

# GLENN COUNTY



## Public Safety Realignment Updated Implementation Plan 2020/2021

*Executive Committee of the Community Corrections Partnership*

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## **Executive Summary**

To comply with the United States Supreme Court decision to reduce prison populations, address overcrowding in California's prisons and assist in alleviating the State's financial crisis, the Public Safety Realignment Act (AB109) was signed into law on April 4, 2011. AB 109 transferred responsibility to counties for supervising certain parolees from the California Department of Corrections and Rehabilitation (CDCR) to Post-Release Community Supervision (PRCS). It also changed the sentencing options for new offenders to include housing in local jails (straight or split sentences) instead of prison. AB 109 authorized PRCS and parole revocation hearings, housing of parolees awaiting revocation hearings in local jails, and custody up to 180 days in local jails for all parolee and PRCS revocation sentences. Implementation of the Public Safety Realignment Act began October 1, 2011.

Simultaneously, Section 1230.1 of the California Penal Code designated a local Community Corrections Partnership to oversee a county's Public Safety Realignment Plan. Consistent with local needs and resources, recommendations should maximize the effective investment of criminal justice resources in evidence-based correctional programs and sanctions.

The Executive Committee of the CCP is comprised of the Chief of Probation (Chair), Sheriff, a Chief of Police, District Attorney, Public Defender, Presiding Judge of the Superior Court (or designee), and the Director of Health and Human Services Agency.

On November 7, 2011, the Glenn County CCP Executive Committee approved the initial plan of implementation which was unanimously approved by the Glenn County Board of Supervisors on November 15, 2011, with an updated plan that was subsequently approved by the Board of Supervisors on December 16, 2014.

### **Key Elements of AB 109:**

**Post-Release Community Supervision (PRCS):** Offenders released from state prison on or after October 1, 2011 after serving a sentence for a current non-violent or non-serious offense, and/or as a non-registerable sex offense, irrespective of prior convictions, are subject to post-release community supervision for a period not to exceed three years. The Glenn County Board of Supervisors designated the Probation Department as the agency responsible for community supervision.

**Custody and Mandatory Supervision (MS):** Offenders sentenced for a non-violent, non-serious or non-high risk sex offense after October 1, 2011 will serve sentences in a county jail by means of either

a straight commitment or a split sentence (a combination of time in custody and time on mandatory supervision).

**PRCS and MS Revocations Heard and Served Locally:** Effective October 1, 2011, petitions to revoke post-release community supervision and mandatory supervision are filed in the Glenn County Superior Court by the Probation Department. Any jail time imposed as a result of the revocation is served in the local jail.

**Parole Violations and Revocations:** Effective October 1, 2011, individuals violating the conditions of their parole serve up to six months in jail instead of being returned to state prison. Since July 1, 2013, all parole revocations have been filed and heard in the Glenn County Superior Court.

**Community-Based Sanctions:** The legislation authorizes counties to use a range of intermediate sanctions to hold offenders accountable and mitigate the need for revocation hearings. Intermediate sanctions are normally progressive in nature and may include more frequent reporting requirements, increased drug testing, increased field/home visits and flash incarceration in the county jail for no more than ten days, as well as other options. A revocation petition is filed once intermediate sanctions have been exhausted or deemed to be unsuccessful.

## Research Supporting Evidence-Based Correctional Programming

There is growing support among criminal justice practitioners and scholars regarding the effectiveness of evidence-based programs on the reduction of recidivism. Evidence-based practices are based on five primary principles. These principles address the questions of who, what and how to apply the most effective correctional interventions.

- **The Risk Principle** – Target resources to higher risk offenders. Ideally, sufficient resources would be applied to supervise, case manage and treat high and moderate risk offenders appropriately.
- **The Need Principle** – Apply interventions that target each offender’s particular criminogenic needs. Criminogenic needs are those areas that are dynamic (can be changed) and have been scientifically demonstrated to be correlated with likelihood of re-offense. These factors include: antisocial attitudes and beliefs, antisocial peers, antisocial personality pattern, lack of positive family support, low levels of education or employment success, lack of pro-social leisure activities, and substance abuse.
- **The Responsivity Principle** – Interventions should be applied based on the individual characteristics of the offender that may affect how s/he may respond to the given intervention. Such characteristics include mental health issues, medical issues, intelligence level, readiness for change, etc.
- **The Treatment Principle** – The most effective correctional interventions are behavioral, focusing on factors that influence behavior, are action-oriented, and are appropriately reinforced. These include cognitive-behavioral approaches, structured social learning where new skills and behaviors are modeled, and family based approaches where the family is trained in new skills and techniques.

The top criminogenic needs in Glenn County include:

- Substance Abuse
- Mental Health
- Attitudes and Behaviors
- Employment/Financial Stability
- Education
- Housing

### **Primary Goals:**

- Enhance the safety of the community of Glenn County.
- Identify offenders with the highest risk to reoffend using evidence-based assessments.
- Provide intensive supervision.
- Use evidence-based assessment tools to identify criminogenic needs and use this to address those needs with evidence-based programs and services.
- Increase offender accountability through effective use of intermediate sanctions, custody, and alternatives to custody.

### **Funding and Budgets**

The Community Corrections Subaccount was created within 2011 Public Safety Realignment statutes. Article XIII, Section 36(a)(l) defines "Public Safety Services" to include, among other activities, employing and training public safety officials, including law enforcement personnel; managing local jails; and providing housing, treatment, and services for, and supervision of, juvenile and adult offenders.

Under Article 36(a)(2), 2011 Realignment Legislation provides local agencies with maximum flexibility and control over the design, administration, and delivery of Public Safety Services. Government Code Section 30025 and Article 36(C)(8) of the State Constitution state "the County Local Revenue Fund 2011 (AB109) shall not be used by local agencies to supplant other funding for public safety services".

For Fiscal Year 2020/2021, Glenn County received \$1,222,609.00 of Public Safety Realignment funding. It is estimated by June 30, 2021, there will be approximately \$91,014.00 remaining in reserve. Up until 2017, the AB109 program accumulated a significant reserve. This was based on the fact that it took several years for all of the partner agencies to recruit, hire and train staff to begin implementation of the initial plan that was developed and approved in 2011 and updated in 2014. As the reserve amount is depleted, the CCP will need to identify what staffing and services will need to be reduced in order to maintain a balanced budget.

Public Safety Realignment funding is designed to cover significant aspects of shifting the offender population from state prison to county supervision including:

- Incarceration of low-level offenders in county jails rather than state prisons
- Management of parolees in revocation status who are incarcerated in jails
- Supervision responsibilities for state prison inmates released to PRCS and those placed on Mandatory Supervision
- Sanctions for those on PRCS prior to revocation

- Exploring alternatives to revocation for mandatory supervision
- Providing programs and alternatives to incarceration to meet the identified rehabilitative needs of the offender population.

**2020/2021 Allocation of CCP Funds by Department**

<b>Department</b>	<b>Funding Amount</b>
Glenn County Probation	\$621,982.00
Glenn County Sheriff's Office	\$306,254.00
Glenn County District Attorney's Office	\$242,640.00
Glenn County Health & Human Services	\$399,714.00
Unity House	\$19,998.00
<b>TOTAL</b>	<b>\$1,590,588.00</b>

**Roles and Responsibilities of Partner Agencies**

The roles and responsibilities of the PRCS Implementation Plan are as follows:

**Law Enforcement**

**Probation**

Provide leadership/coordination of the CCP to enhance community safety, improve probation outcomes/reduced revocations to prison.

Probation is the lead agency for the AB109 Program.

Determining eligibility/screening pre-release packets

Conduct address verification on all PRCS offenders.

Determining/modifying Risk Levels (Tier I-III).

Provide EBP-based supervision to moderate and high-risk offenders.

Employ a combination of graduated sanctions and positive incentives to hold offenders accountable/promote behavior change.

Provides notification of absconders to local law enforcement.

### **Sheriff's Office**

Collaborate with Probation to provide "team supervision" of high-risk probationers throughout Glenn County as needed.

Support data sharing with Probation to facilitate criminal investigations, solving crimes, and the supervision of high-risk probationers.

House offenders identified as PRCS/Mandatory Supervision.

Supervise 1170(h) PC inmates placed into rehabilitation or work programs.

Provide services to promote rehabilitation such as NA/AA/Adult Education to 1170(h) PC inmates while incarcerated.

### **District Attorney**

Lead the revocation hearing process.

Support Probation's implementation of evidenced based practices to reduce probationer recidivism.

Support a system of intermediate sanctions and positive incentives to hold probationers accountable and facilitate behavior change.

Support evidenced based practices to achieve systemic change to enable the criminal justice system to reduce crime.

Receives copy of terms and conditions of PRCS offenders.

### **Mental Health/Health and Human Services Agency**

Have pre-release conversations with Probation if offender has been assessed as having mental health issues.

Assess as needed for mental health needs and administer the STRONG assessment for Probation to develop an adult probation case plan.

Develop treatment plan based on assessment if necessary.

Assist PRCS offender in accessing treatment.

Provide case management as needed.

Determine eligibility for programs.

Determine if re-entry housing is secured.

Evaluate potential job training services.

Review for referral to housing program assistance Approve/Manage stipend program.

Assist individuals with accessing resources for food.

## **Education**

Have pre-release conversation with Probation regarding mandate to complete High School Diploma (HSD)/High School Equivalency (HSE)/GED-HiSET.

Assess reading and math levels and complete evaluation of all previously earned credits to determine credits needed for HSD/HSE completion.

Create an individualized education plan that includes a completion timeline.

Determine need for any developmental skills coaching/tutoring or academic counseling.

Set-up a study schedule including independent study appointments with teachers and an appointment schedule for any additional coaching/tutoring and academic/career counseling needed. Provide Computer Literacy, Career Preparation and Exploration, Study Skills and College/Career Technical Training transition instruction, preparation and mentoring.

## **OVERVIEW OF PROGRAMS AND IMPLEMENTATION STRATEGIES**

### **Community Supervision and Case Management**

Probation Department staff investigate, assess, and supervise offenders. Probation staff use the Static Risk Assessment (SRA) to assess those defendants prior to sentencing to determine their risk level for the purposes of supervision. Staff also assess offenders who are released in the community under PRCS and the CDCR pre-release packet is reviewed. Based on risk scores, offenders are assigned to the appropriate caseload. Those released under PRCS are placed on a PRCS caseload. Offenders placed on high-risk supervision caseloads will be assessed using the Offender Needs Guide (ONG), an evidence-based assessment tool, and referred to services targeting their top criminogenic needs. This assessment will be conducted by a clinician from Glenn County Behavioral Health or a probation officer. This clinician position was recently added to the 2018/2019 CCP working budget. A case plan will be developed and updated as necessary with the offender, focused on their top criminogenic needs in order to assist the offender to be successful in the community, thus minimizing the risk to reoffend.

Comprehensive supervision and case management includes risk and needs assessments, needs assessment driven case planning, a variety of treatment options, use of motivational interviewing, and swift and certain responses to violations using graduated sanctions and incentives to promote positive behavior change.



Prior to release from community supervision the offender will be reassessed and the results of the re-assessment will be compared with prior assessments to determine if the offender is in need of continued supervision or if termination of community supervision is appropriate.

### **Intensive Field Supervision**

A critical component to enhancing public safety and reducing recidivism is the intense supervision of high-risk offenders. Initially, the Probation Department faced challenges in this area as supervision was not based on validated risk/needs assessments. Since the implementation of AB109, the Department has transitioned into an evidence based model as it relates to conducting field supervision safely, efficiently, and effectively.

### **Electronic Monitoring and GPS**

This program provides a viable alternative to jail incarceration, post incarceration, and to allow offenders to maintain employment and/or schooling, obtain services, and care for their family under increased supervision. This program assists with reintegration, accountability, and monitoring.

### **Drug Testing**

Drug testing supplements offender drug treatment and it is part of supervision in nearly all cases. The Glenn County Probation Department currently conducts regular drug testing in Willows and also performs testing in the field as necessary. Redwood Toxicology Laboratory is contracted for presumptive test kits and confirmation lab testing. Officers are notified via email once the results are available, usually within 48 hours.

### **Alternatives to Incarceration**

The Glenn County Sheriff's Office and Probation staff will supervise those offenders assigned to participate in the EM/GPS program through a highly visible community presence involving random site checks. Both entities will provide a swift response if a person absconds or has been deemed to be in non-compliance with the terms of their participation in the program.

### **Jail Discharge Planning**

Sheriff's Office, Probation and Behavioral Health personnel will coordinate to implement an enhanced early release/re-entry program, will assist in the assessment process and supervision of offenders released early from jail who are under the supervision of the Probation Department. An evidence based assessment tool will be used for both populations to determine the appropriateness for early release and to develop the re-entry services case plans. Ideally, the assessment and planning activities will occur no

later than 30 days prior to an inmate's release to ensure the connection of the offender to needed services *prior* to his/her release from incarceration. To ensure that limited resources are appropriately directed and effectively coordinated, Probation staff will work closely with custody personnel; jail medical/behavioral health staff and drug and alcohol counselors, housing case managers, and local community providers.

### **Jail Population Management**

The proposed strategies that follow take into consideration the needs of the AB109 population, the resources available, and the basic services necessary to achieve acceptable public safety/community corrections outcomes. A cornerstone of all of these strategies is the use of a validated risk and needs assessment and development of individualized case plans.

In order for our population management to be effective, we must begin risk and needs assessments from the moment an inmate enters the system. Current inmate reception center protocol already identifies the medical and mental health needs of an inmate as they transition into custody. By adding additional screening, we can begin to identify not only the medical and mental health needs, but determine an entire treatment plan unique to each inmate. Alternative housing, educational wants/needs and treatment programs (within custody as well as community based) can be identified.

The Sheriff's Office, in conjunction with allied agencies and community partners, will do its best to make the realignment process as successful as possible in Glenn County. However, it must be emphasized that the capability of the existing jail system is inadequate to contend with the strain of realignment due to the overall design of the facility and the lack of dedicated program space.

### **Proposed Strategies for County Inmate Population Control**

To address this expanded population demand, the Glenn County Sheriff's Office will utilize alternatives to incarceration through collaborative efforts with the Probation Department and the Sheriff's Alternative Sentencing Division. Programs that are at the Sheriff's disposal include: Electronic Monitoring (EM)/Global Positioning Surveillance (GPS) program via the Alternative Custody Supervision (ACS) program, and the pre-trial services program operated by the Glenn County Probation Department.

Offenders eligible for release on the EM/GPS program will be assessed for release based on risk and need. The pre-sentence report and court commitment period, in-custody behavior, participation and progress in jail programs and services, eligibility based on current charges and prior convictions, and availability of alternatives to incarceration will be considered in the decision making process. Upon release, Sheriff's Office staff will provide supervision in the community.

## **Housing, Education, Employment, and Treatment**

To the extent that resources are available, efforts will be made to develop and implement supportive and treatment services for the Community Corrections Partnership by social service, health, housing and housing assistance under Community Action, education, and community-based organizations. The implementation of the plan will focus on developing comprehensive case management services to the target population and leverage other funding sources to include basic needs and innovative programming such as, but not limited to, housing, access to food, financial literacy, job training, employment services, work experience, life skills, education, and treatment. The ultimate goal is to reduce recidivism, ease re-entry, and promote self-sufficiency services for this population.

Services related to community action, social services, and community-based organizations will focus on case management and eligibility for services that meet basic living needs and result in self-sufficiency utilizing AB109 revenue while leveraging other funds as feasible. The county will partner with local organizations and community-based partnerships to ensure a coordinated effort and that a case plan is in place in conjunction with the Probation Department.

Services related to health and treatment will focus on leveraging and matching AB109 realignment revenue with other local, state, and Federal funding in order to expand available resources. Health and treatment services will be coordinated through the Probation Department, consistent with individualized plans, to the extent that resources are available, to assist with the care of parolees, reduce recidivism, and support individuals in the community. Provider agencies will work with the Community Corrections Partnership to develop and implement programs and strategies that maximize resources, utilize evidence-based practices, and provide ongoing evaluation of efforts to assure effectiveness.

Services related to education will focus on the development of a partnership between the Glenn County Office of Education, and the Success One Charter School which was created and started providing services for students in the community in July 2014. These services can be provided in a jail and community setting with the intent of capturing revenue that is separate and apart from AB109 realignment and most effective if included in an individual plan that is developed and required as a condition of probation. Offenders will also be afforded cognitive behavioral programming through probation.

## **Proposed Outcomes**

Realignment as a policy initiative and the intervention strategies articulated in the local Public Safety Realignment Plan are intended to improve success rates of offenders under supervision, resulting in

less victimization and increased community safety.

Accomplishing this in the most cost efficient manner and employing proven correctional and justice system practices is the primary strategic goal of the initiative. Evaluation of the outcomes achieved by the strategies proposed herein will be critical in order to guide future decisions in the investment of subsequent AB109 funds. Consequently, it is important to appropriate funding to support formal data analysis and outcome measurement assessment.

### **Outcome Measures**

The Realignment Plan seeks to achieve the following three outcomes:

- ✓ Implementation of a streamlined and efficient system to manage the additional responsibilities under Realignment;
- ✓ Implementation of a system that maintains public safety and utilizes evidence based practices/best practices in recidivism reduction; and,
- ✓ Implementation of a system that effectively utilizes alternatives to pre-trial and post-conviction incarceration where appropriate.

To verify the achievement of these outcomes, CCP partners will develop and track numerous outcome measures. Examples of potential outcome measures include:

#### **Probation:**

- The number of PRCS, MS, and felony offenders under supervision (snapshot July 1).
- The number of PRCS offenders on warrant status for not reporting to the probation officer after being released from state prison.
- The number of revocation hearing initiated for technical violations and/new crime violations for PRCS/MS.
- The number of PRCS offenders booked on a PC 3454 (c) flash incarceration only.
- The number of PRCS offenders that commit a new felony conviction.
- The number of PRCS terminations after 6 months, 12 months, or 18 months of supervision.

#### **Sheriff's Department:**

- The number of offenders sentenced to local custody.
- The number of offenders released to a sheriff's alternative custody program (ACS/EM).
- The number of offenders in a sheriff's alternative custody program who were returned to custody for a violation or new criminal offense.

- The number of PRCS offenders booked on a flash incarceration only.
- The number of PRCS offenders booked during the reporting period for a new law violation.
- The number of PRCS offenders serving jail time, as a result of a revocation hearing.
- The number of persons booked on a PC 3056 parole violation only.
- The number of parole violators serving jail time, as a result of a revocation hearing.
- The number of parole violators booked with new law violations.
- The number of parole violators serving local time on a new local sentence.

**Mental Health and Human Services Agency**

**Provided in Jail:**

- The number of individuals seen at the jail.
- The number of Courage to Change journals completed while incarcerated.
- The number of individuals seen by Mental Health.
- The number of individuals seen by Alcohol and Drug.
- The number of individuals who refused outreach services.
- The number of individuals who completed Anger Management Course.
- The number of individuals attending relapse prevention classes.

**Services at Transitions Learning Center Provided for Released Population:**

- The number of total individuals receiving services.
- The number of individuals who completed Anger Management Course.
- The number of Courage to Change journals completed.
- The number of individuals who became employed.
- The number of individuals referred for Mental Health Services.
- The number of individuals referred for Alcohol and Drug Services.
- The number of individuals who dropped out of the program.

**Glenn County Office of Education In/Out Jail**

- The number of individuals who received education services.
- The number of individuals who completed their educational goal.