusted that their public defender would work in their best interest and believed that they were competent in handling their case.

Table 3-1: HIP Survey: Client Perceptions of the HIP Public Defender

Their public defender...	Strongly Agree & Agree	
	Frequency	Valid Percent
Didn't judge them for substance use or criminal history (n=60)	56	93%
Treated them with dignity and respect (n=64)	58	91%
Treated them fairly (n=65)	58	89%
Knows how to help them with their case (n=64)	57	89%
Does what they say they'll do (n=63)	55	87%
Will work in their best interest (n=63)	55	87%
Cared about their wellbeing (n=66)	57	86%
Gave them a chance to ask questions (n=64)	54	84%
Made sure they understood their rights and responsibilities (n=64)	54	84%
Told them everything that can happen in their case (n=64)	54	84%
Didn't treat them worse due to their race, gender, or age (n=65)	54	83%
Listened to their story (n=63)	52	83%
Cared about them as a person (n=62)	51	82%
Is more concerned with serving their needs than closing their case (n=65)	52	80%
Explained HIP fully (n=65)	47	72%

Connecting With the Community

The partners also shared that they were successful in embedding HIP within the community, another positive outcome that has the potential to expand HIP's reach. Notably, HIP gained attention from potential clients, community members, other public defender offices, prosecutors, judges, law enforcement, and policymakers.

We've done so many presentations for police agencies, for the judges, basically like every county agency, dozens of nonprofits. People just know that we offer the service, and I think even if they didn't, people know what the public defender's office is. So, a lot of people are just people who come into the public defender's office being like, 'I need an attorney now' and the attorney's like, 'Well, you don't have a case file. Here's EarlyRep.' So um, it's been a lot of community education. We did some stuff on KQED on NPR [National Public Radio], we had a couple articles published at the beginning. We've done presentations around the state and around the country. Just to – so they know, even if they don't know the name or they don't know what we do, just that they kind of have an idea that there's a service prior to arraignment, which is awesome. (Public Defender Attorney #1, Wave 2)

I saw that HIP did some presentations recently at some community-wide, you know, to stay informed. Like, I do go to, you know, community Zoom things. We're talking about updated resources that, you know um, you know, it was eviction freeze, you know, you gotta, you know, keep up and know what's going on. So, I saw that HIP did a presentation, so it sounds like they're getting um kind of the word out there... I know that we sent out like a HIP newsletter recently... People are, you know, people are interested. (Service Provider #3, Wave 2)

They have these cool little business cards that talks about the different services that they have access to [See card in Appendix]. Access doesn't mean everybody gets it; it means you have access to it. Um and um, those go out to the, to the attorneys and their different perspective courtrooms. Um, there is like a one pager that was created um so they could hand to their clients. Um, of course we have the piece in the EarlyRep part where they're still sending letters out to people saying, 'Hey, you qualify for this program.' So I mean, I think we – HIP definitely does a good job of disseminating information, either straight out to the community or to the lawyers. (Public Defender Staff #4, Wave 4)

As the partners reflected on their experiences and shared the strengths and successes of HIP, they were eager to provide several key recommendations for other cities, counties, or states looking to implement a program like HIP.

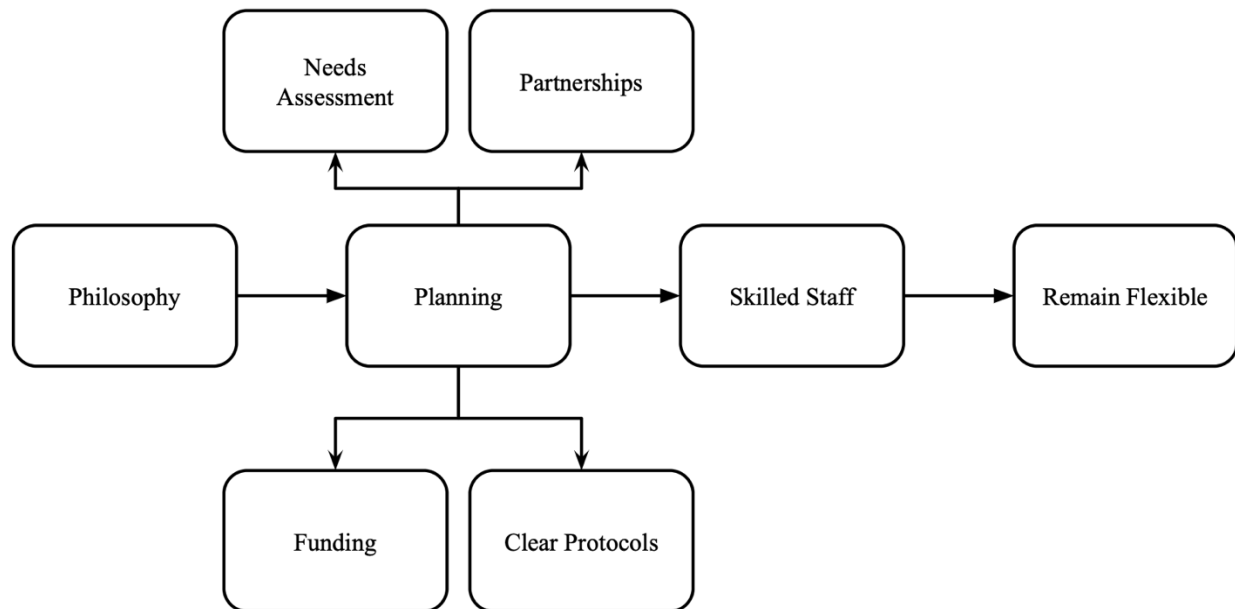
Advice

Since no blueprint or standardized process exists for the move from a traditional public defender's office to a holistic defense office (Ostrom & Bowman, 2020), ensuring positive outcomes in clients' lives, cases, and communities can be challenging. Policymakers often struggle to effectively create and implement evidence-based policies for indigent defense (McKinney & Baker, 2020). The existing body of literature recommends relying on program evaluations to inform their efforts, and this evaluation directly contributes to that need. Over the last three and a half years, the HIP partners gained a detailed understanding of what works and what does not work when providing holistic services to clients and collaborating with many different agencies. They emphasized the value of HIP and subsequently encouraged others to implement similar programs. When asked what advice HIP partners would give other agencies, the partners in this study recommend that interested agencies:

- (1) Change the overarching philosophy of the public defender's office to reflect holistic and client-centered tenets;
- (2) Engage in a careful planning stage

- a. conduct a needs assessment,
 - b. select strong partnerships,
 - c. find stable funding,
 - d. create clear protocols;
- (3) Hire skilled/experienced staff, and
- (4) Remain flexible (see Figure 3-6).

Figure 3-5: Recommended Steps for Holistic Defense



Philosophy

The first step is to shift the culture of a public defender's office and truly reimagine the role of public defense. The partners revealed that agencies seeking to implement HIP-like programs must embody a holistic philosophy and become active participants in their community. Holistic defense is an entirely new way to serve clients that changes the role of the public defender in the criminal legal system. The focus must shift from the criminal case to the entire client. Attorneys and staff must be on board and willing to participate in this shift in structure and approach – a change that would likely alter their daily workflows and priorities.

...I think that the um, that whoever the public defender is has to challenge themselves to give themselves a new vision of what they can be, right. Like, like we're just not arraignments, and, and trials, you know. On that level, we can and should be more than that and that we are really subscribing to um the success of the client, right. So, they come to us with the legal issue, but that legal issue is, is part and parcel to what their life experience has been—at least at this moment, right, if not at multiple moments, um—and in our charge should be to help them through that right, through, through this tough point in life... So that's the first thing I think is that a person has to see a vision for themselves that's actually um part of changing systems, in a way, right. (Service Provider Management #1, Wave 1)

After the overarching philosophy of the office reflects the core components of holistic defense, the partners recommended that agencies be intentional about the beginning stages of program creation.

Planning

HIP partners stressed the need to spend ample time building the program and identifying the desired outcomes. Here, interested agencies should:

- (1) conduct a needs assessment,
- (2) select strong partnerships,
- (3) secure adequate funding, and
- (4) create clear protocols.

Needs Assessment

The holistic and client-centered approach of such a program requires it to be tailored to the specific needs of the community. Each county is different and will likely require different resources and partners. This can best be addressed through conducting a needs assessment prior to implementation.

I think it would look different in any – in every county. Um, and I think, trying to have um initially, probably a needs assessment to see what the folks in this category, in this kind of demographic or bucket in your county look like and what are, what are their needs? And then, what is the local landscape look like to fill those needs that exist and what's missing? And, how do you kind of bridge that gap? (Public Defender Attorney #2, Wave 1)

Once needs are identified, the next step in this planning stage is the careful selection of partners who can provide the resources to satisfy those needs.

Partnerships

The partners acknowledged that the individuals and the agencies that comprise the HIP team are key. Counties should be strategic here, selecting partners that can address the needs identified through the needs assessment, collaborate effectively, and contribute to the holistic mission. The partners also explained that it was particularly useful to build on existing relationships with agencies.

Um I think, to, to seek partners who are um, have experience serving this population, are interested in serving this population, and um, are interested in working closely with a public defender's office um, on, on some tough cases and with folks that are very high need. Um so, kind of in advance, making sure you're, you have the best – you've sought out and selected the best partners for that. (Public Defender Attorney #2, Wave 2)

Having the partners though, is only one step. Being able to fund both the providers and the services is another critical component that HIP partners advised other counties to consider.

Funding

The partners shared that to avoid searching for additional funding and being concerned about the program ending, counties should recognize the value of holistic defense and ensure that it is permanently implemented within the public defender's office rather than through grant money.

Fund it...the constant cycling of having to find 1, 2, 3-year grants, of having to find money to support it, and how are you going to continue it, and the employees who get hired knowing that this grant is only there for a year, so 'I really want the job or not because I may be gone,' you know. Find a way to put these in – you know, recognize the value of it. Um and, and fund

it with stable money, you know, build it into your budget. Don't just, don't just expect that there's going to be grant or philanthropy money out there that is going to fund this program. And if it, you know, if it's not producing the results that you need, then you can always stop the funding. But um, but that would be the primary advice I think I would give a county, is, is put a true value on the program. Don't just kind of go the traditional, not, 'Well, we'll, we'll farm this out to the nonprofits, and they can find their own funding for it. We'll, we'll, throw in, you know, we'll throw in 20% of the budget or 50% of the budget.' Because finding that other money's at best, it's going to be cyclical and then it constantly puts you in this position of by the time you get the program up and running and being really effective and at a point of some degree of stability and longevity, all of a sudden the funding's gone, now you got to find something else. And if, if you can't fund it, then it goes away, and you have to start from scratch again. (Civil Attorney Manager #1, Wave 3)

In the long run, it's going to save the county money; it's going to help the people, um and we, we need the support. So, I would love to make it so that it's integrated into the, uh, public defender's office and not just have to get the money from grants, yeah from the federal or state government, but that the county really supports this. (Public Defender Staff #5, Wave 2)

To get the program up and running smoothly, clear protocols are also needed.

Clear Protocols

HIP partners recommended spending time at the planning stage ensuring that protocols are clear prior to the launching of the program – an area where HIP staff personally struggled (i.e., procedural ambiguity and lack of clear expectations were prominent areas for improvement).

Start from the beginning. I mean I think how much further ahead we'd have been if we even knew in the beginning what a referral was... like, 'What's a client?' You know, 'How do we determine who's a client? Who's eligible? You know, 'How are we going to find them?', you know. We didn't know that in the beginning, we had no clue that, you know, uh, I've never worked in a program where, you know, you know, someone gave me a referral, call them. You know, we didn't even have that to begin with. So, start at the beginning. (Public Defender Staff #1, Wave 2)

Um, create a set of expectations of like, like what you expect from not just your, your agency as a provider, but other people ahead of time to be very clear of like what the real purpose of your

program is going to be and all the other individuals and just kind of like a set of rules... so kind of maybe having a checklist of what that looks like. (Service Provider Management #3, Wave 2)

While protocols were created for HIP, these were created *after* HIP began. Here, partners recommend creating protocols prior to program implementation in order to make things “as smooth as possible.” Experienced staff are likely to help a similar program accomplish this goal.

Skilled and Experienced Staff

The partners placed emphasis on creating a strong team prior to program implementation. When discussing this recommendation, the partners focused on the experience of their staff and effective leadership.

Um, creating the very strong supportive team that starts at the top, so that it could trickle down, right. So if – if you – if the everyone that is um, going through the planning process that's going to um these meetings, that's going to get all the information that's going to be needed to bring back to the team to create your own teams within your agencies and within your counties. I think those folks are really key players. So the, the stronger, um, you are there, the, the stronger your program will become. (Service Provider Management #3, Wave 1)

I think the other piece is um is who gets, you know, who the staff are. Not just from the partner side, but also from the program team and really paying attention to their – both their skills as well as their lived experience and their ability to be okay with the uh, you know, um working with this client but also being adaptable. Yeah, and that comes out of it's, you know, for some people it's natural, and others, it's based on their lived experience or, you know, I don't know if you can train someone to do that. Which is why I, I think trainings are always important, um, because they build your capacity, but some of it's about who you hire as well. (Public Defender Staff #7, Wave 3)

And, as the previous quote suggests, once staff are hired, they should be provided with appropriate training. Quarterly reports indicate that in 2020, partners were given a 1.5-hour Trauma Informed Practices training. Later, in January 2021, HIP staff were provided with a 2-hour training introducing harm reduction. In June 2021, another 2-hour harm reduction training took place, which discussed how partners can incorporate harm reduction techniques while serving HIP clients. These trainings were in addition to the many trainings hosted by the HIP partners.

Of the possible trainings available, the partners stressed that trainings on the following topics are and would be the most helpful in successfully implementing a HIP program:

- (1) The criminal process
- (2) Motivational interviewing
- (3) Unconscious bias
- (4) Trauma-informed care
- (5) Harm reduction (meeting people where they are)
- (6) Best practices in engaging with those needing mental health care

Something that I think that really the partnerships or all of the partners, um, could benefit from a training on like criminal processes and like the beginning stages of, um, like a timeline of like from the incident through maybe the, the resolution of a criminal case. Um, I think that so much of the time questions are going to inevitably be coming up about that and like, it's only going to

help the uh the process and the information that they are able to give clients. So, that's what I think is the outstanding thing. (Public Defender Attorney #1, Wave 1)

I would say, invest in training and invest in motivational interviewing training, um invest in unconscious bias training, trauma informed uh care and training, invest in language – learning different language to interact with the reentry population, um and look at more information on reform. (Service Provider #2, Wave 2)

I personally feel like, um, a training that addresses meeting people where they are, but uh but also how to motivate them and work as a, as a whole person right. So, how do three different programs? right, ... How do we, how do with the services that we already have? um, How do we work with an individual as a whole person to motivate them to get that employment, to, to go make that court date, to reach out to the public defenders?...Like, how do we get these folks on board? How do we motivate people that have no motivation to change their life? right. So, like I think a training that addresses people's, um, willingness to succeed or people that are like stuck and don't have any willingness to succeed. Like, how do we encourage folks to get out of that? (Service Provider Management #3, Wave 3)

Flexibility

Flexibility was a key strength of HIP and as such, partners reiterated that although planning is critical, counties must also remain flexible as they implement holistic defense.

Flexibility, like being just flexible. Um, kind of like a chameleon to change and go with the flow because nothing's going to stay the same. Um, especially with new programs, right. (Service Provider Management #3, Wave 1)

...Being adaptable. I think um, especially since, you know, there's so much new stuff that comes in and it could be more just because this is a brand-new program that hasn't existed before, and a new job that didn't exist before that, um, I had to definitely be adaptable to um learning how, you know, how this was all gonna work. Um, but yeah, there are surprises. So, I definitely would say that being adaptable would be um, a big plus for someone coming into this. (Civil Attorney #2, Wave 4)

HIP partners identified the key steps to become a holistic public defender's office are to: *shift philosophy, plan carefully, hire skilled staff, and be flexible*. While this advice can inform other counties and agencies seeking to implement similar programs, it should not be taken on its own. Rather, it should be considered alongside the program strengths. Other programs should still pay specific attention to the following components: *organizing regular and frequent meetings, being intentional about collaboration, maintaining open-lines of communication, taking a client-centered approach, and effectively identifying and utilizing resources*.

Summary of Findings

The process evaluation demonstrated that HIP partners essentially took the same approach to holistic defense—focusing on the “whole client;” and meeting a client where they are. They overwhelmingly agreed the holistic defense is preventative; it is collaborative; and it involves the community.

Partners faced some key barriers (research question #1) and challenges implementing HIP—primarily *ineffective communication, procedural ambiguity, when to close cases, lack of coordination, gaps in services, high caseloads, sustainability concerns, unclear expectations, competing philosophies, and difficulty building client rapport*. As the literature on program implementation demonstrates, these are typical challenges new programs face.

The strengths of HIP, though, alleviated those barriers and ensured its success. Partners repeatedly identified several key strengths (research question #1)—namely *meetings, collaboration, communication, flexibility, client-centered approach, resources, and staff*. The committed and skilled staff and stakeholders addressed challenges by holding frequent meetings to improve collaboration and communication, keeping the client at the center of the program, and remaining flexible when connecting clients to resources (see Table 3-2). Partners were also regularly trained in harm reduction techniques in order to serve their clients holistically (research question #2).

These strengths led to the following perceived impacts (research question #3): *enhanced client wellbeing, improved case outcomes, reduced recidivism, positive staff morale, connections to the community, and prompting system-wide reform*. While these impacts were predominately the perception of HIP stakeholders, the client population confirmed these successes through their survey responses. The outcome evaluation also confirmed several of these successes.

In terms of advice for other HIP-like programs, the partners recommended that agencies take the following steps: *shift the culture of the public defender's office, engage in careful planning, employ a strong team, and be flexible*.

Table 3-2: Barriers and Facilitators to HIP Implementation

Barriers	Facilitators
Ineffective Communication	Meetings
Procedural Ambiguity	Collaboration
Closing Cases	Communication
Lack of Coordination	Flexibility
Gaps in Resources	Client-Centered Approach
High Caseloads	Resources
Sustainability	Staff
Unclear Expectations	
Competing Philosophies	
Building Client Rapport	

Outcome and Costing Evaluation

The HIP program enrolled 497 clients between June 2020 and March 2023. All clients were screened and assessed in line with HIP intake protocols. Table 3-3 shows the demographics of HIP clientele. The majority of HIP clients are male (64.9%), heterosexual (98.7%), and between the age of 25-44 (58.8%). Hispanic/Latinx (29.4%), White (29%), and Black/African American (26.7%) are the three most common race/ethnicity groups. Almost three-quarters (73.3%) of are single, and almost half (49.6%) unemployed.

Table 3-3: HIP Demographics

Demographics	Frequency	Valid Percent
Gender (N=490)		
Male	318	64.9
Female	172	35.1
Sexual Orientation (N= 315)		
Heterosexual	311	98.7
Gay/Lesbian	3	1.0
Bisexual	1	.3
Transgender (N=312)	5	1.6
Age (N=495)		
18-24	61	12.3
25-34	158	31.9
35-44	133	26.9
45-54	74	14.9
55-64	54	10.9
65+	15	3.0
Race/Ethnicity (N=475)		
Hispanic/Latinx	142	29.4
White	140	29.0
Black/African American	129	26.7
Asian	18	3.7
Middle Eastern/North African	5	1.0
American Indian/Alaskan	5	1.0
Other	36	7.5
Marital Status (N=476)		
Single	349	73.3
Separated	46	8.2
Divorced	39	8.2
Widowed	35	7.4
Married	6	1.3
Civil Union/Domestic Partnership	1	.2
Children Living w/you (N=478)	177	37.0
Employment (N=492)		
Unemployed	244	49.6
Full-Time	120	24.4
Part-Time	80	16.3
Disabled	35	7.1
Seasonal/Day-Labor	8	1.6
Retired	5	1.0

Table 3-4 shows the referral mechanism and case information for HIP clients. Most clients were referred to HIP from the Contra Costa County Office of the Public Defender Early Representation Program (ERP, 46.3%). ERP provides legal assistance, information, and representation to individuals who have been arrested or cited for misdemeanor offenses from the time that they have had police contact. More than one-third of clients were referred through the police booking log (36.2%). And an additional 11.1% were referred to the program from a public defense attorney. The majority of clients were charged with DUI (29.8%) or battery offenses including domestic violence (23.7%). Approximately 18% were on probation or parole and 22.1% had a restraining order pending during HIP intake. Some clients were ordered by the court to participate in Driving Under the Influence (DUI) classes (6.1%) or domestic violence/anger management classes (3.7%).

Table 3-4: Client Referral Mechanism and Case Information

Category	Frequency	Valid Percent
Referral Mechanism (N=480)		
Early Representation Program	222	46.3
Booking Log	174	36.2
Attorney	55	11.1
Other	29	6.0
Originating Most Serious Charge (N=497)		
DUI	148	29.8
Battery (including Domestic Violence)	118	23.7
Burglary/Shoplifting/Theft	41	8.2
Drug Offences	39	7.8
Contempt of Court	33	6.6
Disorderly Conduct	23	4.6
Vandalism	15	2.6
Reckless Driving	13	3.0
Driving with Suspended License	12	2.4
Weapons Offences	8	1.6
Child Endangerment/Abuse	8	1.6
Criminal Threats	6	1.2
Trespassing	6	1.2
Assault with Deadly Weapon	4	.8
Auto Theft	4	.8
Hit and Run	3	.6
Identity Theft	2	.4
Other	14	2.8
On Probation or Parole (N=408)	74	18.1
Mandated to Domestic Violence or Anger Management Classes (N=321)	12	3.7
Mandated to DUI Classes (N=328)	20	6.1
Restraining Order Pending (N=389)	86	22.1

HIP clients presented with a variety of needs at intake (see Table 3-5). Almost one-third self-reported an alcohol/substance abuse problem (30.8%), and 21.2% stated they were in recovery. Over forty percent self-reported physical health concerns (41.8%), with 39.8% of clients currently taking medication and one-quarter having physical impairments (25.2%). One-third of HIP clients also self-report mental health issues (33.7%), being unhoused (33.2%), and/or being on public assistance (34.6%).

Table 3-5: HIP Client Needs at Intake

HIP Client Need	Frequency	Valid Percentage
Alcohol/Substance Abuse Problem (N=409)	126	30.8
In Recovery (N=311)	66	21.2
Health Concerns (N=402)	168	41.8
Currently Taking Medication (N=339)	135	39.8
Physical Impairments (N=282)	71	25.2
Mental Health Issues (N=359)	121	33.7
Without Housing (N=413)	137	33.2
On Public Assistance (N=497)	172	34.6

Once a client has completed HIP intake, they are assessed for coordination with HIP partners depending on client needs. HIP referred 33 clients to substance abuse treatment, 15 clients to mental health services, and helped 12 enroll in public benefits. The program also referred clients to two key partners.

One of the key partners in HIP is the Health, Housing and Homeless Services Division (H3) of the Contra Costa County Health Department. H3 integrates and coordinates housing and homeless services across the county health system. All HIP clients who identified as housing insecure (N=155) were referred to (H3) for services and received a vulnerability assessment for housing. Table 3-6 shows the characteristics of clients referred to H3. The majority referred to H3 were category 1 homeless (61.9%). Category 1 refers to an individual or family who lacks a fixed, regular, and adequate nighttime residence. An additional 18.1% were at imminent risk of losing housing. The majority of clients had spent from one to three months homeless over their lifetime (51.4%); however, 26.4% had spent more than one year homeless in their lifetime. Almost half of the clients report this to be their first time homeless (45.2%).

Table 3-6: H3 Client Characteristics

H3 Client Characteristics (N=155)	Frequency	Valid Percentage
Housing Status		
Category 1 Homeless	96	61.9
Category 2 at Imminent Risk of Losing Housing	28	18.1
Risk of Homelessness	28	18.1
Fleeing Domestic Violence	1	.6
Stably Housed	2	1.3
Total Months Homeless		
1-3 Months	72	51.4
4-6 Months	19	13.6
7-9 Months	3	1.9
10-12 Months	9	6.4
More than 12 Months	37	26.4
First Time Homeless	66	45.2
Covered by Health Insurance	126	81.8

H3 was very successful in meeting their clients' needs. Table 3-7 shows the types of services H3 provided to HIP clients. They enrolled 59 individuals (38.1%) in the rapid rehousing program, and provided homeless prevention services to another 96 individuals (61.9%). Three-quarters of H3 clients were provided housing coordination services and over half were provided case management services. Twenty-nine clients received landlord engagement services, while 38 clients received full or partial rental assistance. Notably, almost three-quarters of H3 clients exited the program to a permanent housing destination (73.1%). All 155 H3 clients were provided with short-term or permanent housing solutions.

Table 3-7: H3 Services Provided

H3 Services Provided (N=155)	Frequency	Valid Percentage
Housing Program Enrollment		
Prevention	96	61.9
Rapid Rehousing	59	38.1
H3 Services Provided		
Housing Coordination	113	72.9
Case Management	87	56.1
Landlord Engagement	29	18.7
Rental Assistance (Full Month)	25	16.1
Hotel/Motel Vouchers	24	15.5
Moving Cost Assistance	22	14.2
Emergency Supplies	22	12.9
Referral to CORE	20	12.9
Making Home Habitable Costs	16	10.3
Rental Assistance (Partial Month)	13	8.4
Completed VI-SPDAT	12	7.7
Utility Payment	11	7.1
Rideshare	11	7.1
Interim/Temporary Housing Issued During the Month	9	5.8
VASH/SSVF/VA Benefits Linkage	3	1.9
Security Deposit	2	1.3
Bus/BART Tickets	2	1.3
Moving Cost Assistance	1	.6
Client Exited to Permanent Housing Destination (N=104)	76	73.1

Several HIP clients were referred to Rubicon for civil-legal services. All clients with civil legal needs received civil legal aid services from Rubicon. Rubicon closed 156 goals for 85 clients during the project period. Table 3-8 shows the client goals provided by Rubicon. The most common goal categories include civil rights (35.3%) and driver's license (31.4%). Of the 156 client goals addressed by Rubicon, 127 were successfully achieved (81.4%). The goal category Win Hearing was only tracked during the last two years of the program, so it is an underestimation of actual hearing success.

Table 3-8: Rubicon Goals Provided

Rubicon Goals Provided	Frequency	Valid Percentage
Civil Rights (i.e., restraining orders)	55	35.3
Driver's License	49	31.4
Win Hearing	16	10.3
Family	14	9.0
Consumer	7	4.5
Assessment	6	3.8
Housing	2	1.3
Occupational License	1	.6
Record Remedies	1	.6
Other	5	3.2

Recidivism Analysis

Table 3-9 displays the negative binomial regression results, and Table 3-10 shows the odds ratios for the significant results. Below, we discuss each follow-up period separately.

Table 3-9: HIP Criminal Justice Outcomes by Group

Variable	12 Month Post			24 Month Post		
	HIP	Comp	Sig.	HIP	Comp	Sig.
N	176	159		68	51	
Felony Arrests [M(sd)]	.37 (.80)	.81 (1.55)	Wald $\chi^2=7.18^*$	.75 (1.38)	1.39 (2.59)	Wald $\chi^2=1.95$
Misdemeanor Arrests [M(sd)]	.64 (1.16)	.64 (1.37)	Wald $\chi^2=.98$	1.20 (2.01)	1.22 (2.29)	Wald $\chi^2=.18$
Administrative Arrests [M(sd)]	.32 (.83)	.55 (1.19)	Wald $\chi^2=1.54$	.54 (1.23)	.73 (1.51)	Wald $\chi^2=.70$
Felony Filed Cases [M(sd)]	.06 (.23)	.16 (.47)	Wald $\chi^2=4.72^*$	.15 (.43)	.25 (.69)	Wald $\chi^2=.47$
Misdemeanor Filed Cases [M(sd)]	.13 (.45)	.18 (.58)	Wald $\chi^2=.04$	.15 (1.23)	.39 (.96)	Wald $\chi^2=.50$
Convictions [M(sd)]	.07 (.27)	.18 (.62)	Wald $\chi^2=4.27^*$	.16 (.48)	.24 (.62)	Wald $\chi^2=.09$
Jail Sentences [M(sd)]	.07 (.28)	.11 (.36)	Wald $\chi^2=.43$	.10 (.35)	.16 (.42)	Wald $\chi^2=.01$
Probation [M(sd)]	.07 (.28)	.11 (.35)	Wald $\chi^2=.37$	.12 (.37)	.18 (.48)	Wald $\chi^2=.20$

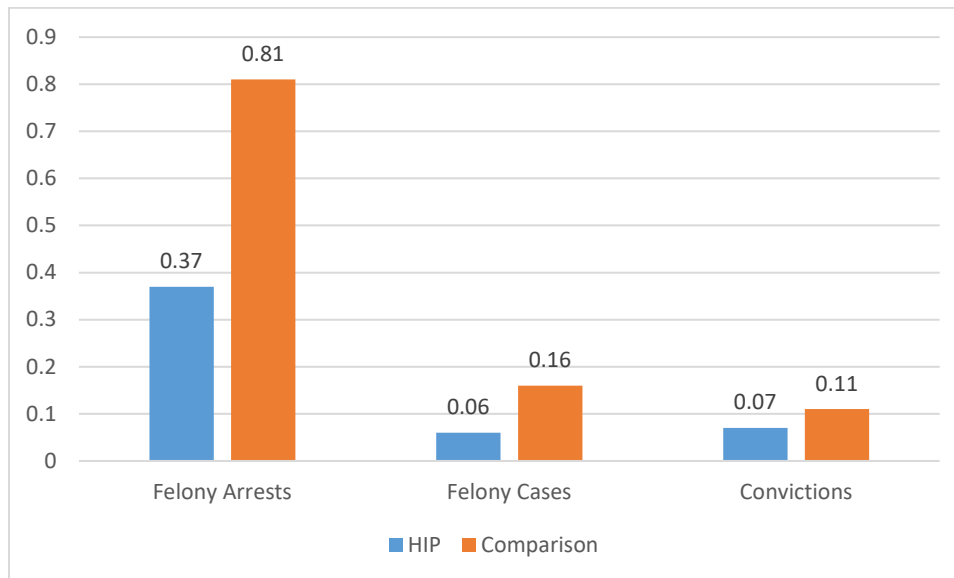
*Group difference $p < .05$

Table 3-10: HIP Odds Ratios for Significant Criminal Justice Outcomes

Significant Outcome	Odds Ratio	95% Confidence Interval
Felony arrests at 12 months	1.81	1.17 – 2.78
Filed felony cases at 12 months	2.36	1.09 – 5.11
Convictions at 12 months	2.38	1.05 – 5.43

12-month. Three outcomes in the 12-month follow-up were significantly related to HIP participation (see Figure 3-7). First, felony arrests were about one and three quarters times higher (181%) for individuals in the comparison group, considering pre-treatment levels. Second, felony cases were almost two and a half times higher (236%) for the comparison group, considering pre-treatment levels. Third, convictions were almost two and a half times higher (238%) for the comparison group, also taking into account pre-treatment levels.

Figure 3-6: 12-month significant criminal history outcomes



24-month. No outcomes in the 24-month follow-up were significantly related to HIP participation. However, this is at least partly due to the small sample size (51 in the comparison group and 68 HIP clients).

Arrestment Outcomes

We also examined arraignment outcomes for both our HIP and comparison groups (see Table 3-11). There were significant differences between the groups (Chi-square=57.91, $p < .001$). HIP clients were significantly less likely to fail to appear for arraignment than comparison group individuals (15.1% vs. 45%). It appears that this difference is related to the increased proportion of HIP clients who agree to a PC § 977 waiver (32.9% vs. 4.4%). Penal Code § 977 allows defendants in California to waive their presence in court for most misdemeanor proceedings. By simply giving permission in writing or over the phone, the defendant can appear in court by counsel only. As the comparison group and HIP clients were matched on their initiating incident, both groups were equally eligible for the PC § 977 waiver.

Table 3-11: Arraignment Outcomes

Arrestment Outcome	HIP (N=152)	Comparison (N=160)
Appeared with Public Defender	70 (46.1%)	74 (46.3%)
Failure to Appear	23 (15.1%)	72 (45%)
Public Defender appeared on PC § 977	50 (32.9%)	7 (4.4%)
ERP	9 (5.9%)	7 (4.4%)

HIP Effects on Criminal Justice System Costs

HIP program costs. We detail average monthly HIP program costs in Table 3-12. Program costs were reduced as more clients became active in the program. The average monthly cost per HIP client was \$286. Once reducing costs to just case management and legal services, the average per client is \$257.

Table 3-12: HIP Program Costs

Cost	Average per month (June 2020-March 2023)
Project Coordinator	\$7,643
Client Services Specialist	\$8,356
Legal Assistant	\$7,528
Technical Assistant Contractor	\$716
Rubicon	\$16,764
Uptrust	\$2,273
Research and Evaluation	\$4,752
H3	\$13,942
Supplies and Services	\$486
Client Services Specialist	\$7,643
Total cost	\$51,724
Total cost per client	\$286
Case management and legal cost per client	\$257

Criminal justice system costs. We endeavored to calculate criminal justice system costs using two measures: 1) police costs by arrest, 2) legal costs by filed case. These costs are underestimations as additional criminal justice system costs such as jail and probation were not taken into account.

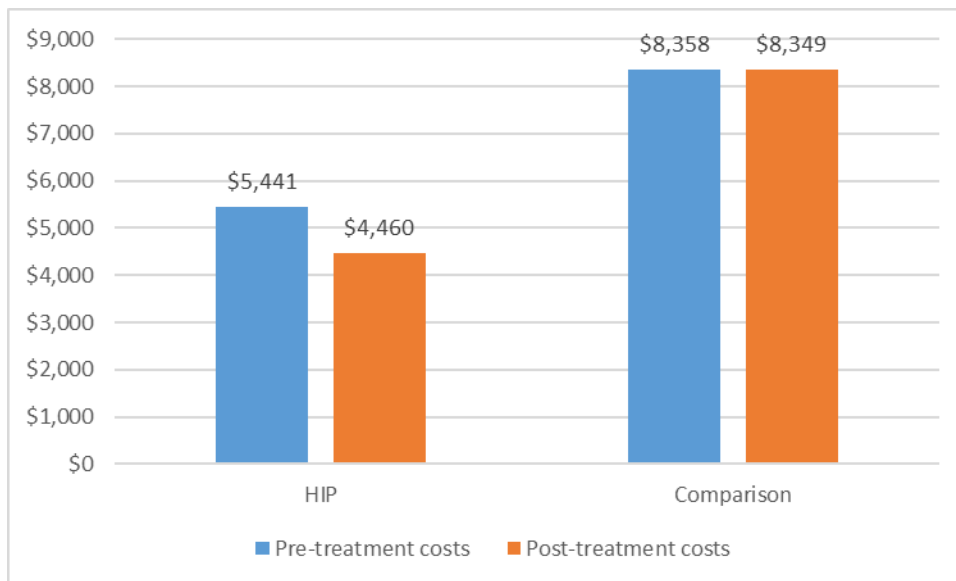
Police costs by arrest type (felony vs. misdemeanor) was determined using a method developed by Hunt, Saunders and Kilmer (2018). We chose the difference between felony and misdemeanor theft to be a proxy for all felony and misdemeanor arrests. To get a low/high expenditure on responding to crime in California, we take the overall amount of money spent in California for Part 1 UCR crimes and multiply that by the proportion of general officer time spent on crime. We then multiply that number by the time spent on felony and misdemeanor thefts to separate expenditures responding to felony theft vs misdemeanor theft. We now divide by the number of felony theft arrests to get cost per felony theft arrest. We do the same for misdemeanor theft arrest. Therefore, misdemeanor arrests were assigned a policing cost of \$1877, and felonies were assigned a policing cost of \$7528.

Legal costs were average, monthly estimated costs associated with felony and misdemeanor cases (i.e., prosecution and public defense). We used a similar estimation technique as the Law Enforcement Assisted Diversion (LEAD) Evaluation in Seattle, WA and San Francisco and Los Angeles, CA (Collins et al., 2019). In these evaluations, the estimated costs for misdemeanor and felony cases were 1/400 and 1/100 prosecution and public defense salary per year, respectively (Collins et al., 2019). Using the CalSalaries database, the average annual salary for a deputy district attorney (\$181,357) and legal assistant (\$75,533) is \$256,890. Using the same database for a deputy public defender (\$179,778) and

legal assistant (\$75,533), the annual salary for defense is \$255,311. Therefore, misdemeanors were assigned a legal cost of \$1281, and felonies were assigned a cost of \$5122.

Figure 3-8 shows that post-treatment costs went down for HIP clients, from \$5441 to \$4460, compared to individuals in the comparison group, which stayed consistent from \$8358 to \$8349. In addition, the criminal justice system costs are underestimations as jail and probation costs were not included.

Figure 3-7: HIP Pre and Post Treatment Annual Criminal Justice System Utilization Costs



Limitations

The HIP outcome and cost evaluation had three key limitations. First, given real-world implementation realities, we employed a quasi-experimental field trial design in lieu of an RCT. We used statistical techniques to increase the similarity of the HIP vs. system-as-usual comparison group. We reduced the influence of selection bias by using propensity score weighting. However, individuals who self-select into the HIP program could have more willingness to change than individuals who do not enroll in HIP and willingness to change was not controlled by propensity score matching. Future research should include a randomized controlled trial design.

Second, some significant baseline differences in criminal histories exist between the HIP and comparison group. Specifically, the comparison group had more felony and misdemeanor arrests and filed cases than HIP clients. Fortunately, these factors were controlled for in the generalized estimating equations.

Third, criminal justice system cost utilizations are rudimentary and do not include jail and probation data. Future research should endeavor to include a more robust cost-benefit analysis.

4. Conclusions and Recommendations

This report details the process, outcome, and costing evaluations of Contra Costa County's Holistic Intervention Partnership (HIP). The outcome and costing evaluations show that HIP successfully:

1. enrolled 497 clients between June 2020 and March 2023;
2. found permanent housing destinations for 85 clients;
3. achieved civil-legal goals for over 80% of HIP clients;
4. reduced felony arrests, filed felony cases, and convictions for HIP clients compared to a system-as-usual comparison group;
5. reduced fail to appear for arraignment compared to a system-as-usual comparison group; and,
6. produced criminal justice cost savings.

The process evaluation identifies HIP as a highly needed program that is best located within a public defender's office. The key barriers to implementation include (1) ineffective communication, (2) procedural ambiguity, (3) when to close cases, (4) lack of coordination, (5) gap in services, (6) high caseloads, (7) sustainability, (8) unclear expectations, (9) competing philosophies, and (10) difficulty building client rapport. However, these challenges did *not* negatively impact HIP's ability to seamlessly provide resources to their clients. The strengths of the HIP program were: (1) the frequent and helpful meetings, (2) strong collaboration, (3) open communication, (4) program flexibility, (5) HIP's client-centered approach, (6) ample resources, and (7) dedicated and experienced staff. These strengths helped address the barriers to implementation. HIP strengths enabled many successes, many of which were confirmed by the outcome evaluation: (1) enhanced client wellbeing, (2) improved case outcomes, (3) reduced recidivism, (4) positive staff morale, (5) connections to the community, and (6) system-wide reform.

Interested public defender offices seeking to implement a HIP-like program must undergo a cultural shift that aligns with the holistic mentality. The key here is to carefully reimagine their role to support each individual client in a non-traditional and client-centered manner. Future programs should engage in careful planning, identifying the specific needs of the surrounding community to ensure that they secure the appropriate partnerships with service providers. Necessary resources (i.e., housing, behavioral health, employment services) should be secured prior to launching the program. Additionally, committed stakeholders and partners are key to program success. Strong leaders who value open lines of communication are vital. Program management must support their employees and ensure that everyone's voice has an equal chance of being heard. Finally, a flexible program is a must; the staff should adapt to changing circumstances and acknowledge that the program functions best when it is not rigidly structured.

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6. Technical Appendix

BOOKING LOG PROCESS

1. Transfer data from CCSO's "Daily New Booking And Release Inmate Report" to "HIP-Booking Log 2.0":
 - New Booking AND New Release
 - New Release Only
2. Sort "Release Reason": A to Z
3. Custom sort "Release Reason": cell color > no cell color on top
 - Keep entries in rows with release reason: 849, Bail Bond, and Cite Release
 - Delete entries with release reason: Court Order, Other Agency, Time Served, etc.
4. Sort "Booking Date": Newest to Oldest
5. Custom sort "Booking Date": cell color > no cell color on top
 - Keep entries on rows with 5 or less days between booking and release dates
 - Delete entries with 6 or more days between the booking and release dates
6. Sort "Last Name": A to Z
7. Custom sort "Last Name": cell color > no cell color on top
 - Delete rows with duplicate entries (ok to delete duplicates during other steps, too)
8. Run a CLEAR "Bookings Search" for the last 72 hours
 - Cross reference search results with spreadsheet
 - For individuals on spreadsheet with qualifying charges (misdemeanors and wobblers, and most theft and drug crimes): (1) use print to PDF feature to save a copy of the booking log; and (2) update spreadsheet with case type.
 - Delete entries for individuals with disqualifying charges (187, 207, 211, 215, 220, 261, 422, 461.1, 10851, 266H(A), 29800)
 - Delete entries that include FTA (1320)
 - Delete entries for individuals who have already been contacted by the program within the last 90 days (they will have another booking log in the folder that is less than 90 days old)
9. Search LJS for charges filed (use 3 – Alpha Inquiry)
 - Delete entry if: (1) charges have been filed; (2) the individual is represented by a private attorney; and/or (3) the arrest was the result of an outstanding warrant.
 - Add current date to "LJS" column if charges have not yet been filed.
 - If the individual is represented by a PD attorney in another case, highlight the column and note the PD attorney in "Notes/Comments."
10. Run a CLEAR "Person Search" for each person remaining on the spreadsheet
 - Delete entries for individuals with no address and/or disqualifying charges.
 - Use the Download feature to export arrest records as PDFs, if/as needed (if none was obtained/available from the "Booking Search" in step 8)
 - Update spreadsheet with case type, if/as needed
 - Add current/last known address to spreadsheet
11. Fill/color completed cells green (R235, G241, B222)
12. Mail weekly batch of initial contact letters
 - Custom sort "Last Name": cell color > green on top

- Note # of green rows, save and close spreadsheet
- Open letter template and insert current date
- Go to mailings > finish & merge > edit individual documents > insert row numbers for the green rows in the from/to boxes > ok
- Review letters, edit if/as needed
- Print and mail letters
- Save a copy of the sent letters in the "Letters Sent" folder
- Add date to "Letter Sent" column on spreadsheet and change fill/color from green to blue (R218, G238, B243)
- Add postage information to the HIP-Postage spreadsheet

INTAKE PROCESS

Use the participant's name at least 3 times during this conversation.

13. Hi *NAME [1]
14. Introduction:
 - Name and position
 - Reason for contact (if initiating, e.g., your attorney asked me to call you about . . .)
 - Explain program (HIP is new program at PD office, we have partnerships with agencies throughout the county to provide PD clients with support with things like housing, employment, mental health, and substance abuse)
15. Offer assistance (how can I help you *NAME [2]?)
16. Acknowledge request (briefly summarize/affirm understanding)
17. Explain intake process to open file and activate services:
 - 5-10 minutes
 - Assess needs
 - Obtain basic financial information (all services free, not intended for millionaires)
18. Questions? (do you have any questions so far?)
19. Offer to complete intake now or schedule another time to complete it
20. Complete intake/assessment
21. Summarize and/or clarify and confirm reported needs
22. Explain referral process and anticipated timeframe for contact
 - [name redacted: service provider]: 1-2 business days
 - [name redacted: service provider]: 3 business days
 - [name redacted: service provider]: 1-2 business days
 - [name redacted: public defender staff]: 1-2 business days
23. Obtain consent to make referrals (share information)
24. Advise that we will follow up in 1 week to ensure connections are made and that participant should call us in the meantime if they have any questions or concerns
25. Provide participant with contact information for our referral partners, if/as needed (ok to text/email this information to the participant after ending the call)
26. End call (thank you for your time *NAME [3], we will be back in touch with you soon)
27. Finalize/edit intake forms, if/as needed
28. Add participant to "Tracking" spreadsheet
29. If participant is an Uptrust user, add "HIP" in the notes section of their Uptrust profile
30. If charges have not been filed yet, also add participant to "Check LJS" spreadsheet
31. Make referrals (follow referral protocol)
32. Calendar f/u in 1 week

REFERRAL PROTOCOL

1. Email subject line – Topic: Last Name, First Name DOB Phone ID

Example:

HIP Referral: Doe, Jane 2/6/1985 925-826-XXXX HIPVEGE137)

2. Briefly describe need and request assistance/support
3. Special instructions:

a. HOUSING

- Create duplicate copy of ICW, name file “Last Name, First Name – housing referral [MMDDYY]”
- Delete all sections except Client Identification/Demographics; Financial Information; and Housing (blue)
- Attach the copy to the referral email
- Send referral email to [name redacted], cc [name redacted], [name redacted], and [name redacted],

Example:

<p>To: Samantha Quinn <squinn@humecenter.org> Cc: Bertha Lopez <blopez@humecenter.org>; Michael V. Fischer <Michael.V.Fischer@cchealth.org>; Jeffrey Robinson <Jeffrey.Robinson@pd.cccounty.us> Subject: HIP Referral: Doe, Jane 2/6/1985 925-826-XXXX HIPVEGE137)</p> <p>Hi Sam,</p> <p>We have a new HIP participant in need of housing support/assistance:</p> <p>Doe, Jane DOB 2/6/1985 925-826-XXXX HIPVEGE137</p> <p>Please see attached for more details.</p> <p>Thanks!</p> <p>Nichole</p>
--

b. REENTRY SUCCESS CENTER

- Include email address, if/when available
- Provide the participant’s primary location/address (e.g., City)

Example:

<p>To: Ana Castellon <anac@rubiconprograms.org> Cc: Jeffrey Robinson <Jeffrey.Robinson@pd.cccounty.us> Subject: HIP Referral: Doe, Jane 2/6/1985 925-826-XXXX HIPVEGE137)</p> <p>Hi Ana,</p> <p>We have a new HIP referral for you:</p> <p>Doe, Jane DOB 2/6/1985 925-826-XXXX HIPVEGE137 email@gmail.com</p>
--

Concord, CA

Mr. Doe is currently living in his truck. He parks in various parking lots in and around Concord. Primary source of income is SSDI. He has been referred to Hume for housing assistance and also expressed an interest in:

- Getting a new ID card – his current ID card is falling apart
- Employment – part-time work to supplement income from SSDI
- Homeless court – might need a referral for unpaid traffic tickets/ fines

Who will Mr. Doe be working with?

Thanks!

Nichole

c. RUBICON (CIVIL LEGAL)

- Create a duplicate copy of the ICW, name the new file “Last Name, First Name – civil legal referral [MMDDYY]”
- Delete all sections/rows except Client Identification/Demographics; Financial Information; Case Information, and Notes/Comments
- Attach the copy to the referral email
- Send referral email to [name redacted], cc [name redacted] and [name redacted]

Example:

To: Keiko Rosenbaum <keikor@rubiconprograms.org>
Cc: Sarah Williams <SWilliams@rubiconprograms.org>; Jeffrey Robinson <Jeffrey.Robinson@pd.cccounty.us>
Subject: HIP Referral: Doe, Jane 2/6/1985 925-826-XXXX HIPVEGE137)

Hi Keiko,

We have a HIP participant who needs help with a DMV hearing:

Doe, Jane
 DOB 2/6/1985
 925-826-XXXX
 HIPVEGE137

Mr. Doe has a learning disability. He has been referred to Lauren Askeland for advice/counsel re the criminal matter. Needs your help with the DMV hearing. See attached for more details.

Thanks!

Nichole

d. ERP

- Add to Access
- Attach booking log and ICW to the referral email
- Send referral email to ERP atty and paralegal

Example:

To: Lauren Askeland <Lauren.Askeland@pd.cccounty.us>; Sharon Williams <Sharon.Williams@pd.cccounty.us>
Subject: ERP Referral: Doe, Jane 2/6/1985 925-826-XXXX HIPVEGE137)

Hi Lauren and Sharon,

New ERP referral:

Doe, Jane
DOB 2/6/1985
925-826-XXXX
HIPVEGE137

Would you please (1) contact C to discuss charges related to the attached incident; and (2) add C to your watch list? Detailed notes are in Access, NTA is 5/24/2021.

Thank you!

Nichole

Universal Intake		
Client Personal Information		
Date/HIP Entry	Client Name	DOB (mm/dd/yy)
Contact Information		
Mailing/Permanent Address		Current Address
Phone	Number/email	Best way to reach
Land Line		<input type="checkbox"/>
Cell		<input type="checkbox"/>
Email		<input type="checkbox"/>
Demographics		
Transgender		Mark only one
Are you transgender?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Gender		
Man		<input type="checkbox"/>
Woman		<input type="checkbox"/>
Gender Non-Binary		<input type="checkbox"/>
Race		Mark ALL boxes that apply
American Indian or Alaskan Native		
Asian		<input type="checkbox"/> Chinese <input type="checkbox"/> Korean <input type="checkbox"/> Laotian <input type="checkbox"/> Japanese <input type="checkbox"/> Vietnamese <input type="checkbox"/> Cambodian <input type="checkbox"/> Filipino <input type="checkbox"/> Asian Indian <input type="checkbox"/> Other
Black or African American		<input type="checkbox"/>
Hispanic, Latino, or Spanish		<input type="checkbox"/>
Middle Eastern or North African		<input type="checkbox"/>
Native Hawaiian or Other Pacific Islander		<input type="checkbox"/> Native Hawaiian <input type="checkbox"/> Samoan <input type="checkbox"/> Guamanian <input type="checkbox"/> Other
White		<input type="checkbox"/>
Other		Declined to answer
Sexual Orientation		Mark ALL boxes that apply
Heterosexual (straight)		<input type="checkbox"/>
Homosexual (lesbian/gay)		<input type="checkbox"/>
Bisexual		<input type="checkbox"/>
Queer		<input type="checkbox"/>
Other		Asexual
Military Service		
Have you ever served in the US military?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Employment		
Yes, currently employed		<input type="checkbox"/> Full Time <input type="checkbox"/> Part Time <input type="checkbox"/> Seasonal
If yes, what is estimated annual income?		\$
No, why not		<input type="checkbox"/> Looking for work <input type="checkbox"/> Unable to work <input type="checkbox"/> Not looking for work
Non Cash Benefits		
Did you receive any cash or non-cash governmental benefits?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Health Insurance		
Did you have health insurance?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Disabilities		Mark ALL boxes that apply
Type of Disability		
Physical		<input type="checkbox"/> Yes <input type="checkbox"/> No
Long Term?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Developmental		<input type="checkbox"/> Yes <input type="checkbox"/> No
Chronic Health Conditions		
Long Term?		<input type="checkbox"/> Yes <input type="checkbox"/> No
HIV/AIDS		<input type="checkbox"/> Yes <input type="checkbox"/> No
Mental Health Problem		<input type="checkbox"/> Yes <input type="checkbox"/> No
Long Term?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Alcohol Abuse		<input type="checkbox"/> Yes <input type="checkbox"/> No
Long Term?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Drug Abuse		<input type="checkbox"/> Yes <input type="checkbox"/> No
Long Term?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Both Alcohol & Drug Abuse		<input type="checkbox"/> Yes <input type="checkbox"/> No
Long Term?		<input type="checkbox"/> Yes <input type="checkbox"/> No
Highest Level of Education		Mark ALL boxes that apply
Educational Level		
8th grade or less		<input type="checkbox"/>
Some high school, no diploma		<input type="checkbox"/>
High school diploma/GED		<input type="checkbox"/>
Some college, no degree		<input type="checkbox"/>
Trade/technical/vocational training		<input type="checkbox"/>
Associate Degree		<input type="checkbox"/>
Bachelor's Degree		<input type="checkbox"/>
Master's Degree		<input type="checkbox"/>
Professional Degree/Doctorate		<input type="checkbox"/>
Other		Certificate of HR & Training
Housing Needs		Mark only one
Present Living Situation		<input type="checkbox"/> Rent <input type="checkbox"/> Own Home <input type="checkbox"/> Housing insecure <input type="checkbox"/> Staying with friends/family
Other		



CONTRA COSTA PUBLIC DEFENDER



If you have had recent police contact, we may be able to connect you with free resources that will help you get back on the right track:

- ✓ Employment assistance
- ✓ ID and document retrieval
- ✓ Fight an eviction
- ✓ Substance abuse treatment
- ✓ Counseling
- ✓ Reinstate/apply for benefits
- ✓ Family court matters
- ✓ Debt collection issues
- ✓ Housing navigation
- ✓ Mental health services

Call, text, or email: **(925) 378-0058** / help@pd.cccounty.us

7. Current Logic Model

The logic model describes the Contra Costa HIP program inputs, activities, outputs and outcomes.

Inputs	Activities	Outputs	Outcomes
<ul style="list-style-type: none"> - One dedicated Project Coordinator; - One Client Services Specialist; - One Legal Assistant; - Two Community Service Navigators; - One Civil Legal Aid Attorney; - Two Housing Navigators; - Coordinated Outreach and Referral (CORE) Outreach Workers; - Early buy-in and collaboration with key partners. 	<ul style="list-style-type: none"> - Train HIP staff on systems/best practices in client- centered service delivery; - Developed/refined intake protocols, assessment and screening tools; - Developed protocols for multi-disciplinary teams (MDTs); - Formed and convened MDTs for case coordination and conferencing with one or more HIP partners depending on client needs; - Proactively identified and enrolled HIP participants by collecting weekly information from law enforcement agencies (LEAs), conducting outreach with partners and reviewing case filing information; - Assessed client needs, developed detailed case management plans, provided intensive case management services, and tracked progress against case management plans; - Assisted participants with their criminal legal cases beginning in pre-filing phase; - Based on client needs assessments, provided or connected clients with short-term housing; - Based on client needs assessments, ensured linkages to the homeless coordinated entry system and/or received 	<ul style="list-style-type: none"> - Feedback on HIP services was solicited from 100% of participants enrolled in the text messaging system (89 completed the client survey); - MDTs were convened for all HIP participants and recommendations were developed; - 497 participants were identified and enrolled in the project; - 100% of HIP participants were screened and assessed in line with HIP intake protocols; - 100% of HIP clients received a case management plan based on needs assessment and received case management services; - 100% of HIP participants were assisted with their legal cases; - 148 participants were provided with short-term housing near court date(s) and/or as bridge to permanent housing; (76 permanent housing, 38 rental assistance; 24 hotel/motel vouchers) - 70% of participants that identify as housing insecure entered the homeless coordinated entry system and received a vulnerability assessment for housing; 	<ul style="list-style-type: none"> - Increased participants' access to services; - Increased participants' court appearance rates; - Decreased participants' one-year new offense recidivism; - Cost savings to the county; - Maintained participants' satisfaction with HIP services.

	<p>rapid resolution services (diversion services);</p> <ul style="list-style-type: none"> - Based on client needs assessments, and guidelines established by the SC, provided transportation to court and to community-based services; - Based on client needs assessments, provided connections to behavioral health and SUD programs and services; - Based on client needs assessments at intake, clients connected with Rubicon to provide civil legal services; - Enrolled or reinstated eligible HIP clients in Medi-Cal, CalFresh and other government-funded benefits programs; - Based on client needs assessments, connected participants to community-based services through Community Service Navigators; - Provide linkages to other services and programs as identified through client needs assessments. 	<ul style="list-style-type: none"> - 28 participants received rapid resolution services; - 100% of participants with lack of transportation were offered transportation assistance in making court dates and other critical services; - 100% of participants who are assessed and determined to have behavioral health or SUD needs were offered placement in programs that practice harm reduction and provide other behavioral health services; - 100% of participants with civil legal needs received civil legal aid services; - 100% of participants were advised of other available services and programs; - 100% of those who are interested were connected to these services and programs. 	
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8. List of Acronyms

AODS	Alcohol and Other Drugs Services
BSCC	Board of State and Community Corrections
BJA	Bureau of Justice Assistance
CALDOJ	California Department of Justice
CBO	Community-based organization
CCC	Contra Costa County
CCPD	Contra Costa County Office of the Public Defender
CSULB	California State University, Long Beach
DA	District attorney
DCSS	Department of Child Support Services
DMV	Department of Motor Vehicles
DOB	Date of birth
DUI	Driving under the influence
DV	Domestic violence
EDD	Employment Development Department
ERP	Early Representation Program
FTA	Failure to appear
GEE	Generalized estimating equations
HIP	Holistic Intervention Partnership
H3	Health, Housing, and Homeless Services
JAG	Justice Assistance Grant
LEA	Law enforcement agency
MDT	Multi-disciplinary team
NPR	National Public Radio
OR	Odds ratio
PD	Public defender
PSM	Propensity score matching

- RCT Randomized controlled trials
- ROR Release on one's own recognizance
- SLE Sober living environment
- SUD Substance use disorder