

# Plumas County



## Public Safety Realignment Implementation Plan Revised 2017/18

*Executive Committee of the Community Corrections Partnership*

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***The vision of the Plumas County Community Corrections Partnership is a collaborative approach to preventing crime, reducing recidivism, holding offenders accountable, and promoting a safe and healthy community by utilizing evidence-based and fiscally responsible policies and practices.***

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## OVERVIEW OF THE PUBLIC SAFETY REALIGNMENT ACT (AB109)

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.

### 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, regardless of prior convictions, are subject to PRCS for a period not to exceed three years.

Custody and Mandatory Supervision: 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 (combination of custody time and mandatory supervision time).

PRCS and Mandatory Supervision Revocations Heard and Served Locally: Effective October 1, 2011, petitions to revoke post-release community supervision and mandatory supervision are filed with the Plumas County Superior Court by the Probation Department. Any jail time imposed as a result of the revocation is served in the local custody and cannot exceed 180 days.

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. Effective July 1, 2013, all parole revocations will be filed and heard in the Plumas County Superior Court.

Enhanced Local Custody Alternatives: The legislation encourages and supports alternatives to local jail custody with programs including work release and home electronic monitoring and pretrial services.

Community-Based Sanctions: The legislation authorized counties to use a range of intermediate sanctions to hold offenders accountable and mitigate the need for revocation hearings. Intermediate sanctions are typically progressive and may include more frequent incarceration in the county jail for no more than ten days, as well as other options.

Felony Probation: The Probation Department has continued to supervise defendants with suspended sentences and grants of formal probation. In the event a formal probationer's suspended sentence is executed, they will go into custody either locally or serve a prison sentence in which case, once released, could be placed on PRCS and returned to the Probation Department for supervision. Under Penal Code Section 1170(h), certain eligible, convicted felons sentenced to state prison, to be served in county jail will not have any period of supervision after they complete their custody time; or under a split sentence, a felon will not have any supervision after his or her county jail time and the mandatory supervision period, which is supervised by the Probation Department.

### **Community Corrections Partnership**

By law, the Executive Committee of the CCP is responsible for developing the Plan for implementation of AB 109, overseeing the Realignment process and implementing the local plan. The CCP Executive Committee recommends the Plan to the Board of Supervisors and is responsible for advising the Board of Supervisors regarding funding, implementation and outcomes of the Plan.

The CCP Executive Committee meets regularly and recognizes the need for county and community partners to work together to effectively provide services for this population. The Executive Committee will continue to meet regularly to address the needs of this population.

The CCP's intent is to provide a plan which addresses the challenge of criminal offending by using evidence-based practices. Successful approaches to supervising this population of offenders requires an assessment of the risk and needs of the individual offender and the development of a plan to provide services and supports which address the offender's risk and needs in order to curb recidivism.

Serving time in custody or community supervision by itself is insufficient to reduce criminal activity. Successful reduction of criminal behavior must include targeting the risk factors that contribute to criminal activity or "criminogenic needs." Criminogenic needs are dynamic risk factors that are proven through research to affect recidivism. Effective correctional treatment should target criminogenic needs in the development of a comprehensive case plan. Current practice indicates that treatment not targeting criminogenic needs can be counter-productive to effectiveness. Top criminogenic needs in Plumas County include:

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

### **Primary Goals:**

- Enhance the safety of the community of Plumas County
- Identify offenders with the highest risk to reoffend using evidence-based assessment tools

- 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)(1) 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 Section 36(a)(2), 2011 Realignment Legislation implementing Section 36 must provide local agencies with maximum flexibility and control over the design, administration, and delivery of Public Safety Services consistent with federal law and legislative funding requirements. Section 17.5(a)(7) of the Penal Code, as part of 2011 Realignment Legislation, further states: “Fiscal policy and correctional practices should align to promote a justice reinvestment strategy that fits each county. ‘Justice reinvestment’ is a data-driven approach to reduce corrections and related criminal justice spending and reinvestment is to manage and allocate criminal justice populations more cost-effectively, generating savings that can be reinvested in evidence-based strategies that increase public safety while holding offenders accountable.”

Plumas County received \$253,766.00 of Public Safety Realignment funding for the period October 2011 through June 2012.

Plumas County’s allocation was \$674,595.00 for FY 2012-2013, \$561,638.00 for FY 2013-2014, \$848,652.00 for FY 2014-2015, \$768,845.00 for FY 2015-2016, and \$764,444.00 for FY 2016-2017.

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.

Previous Budget FY 16/17:

- |                           |           |
|---------------------------|-----------|
| • Plumas County Sheriff   | \$361,594 |
| • Plumas County Probation | \$177,069 |

- Plumas County District Attorney \$185,839
- Alliance for Workforce Development \$25,000
- PCIRC – Pathways Home \$40,000
- PCIRC – Ohana House \$28,064
- PCIRC – 24/7 Dad \$22,509
- Plumas County Literacy \$22,410

Current Budget:

- Plumas County Sheriff \$537,245
- Plumas County Probation \$207,885
- Plumas County District Attorney \$65,097
- Behavioral Health \$152,742 (Requested but withdrawn)
- Alliance for Workforce Development \$25,000
- PCIRC – Pathways Home \$41,200
- PCIRC – Ohana House \$45,000
- PCIRC - 24/7 Dad \$20,824
- Plumas County Literacy \$37,939

**OVERVIEW OF PROGRAMS AND IMPLEMENTATION STRATEGIES**

The Probation Department has had limited success in implementing evidence-based practices and this includes training staff and lack of a focused, strategic plan to support such change. However, staff is dedicated to strategies to promote positive behavior change in offenders, reduce recidivism and ultimately enhance community safety. Some progress has been made in the past several months toward fully implementing evidence-based practices in the Probation Department.

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, who are not recommended for a prison commitment. 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. Caseloads with offenders who are designated as high-risk to reoffend are not currently capped, but should be. As the Probation Department moves forward, high risk caseloads will be restricted to thirty offenders per Probation Officer. 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. 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.

With the PRCS population, the Probation Department has the ability to release offenders after six months of compliant behavior. 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. Those PRCS offenders who have not had a custodial sanction after one year of compliant behavior must be released from supervision within thirty days of the one year mark.

Intensive Field Supervision: A critical component to enhancing public safety and reducing recidivism is the intense supervision of high-risk offenders. The Probation Department faces challenges in this area with changing from previous ways of doing business, staffing, and necessary training to conduct field supervision safely, efficiently, and effectively. The Probation Department has undergone shifting perceptions of what intensive field supervision should look like. The Probation Department will continue efforts to move forward with less than lethal defense training and purchasing of new equipment such as body armor. Once achieved, continued maintenance and procurement of equipment and ongoing training will be needed.

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 often supplements offender drug treatment and it is traditionally part of supervision. The Plumas County Probation Department currently has drug testing locations in Quincy, Chester, and Portola. Redwood Toxicology Laboratory is contracted for presumptive test kits and confirmation lab testing.

Alternative Sentencing Program: The Alternative Sentencing Program (ASP) works with the Court, ancillary service providers and law enforcement to ensure a quality, evidence-based pretrial release, re-entry and reintegration program. When an individual is arrested, members of ASP interview the subject at the Plumas County Correctional Facility for participation in the Pretrial Release Program. By utilizing the ASP, clients are ensured safe, monitored, evidence-based assessments, referrals and services. By giving qualified defendants the opportunity to retain employment and housing as well as spend limited time in custody, ASP provides high cost savings to tax payers. ASP is proud to provide evidence-based and effective services that benefit the clients and the community at large.

The ASP's goal is to implement as early intervention Pretrial Release Program in Plumas County that will include pre-arraignment interviews, O.R. release reports, and recommendations to the Court. These services will be provided in an effort to ensure those released from custody appear for hearings as well as minimize the amount of bed space used by low risk offenders due to the increased length of stay and number of high risk offenders spending longer lengths of time in the Plumas County Correctional Facility as a result of the implementation of AB 109.

The Pretrial Release Program submits recommendations for release or detention prior to the offenders first court appearance, based on an interview with the offender, contact with any alleged victim regarding any concerns about future contact with the offender, a validated risk assessment, and the verification of the information provided at the time of booking and interview. The program works to utilize the least restrictive and most reasonable conditions necessary to ensure the offender's appearance in court without jeopardizing public safety.

Other services provided by ASP include:

- Assisting in conducting investigations including collecting, compiling, verifying and evaluating information regarding offenders' criminal history.
- Evaluate offenders' eligibility for alternative sentencing programs and services.
- Determine when a specialized program referral is appropriate and/or necessary.
- Assist in coordinating intensive case management services for assigned offenders.
- Assist with and coordinate placement of offenders into transitional housing, substance abuse, mental health and related treatment programs.
- Serve as a resource regarding the effectiveness of specific reentry programs.
- Work with the local corrections facility in the implementation and oversight of evidence-based programs in the jail as well as transition planning upon release.
- Oversee and manage all evidence-based services offered to offenders as well as through other service providers.

The Day Reporting Center (DRC) is currently closed. It was an on-site restructuring program designed to change an offender's adverse thinking patterns, provide education and job training to enable long-term employment, and hold unemployed offenders accountable during the day.

If reopened, the goals of the DRC would be to reduce offender rearrests, assist offenders in successful reentry by providing needed services, and increase public safety by holding offenders accountable. These goals would be achieved by providing skill-based learning opportunities, educational and vocational training and intensive community supervision. Participants in the DRC would:

- Reconnect with their families
- Apply for social service benefits
- Enroll in medical benefits
- Locate and maintain stable housing
- Improve educational and vocational skills
- Find and retain meaningful work
- Structure their activities within the community

Plumas County Adult Correctional Facility Services: The correctional staff have dedicated much of their time to the three newest and most successful programs at the facility. First is the STRONG assessment. Each inmate who is going to spend an extended period of time at the facility can participate in a STRONG interview/assessment to determine which would be the best programs and services to offer an inmate in



order to provide them with the best odds of not reoffending. Additionally, inmates that participate in programming and services may earn “Milestone Credits” which reduce their actual time in custody.

Second is the Alternative Custody Sentencing. Inmates who pose a low risk to the community and who have served half of their sentence can earn the ability to be placed on electronic monitoring, work release or weekend commitments.

Last, the correctional staff, in working with the Alternative Sentencing Program, are completing Pretrial release interviews and related work in order to release low risk pretrial inmates from custody prior to arraignment. This has helped reduce the jail population and speed up the court process.

Housing: One critical need which has been identified for the realignment population is stable housing. Housing options are available in Plumas County and each resource has specific criteria. Stable housing options can be a challenge for those just released from incarceration. Ohana House located in Quincy, houses homeless, male youth and high-risk teens (male and female) while Pathways Home assists offenders transition from custody into the community with housing.

Ohana House Youth Program provides emergency/transitional homes for youth, life skills classes, budgeting workshops, and experiential learning activities. Individualized case management is used to assist teens and youth in achieving their educational goals, navigate college and career plans, and achieve permanent and independent housing. Each participant receives assistance in accessing needed health and wellness services and assistance with eligibility and paperwork for social service and financial benefit programs.

Pathways Home Project addresses the housing needs of men and women who are transitioning from prison/jail and the judicial system. Participants in this program have the opportunity to access all Plumas Crisis Intervention and Resource Center programming including assistance with accessing benefits, emergency food distribution and food bank vouchers, workforce development referrals, peer counseling, resource and referrals, and community wellness center and health and mental health support. This program will compliment and align with the work of the BSCC Prop 47 Grant Program in supporting a housing first model for transitioning offenders.

Behavioral Health Department Services: This includes assessments for substance abuse and mental health services, recommendations for substance abuse and mental health services, and the services themselves. Substance abuse and mental health services are also offered to jail inmates, to include tele-psych services. Goals the Plumas County Behavioral Health Department are currently working towards include a Crisis Intervention Team, and Case Managers all certified as Addiction Specialists. Behavioral Health Department staff are in the jail daily to provide services for inmates.

Second Chance: Plumas County Literacy (PCL) provides Adult Basic Education, pre-testing assistance with the GED, English Language Learner classes and one-to-one tutoring, dyslexia remediation, MRT programs in the jail, Gardening Behind Bars, Project Read, beginning/ basic computer instruction, and more. PCL provides services and materials to clients age 16 years and older. Programs and materials are free to all learners.

Second Chance is a program designed to provide education services to adults incarcerated in Plumas County's jail. In 2011, that expanded through LSTA grants that provided for computer-iPad technology classes, ABE, GED, life skills, career exploration, job readiness, anger management, parenting, responsible living and substance abuse and recovery education. Since that time, some of those programs, including basic computers, career exploration and job readiness, ABE and GED are still in place. Using the Moral Reconciliation Therapy (MRT) program adopted by the District Attorney's program, trained educators offer parenting, How to Escape Your Prison, and Anger Management to incarcerated men and women. PCL also works with Feather River College in providing class opportunities, tutoring and test proctoring.

Responsible Fatherhood Initiative 24/7 Dads Project: This is an evidence-based, 12week, curriculum used to promote responsible fatherhood. The project focuses on five characteristics: self-awareness, caring for self, fathering skills, parenting skills and relationship skills. The training topics cover the following: Fathering and the 24/7 Dad, Boyhood to Manhood, Dealing with Anger, Knowing Myself (Self-Worth), Family Ties, Sex-Love-Relationships, Power and Control, Competition and Fathering, Improving my Communication Skills and Fun with Kids.

Alliance for Workforce Development (AFWD): AFWD provides employment related services and programs through the Workforce Innovation and Opportunity Act. AFWD's job center facilities are designed to connect employment, education and training into a readily available and user-friendly network of resources. AFWD provides job seekers with access to employment and training opportunities in their community and beyond. We also provide employers with a link to qualified applicants as well as various employer services to assist with human resource management. AFWD provides a single location in local communities where the public can access various public and private organizations to assist with workforce preparation needs. AFWD's goal is to assist participants in making permanent behavior changes that will help them achieve a crime-free and positive future.

Employment preparation/readiness services:

- Job search workshops
- Supervised job searches
- Career counseling and planning
- Vocational assessment
- Resume writing assistance
- Job interview preparation
- Internet job search assistance
- Access to job-search tools, including computers and internet
- Referrals to community partners such as the Plumas County Literacy, Plumas County Department of Social Services, Feather River College, Plumas Rural Services

52-Week Batterer's Program: This program, offered through Plumas Rural Services, assists both males and female offenders, supervised by the Probation Department, in their desire to stop the abusive behaviors they have chosen in the past. The primary purpose of this program is to protect those in the community who have been a victim of domestic violence. This purpose is pursued by offering skills of

accountability, healthy life choices, and non-violence relationships that respect both themselves and those who they are in a relationship with. These skills are to be used as options when coping with difficult relationship issues. Each participant's program follows a treatment plan which includes standardized elements and can have case-by-case collateral requirements designed to help increase their benefit from the program and reduce their likelihood of recidivism. This program meets all current California Penal Code 1203.097 standards regarding such programs.

Cognitive Behavior Restructuring Group: This 16 week program, offered through Plumas Rural Services, assists offenders under the supervision of the Probation Department, to look at, and learn about interplay between their thoughts, their actions, and the consequences. This purpose is pursued by offering skills of accountability, healthy life choices, and relationships that respect both themselves and those with whom they are in a relationship with. The skills are to be used as options when coping with difficult situations and relationship issues. The role of the facilitator is to assist the offenders in learning the origins, mechanisms, and consequences of their behaviors.

### **DATA COLLECTION**

Effectively managing the Public Safety Realignment Plan includes data collection and analysis. The CCP Executive Committee will regularly review data collected by each responsible department for its specific activities.

The following data and outcome measures will be collected and reported periodically to the CCP Executive Committee and the Board of Supervisors by the end of January:

#### Community Supervision:

- Number of offenders with a subsequent criminal conviction while under supervision
- Number of offenders with subsequent arrests and bookings into the jail
- Number of PRCS, MS, and felony offenders under supervision
- Number of PRCS, MS, and felony offenders under supervision according to risk to reoffend level (low, moderate, high)
- Number of local prison commitments receiving straight sentence time, split sentence time, and straight supervision only time
- Number of revocation hearings initiated for technical violations and/or new crime violations
- Number of technical violations not resulting in revocations
- Number of offenders considered homeless
- Number of successful completions of supervision

#### Intensive Field Supervision:

- Number of offenders contacted during Intensive Field Supervision activities
- Number and types of contacts
- Number of offender searches
- Number of arrests

Court:

- Data collected pursuant to Section 13155PC

Plumas County Jail:

- Number of offenders sentenced to jail per 1170(h)PC
- Number of offenders sentenced to jail for parole revocations
- Number of offenders sentenced to jail for PRCS or MS revocations
- Number of offenders sentenced to jail for flash incarcerations
- Number of offenders released to alternative custody options
- Number of jail bookings as a result of parole violations vs. PRCS violations
- Number of failure-to-appear (FTA) warrants reported by the Court
- Number of jail bookings as a result of new local charges for offenders who are on PRCS vs. parole

Work Release:

- Number of offenders participating on work release
- Number of offenders who violate work release
- Number of offenders successfully completing work release

Electronic Monitoring:

- Number of offenders participating in EM
- Number of offenders who violate EM
- Number of offenders successfully completing EM

Day Reporting Center:

- Number of offenders participating in the DRC
- Number of offenders enrolled in programming
- Number of offenders terminated from DRC and the reason
- Treatment outcomes for participants of the DRC

Community Partners:

- Number of referrals to the program
- Number of program completions
- Number of program failures and reason why