

# GLENN COUNTY COMMUNITY CORRECTIONS PARTNERSHIP AB 109 Local Public Safety Realignment Initial Implementation Plan

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The Honorable Donald Cole Byrd, Presiding Judge of the Superior Court  
Robert Maloney, District Attorney  
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## REMAINING CCP MEMBERS

The Honorable Peter B. Twede, Judge of the Superior Court  
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Approved by CCP Executive Committee on 11/07/11

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# Glenn County Community Corrections Partnership AB 109/117 Initial Implementation Plan

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## Executive Summary

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With an unprecedented 705% growth in prison population between 1973 and 2009, the United States' correctional system is dangerously overcrowded with one in thirty-one American adults under some form of correctional control (Hanes, 2008). California greatly contributes to this crisis with recidivism rates reaching 70%. Despite spending upwards of \$9 billion or ten percent of the state's general fund, California provides fewer programs for prisoners and has higher inmate-to-officer ratios relative to comparable states (Petersilia, 2006). The Little Hoover Commission (2007) has even characterized California's parole system as a "billion-dollar failure." The state's unacceptable recidivism rates coupled with prison overcrowding and exorbitant spending has sparked legislative and judicial action.

The 2011 Public Safety Realignment encompassed in AB 109 (and subsequent clarifying legislation) stands to substantially impact local criminal justice systems and communities. Reform efforts offer California a unique opportunity to address the long-standing issues related to the management of the correctional population at both the state and local levels. Prospectively applied to all offenders sentenced after October 1, 2011 and those offenders released from prison to local community supervision after October 1, 2011. AB 109 redefines many felonies and changes supervision and violation practices for a substantial portion of the population currently under the authority of state parole, enabling California to close the revolving door of low-level inmates cycling in and out of state prison. The legislation specifically assigns new local responsibilities for managing adult offenders and affords maximum flexibility and control to county jurisdictions.

In addition, it tasked the local Community Corrections Partnership (CCP) with recommending a plan to the County Board of Supervisors (Section 1230.1 California Penal Code) which shall be deemed accepted by the County Board of Supervisors unless rejected by a 4/5th vote.

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, and the Director of Mental Health.

### General Statistics

- CDCR projects that 37 offenders will be released to the Glenn County PRCS program in Year One (through FY 11-12). By the end of Year Two, between 45-50 individuals are expected to be under PRCS in Glenn County.
- In addition to the PRCS population, Glenn County will also be responsible for the non-violent, non-serious, non-sex offender (N<sup>3</sup>) local population that can no longer be sentenced to state prison if convicted of a felony. CDCR statistics report that annually

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there are approximately 21 people sentenced to state prison from Glenn County who will be eligible for Community Supervision by 2013. It is anticipated there could be an increase in the numbers of offenders sentenced to county prison which may exceed CDCR's projected estimates which relied solely on historical prosecution data.

### 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 (who)* - 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 (what)* - 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 Fidelity Principle* - Ensure that evidence-based programs are implemented as designed, often including structured measurements of model-adherence, extensive quality assurance mechanisms, pre/post evaluation, and other methodologies for ensuring fidelity.

### Post Release Community Supervision

The diagram below illustrates the CCP's Initial Implementation Plan for the Glenn County Post Release Community Supervision program. This evidence-based model will serve the non-violent, non-serious, non-sex offenders released on PRCS pursuant to AB 109/117 criteria. The following PRCS plan and conceptual model will be used to address the needs of the clients

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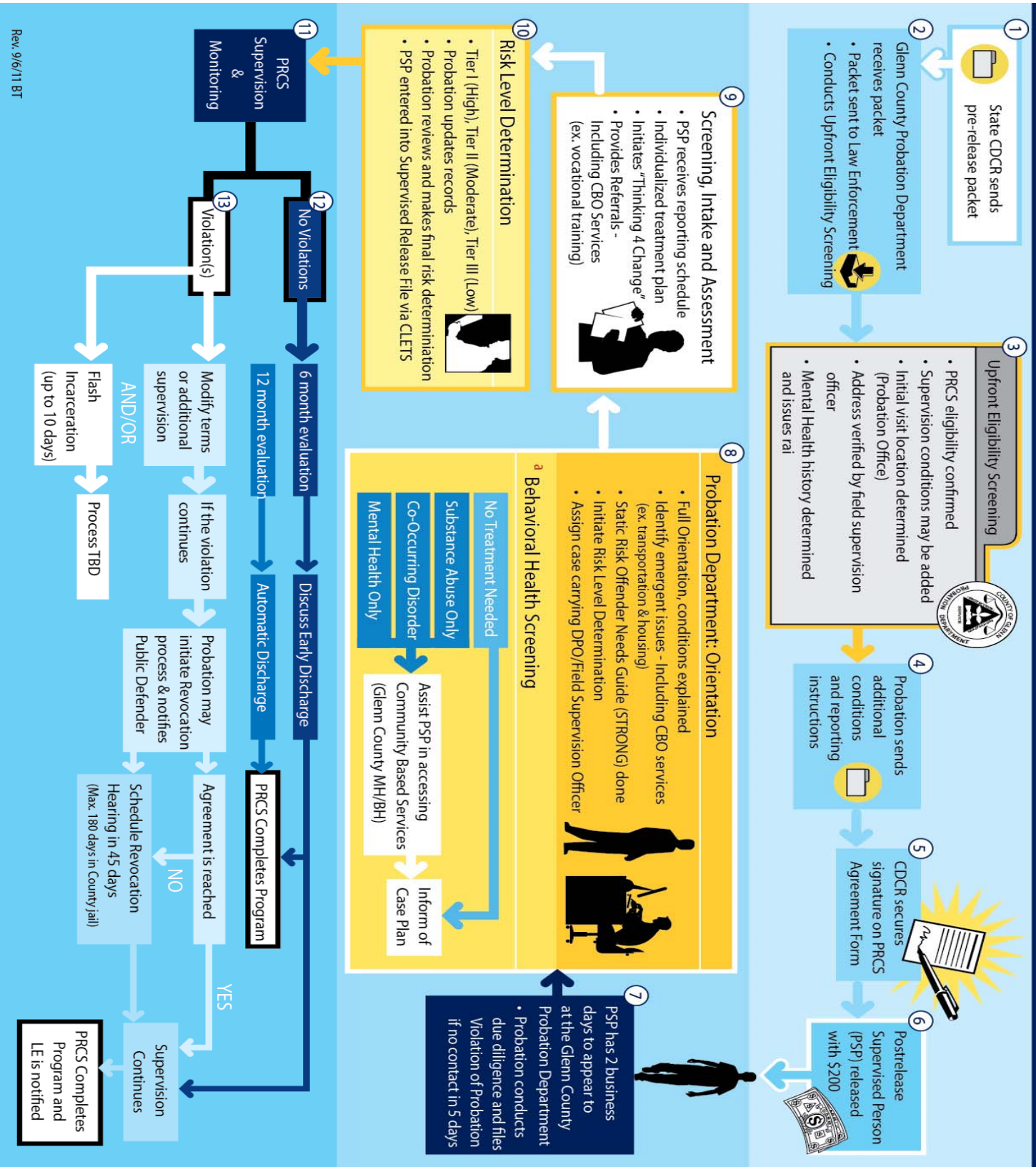
while ensuring public safety. The plan is designed to ensure that community supervision and outreach services are effective in promoting positive offender behavioral change in an effort to reduce recidivism.

Outlined below are the progressive steps from case intake to case termination and highlights the respective roles of each of the entities required to implement the plan. Each section will correspond to the model and will provide a general explanation of how the proposed plan is designed. It is understood that the plan contemplates continued evaluation by each involved department, and is subject to modification by the Board of Supervisors within the broad framework presented here.

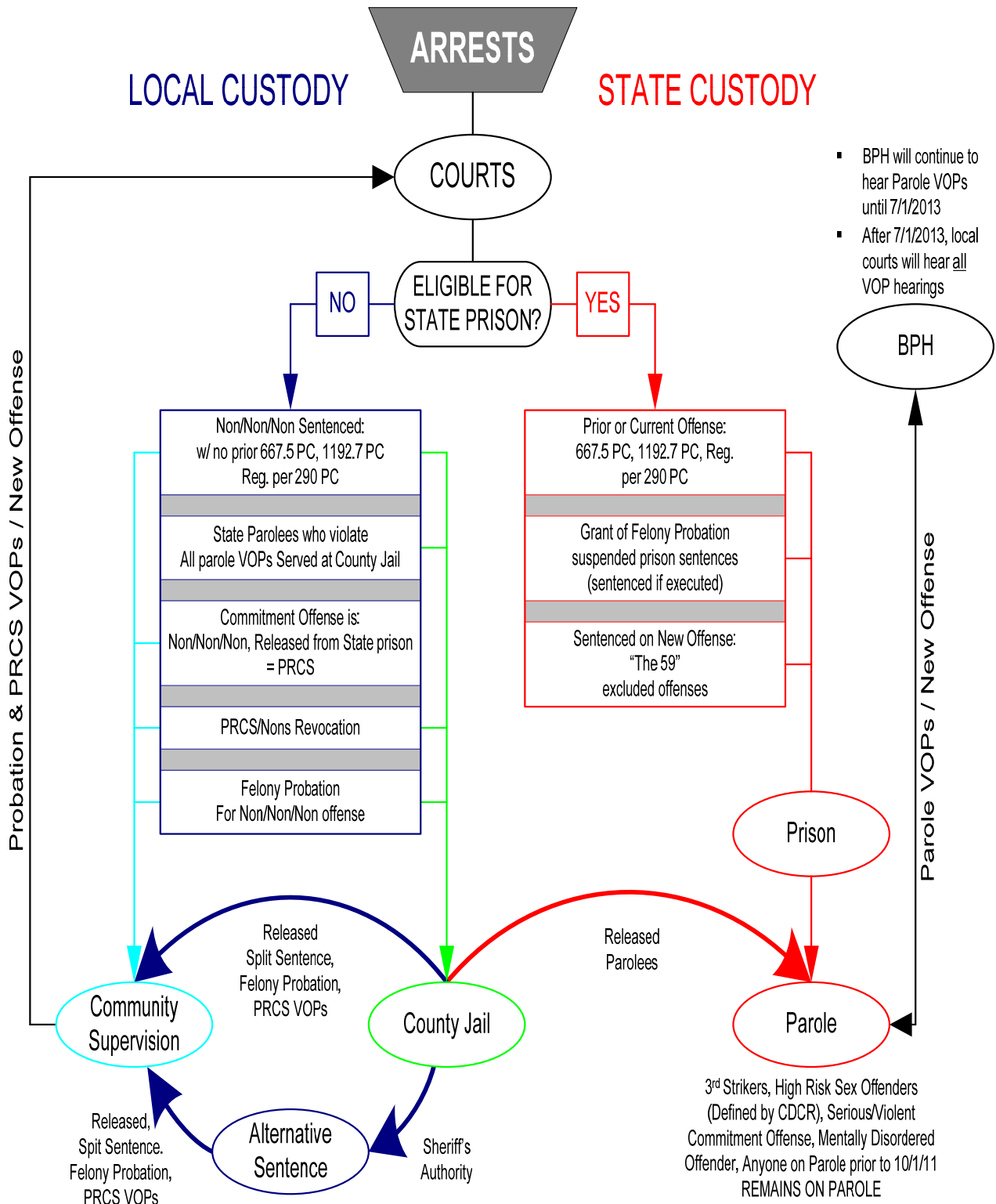
The second diagram illustrates the process by which all offenders will progress through the Glenn County Criminal Justice System, irrespective of the probation status.

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## GLENN COUNTY PROBATION DEPARTMENT - POST RELEASE COMMUNITY SUPERVISION (PRCS)



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## Roles and Responsibilities

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

ENTITY	ROLES & RESPONSIBILITIES
<b>Probation</b>	<p>Provide leadership/coordination of the CCP to enhance community safety, improve probation outcomes/reduced revocations to prison</p> <p>Probation is lead agency for the PRCS Program</p> <p>Determining eligibility/screening pre-release packets</p> <p>Provides post-release packets to local law enforcement</p> <p>Conduct address verification on all PRCS offenders</p> <p>Determining/modifying Risk Levels (Tier I-III)</p> <p>Provide EBP-based supervision to moderate and high risk offenders</p> <p>Re-assess offenders every 6 months utilizing the Static Risk Offender Needs Guide (STRONG)</p> <p>Employ a combination of graduated sanctions and positive incentives to hold offenders accountable/promote behavior change</p> <p>Lead the absconder and flash incarceration arrest process</p> <p>Provides notification of absconders to local law enforcement</p> <p>Provides notification of PRCS violators</p> <p>Provides notification of PRCS ending supervision</p>
<b>Sheriff/Local Law Enforcement</b>	<p>Serve as a liaison between the CCP and the Glenn County law enforcement community</p> <p>Collaborate with Probation to provide “team supervision” of high risk probationers throughout Glenn County as needed</p> <p>Support data sharing with Probation to facilitate criminal investigations, solving crimes, and the supervision of high risk probationers. (Officers/Detectives in the field share information obtained with assigned probation officer to have increased awareness of probationer’s activity in the community)</p> <p>Receives copies of post-release packets</p>



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<b>Sheriff/Local Law Enforcement (cont.)</b>	<p>Receives notification of absconders</p> <p>Receives notification of PRCS violators</p> <p>Receives notification of when PRCS offender ends supervision</p> <p>House offenders identified as PRCS/Community Supervision</p>
<b>DA/Public Defender Courts</b>	<p>Lead the revocation hearing process</p> <p>Support Probation's implementation of evidenced based practices to reduce probationer recidivism</p> <p>Support a system of intermediate sanctions and positive incentives to hold probationers accountable and facilitate behavior change</p> <p>Support evidenced based practices to achieve systemic change to enable criminal justice system to reduce crime.</p>
<b>Mental Health</b>	<p>Receive pre-release packets if offender has been assessed as having mental health issues</p> <p>Assess as needed for mental health needs</p> <p>Develop treatment plan based on assessment if necessary</p> <p>Assist PRCS offender in accessing treatment (refer to CBO's)</p>
<b>Social Services / Community Action Partnership</b>	<p>Determine eligibility for programs</p> <p>Evaluate potential Job training services</p> <p>Review for referral to Housing program assistance</p> <p>Provide case management as needed</p> <p>Provide access to food as needed</p>
<b>Community Based Organizations</b>	<p>Provide services as requested by Probation, Sheriff, Mental Health, and Social Services.</p>

**PRCS/SUPERVISED RELEASE REVOCATIONS**

Revocation for the PRCS Population became the responsibility of the Glenn County Superior Court on October 1, 2011.

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### PAROLEE REVOCATIONS

AB 109/117 shifts the responsibility for holding revocation hearings for state parolees from the State Bureau of Parole Hearings (BPH) to the County court system. As of July 1, 2013, the Court will handle revocations for parolees under CDCR supervision with the exception of those on parole for a life sentence. BPH will continue to oversee the revocation process for offenders under CDCR parole supervision until July 1, 2013. Under AB 109/117 parolees will only be able to serve violations of their community supervision once revoked in county jail - not state prison. The only exception is for persons previously sentenced to a term of life who can continue to be returned to state prison on a revocation. The length of a jail custody sanction imposed for a parole violator is limited to a maximum of 180 days.

### JAIL POPULATION MANAGEMENT

With the passage of AB 109/117 an unprecedented shift in public safety services from the State to local agencies will commence in the coming months. In Glenn County, this shift is monumental and will not only mark a challenge for the Sheriff's Department, but also the District Attorney, Public Defender, Probation Department, Department of Mental Health, Department of Health Services, Superior Court, and all municipalities.

AB 109/117 changed the way certain felonies are sentenced, specifically low-level crimes that would be punishable in jail or another local sentencing option for more than one year. The bills do not impact lengths of sentence and would make all N<sup>3</sup>'s eligible to serve time in county jail.

### Low-level N<sup>3</sup> Offender Population

Under AB 109/117:

- No inmates currently in state prison will be transferred to county jails.
- No inmates currently in state prison will be released early.
- All felons sent to state prison will continue to serve their entire sentence in state prison.
- All felons convicted of current or prior serious or violent offenses, sex offenses, and sex offenses against children will go to state prison if the offender is assessed by CDCR staff as a High risk Sex Offender (HRSO) with a score of 4 or higher.

Incarceration in state prison would be mandatory for any convicted N<sup>3</sup>'s with a prior serious or violent felony (pursuant to PC 1192.7 (c) or PC 667.5 (c)) and/or if the defendant is required to register as a sex offender (pursuant to PC 290).

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## *Conclusion*

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This report reflects the efforts thus-far of the Community Corrections Partnership. At this juncture, the CCP presents the Initial Implementation Plan for the Glenn County Board of Supervisors approval. However, there are still many implementation considerations and legislative issues that need to be addressed as issues arise, both locally and at the State level.

Of great concern to all the members of the CCP is the fact there is not dedicated funding beyond June 30, 2011. Much discussion has taken place between the Governor, Legislature, and counties with regard to the necessity of a constitutional guarantee with regard to funding.

Additionally, there are unknown implications with regard to front line law enforcement with regard to how the increase in local offenders will impacts budgets that are already impacted due to dwindling budgets. The cities of Willows and Orland, in conjunction with the Glenn County Sheriff's Office play a crucial role in this process as sworn staff will undoubtedly have frequent contact with individuals released back into the community. It will be critical as implementation progresses into future years that front line law enforcement activities can be supplemented to offset the increased costs that realignment activities will create as calls for service increase.

Without this level of protection, no county will have the ability to continue to serve this new population of offenders which will have serious public safety implications. It is imperative this happen if Glenn County is to effect meaningful change in the lives of offenders and ultimately make a difference in the community.

The CCP submits this report with the understanding that the plan will need to be modified by the involved departments and Superior Court with the oversight and approval of the Board of Supervisors, in order to reflect the dynamic and changing environments.

In addition, given the unprecedented nature of this realignment, the Board and its Departments in cooperation with the Glenn County Superior Court must continue analyzing operations and evaluating and refining this plan in the months and years to come. New programs that have been shown to reduce recidivism by changing behavior in other jurisdictions will be explored for replication locally, and the old ways of doing things will need to be seriously questioned as to their continued relevance.

Once approved, the CCP will continue to convene meetings to evaluate the effectiveness of the plan, identify emergent areas that were not addressed, and work with stakeholders to develop and recommend appropriate modifications to the plan, as needed.

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## *Post-Release Community Supervision*

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### Background

AB 109/117 establishes Post Release Community Supervision (PRCS) and shifts supervision responsibility of certain non-violent, non-serious, non-sex offenders (N<sup>3</sup>s) from the State to counties. Beginning October 1, 2011, counties will be responsible for supervising these offenders once released from state prison, on a prospective basis.

### PRCS Population

Under AB 109/117 counties will be responsible for supervising offenders released from state prisons after having served sentences (irrespective of prior convictions) for:

- Non-violent commitment offenses
- Non-serious commitment offenses
- Certain sex offenses unless offender is deemed a High Risk Sex Offender (HRSO)

CDCR will have no jurisdiction over any individual under PRCS. It is important to note that CDCR will continue to have jurisdiction over all offenders who are on state parole prior to the implementation date of October 1, 2011. Looking forward, offenders sentenced to County-level supervision under AB 109/117 will not include the following offenders:

- Individuals convicted of their third strike
- Individuals with a prior/current serious commitment offense
- Individuals with a prior/current violent commitment offense
- Individuals required to register as a sex offender
- Individuals classified as high risk sex offenders (HRSO)
- Individuals serving a current life term
- Individuals determined to be a Mentally Disordered Offender (MDO)

Offenders who meet these conditions will continue to be under state parole supervision.

### AB109/117 General Parameters

- Sets the terms and conditions of post-release supervision, but gives local authority to determine additional supervision conditions and treatment requirements
- Requires the use of evidence-based practices in determining the model used to serve the PRCS population
- Grants authority to modify terms and conditions and discharge of Post Release Supervised Persons (PSPs)
- Authorizes use of flash incarceration up to 10 days
- There are over 60 additional crimes that are not defined in the Penal Code as serious of violent offenses, but will be served in state prison (Addendum A) in addition to those that will no longer be eligible for a state prison commitment (Addendum B).

AB 109/117 requires each county Board of Supervisors to designate a department to serve as the lead agency in assuming PRCS responsibilities. On July 19, 2011, the Glenn County Board of Supervisors designated the Probation Department to serve as the lead agency (Resolution

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2011-37). As the lead agency, the Probation Department has the authority to modify the conditions of supervision and utilize graduated sanctions for individuals under supervision without a court order, including periods of flash incarceration in a county jail for up to 10 consecutive days (there is no aggregate limitation to the number of days served in a county jail for flash incarceration).

Individuals may remain on PRCS for no more than three years from the date of their prison release. AB 109/117 allows the PRCS agency to consider discharging individuals under PRCS after six consecutive months of supervision with no violations. The legislation further mandates that the PRCS agency discharge individuals after twelve consecutive months of supervision with no violations.

### Assumptions

Certain assumptions were established in order to design a plan to address the PRCS population. Assumptions are based on CDCR and Probation statistics.

CDCR estimates that 37 individuals will be released on PRCS in Glenn County during the first year (FY 11-12) of implementation. By the end of Year Two, between 40-45 offenders are expected to be under PRCS in Glenn County. This population will begin to decrease as the existing N<sup>3</sup> population exits CDCR and new cases are sentenced to jail in lieu of prison. Based on CDCR statistics it is anticipated that the breakdown of the PRCS population being released in year one (37 offenders) from state prison by crime type are as follows:

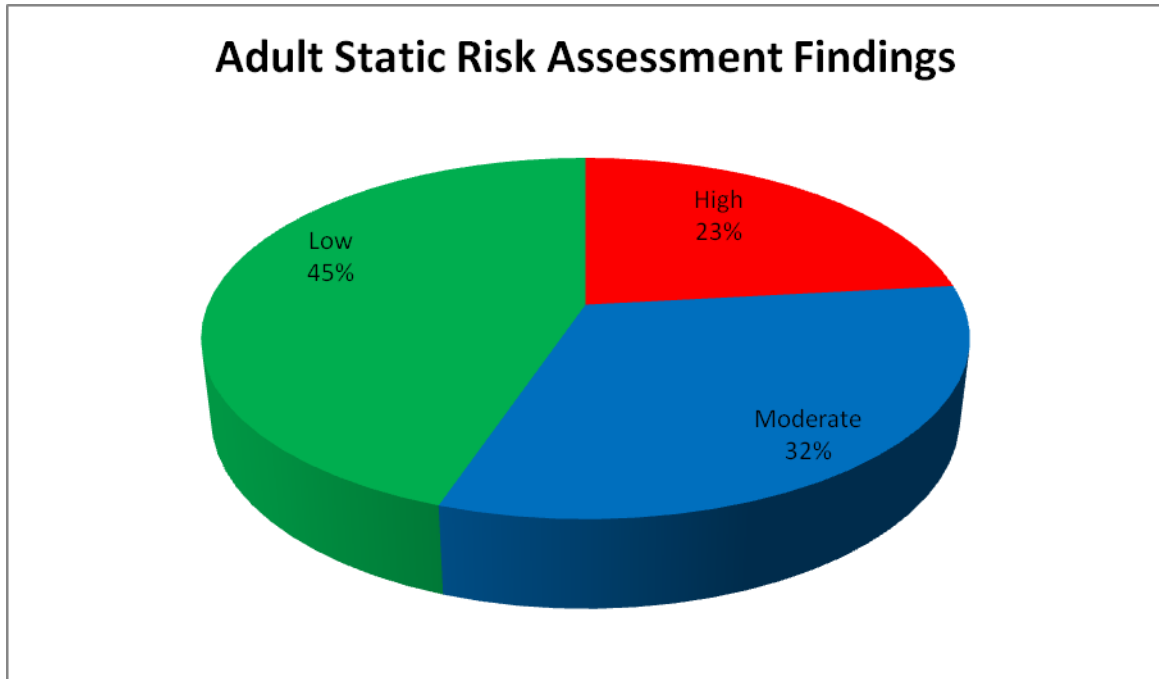
Offense Type	Percentage
Drugs	49%
Violence	6%
Sex Offense	3%
Other	42%

Currently, there are 310 offenders on active probation within the department and of this population, the breakdown as assessed using the Static Risk Assessment (SRA) is as follows in the table and subsequent chart below:

Offense Type	Percentage
High Violent/Drug/Property	23%
Moderate	32%
Low	45%

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**OFFENDER POPULATION TO DATE - 100%**  
 TOTAL = 310 (Formal Probation) + 37 (PRCS)



Offender	Total Offenders
High	108
Moderate	114
Low	125

Ethnicity	Percentage
White	59%
Hispanic/Latino	31%
Asian	2%
African American	3%
American Indian	4%
Other	1%

Using these assumptions as a starting point, a PRCS conceptual model and implementation plan were developed. As more information and data is gathered on the PRCS and Supervised Release populations, assumptions will be revised and the initial implementation plan will be modified accordingly.

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## Processing of PRCS Cases

Each section coincides with the process flowchart contained above on page 3.

### ① Pre-Release Packet is received from the California Department of Corrections and Rehabilitation (CDCR)

CDCR will forward the pre-release packet to the Probation Department at least 30 and eventually 90 days prior to the expected release of the Post-release Supervised Person (PSP). The packet contains pertinent information about the PSP such as release date, criminal history, social history, medical and mental health issues, legal status, etc. The information contained in these packets will be used to determine risk levels and to assess the appropriate level of supervision and monitoring required for each PSP. Please note that some of the forms included in these pre-release packets by CDCR are used for their custody purposes, and are being provided as additional information.

The pre-release packet includes the following forms:

FORM	DESCRIPTION
a. Release Program Study (CDCR Form 611)	Information that specifies the PSP's proposed residence and employment, institutional adjustment, and prognosis for parole adjustment.
b. Chronological Inmate History (CDCR Form 112)	Chronological Inmate History, prepared for each inmate, upon which significant dates and commitment information affecting the inmate are logged.
c. Legal Status Summary (CDCR Form 188)	Legal Status Summary containing the commitment and release status of the individual.
d. Probation & Sentencing Report	Probation Officer's report prepared by the Probation Officer in the county where the offense was committed.
e. Local Custody Agency Booking Information and Misconduct Information	Booking information and history of any misconduct from the inmate's time in local custody awaiting transfer to CDCR custody or resolution of a parole violation/revocation hearing.
f. Social History	A summary of the social factors such as religion; driver's license number; social security number; the names, birthdays, addresses and occupations of parents and siblings; dates and status of marriages; names, birthdays and custody of children; and family arrest history.



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<p>g. Institutional Staff Recommendations (continued)</p> <p>g. Institutional Staff Recommendations (continued)</p>	<p>Identifies the sources of information used and summarizes the individual's history of or status concerning:</p> <ul style="list-style-type: none"> <li>- Type of confidential information on file;</li> <li>- Holds or detainers;</li> <li>- Medical and dental requirements or limitations;</li> <li>- Results of a psychiatric or psychological referral;</li> <li>- Work experiences and skills;</li> <li>- Narcotics, drugs, and alcohol use;</li> <li>- Academic and vocational needs or interests;</li> <li>- Necessary casework follow-up;</li> <li>- Counselor's evaluation of the individual;</li> <li>- Re-entry plans if the individual has six months or less to release;</li> <li>- Classification score; and</li> <li>- Custody designation suffix</li> </ul>
<p>h. Abstract of Judgment-Prison Commitment-Determinate (CDCR Form CR-290)</p>	<p>The abstracts of judgment in criminal cases and the time imposed or time of stay, as well as financial obligations and sentencing terms.</p>
<p>i. Notice of Critical Case Information-Safety of Persons (CDCR Form CDC812)</p>	<p>Verified enemies likely to and capable of causing the inmate great bodily harm if placed in general population; any gang affiliation.</p>
<p>j. Classification Chrono (CDCR Form 128G)</p>	<p>The PSP's classification score and degree of custody. Classification and reclassification of inmates will normally be made pursuant to the CDCR Inmate Classification Score System.</p>
<p>k. Medical Classification Chrono (CDCR Form 128-C3)</p>	<p>Basic medical screening form which indicates any health problems or physical limitations that might affect custody or may require additional medical attention upon release.</p>
<p>l. Mental Health Screening</p>	<p>The psychiatric or psychological evaluation prepared for each PSP whose behavior or background information causes staff to believe a serious mental problem may exist. This form indicates that the inmate is a participant in the Mental Health Services Delivery System (MHSDS).</p>
<p>m. Inmate Health Assessment</p>	<p>Provides general information on the health conditions of the PSP.</p>
<p>n. Disability Program Screening Results (CDCR Form CDC 128-C2)</p>	<p>The results of the Developmental Disability evaluation as designated by clinical staff.</p>

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o. CII RAPS Printout	Criminal Identification and Investigation Report is the report defined by Penal Code section 11105, commonly referred to as a "Rap Sheet".
p. Pre-Release Center screening work sheet and check list	Captures key elements from request for pre-release notification, such as requestor, address, reason for request, etc. Pre-release planning leaves may be considered for the purpose of employment interviews, making residential plans, and for other reasons closely connected to release programs.

② Probation Receives Pre-Release Packet

Upon receipt of the pre-release packet, Probation staff will be responsible for conducting the Eligibility Screening. A Probation Officer will be responsible for evaluating the documentation, reviewing county records and assessing whether the PSP has mental health-related issues including issues that might preclude inclusion into the program.

③ Eligibility Screening Conducted

After receipt of the pre-release packet, the probation officer assigned to the case will evaluate the packet to determine the following:

- **Confirm Eligibility Criteria** - Confirm that the individual meets the established PRCS eligibility criteria. The DPO will access, run, review, and interpret criminal record history. They will verify that:
  - Current offense is not a violent felony (PC Section 667.5(c))
  - Current offense is not a serious felony (PC Section 1192.7(c))
  - Inmate is not a High-Risk Sex Offender
  - Inmate is determined not to be a Mentally Disordered Offender (MDO). The Release Program Study (CDCR Form 611) Medical/Psychiatric section, Inmate Health Assessment form, and any information from criminal history records will be reviewed. Since information received by CDCR is not comprehensive, DMH will need to work with the state to obtain the medical and mental health records.
  - Inmate is not serving a current life term. Criminal history records will be reviewed to verify this.

The confirmation of the eligibility criteria is designed to ensure that all individuals being released meet the N<sup>3</sup> criteria pursuant to AB 109/117 and are not deemed a MDO.

- **Adds Supervision Condition(s), if needed** - Based on the information obtained during the screening, the DPO may decide to develop and prepare initial instructions for the PSP's (Standard and Special Conditions) form. These conditions are included in the Agreement Form 1515 and CDCR will review these conditions with the PSP prior to release. Two examples of conditions that may be added are 1) a substance abuse

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testing condition for an individual with a prior narcotics-related offense and 2) do not violate restraining order(s) or keep away order(s) to ensure safety of the victim(s), or any other conditions of PRCS the assigned probation officer deems appropriate provided there is a nexus to the offense for which the offender was sentenced to state prison.

- **Conduct Mental Health Screening** - Verify that the inmate is not determined to be a MDO by reviewing the CDCR Form 611 Medical/Psychiatric section and the Inmate Health assessment form. A process to have the PSP sign a release for the medical records and a process for sending the medical records to the County or Glenn County Mental Health prior to release will need to be established. In addition, the State Department of Mental Health is seeking legislation so that if an individual is acutely psychotic at time of release from state prison, they will not be eligible for PRCS and must remain under state supervision.
- **Establish Initial Office Visit Location** - All PSP's will report directly to the Glenn County Probation Department for their initial contact upon being released from CDCR custody. Individuals with documented mental health history will first report to the Probation Department and as soon as practicable by Glenn County Mental Health staff where they may receive a Behavioral Health Screening. This visit will be coordinated in advance with county mental health depending on the PSP's arrival date in County. Once the screening is completed, the PSP will then report to the Probation Department for all subsequent contacts for ongoing supervision and monitoring.

If the PSP is declared homeless and does not have mental health-related issues, they will report to the Probation Department who will engage the Department of Public Social Services (DPSS), Faith-Based Organizations (FBOs), Community Based Organizations (CBOs), and other programs that may assist the PSP with housing. In addition, they will assist the individual with considering family members or other individuals within their family system who might be able to provide shelter, although many of these individuals may have alienated individuals within their support network.

If PRCS staff determines that the PSP will be homeless or transient, an attempt will be made to coordinate transitional housing for the PSP before his/her release.

- **Verify Addresses** - Probation will verify that the release address provided is legitimate as this is crucial to the ongoing supervision and monitoring of the individual. The PRCS Screening Officers will be responsible for ensuring address verification by conducting a home visit within 2 working days of receiving the pre-release packet.

When a pre-release packet is received by the PRCS Screening Officers, the staff will review all information regarding the PSP's living arrangements upon release to the community. The following are the address verification procedures:

- PRCS staff will review the pre-release packet and criminal records to ensure that the address does not violate any restraining orders, Meghan's Law, stay away orders, or state statutes or local ordinances, and ensure the safety of the victim(s), when applicable.

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- PRCS staff will first contact the residents of the address to verify that they know the PSP and that he/she has permission to reside at that location following their release from custody. The staff will then set up a time for a physical review of the living arrangements in all cases.
- If the address is suitable, the information will be recorded in the case file and Probation Case Management System (PCMS) and the pre-release packet. If not, the information will be forwarded to the inmate at CDCR that the living arrangements are not suitable, and that new arrangements will need to be made upon release.

Probation has received 10 packets as of November 3, 2011. It is expected that it will take approximately one hour to review each of the pre-release packets. If it is determined that an individual is not eligible for PRCS, Probation can challenge acceptance of the case through a rejection process developed by CDCR.

### ④ Probation Sends Additional Conditions and Reporting Instructions

Upon completion of the Eligibility Screening, PRCS staff will return any additional conditions and reporting instructions to CDCR. The packet will include additional supervision conditions and arrangements for psychiatric and physical health medication continuation, if required, along with the reporting location for the PSP's initial visit.

### ⑤ CDCR Secures Signature

CDCR will secure the PSP's signature on the PRCS Agreement Form and fax a copy to PRCS staff. The DPO will be responsible for tracking the release dates. The PRCS staff will monitor the case from receipt of the packet to the initial office visit. They will also monitor release dates and assist the DPO with tracking release of the PSP.

### ⑥ PSP is Released with \$200

CDCR will release the PSP with \$200. The PSP will need to cover clothing and any travel-related expenses with these funds. The expectation is that they will use these funds to go to their local residence and to report to their assigned Probation Officer.

### ⑦ PSP has Two Business Days to Report to the Probation Department

The PSP will have two business days to report to his/her assigned location (up to two additional days can be added based on the distance that must be travelled). Failure to report within the time specified will raise an initial red flag. If the PSP does not report within the specified timeframe, a DPO will attempt to contact the individual which may include making phone calls and making personal contact at the proposed residence. If, after making reasonable efforts, Probation is unable to contact them, they will be considered an absconder and the revocation process will be initiated.

It is important to note that while CDCR statistics indicate that less than 2% of parolees abscond within 5 days of release, Probation will have to track and report statistics for this new population. Once a clear absconder pattern is established, Probation will develop

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standard policies and procedures, indicating how long to wait before initiating the revocation process.

Although we expect that Probation will have received the pre-release packet for everyone who arrives for supervision and monitoring, we have established protocols just in case a PSP shows up prior to the packet being received. Since Probation has a “no wrong door” practice, Probation staff receiving the PSP will contact a PRCS Screening Officer who will contact the State to determine if the individual qualifies for PRCS. If it is determined that the walk-in does qualify for the program, the PRCS Screening Officer will make arrangements to get the packet and will work with CDCR to determine why the packet was initially forwarded.

If the case qualifies for PRCS the screening officer will complete the orientation process. It is conceivable that Probation could have walk-ins who are actually intended for state parole supervision. If the person was intended for state parole supervision, the screening officer will determine which regional office the offender was to report to and notify the appropriate parole agent and instruct them where to report. The “no wrong door” practice ensures that an appropriate level of service will be provided to any and all who walk through the Probation Department’s doors.

### ⑧ Probation Office Orientation

Once the PSP reports to the Probation Department, the orientation process begins. The following activities occur during the orientation process.

- PSP will meet with the PRCS Screening Officer to receive specific instructions of what is required of them while they are under PRCS. They will, among other things:
- Review their supervision conditions as outlined in the Agreement Form along with other requirements
- Review the demographics and logistical information submitted in the pre-release packet
- Provide the PSP with the name and contact information of their assigned DPO

**Administer the Static Risk Offender Needs Guide (STRONG)** - The STRONG is a complete assessment that measures the risk, need, and protective factors of an offender, and aids in determining the PSP’s risk level. The STRONG is a single, web-based application that provides all the essential tools needed to aid the DPO in the treatment planning and management of offenders. The initial STRONG scores will be captured as baseline data. The scores will identify the criminogenic risk/needs and responsivity factors that will aid in tailoring the appropriate case plan, highlighting needed services.

The STRONG assessment focuses on eight central criminogenic needs in order to determine risk and how these needs can be addressed, as well as identifying strengths. The central targeted needs are:

- ✓ Criminal History
- ✓ Education/Employment
- ✓ Family/Marital

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- ✓ Leisure/Recreation
- ✓ Companions
- ✓ Alcohol/Drug Problem
- ✓ Pro-Criminal Attitude/Orientation
- ✓ Antisocial Pattern

Once a PSP's criminogenic needs are identified and prioritized, emergent issues are identified and the appropriate referrals to qualified treatment programs will be matched to their needs in order to capitalize on research-backed treatment interventions. Evidence-based practice clearly demonstrates that effective treatment and reduction of criminogenic needs correlates to reduced recidivism.

The STRONG assessment enables Probation to identify and address the needs of the PSP. Probation will work in collaboration with applicable provider agencies, FBOs, or CBOs that can provide services to address the identified need and support of the individual as they reintegrate back into society.

- **Initiate Risk Assessment** - The PRCS Screening Officer will establish the initial risk assessment level, which correlates to the level of risk the PSP poses to the community. However for the first 30 days, all PSPs will be categorized as Tier I (High) and will need to adhere to more stringent standards (higher number of office and field visits, etc). Later in the process (highlighted in Step 10) the plan will define the requirements for each of the three Tiers.
- **Behavioral Health Screening** - Mental health issues will be identified by the PRCS Screening Officers and county mental health staff will be advised of the exact nature of the needs. As needed, Mental Health staff will be responsible for three main components:
  1. Screen for substance abuse and mental health issues;
  2. Develop a treatment recommendation based on that screening and assessment to be included in the Case Plan; and
  3. Schedule appointments with the community forensic providers responsible for carrying out the treatment recommendations at the appropriate level of intensity. For example, most clients will require outpatient treatment for mental illness or co-occurring substance abuse problems, but others will require more intense interventions.

County mental health staff will also be available to consult with PRCS Screening Officers in coordinating with the non-treatment CBOs, and assisting with the MediCal sign-up.

- **Apply for Benefits** - Glenn County Social Services will work with PSPs to determine if they qualify for benefits (CalFresh, MediCal, General Assistance (GA), Supplemental Social Security, etc.). A PSP who is accepted for supervision at the Probation Department will need to contact their local DSS office to assist in processing these individuals for benefits where appropriate. It is important to note that individuals who are not complying with their supervised conditions are not eligible for GA. Therefore, DSS and Probation will work together to develop the "GA Non-Compliance" criteria

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and a process whereby DSS is notified when a PSP has absconded or when the revocation process has been initiated.

***\*\*Note: Fleeing felons and individuals who are in violation of their PRCS are not eligible for General Assistance/CalFresh Benefits. In addition, individuals are ineligible for CalFresh benefits if convicted of any drug felony offenses, which include unlawfully transporting, importing into the State, selling, furnishing, administering, giving away, possessing for sale, purchasing for purpose of sale, manufacturing, possessing precursors with the intent to manufacture a controlled substance or cultivating, and harvesting or processing marijuana. However, individuals convicted of possession for personal use of a controlled substance may be eligible to receive CalFresh benefits, if they can provide proof of one of the following:***

- Completion of a government-recognized drug treatment program;
- Participation in a government-recognized drug treatment program;
- Enrollment in a government-recognized drug treatment program;
- Placement on a waiting list for a government-recognized drug treatment program; or
- Other evidence that the legal use of controlled substances has ceased.

### ⑨ Screening, Intake, and Assessment Team

PRCS staff will hold and assess all cases for up to the first 30 days. PRCS staff will conduct the initial orientation, and ultimately determine the final Tier level. At that time, the case will be transferred out to the respective supervision staff for the duration of the supervision period.

#### Case Plan Development

The Individualized Treatment Plan (ITP) is a component of the overall Case Plan that includes orientation, assessment, case assignment, and supervision. In general, the DPO adheres to the following process in developing the ITP:

Reviews Conditions of Supervision and emphasizes specific treatments included in the ITP. Initiates the Cognitive Behavioral Therapy (CBT) intervention Thinking for a Change (T4C) tool used to treat the client's criminogenic risk as determined by the STRONG. CBT Interventions such as T4C are introduced, as dosage and levels of treatment intensity are determined by the domain scores from the STRONG.

Emphasizes the importance of the PSP following and adhering to the established ITP, which is critical to their mental, emotional, and physical stabilization. PRCS Screening Officers will provide the appropriate referrals to services and establish linkages to needed resources. Referrals include County-approved substance abuse programs, anger management, family and individual counseling, housing and shelter, food banks, medical clinics, child care services information, job-readiness and educational programs. Oftentimes, the DPO makes the initial phone call to establish the direct points of contact for clients, sets up appointments, and assists with the paperwork and documents required to receive services.

Discusses the importance of the PSP finding employment and/or developing employment skills. Once again, appropriate referrals are made to support the individual in achieving this goal.



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The intent of the ITP is to create a fluid case management structure that continues to identify potential risks and needs. Part of the program fidelity process includes the task of reassessing at

various stages of treatment to ensure program effectiveness and client compliance. The ability of the client to adhere to and address the risks and needs identified in the ITP can result in the successful completion of supervision, including early termination. Non-compliance with the Case Plan and/or ITP can potentially result in the imposition of intermediate sanctions or other alternatives to custody.

Once the risk levels are fully assessed, the PSP will be placed in the appropriate supervision Tier; which identifies their supervision level and minimum supervision requirements. DPOs will have the authority of overriding the supervision level with supervisor approval.

## ⑩ Risk Level Determination

To implement a response to this shift in community corrections, Probation will adopt a three-tiered system designed to provide an appropriate level of supervision based on levels of risk. Risk levels will be based on the STRONG but can be overridden by Probation according to various indicators. The Risk Level determines the type of supervision the PSP will require. All PSPs accepted into the program will be assigned a Tier 1 supervision level and assessed for treatment needs within the first 30 days, during which time the assessment is verified. Due to the high risk of PSPs re-offending during the first months of community supervision, services will be generally frontloaded. The PSP will receive intense supervision by reporting no less than twice per month to their assigned DPO during this period of time. Once the Risk Levels are fully assessed, the PSP will be placed into one of the following Tiers, which identifies their supervision level and minimum program requirements. Consistent with evidence-based trends for client management, Probation will assess high-risk clients to determine the level of risk they pose to the community and what treatment modalities and dosage would best achieve measurable outcomes.

MINIMUM MONTHLY STANDARDS					
Tier	Supervision Level	Office Visits	Field Visits	Narcotic Testing	Assessment Pre & Post
I	High	1	1	1-2	Orientation & CBT Completion
II	Medium	1	Quarterly	1-2	Orientation & CBT Completion as needed
III	Low	1	None	2 per Quarter	Orientation

Probation will enter the Tier Level into PCMS. At any point during the supervision and monitoring process, Law Enforcement agencies can submit pertinent information about a specific PSP to the Probation Department. The PRCS Screening Officer will review the additional information provided and will make the final determination of whether the risk

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level needs to change. DPOs have the authority of adjusting the Supervision Level as required to effectively supervise and monitor the PSP. The adjustments will be made based on need and according to the supervision model and evidence-based practices. There may be also be times when the DPOs require additional office or field visits that go beyond the minimum monthly standards.

### ⑪ PSP Supervision and Monitoring

After the case has been assigned to the appropriate PRCS Supervision Officer, the DPO will:

- ✓ Review the case planning process with the PSP
- ✓ Use Motivational Interviewing (MI) techniques to increase the engagement of the PSP from the onset.
- ✓ Identify the dosage of rehabilitative services (CBT and T4C Journals) that are required to promote intrinsic change that will support meeting the case plan stated goals
- ✓ Develop a preliminary case plan within 30 days based upon the needs of the PSP
- ✓ Schedule a case plan conference with the PSP within 30 days of case assignment
- ✓ Provide PSP with an Individualized Treatment Plan and schedule

The DPO will monitor the PSP's progress through the program and update the case plan as needed. The DPO will review the PSP case plan to assess: (a) provisions of prescribed evidence-based practice interventions and other activities; (b) accomplishment of case plan objectives; and (c) timely updates on the case plan for provision of after care services.

The PSP will be supervised by a DPO trained in principles of effective correctional interventions and cognitive behavioral curriculum.

During office visits, the PSP will receive Cognitive Behavioral Therapy administered by the DPO through the use of the T4C Interactive Journaling program. Interactive Journaling is a structured and experiential writing process that motivates and guides offenders in their decisions to make positive life changes. It incorporates the Stages of Change model, Motivational Interviewing principles, and cognitive-behavioral strategies.

During the Interactive Journaling treatment process, the PSP will identify, confront, and alter the anti-social attitudes, values, and thinking patterns that led to inappropriate behavior. As a result, the PSP will gain the realization that they are both capable and responsible for changing their lives. The DPO will be responsible for providing reports, tracking of collected data, and verifying proof of PSP compliance. It is critical that the PSP participate in structured behavioral, social learning, and cognitive behavioral evidence-based interventions to target their prioritized criminogenic needs as determined by the risk and needs assessment and outlined in the case plan.

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### ⑫ No Violation

The ability of the PSP to adhere to and address the risks and needs identified in the treatment plan can result in the successful completion of supervision, including early discharge. PSPs that have been on supervision with no violations will be reviewed for early discharge at the end of six months. The STRONG will be re-administered; the scores will be reviewed and compared in conjunction with earlier administered pre-test. The overall changes in criminogenic needs and the risk of reoffending will determine the need for continued supervision or early discharge.

PSPs that have no violations within a 12-month period would have successfully met their obligations and will be automatically discharged, as required by state law at the completion of the 12<sup>th</sup> month.

### ⑬ Violation

DPOs will be responsible for providing reports, tracking data on PSPs, and verifying proof of compliance. The DPO will work closely with the PSP to encourage program compliance, support them in adhering to the treatment plan, and equally as important, monitor and supervise them to ensure public safety.

Non-compliance with the Case Plan and/or Individualized Treatment Plan can potentially result in the imposition of intermediate sanctions or other alternatives to custody. There are numerous ways that a PSP can violate compliance and the severity of the violations will dictate the options the DPOs will use to ensure program compliance and public safety. For example, a less severe violation would be missing only one office or one treatment visit within a six-month period. For these PSPs, the DPOs will work closely with them to ensure that they quickly get back on track. However, for more severe types of violations such as absconding or failure to adhere to the treatment plan, DPOs will exercise increased level of immediate sanctions such as flash incarceration (up to 10-days in jail) or initiate the revocation process.

Understanding that each case is different, there are some basic guidelines that will be developed and expanded upon once Probation has more in-depth interactions with these individuals. It is anticipated that only the most serious violations of probation, based on the offender's level of risk, will be recommended for official revocation.

### Immediate Sanctions

The DPO will address minor and technical violations and any modification to the conditions at the supervising agency level. The DPO will provide information regarding non-compliance with conditions of supervision and recommendations for immediate sanctions to the unit SDPO. If approved, the sanctions will be imposed pursuant to the PRCS agreement. Sanctions can range from enhanced treatment or services, flash incarceration (up to ten days in County

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Jail), GPS or Electronic Monitoring, etc. Should immediate sanctions fail or the PSP sustains a new arrest or a serious violation, the matter may be referred for revocation after consultation with the prosecuting attorney in the Glenn County District Attorney's Office.

### Flash Incarceration

A PSP who is violating the supervision conditions or treatment plan can be placed in County Jail for a maximum of ten days.

### Electronic Monitoring

A PSP can also be placed on Electronic Monitoring/GPS System that allows the department to monitor 24 hours a day, seven days a week, whether or not the PSP is complying with the supervision requirements of his or her placement.

### Revocation Process

AB 109/117 shifts the responsibility for holding revocation hearings for PSPs to the County court system. If a DPO believes a PSP has failed to respond to intermediate sanctions and that further use of intermediate sanctions is not an appropriate response to an alleged violation, the DPO may initiate proceedings to revoke the grant of PRCS. If a PSP is arrested on new charges, Probation staff will confer with prosecutors and the status of a new case when determining whether to initiate the revocation process. The maximum sanction that can be imposed is 180 days in local custody. Those remanded to jail custody on a sanction will receive day-for-day credit.

The Department will implement a Response to Violation Matrix (Addendum C/D) as a way of determining the most appropriate response to offender non-compliance as well as system to reward compliance with terms and conditions of Probation/PRCS/Supervised Release. In addition to the suggested responses for an offender who violates the terms of their release, the Department will also adopt a Violation of Probation Policy (Addendum E).

### ⑭ Case Closure

The DPO will take the following steps to close out the case:

- ✓ The DPO will re-administer the STRONG assessment upon the PSP's successful completion of the individual case plan requirements.
- ✓ Cases will be reviewed after 3 months of supervision to identify cases that have no violations. Cases that are violation-free for six months will be reviewed for early termination. Any case that has been violation-free for a 12 month-period will be required to be terminated at the completion of the 12th month.
- ✓ The DPO will assist the PSP in identifying resources in an effort to increase the likelihood of successful community reintegration.
- ✓ The DPO will schedule an exit conference with the PSP.

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- ✓ The DPO will complete the Program Completion Form and submit it to the Quality Assurance Unit.

### Quality Assurance Unit

In an effort to maximize the probability that minimum standards of quality will be maintained, the Quality Assurance Unit will implement a systemic observation and evaluation process which examines the various components of the program. This is not a simple auditing exercise, but an ongoing and intensive review of the implementation of processes and procedures, training standards, and CBT and MI fidelity monitoring, which creates a quality assurance feedback loop. Observations, data collection, data analysis, and other relevant actions will be taken to ensure that desired levels of quality are in accordance with the standards of the program. These tasks and analysis cannot be performed by external groups, but must be maintained by specialized, trained, and certified personnel that have a comprehensive understanding of the evidenced-based practices and principals.

### Data Analysis

A database will be maintained to track three (3) particular outcomes; successful completion of supervision, treatment participation, and CBT treatment effectiveness. The database will include specific demographic variables that are directly related to successful outcomes. These variables include age, ethnicity, sex, currently employed and completion of high school. The database will also include all pre/post measurements. The results from the database will be analyzed to evaluate over program effectiveness, performance and stated outcomes as stated later in this plan.

In addition, Probation will maintain an alternate database that reflects the Motivational Interviewing skill-set and competency levels of all Deputy Probation Officers assigned to the PRCS program. This database will contain all training and program adherence data collection for every member of the AB 109 implementation team, which will evidence adherence to training and outcome protocol to support overall program outcomes.

### Observation Procedures

In order to assure that the T4C and Motivational Interviewing interventions are being utilized and implemented with fidelity to the model, the Deputy Chief Probation Officer (DCPO) assigned to the unit will conduct direct observations of live, one-on-one sessions between the DPO and the PSP. Observations will be conducted in each area office on no less than a quarterly basis.

### Staff Roles & Responsibilities

In order to insure timely completion of each Quarterly Assessment, the DCPO will be responsible for scheduling and coordinating the observation date and time for each DPO I/II/III. Observation sessions should be scheduled per day until completion of the area office location. The DCPO will coordinate all assessment sessions with the DPO by sending

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scheduling dates to each SDPO. Quarterly Assessment dates are dependent upon initial training and Baseline Assessment dates.

The DCPO will be responsible for promoting staff adherence to the scheduling of observation dates and times for each DPO assigned to the unit. Upon completion of all observations for the unit, a service delivery meeting will be scheduled between the DCPO and Chief Probation Officer. The DCPO will be provided with the individual DPO scores, their strengths and areas of needed improvement. Once advised of Quarterly Assessment dates, it will be the responsibility of the DPO to schedule a time for a live session with a PSP.

### Training & Program Standards

The following training outline and minimum program standards have been designed to ensure that personnel assigned to work with the AB 109 PRCS population maintain a skill-set level required to address the needs of this population:

**DPO Training:** Initial training courses include: STRONG, Motivational Interviewing (MI & CBT: 24-hours), Cognitive Behavior Therapy (CBT) and "Thinking For a Change" 24-hours, "Public Safety Realignment Training, 8-hours, and "AB 109 Revocation Process Training," 8-hours. On-going "booster" training in CBT will be provided regularly.

**Deputy Chief Probation Officer (DCPO) Training:** Training courses included: STRONG, Motivational Interviewing (MI & CBT: Change Agent Skills, 24-hours), Cognitive Behavior Therapy (CBT) and the "Thinking For a Change, 24-hours" and "Motivational Interviewing Treatment Integrity Coding System (MITI), 40-hours."

**MI-Inter-Rater Reliability (IRR):** The Deputy Chief Probation Officer who participates in the promulgation of Motivational Interviewing skill data use the "Motivational Interviewing Treatment Integrity Coding System" (MITI). Coders are required to achieve and maintain an average of 80% inter-rater reliability per established coding samples. All Coders will be trained by, and are required to receive monthly coding boosters, from a MITI Coding Master Trainer and member of the Motivational Interviewing Network of Trainers (MINT).

**"Thinking For a Change" Service Delivery:** The Deputy Chief Probation Officer assesses the service delivery of this CBT intervention while also assessing the use of Motivational Interviewing. These two cannot be separated in their assessment; as, the intervention was founded and designed on the language of MI as its core delivery language.

### Data Collection

Additional data collection activities will be assumed by an independent contractor that will need to be identified competitively through the development of a Request For Proposal to assess the outcomes of the new AB109/117 mandated framework contained below. Key metrics will be identified and tracked, such as recidivism rates, participation in re-entry service offerings, the appropriateness of re-entry services, drug testing, and compliance with

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PRCS conditions. Performance outcomes will be reviewed annually against State and national best practice benchmark to assess the effectiveness of the framework.

Initially, the performance outcomes will be reviewed quarterly in order to determine the appropriate level of funding required to support each of the various functions. Throughout the implementation process, changes may be recommended in order to improve the desired outcomes.

### Parolee Revocations

AB 109/117 shifts the responsibility for holding revocation hearings for state parolees from the State Bureau of Parole Hearings (BPH) to the County court system. As of July 1, 2013, the Court will handle revocations for parolees under CDCR supervision with the exception of those on parole for a life sentence. BPH will continue to oversee the revocation process for offenders under CDCR parole supervision until July 1, 2013. Under AB 109/117 parolees will only be able to serve violations of their community supervision once revoked in county jail - not state prison. The only exception is for persons previously sentenced to a term of life who can continue to be returned to state prison on a revocation. The length of a jail custody sanction imposed for a parole violator is limited to 180 days.

### Projected Additional Number of Inmates

The Glenn County Sheriff's Office (GCSO) will see a steady increase in the inmate population due to public safety realignment. The projections provided by CDCR estimate an average daily population increase of 28 at full implementation. The additional increase includes (1) those convicted of a felony now sentenced to 16 months, two years, or three years in county jail in lieu of state prison; (2) violators on post release community supervision; (3) violators of state parole up to 180 days (except paroled lifers with revocation terms greater than 30 days will serve time in state prison); (4) post release community supervisees sanctioned with flash incarceration of up to ten days for each violation.

The most significant impact will be the violators of state parole who will now remain in custody of the GCSO for up to 180 days. CDCR is counting on this shift to cause a reduction in their inmate population. The reduction in CDCR population will cause an increase in county jail populations statewide. The impacts to the GCSO related to these offenders are estimated to be an increased average daily population of 3. These offenders have failed to comply with the conditions of their state parole supervision, are less likely to comply with program requirements in the jail, and will undoubtedly increase the likelihood of assaults on jail personnel, and other inmates.

The estimates listed above are based on historical data provided by CDCR; however, GCSO anticipates the actual population increase to be greater than the projections provided by the State. The State's population projections are based on average daily population (ADP) along with assumptions from the State Department of Finance. The ADP is calculated based upon one inmate in one bed for an entire year. ADP does not however account for a "surge" in



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population. ADP is based on the equilibrium that is reached once a population stabilizes and new bookings balance out against releases. Historically, CDCR experiences intake surges in the months of August, October, March, and June. Intake peaks in these months and drops to its lowest numbers in November and February. It is the balance of the high months and lows that combine for the ADP, but during periods of peak intake, our surge capacity could potentially exceed the number of beds that CDCR is projecting at Full Implementation. Another factor not considered at the time CDCR projected numbers is the impact the new administration within the District Attorney's office will have based on the increased frequency with which cases are being prosecuted.

The length of sentences for offenders will vary, but ultimately the confinement period will dictate the true population increase. The State ADP projections are also based on the State Department of Finance assumption that offenders sentenced to less than three years will serve no more than 6 months in custody. Considering the felonies in question are eligible for a sentence of 16 months (minimum), 2 years (middle term), or 3 years (upper term); if an offender received maximum credit reductions for good conduct/work credits, the sentences would reduce to 8 months, 1 year, or 18 months respectively. The State Department of Finance is relying heavily on alternative sentencing options for felony offenders to reach the low estimate of six months in custody on a felony offense. Additionally, for those offenders sentenced to more than three years, State Department of Finance estimates an average length of stay at 24 months. Again, this could very prove to be a dangerous assumption relying on alternative sentencing options to physical custody. The primary purposes of realignment are to reduce overcrowding (in prisons), cut costs (for state prisons) and reduce recidivism. Therefore, if these estimates are incorrect, local government should presume that the state will have made the error in a direction most favorable to the state and local government will bear a significant burden, especially so in the area of public safety.

The Sheriff wants to attempt to implement AB 109 as intended by the legislature, but his primary function will be to maintain the safety of the community.

### Projected Impacts to County Jail

The impacts of population increases from realignment will affect all inmates within the custody of the Sheriff as it relates to overall jail operations such as: food service, laundry exchange, inmate programs such as the recreation yard, and commissary. While the maximum jail capacity is rated at 148 inmates, the facility has only been at full or over capacity on a limited number of occasions since it was constructed. This coupled with staff currently off work due to medical issues further complicates staffing concerns. Another aspect which is unknown in terms of cost has to do with the provision of medical care for inmates. The current medical contract is set to be re-negotiated by the end of fiscal year 2011-2012. It is difficult to quantify the increased costs associated with the implementation of AB 109 however; every increase to the average daily population will likely generate extra costs. Inmate medical expenses are impossible to predict and it is not to say there is a correlation between an increase in population. However, and one inmate could generate

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significant increase costs based on an acute medical condition, emergency surgery or an expensive prescription regimen due to the length of time offenders can now be incarcerated within the facility.

In a report released On October 18, 2011 (version 2.0) by California Correctional Health Care Services, the average cost per inmate committed to the California Department of Corrections and Rehabilitation is \$12,132 per year. This consists of direct medical (\$7812), dental (\$1008), pharmacy (\$1392), and mental health services (\$1920). Although this information is reflective of per inmate/per year cost to the state, it is useful in showing the significant costs associated with medical service delivery within an institution.

This new population may potentially have a significant impact, over time, with regard to inmate transportation. Any/all new offenders entering our local jail system will require transportation to and from court and/or medical appointments. There will also be increases in the transportation demand specific to parole/PRCS offenders.

In addition to the aforementioned impacts, it is also important to note that every newly sentenced offender will require a comprehensive classification to determine his/her eligibility for any alternative to custody program. The Sheriff already has an established work furlough program and will be working with the Probation Department on the creation of a program that utilizes both electronic monitoring and GPS technologies. Another program that will be explored in greater detail in the implementation of a pre-trial release program in an effort to divert lower risk offenders from the county jail system to better control the jail population.

Once these programs are in place, the classification system will be an essential component to determine which offenders are eligible to participate. These programs will have to be accessible to every person incarcerated in the county jail. Inmates sentenced under AB 109 are a new class of "local felons". All incarcerated offenders will be considered for alternative programs while in jail based upon standardized risk assessments utilized by the Sheriff's Office and/or Probation.

### **Proposed Strategies for County Inmates**

To address these projected increases, GCSO will maximize county jail capacity and utilize alternatives to incarceration that will be overseen by jail personnel in a supervisory capacity.

Offenders convicted on non serious, non violent, and non sex offense felonies will serve their sentences in the county jail. This change is prospective and now applies to any offender sentenced after October 1, 2011. Typically these sentences will be 16 months to three years -this is longer than the average 90-day sentence currently served in California county jails. Enhanced and consecutive sentences may create even longer total sentences. AB 109 changes the rate by which offenders earn credits for good and work time which were calculated at the rate of one day of good and one day of work time for every for every six

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days served. The new calculation allows for an offender to earn one good and one work credit for every four days served locally. This means that inmates will be required to serve half of their sentence in custody minus any credits for time already served prior to their sentence as determined by the Court, instead of two-thirds of their sentence. This will mitigate, to some degree, the impact of longer sentences being served in county jail. Further, all post-release community supervision revocations and almost all parole revocations will be served locally. AB 109 encourages the use of "flash incarceration" for up to ten days in county jail for the PRCS population (inmates inherited from CDCR) who violate their community supervision terms.

The creation and/or enhancement of certain programs within the jail will be explored if funding is secured for year two of the AB 109 implementation to include: substance abuse counseling, job skills training, restorative justice programs, veteran's services, and mental health services as available. Offenders will be assigned to programming based on meeting eligibility criteria and availability.

### Alternatives to Incarceration

It is recommended the Sheriff will hire a staff using AB 109 funds who will serve as the Community Programs Coordinator (CPC) who will work under the direction of the Jail Commander, in cooperation with PRCS staff as AB 109 at every stage of the initial implementation of AB 109.

The CPC will utilize existing alternatives to incarceration which include work furlough. The CPC along with Probation staff hired under the AB 109 funding will develop other alternatives to incarceration specifically electronic monitoring and GPS. Penal Code §1203.018 will allow the GCSO to release prisoners being held in lieu of bail in the county jail to an electronic monitoring program under specific circumstances. The Sheriff and District Attorney may prescribe reasonable rules and regulations under which such program will operate. Specific eligibility criteria will limit the number and type of pre-trial offenders eligible for participation in this program. The Sheriff will place on the Board of Supervisors agenda at a later date a request to authorize such a program as well as a policy for the program prior to implementation.

GCSO and Probation staff will supervise those offenders assigned to participation in the EM/GPS programs 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. In the future, the Sheriff would like to participate with the Probation Department and local police jurisdictions in the cities of Willows and Orland to develop a multi-agency compliance team that would monitor offenders in post-release community supervision/mandatory supervision.

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### Jail Discharge Planning

Probation and CPC personnel will coordinate to implement an enhanced early release/re-entry program, will assist in the assessment process and supervision of offenders early released 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/mental health staff and drug and alcohol counselors, 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 Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) is one of the tools we may use to assist us in identifying the needs of an inmate both while in custody and upon re-entry into the community.

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 re-emphasized that the capability of the existing jail system - including programs and treatment services available both inside the jail and in the community - is inadequate to meet the current needs, let alone the added strain that Realignment will place upon the custody system.

The current jail population is 91 (as of October, 2011). CDCR statistics indicate that an additional 28 sentenced inmates are expected to be housed within the Glenn County Jail under AB109/117.

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### Proposed Strategies for County Inmate Population Control

To address this expanded population demand, the Glenn County Sheriff's Office will take a two-pronged approach. The first will be to utilize alternatives to incarceration through collaborative efforts with the Probation Department's and the Sheriff's Alternative Sentencing Division. This will include the use of an evidence based assessment tool to determine those eligible for post sentence early release per §1203.016 PC and which service or program release conditions will be applied. Alternative programs will need to be developed, including an Electronic monitoring and GPS services.

The second strategy will be to work with the Criminal Justice partners in the development of a pre-trial and pre-sentence release program. Development and implementation of an electronic monitoring program pursuant to PC §1203.018 for inmates being held in lieu of bail will be assessed.

There is no increase to operational beds or treatment space in the within the jail. Therefore, it is not anticipated that aside from a pre-trial assessment and EM/GPS Deputy Probation Officer, that current Main Jail staffing or programs will be immediately impacted by the realigned population within over the course of Fiscal/Program Year 2011-2012 considering the fact it has a rated capacity of 148 inmates. Programming and classification issues, facility incidents, and staff to inmate ratios will be routinely reassessed to determine the necessity to redeploy or add resources to enhance safety or to implement responsive treatment strategies.

Offenders eligible for release to an 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, Probation staff will provide supervision in the community.

AB109 will require a significantly increased reliance on EM/GPS in order to manage anticipated offender population increases. Included in the alternatives is involuntary home detention and electronic monitoring for the post-sentenced inmates per §123.016 PC. In addition, PC §1203.018 will allow the Sheriff to release prisoners being held in lieu of bail in the county jail to an electronic monitoring program under specific circumstances. The Sheriff and the District Attorney may prescribe reasonable rules and regulations under which such a program will operate and a team will be selected for project development. Specific eligibility criteria will limit the number and type of pretrial prisoners eligible for this program.

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## 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, 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 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. For example, the Community Re-Entry Work Program (C.R.E.W.) was launched in Glenn County on May 2011, to specifically address the re-entry population in Glenn County and focuses on stabilization of housing, job training and employment services. This program under AB109 would expand to promote intense case management for a period of 12 months and coordinate efforts with local stakeholders, such as the courts, law enforcement and 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, a charter school, and the Workforce Investment Act (WIA) with the intent of creating education delivery specific services to the WIA population that results in a high school diploma and employable skills. 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.

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## 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:

- Partner feedback on effectiveness of mechanisms in place to collaboratively address Realignment issues as they arise
- Percentage of offenders successfully completing traditional felony probation supervision
- Percentage of offenders successfully completing N<sup>3</sup> supervision
- Percentage of offenders successfully completing PRCS
- Felony recidivism rates for traditional felony probation
- Misdemeanor recidivism rates for felony probation
- Felony recidivism rates for N<sup>3</sup>
- Misdemeanor recidivism rates for N<sup>3</sup>
- Felony recidivism rates for parolees now under county jurisdiction (PRCS)
- Misdemeanor recidivism rates for parolees now under county jurisdiction (PRCS)
- Number and type of offenders sentenced to county jail and state prison
- Number and type of offenders sentenced to probation or alternative programs
- Percentage of PRCS, N<sup>3</sup>, and traditional probation offenders participating/completing treatment referral
- Percentage of PRCS, N<sup>3</sup> and traditional probationers employed at time of grant/release and quarterly thereafter
- Percentage of N<sup>3</sup>, PRCS, and traditional probationers participating in and successfully completing GPS/Early Release (ER) alternative release programs



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- Percentage of GPS or other ER program slot days used
- Percentage of offenders on GPS programs/percentage of offenders on other ER programs (types of programs)

Further or alternative measures will be discussed and developed among the CCP partners or will be developed by an external evaluator providing data measurement and assessment assistance.

### Summary

The Community Corrections Partnership Executive Committee is pleased to have the opportunity to recommend the preceding plan and the following spending recommendations for the implementation of the 2011 Public Safety Realignment. The process reinforced the success and degree of pre-existing collaboration and the extent to which EBP and best practices have been applied in the operations of community corrections in Glenn County. Although the challenges introduced by AB109 are multifaceted and the revenue is limited, there is a collective recognition that all members of the Community Corrections Partnership will work together to seize opportunities for improved offender outcomes and enhanced public safety as defined by local standards and expectations.

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<b>PUBLIC SAFETY REALIGNMENT ALLOCATION</b>	<b>\$331,270</b>
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**SALARIES & BENEFITS**

<b>Glenn County Probation Department</b>	
<i>Deputy Chief Probation Officer - 1.0 FTE</i>	\$74,587
<i>Deputy Probation Officer III - 1.0 FTE</i>	\$53,997
<i>Deputy Probation Officer III - 1.0 FTE</i>	\$53,594
<i>Deputy Probation Officer I - 1.0 FTE</i>	\$35,597
<i>Administrative Assistant - .20 FTE</i>	\$11,240
<b>TOTAL FOR PROBATION - 8 MONTHS</b>	<b>\$229,015</b>
<b>Glenn County Sheriff's Office</b>	
<i>Correctional Sergeant</i>	\$37,306
<b>TOTAL FOR SHERIFF'S OFFICE - 6 MONTHS</b>	<b>\$37,306</b>
<b>GRAND TOTAL</b>	<b>\$266,321</b>

**POLICE DEPARTMENT ALLOCATION**

The purpose of these funds is assist in compensating the Cities of Willows and Orland with regard to overtime during inter-agency operations.	\$2,000
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**HEALTH SERVICES ALLOCTION**

The balance of funds will be reserved for Health Services for possible creation of a one-stop day reporting center and/or other services to address the needs of this population.	\$62,949
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<b>START-UP ALLOCATION (ONE TIME)</b>	<b>\$100,000</b>
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ITEM	COST
Computer Workstations	\$3,200
Probation Officer Academy	\$3,600
Psychological Evaluation	\$1,800
Background Investigations	\$2,400
Miscellaneous Office Supplies	\$3,000
Radios	\$8,000
GPS Rental	\$10,000
EM Rental	\$15,000
Body Armor	\$3,200
Duty Weapon/Taser	\$6,800
Drug Testing Cups	\$8,000
Duty Gear	\$4,000
Case Management System	\$14,000
Program Evaluation	\$16,564
<b>TOTAL START-UP</b>	<b>\$99,564</b>

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**TRAINING ALLOCATION**

**\$23,375**

This budget has yet to be identified but in the coming weeks will be used to train program staff, and allied agencies on evidence based practices/principles, tools used in the assessment of offenders, and pre-trial release tools.