PUBLIC SAFETY CITIZEN TASK FORCE

September 3, 2013 Meeting Staff Report

Recommendation

It is recommended that the City of Santa Cruz Public Safety Citizen Task Force (PSTF) hear and deliberate on expert presentations regarding Theme 4: Criminal Justice System and Governance Structure.

It is further recommended that the TF members come prepared to ask questions of the expert panel, keeping in mind the preferred outcome of the PSTF: a set of quantifiable recommendations that can be operationalized by the City, County, neighborhoods and/or voters.

Background

The City of Santa Cruz Public Safety Citizen Task Force (PSTF) has held eight meetings thus far. Following its inaugural meeting that focused on governance and schedule, the two subsequent meetings provided the City's perspective on current public safety issues and community members an opportunity to share with the PSTF their personal concerns and priorities through open comment. Both meetings were intended to assist the PSTF in developing its work plan and priorities.

During its fourth meeting, the PSTF set its educational priorities around a set of four themes.

No.	Theme	Questions
1	Environmental Degradation and Behaviors Affecting our Sense of Safety in the City's Parks, Open Spaces, Beaches and Businesses Districts.	1. Other than the City, what jurisdictions are involved with the management of these issues? 2. What resources are necessary to reduce the prevalence of these activities/behaviors and mitigate their effects?
2	Drug and Alcohol Abuse, Drug Trafficking and Related Non-Violent or Petty Crime	1. Other than the City, what jurisdictions are involved with the management of this issue? 2. Are there adequate resources devoted to substance abuse treatment? 3. What is the relationship between substance abuse and petty crime in our community? 4. Are there too many high-risk alcohol outlets in our community? 5. How does substance abuse play a role in Theme 1? 6. Is drug dealing more prevalent in our community than other towns? Is the availability of hard drugs a cause of Theme 1?

No.	Theme	Questions
3	Gang Violence and Violent Crime	1. Other than the City, what jurisdictions are involved with the management of gangs and gang violence? 2. What resources are necessary to reduce the prevalence of gang assemblage and violent crime in our community? 3. What is the relationship between gang violence/violent crime and drug trafficking?
4	Criminal Justice System and Governance	1. How do current local and statewide policies and budget issues within the criminal justice system contribute to the severity of the public safety issues described in Themes 1-3?

The fifth and sixth PSTF meetings were held on July 10th and July 24th. These meetings focused on drug abuse and related crime, Santa Cruz County substance abuse treatment options and best practices, and the intersection of drug treatment and the criminal justice system.

The seventh and eighth PSTF meetings were held on August 7th and August 21st. Both meetings covered the behaviors and activities around Theme 1 and focused on root causes such as mental illness, homelessness and addiction. Panelist experts shared insights on the community impacts of such behaviors and activites and provided recommended best-practice solutions for ameliorating these issues.

This staff report includes a discussion and problem statement for the next meeting that will focus on the criminal justice system and governance structure and particularly how those systems manage the behaviors and activities of Theme 1-3 .

Theme 4: Criminal Justice System and Governance Structure Draft Problem Statement and Meeting Panel Structure/Goals

The Draft Problem Statement found in the July 10th PSTF meeting Staff Report provided an overview of the charge of the Task Force, the four themes of critical study, and a brief description of, when applicable, opposing community sentiment around those themes. The purpose of bringing in our criminal justice partners is to hear first-hand their response to community sentiment around the systems they manage and receive their insight on favorable recommendations to improve public safety conditions in Santa Cruz.

As mentioned in that staff report, there is substantial public sentiment that local and state-wide criminal justice and governmental policies contribute directly to the severity of Themes 1-3. Many believe that the Santa Cruz Superior Court and jail system is essentially a "revolving" door for non-violent criminals, particularly those with substance abuse issues.

There is also significant public concern around the issuance of civil penalties for the City's municipal code infractions. In that scenario, individuals who are sited for an infraction of City municipal code and who fail to appear in court are simply sent to a collection agency. The City then must engage in a lengthy civil process, with costs borne on the City Attorney's Office to bring those individuals to Court via a warrant. And, that can only occur after the individual has three failures to appear on record. Whereas prior to the mid/ late 2000's, those individuals would receive a warrant to appear in Santa Cruz Superior Court. If they failed to appear a second time they were subject to incarceration. Under the current Santa Cruz Superior Court Administrative policy, a high percentage of individuals who are cited for municipal code infractions fail to appear in Court. Nearly all of those individuals

who fail to appear indentify as homeless, transient or provide a shelter address. Many in the community believe this civil process to be completely ineffective and partially responsible for the perceived "draw" of criminals and transients to Santa Cruz.

The local effects of AB109 are also widely speculated on by the public. Many believe that Santa Cruz has seen a shift in demographics of our homeless and transient population as a result of this legislation, with more violent criminals with drug addictions on our streets and committing crimes.

With these concerns in mind, experts from the offices of the District Attorney, City Attorney, Public Defender, and Sheriff, as well as the Presiding Judge of the Santa Cruz Superior Court, have been invited to participate in a two-part program. On September 3rd, the Task Force will hear from John Barisone, City Attorney; Phil Wowak, Sheriff; Jeremy Verinsky, Chief Deputy; and John Salazar, Presiding Judge.

In addition to community sentiment around the criminal justice system, several areas of interest have resonated throughout the PSTF proceedings. These include:

- Our serial inebriate problem and the programs in place to manage and prevent this issue.
- The overwhelming burden of homeless and serial inebriate arrests on the Santa Cruz Police Department resources. Specifically,what is the role of the criminal justice system in perpetuating this problem?
- Citations for Santa Cruz Minicipal Code infractions being ineffective due to the Superior Court civil process.
- Best practice for treatment and/or incarceration of repeat offending addicts.
- Coerced treatment of addicted criminals.
- Drug Court and Homeless Court best-practice models.
- Community tolerance and a lenient court system perceived to draw drug dealers, users, and other criminals to our community.
- Perceived lack of collaboration between governmental agencies in dealing with recurrent public safety issues in Santa Cruz.

It is expected that each panelists will reflect on any or all of the other three themes of critical study, provide historical conext around changes in procedure and process within their jurisdictions, bring data to either prove or refute community perceptions and PSTF resonating areas of interest, and, most importantly, provide recommendations for building collaboration and improving public safety conditions in our community.

Background Information on Santa Cruz County Jail System

Sheriff Wowak and Chief Deputy Verinsky will be providing a detailed presentation on the jail system. The following information serves as a foundation of information for the Task Force members to receive their presenation and ask questions. This information is focused mostly on the programs currently available to reduce recidivism in Santa Cruz County.

1. **Santa Cruz County Jail**
    a. Existing programs to reduce recidivism
        i. Domestic Violence Support Group
            1. This class offers group support for those who are part of families who suffer domestic violence.
            2. Provider: Walnut Ave. Women's Center
        ii. Friends Outside

1. To assist inmates conduct basic and necessary transactions while in custody, maintain outside contacts, and make appropriate referrals to community resources.
2. Reduce the shock and stress of incarceration for inmates and those affected by their absence.
3. To help inmates and their families maintain ties.
4. To connect inmates and ex-offenders to local resources such as drug programs and counseling.
5. Provided by Volunteer Center of Santa Cruz County and Friends Outside

iii. HIV/HEP C Testing/Counseling
1. Educate inmates about HIV/AIDS prevention and provide testing and counseling to high risk offenders.
2. Provided by the County of Santa Cruz, Health Services Agency

iv. Job Skills
1. To provide information that will enable the student to identify skills, abilities and talents that can help them become their own advocate for getting and keeping a job.
2. An 8-week course about job skills, participants earn a Certificate of Completion.
3. Provided by Santa Cruz City Schools and Adult Education Program

v. Law Library Services
1. To provide legal research assistance to inmates.
2. Inmate legal requests are fulfilled by contractor and delivered to facilities via courier.
3. Provided by Legal Research Associates

vi. Library Services
1. To provide reading material to inmate populations.
2. Provides appropriate recreational reading and self-help materials.
3. Provided by Santa Cruz Public Libraries and Sheriff Volunteer Program

vii. Nonviolent Communication and Parenting Education
1. Parenting: Provides participants with an opportunity to explore the long-range results of their discipline methods, a framework for better understanding misbehavior, and develop communication skills that fosters mutual respect and dignity.
2. Non-Violent Communication: Provides participants with new communication skills and tools to handle conflict and resolve issues without violence.
3. Provided by Santa Cruz Adult Education

viii. Religious Programs
1. Local Churches and church members bring in Bible Study, Communion Service, Celebrate Recovery, and Prayer Groups for numerous denominations.
2. Provided by variety of programs and services via jail chaplain.

ix. Therapy Groups
1. Therapy groups include dual diagnosis, sex offender, grief, and gang affiliation.
2. Methadone Maintenance is provided by Janus Community clinics for patients of the methadone maintenance program prior to arrest.
3. This group is facilitated by a licensed therapist.

4. Provided by Santa Cruz Community Counseling, Hospice of Santa Cruz, Janus of Santa Cruz and Volunteers

x. Twelve Step Programs
   1. Twelve Step groups are non-profit fellowships or societies for men and women for whom particular issues had become a major problem.
   2. They are people in recovery who meet regularly to help each other. Volunteers conduct group meetings, answer questions and distribute literature.
   3. Provided by Alcoholics Anonymous, Narcotics Anonymous and AI-Anon

xi. UCSC – Women's Center, Inside Out Writing Project
   1. Writing workshops to assist the student to learn to express him or herself clearly and effectively. Students earn a certificate after attending ten workshops.
   2. Workshops include: free writing, letters, journaling and memoir writing and group participation through sharing written assignments.
   3. Provided by University of California, Santa Cruz, Women's Center

xii. Women and Men's Health Education Program
   1. Classes on health related issues: relationships, homeless services, stress reduction, body image, reproductive health; birth control, HIV/HCV, tobacco education, harm reduction, communication/negotiations/safer sex, parenting, communicable disease, etc.
   2. Provided by Community based organizations.

xiii. Voting
   1. Inmates request voting materials from Elections Department. Corrections personnel deliver materials to Election Department on behalf of inmate.
   2. Provided by Santa Cruz County Clerk – Elections Dept.

2. Rountree Facility

a. Existing programs to reduce recidivism

i. R.I.S.E. Program (Reclaiming Integrity, Self Awareness and Empowerment)
   1. It is based off of another successful program for women (Gemma).
   2. It is run by the Community Action Board
   3. Gemma's stats – those that go through program, 3/10 turn back to crime, where without it, 7/10 do.
   4. RISE takes place three times a week in a portable classroom at Roundtree. It is a 10-week class.
   5. It's a state-funded program tied to AB 109 and costs about $100,000/yr. This includes all the staff and material costs.
   6. There is a second 10-week phase of the program that starts later after graduation. There is an eventual third 10-week program as well.
      a. The first phase is focused on mind work – participants take responsibility for their actions, identify problems and habitual behaviors, and learn how their brains work neurologically.
      b. The second phase has some emotional work carry over from phase one, but the second phase focuses on more vocational issues (resume writing, job skill readiness, mock interviews and answering that tough question about convictions). There is also some computer skill training as well as classes addressing

diet, overall health, family strengthening and positive discipline.
    c. Phase threeincludes job training, etc. yet there is no funding for it.
    d. Looking into considering separating them from the rest of the inmates to reduce recidivist influences.
7. Participants are tracked to see whether they reoffend or not.
8. The program works with the sheriff's office and the probation department.
9. The program has one staff member, program coordinator Jason Murphy

ii. Art Class
1. A weekly art class utilizing different mediums and styles focusing on personal expression in an artistic framework.
2. Provided by volunteers

iii. Substance Abuse
1. This program seeks to increase awareness of the direct relationship between incarceration and alcohol and/or drug abuse.
2. The goal is to reduce the rate of incarceration caused by substance use.
3. Participants who take this 30-day substance abuse program can earn a substance abuse certificate, which they can then submit to the court for consideration of sentence modification.
4. Provided by the Pajaro Valley Unified School District and Watsonville-Aptos Adult Education Program

iv. Twelve Step Programs
1. Twelve Step groups are non-profit fellowships or societies for men and women for whom particular issues had become a major problem.
2. They are people in recovery who meet regularly to help each other. Volunteers conduct group meetings, answer questions and distribute literature.
3. Provided by Alcoholics Anonymous, Narcotics Anonymous and AI-Anon

v. Voting Programs
1. Inmates request voting materials from Elections Department. Corrections personnel deliver materials to Election Department on behalf of inmate.
2. Provided by Santa Cruz County Clerk – Elections Dept.

vi. Basic Skills/GED class
1. The Basic Skills/GED class offers participants the chance to get their GED Certificate, or if they already have a high school diploma, an opportunity to improve math, reading and writing skills.
2. Provided by Pajaro Valey Unified School District, Watsonville Aptos Adult Education Program

vii. English as a Second Language Class
1. Class is for monolingual Spanish inmates to learn Basic English phrases and grammar.
2. Inmates will develop the ability to recognize and form letters and words within the context of understanding messages in English.
3. Emphasis will be placed on communication in everyday situations and on employability.
4. Provided by Pajaro Valley Unified School Districtand Watsonville Aptos Adult Education Program

viii. Friends Outside Program
    1. To assist inmates conduct basic and necessary transactions while in custody, maintain outside contacts, and make appropriate referrals to community resources.
    2. Reduce the shock and stress of incarceration for inmates and those affected by their absence.
    3. To help inmates and their families maintain ties.
    4. To connect inmates and ex-offenders to local resources such as drug programs and counseling.
    5. Provided by Volunteer Center of Santa Cruz County and Friends Outside

ix. HIV/HEP C Testing/Counseling
    1. Educate inmates about HIV/AIDS prevention and provide testing and counseling to high risk offenders.
    2. Provided by the County of Santa Cruz, Health Services Agency

x. Law Library Services
    1. To provide legal research assistance to inmates.
    2. Inmate legal requests are fulfilled by contractor and delivered to facilities via courier.
    3. Provided by Legal Research Associates

xi. Life Skills Class
    1. A six-week class designed to help participants determine what direction their life could take by making better choices.

xii. Library Services
    1. To provide reading material to inmate populations.
    2. Provides appropriate recreational reading and self-help materials.
    3. Provided by Santa Cruz Public Libraries and Sheriff Volunteer Program

xiii. Religious Programs
    1. Local Churches and church members bring in Bible Study, Communion Service, Celebrate Recovery, and Prayer Groups for numerous denominations.
    2. Provided by variety of programs and services via jail chaplain.

Background Information on Sentencing through the Probation Department

Sentencing is handled through the Probation Department. The following information on Adult Probation is intended to give the Task Force insight on sentencing, particularly around Release on Own Recognicence, Electronic Monitoring and Work Release.

- The Adult division operates out of four different locations: Water Street in downtown Santa Cruz, the County Jail, Watsonville probation offices, and the Santa Cruz County Mental Health offices on Emeline Street.
- These service units provide investigation and general supervision for the Felony Courts, Proposition 36 and Drug Courts, Work Furlough Program, Pretrial Services, and various intensive supervision caseloads.
- The Probation Department provides an in-depth report to the Court prior to sentencing on most felony and some misdemeanor offenses. This report includes an analysis of the offense, the victim's needs, as well as an investigation of the defendant's background. The investigative officer is responsible for evaluating each case and making a recommendation to the Court for sentencing.

- The adult division also includes Pretrial Services. The officers assigned to the Pretrial Unit are responsible for interviewing jail inmates, assessing them for appropriate Court recommendations such as release on their own recognizance (OR), or the Electronic Monitoring Supervision program.
- Another component of the adult division is offender supervision. Probation officers monitor an offender's compliance with the terms and conditions of their Court Orders. There are two types of offender supervision: large, general supervision caseloads, and smaller, intensified caseloads such as Sex Offender and Domestic Violence.
- Adult services have many partnerships with local law enforcement, Social Services, Mental Health agencies, and community based organizations. These partnerships have resulted in many innovative programs and services.
- This document might be of some interest to Task Force members: http://sccounty01.co.santa-cruz.ca.us/prb/Latessa_EBP.pdf
- Impact probation plan: an effort to properly focus on different populations under probation supervision. This uses methods that have been proven to work.
    - "Thinking for a Change" is a "cognitive restructuring" program designed to teach life skills to probationers. Based on role-playing and skills practice, the program teaches probationers how risk-thoughts, feelings, attitudes, and values can lead to harmful or destructive behaviors. The probationers learn new social skills, problem-solving skills, and learn how to develop new ways of thinking and how to approach high-risk situations.
    - An additional course, "Getting Motivated to Change," is offered to complement the skills gained in "Thinking for a Change," and to assist probationers with continuing to develop their learning processes. This evidence based course affords probationers the opportunity to explore the concepts of self motivation, how to stay motivated, how to internalize motivation, and how to maintain focus.
- During the first quarter of 2006, the probation department expanded Pretrial Services by four FTE Probation Officers and a support staff. This allowed for the increase in pretrial release recommendations based on validated and objective risk criteria, while implementing a supervised release and electronic monitoring program. Today, the Pretrial Service Unit recommends five types of release. They include:
    - Pre-arraignment release
    - Own- recognizance Release (OR)
    - Supervised Release, including home and work visits and drug/alcohol testing
    - Intensive Supervised release with an electronic monitor and/or an alcohol monitor
- Post sentence electronic monitoring program
    - In October of 2009, the SCCPD began a home confinement program for appropriate individuals sentenced to local jail time. Participant compliance is monitored by pretrial staff and an electronic ankle bracelet (EMP). Offenders sentenced to this option are allowed to attend work or school and pay for the cost of the program.
        - As of 2011 – it was very successful and had raised $139,980.
- When a person is placed on probation and fails to keep in contact with their probation officer, a warrant is eventually requested by the officer and issued by the court. A study conducted by the Vera Institute of Justice in Santa Cruz County showed that, on average, probationers who were picked up on bench warrants issued for failing to maintain probation contact spent an average of 40 days in jail, with 26 of those days at the main jail and 14 at the medium or minimum facility.
- This spurred an innovative program in Santa Cruz. The probation department developed protocols and policies with Friends Outside, (a non-profit agency that provides support to inmates and their families), to provide assertive outreach to individuals who are on the verge of having a warrant requested. The staff at Friends Outside are in a unique position to assist

these individuals, having possibly worked with them while they were incarcerated and probationers and family members are more likely to return calls from a non-law enforcement WRAP specialist. This has been an extremely successful program that does not significantly impact the county general fund. In addition to re-connecting the offender with probation, WRAP specialists assist the individual with peer and support groups and aftercare case management.

Background Information on AB109

In 2011, in response to imminent changes due to AB109, the County of Santa Cruz developed the Santa Cruz County Community Corrections Plan to articulate the local response to AB109. That document is attached to this report.

Revised Meeting Schedule

Attached is a revised meeting schedule noting weekly meetings in October. All meetings will be held in the Santa Cruz Police Department Community Room unless otherwise noted on the agenda.

PUBLIC SAFETY CITIZEN TASK FORCE

Panelist Schedule

Task Force Meetings	Panelist #1	Panelist #2	Panelist #3	Panelist #4	Panelist #5
May 29, 2013	City Presentation on Public Safety				
June 12, 2013	Community Input Session				
June 26, 2013	Task Force Prioritization of Critical Issues and Educational Strategy				
July 10, 2013	Rick Martinez	Nate/Current Recidivist	Lynn Harrison	Rod Libbey	
July 24, 2013	Bill Manov	Scott MacDonald	Lisa Hernandez	Emily Ager	
August 7, 2013	Julie Hendee	Rick Martinez	Monica Martinez	Ray Bramson	
August 21, 2013	Pam Rogers-Wyman	Judge Symons	Ky Le	Jennifer Loving	
August 30, 2013	Jail Tour/Gang Member Interview				
September 3, 2013	Phil Wowak	Jeremy Verinsky	John Barisone	Judge Salazar	
September 18, 2013	Bob Lee	Jerry Christensen	Larry Biggam		
October 2, 2013	Theme 3				
October 9, 2013	Community Input Session				Deliberation Prep
October 16, 2013	Deliberations				
October 23, 2013	Deliberations				
October 30, 2013	Deliberations				
November 20, 2013	Adopt Report				

Santa Cruz County Public Safety Realignment and Post Release Community Supervision 2011 Implementation Plan

Executive Committee of the Santa Cruz County Community Corrections Partnership

Larry Bigham, Public Defender

Bob Lee, District Attorney

Scott MacDonald, Chief Probation Officer (Chair)

Paul Marigonda, Presiding Superior Court Judge

Giang Nguyen, Health Services Agency Assistant Director

Manny Solano, Watsonville Chief of Police

Phil Wowak, Santa Cruz County Sheriff

As recommended to the Santa Cruz County Board of Supervisors, October 4, 2011

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1. Executive Summary

The Santa Cruz County Community Corrections Plan articulates a local response to the Public Safety Realignment Act, Assembly Bill 109 (AB 109) scheduled to take effect October 1, 2011. This sweeping reform transfers responsibility for supervising specified lower-level inmates and parolees from the California Department of Corrections and Rehabilitation (CDRC) to counties. The legislation mandates a local Community Corrections Partnership to be established and to develop a plan for implementation. The Santa Cruz County Community Corrections Plan recognizes the magnitude of this responsibility and the scale of requirements and constraints, as well as the considerable opportunity to provide a higher level of justice system effectiveness and public safety.

Based on State funding formulas, Santa Cruz County will receive a total of $1,662,684 for the nine-month period from October 1, 2011 through June 20, 2012. These funds are intended to pay for all aspects of the adult population shifts, including the transfer of low-level offender population, the County's new supervision responsibilities for state prison inmates released to post-release community supervision, and sanctions for those on post-release community supervision who are revoked. An additional $59,599 will be available for District Attorney and Public Defender costs associated with revocation hearings. Staff training and other start-up costs are to be defrayed by a one-time payment of $117,325, while a grant of $150,000 will pay for all CCP planning costs.

At full implementation, the State estimates that AB 109 implementation will result in a total of 78 new inmates to be housed in the County's jail facilities on an average daily population basis. The Probation Department will supervise a standing caseload of 69 post-release community supervision cases and 79 locally sentenced offenders who would otherwise have been sent to state prison. These numbers are based on historic patterns and assumptions regarding average length of stay, which may or may not be accurate predictors of the actual number of new offenders transferred to County responsibility. Local authorities believe the actual numbers will be higher.

Santa Cruz County has a rich culture of interagency collaboration and a proud history of leadership in justice reform at both the juvenile and adult level. There is considerable readiness for the process of planning and implementation of AB 109. This includes a common commitment to key values and principles, including the use of evidence-based practice, community inclusion, data-driven decision making, systemic reform, transparency in decision-making and restorative justice. These represent the best methods available to promote the highest possible level of long-term public safety. Input from a variety of viewpoints was gathered from multiple sources, including CCP meetings, work groups, and stakeholder interviews, and their input is embedded throughout this plan and will be considered throughout the continuing process of planning and implementation.

A variety of concurrent initiatives will provide support and guidance for planning and implementation, including technical assistance from the Justice Reinvestment Initiative (Bureau of Justice Assistance), the California Risk Assessment Pilot Project (Administrative Office of the Courts), the Jail Alternatives Initiative (Rosenberg Foundation), and the Santa Cruz Research Partnership (National Institute of

Justice). In-kind support and collaboration will be available through State SB 678 funding and the Second Chance Act–funded R5 grant.

The Santa Cruz County Community Corrections Partnership (CCP) and Executive Committee have been established with membership based on legislative guidelines. In order to provide for the greatest level of community involvement in the process of planning and implementation, six work groups will be convened in the areas of Corrections Management, Community Supervision, Treatment and Services, Data Analysis and Capacity Building, Public Education and Engagement, and Court Processing. These work groups will feature broad involvement of area experts and stakeholders and will provide detailed information and recommendations to the larger CCP and to the Executive Committee. The CCP will also promote restorative justice through the development of an adult accountability board that can bring together the voices of victims of crime and those of formerly incarcerated persons.

In order to meet the immediate system needs while allowing for careful planning that includes both accurate data and community involvement, the Santa Cruz County Community Corrections Plan will take place in four phases. Phase One is designed to develop necessary system capacity in the Sheriff's Office and the Probation Department to handle the initial cohort of AB 109 offenders. This will include expanded staffing and resources, as well as flex funds to support needed treatment and services to address criminogenic needs of the initial cohort. Phase Two will include extensive data collection and analysis, the strategic placement of Probation Officers within community service and law enforcement networks, an assessment of systemic reform opportunities and needs for training and technical assistance, the development of working protocols and policies, and the selection of an array of treatment and services to meet the criminogenic needs of offenders. Phase Three will involve planning for continuation funding, while Phase Four will focus on quality control, ongoing evaluation and continuous program improvement, and sustainability of efforts. The phased planning process will also allow the CCP to assess and address unanticipated consequences to existing programs and services in the community.

The development and assessment of all policies and programs will be data-driven, and mechanisms will be put in place to ensure the integrity and objectivity of data collection and analysis. This will include both peer review and professional, external audits of evaluation methodology. Data will be gathered from archival sources as well as from the initial cohort of AB 109 offenders. Policies, practices, services, and supports will be rigorously evaluated to determine their effectiveness. Clearly stated and commonly agreed-upon definitions will be used to measure recidivism and other offender and community outcomes.

The CCP is committed to public education and engagement and to incorporating the concerns, ideas, and support of county residents in the implementation of this plan. Information dissemination strategies will continue to include public forums, media advocacy, presentations to community groups, and electronic access to planning and implementation resources. Program evaluation data will be widely shared, and all CCP members are committed to ongoing revision and improvement of the plan to achieve the greatest possible effectiveness with finite resources.

2. Background/Legislation

The Public Safety Realignment Act (Assembly Bill 109) was signed into law on April 4, 2011 in an effort to address overcrowding in California's prisons while alleviating the state's financial crisis. AB 109 transfers responsibility for supervising specified lower-level inmates and parolees from the California Department of Corrections and Rehabilitation (CDRC) to counties. Implementation of the Public Safety Realignment Act is scheduled to begin October 1, 2011.

Additionally, Section 1230 of the California Penal Code is amended to read "Each county local Community Corrections Partnership established pursuant to subdivision (b) of Section 1230 shall recommend a local plan to the county Board of Supervisors for the implementation of the 2011 public safety realignment. (b) the plan shall be voted on by an executive committee on each county's Community Corrections Partnership consisting of the Chief Probation Officer of the county as chair, a Chief of Police, the Sheriff, the District Attorney, the Public Defender, presiding Judge or his or her designee, and the department representative listed in either section 1230(b)(2)(G), 1230(b)(2)(H), or 1230 (b)(2)(J) as designated by the county board of supervisors for purposes related to the development and presentation of the plan. (c) The plan shall be deemed accepted by the County Board of Supervisors unless rejected by a vote of 4/5^{ths} in which case the plan goes back to the Community Corrections Partnership for further consideration. (d) Consistent with local needs and resources, the plan may include recommendations to maximize the effective investment of criminal justice resources in evidence-based correctional sanctions and programs, including, but not limited to, day reporting centers, drug courts, residential multi-service centers, mental health treatment programs, electronic and GPS monitoring programs, victim restitution programs, counseling programs, community service programs, educational programs, and work training programs."

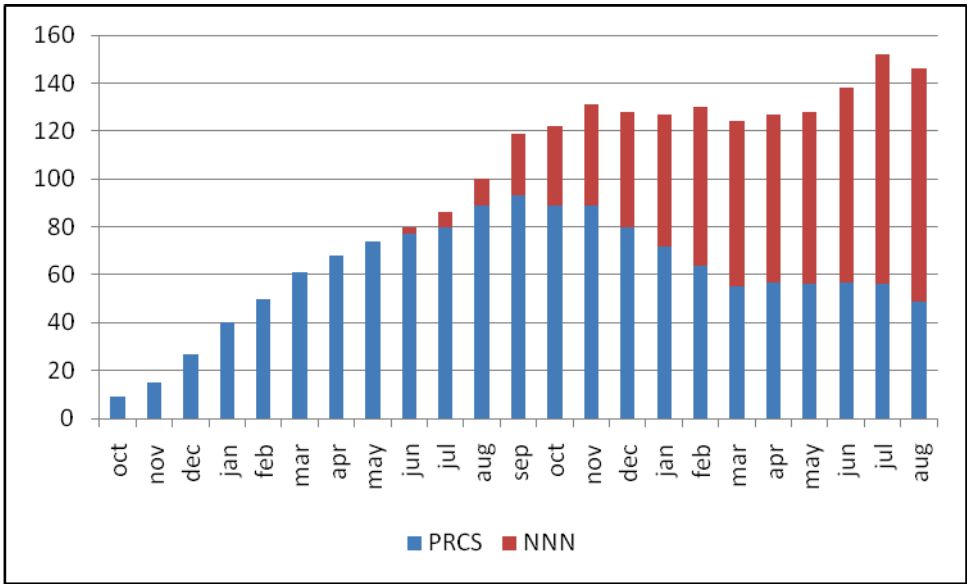
There are two distinct populations identified by this legislation to be transferred from the state to local county level supervision. The first are low-level offenders who are typically sentenced to state prison for three years or less and who meet the following criteria: they must have no current or prior convictions for violent, serious, or sex offenses, and they must not be currently sentenced for any of the sixty-one exclusionary offenses established by the legislation (see *Exclusionary Offense List* attached to this plan). Under AB 109 this group, often referred to as the "non-non-non" population, will serve their sentence locally, rather than in state prison.

The second group are current prisoners under the authority of the CDRC who will be transferred for community supervision by the county probation department rather than by the State Division of Adult Parole Operations following their release from state prison. This group, referred to as the Post-Release Community Supervision (PRCS) population, must also meet criteria similar to that of the non-non-non population, with the exception that prior serious felony convictions do not exclude them from local supervision.

The California Department of Finance (DOF) and the California Department of Correction and Rehabilitation (CDCR) estimate that Santa Cruz County will see an increase in Average Daily Population (ADP) of 78 non-non-non offenders incarcerated locally at full implementation. The ADP is defined as the system capacity needed to house one inmate for one year. Full implementation is defined as the point at which there is a balance of new inmates entering incarceration and existing inmates being released so that post-sentencing needs remain constant. The DOF projection is based on the assumption that Santa Cruz County will annually sentence 144 new offenders to an average of six months custody (resulting in 72 ADP beds) and 3 new offenders to an average twenty-four months custody (resulting in 6 ADP beds). In addition, the DOF estimates that Santa Cruz County will require an additional 17 ADP beds to accommodate a projected 204 returns to custody by the PRCS and State Parole population, with these returns to custody averaging 30 days each. The total projected increase in local incarceration capacity is thus 95 jail beds on a daily basis at full implementation.

The DOF also estimates that Santa Cruz County will provide probation supervision to 69 PRCS inmates released from State custody at full implementation. It is assumed that this population will decrease over time, given that a majority of those who would have been eligible for PRCS status will serve time locally after October 1, 2011 as non-non-nons rather than be incarcerated in state prison. The number will be higher in the first year: CDRC shows a total of 93 PRCS inmates scheduled to be released in Santa Cruz County during the first year of realignment. At the same time that the number of PRCS inmates decreases, the number of non-non-nons who would have been sent to prison moving from incarceration to community supervision will increase. The State estimates a standing caseload of 78 additional probationers at full implementation, for a combined total of 147 offenders to be supervised. The following chart shows the cumulative number of offenders in community supervision in Santa Cruz County, based on monthly estimates from the State.

Chart One: Estimated Cumulative Community Supervision Caseload in Santa Cruz County (Source: CDRC)



These estimates are based on historical data available to the DOF and CDRC and as such represent only a guideline for planning. The agencies caution that local impact may vary widely, based both on natural fluctuation and on the local decisions made at sentencing. Assumptions regarding average length of sentencing and average length of stay may not reflect actual implementation, making it impossible to determine confidence levels for these projections.

Santa Cruz County has maintained a low prison commitment rate in the past, there is a concern that this may result in a larger percentage of high-risk offenders among the PRCS population that will be under local supervision than anticipated by the DOF, whose projections regarding length of stay and rate of return to custody are based on statewide averages. This also means that there is a considerable number of local non-non-non offenders who would in the past have been supervised locally rather than sent to prison. It is not known what impact changes in custody credits, sentencing patterns, and alternative sanctions will have on this population. This may increase the impact to the local justice system well beyond State projections. The CCP will conduct a rigorous and ongoing review of data to make sure that resources are used wisely to meet community needs over time.

Additional key elements of AB 109 include:

- Redefining Felonies: Revises the definition of a felony to include certain crimes that are punishable in jail for 16 months, 2 years, 3 years or more. Some offenses, including serious, violent, and sex offenses, are excluded, and sentences for those offenses will continue to be served in state prison.
- Local Post-Release Community Supervision: Offenders released from state prison on or after October 1, 2011 after serving a sentence for an eligible offense shall be subject to, for a period not to extend 3 years, post-release community supervision provided by the Santa Cruz County Probation Department.
- Revocations Heard and Served Locally: Post-release community supervision and parole revocations will be served in local jails (by law maximum revocation sentence is up to 180 days), with the exception of paroled offenders serving a life sentence and who have a revocation term of greater than 30 days. The local courts will hear revocations of post-release community supervision, while the Board of Parole Hearings will conduct parole violation hearings in jail.
- Changes to Custody Credits: Jail inmates will be able to earn four days of credit for every two days served. Time spent on home detention (i.e., electronic monitoring) is credited as time spent in jail custody.
- Alternative Custody: Penal Code Section 1203.018 authorizes electronic monitoring for inmates being held in the county jail in lieu of bail. Eligible inmates must first be held in custody for 60 days post-arraignment, or 30 days for those charged with misdemeanor offenses.

- Community-Based Punishment: Authorizes counties to use a range of community-based punishment and intermediate sanctions other than jail incarceration alone or traditional routine probation supervision.

In planning for implementation of AB 109 it is also important to consider the potential for additional clarification and changes included in "clean-up" bills, as well as the impact of possible court challenges. Finally, State budget triggers, based on a discrepancy between projected and actual revenue, could have impacts ranging from minor changes in funding formulas to large scale abrogation of elements of realignment.

3. Funding Formulas

The formula establishing statewide funding allotments for AB 109 implementation in Fiscal Year 2011–2012 was developed by the State Department of Finance and agreed to by the County Administrative Officers (CAO) and the California State Association of Counties (CSAC). The funding available through AB 109 is based on a weighted formula containing three elements:

- 60% based on the estimated average daily population (ADP) of offenders meeting AB 109 eligibility criteria
- 30% based on U.S. Census Data pertaining to the total population of adults (18–64) in the County as a percentage of the statewide population
- 10% based on the SB 678 distribution formula

Based on this formula, Santa Cruz County is projected to receive $1,989,656 for Fiscal Year 2011–2012. This includes the following allocation categories (as of June 24, 2011):

AB 109 Public Safety Realignment Allocation. This is intended to cover all aspects of the adult population shifts, including the transfer of low-level offender population and local PRCS supervision and sanctions.	$1,662,684
District Attorney/Public Defender Activities. These funds are to be divided equally between the two departments to cover costs associated with revocation hearings.	$59,599
AB 109 Start-Up Costs (one-time funding). These funds are intended to help cover costs associated with hiring, retention, training, data improvements, contracting costs, and capacity planning.	$117,325
CCP Planning Grant (one-time funding). These funds are based on population size and are intended to assist in the development of the AB 109 implementation plan.	$150,000

The original projections by the Department of Finance were based on multiple assumptions. Incarceration costs were estimated at $25,000 per ADP; treatment, alternative custody and/or other programming costs were estimated at $2,275 per ADP; community supervision costs were estimated at $3,500 per ADP; administrative overhead costs were estimated at ten percent of total program costs. It was assumed that approximately 65% of low-level offenders (non-non-nons) would be incarcerated for an average of six months and that 35% would be incarcerated for an average of twenty months. The formula predicted a first year budget comprised of approximately two-thirds incarceration costs, with the remaining third divided between probation, programs/alternative sanctions, and administrative costs. The DOF cautions, however, that these formulas are not meant as guidelines or limitations for planning, and that counties are encouraged to allocate funding based on local needs, opportunities, and agreements.

4. Evidence-Based Practice

In the decades since Robert Martinson's (1974b) influential "nothing works" essay, however, a growing body of research, including the careful application of meta-analyses, has not only disproved the conclusion that rehabilitation doesn't work, but it has succeeded in distinguishing those correctional interventions that have no effect on offender criminality from those that reduce recidivism up to 25 percent.[1] Both at the level of individual behavior change and broader system-level interventions, it is now possible to increase the effectiveness of the criminal justice system and enhance public safety through the utilization of evidence-based practice (EBP).

The enabling legislation for realignment specifies the use of Evidence-Based Practice (EBP) as a requirement for activities and services funded through AB 109.

- "*Evidence-based practices* refers to supervision policies, procedures, programs, and practices demonstrated by scientific research to reduce recidivism among individuals under probation, parole, or post release supervision.... Consistent with local needs and resources, the *(CCP)* plan may include recommendations to maximize the effective investment of criminal justice resources in evidence-based correctional sanctions and programs, including, but not limited to, day reporting centers, drug courts, residential multiservice centers, mental health treatment programs, electronic and GPS monitoring programs, victim restitution programs, counseling programs, community service programs, educational programs, and work training programs." (AB 109 Sect 458)
- "(a) Notwithstanding any other law and except for persons serving a prison term for any crime described in subdivision (b), all persons released from prison on and after July 1, 2011, after serving a prison term for a felony shall, upon release from prison and for a period not exceeding three years immediately following release, be subject to community supervision

[1] Cullen, F.T. and Gendreau, P. 2000. Assessing Correctional Rehabilitation: Policy, Practice, and Prospects, Criminal Justice.

provided by a county agency designated by each county's board of supervisors which is consistent with evidence-based practices, including, but not limited to, supervision policies, procedures, programs, and practices demonstrated by scientific research to reduce recidivism among individuals under postrelease supervision." (TITLE 2.05. 3451 Postrelease Community Supervision Act of 2011)

Key Elements of EBP.

Considerable guidance is available from research regarding the precise definition and characteristics of EBP. The following description is taken from *Implementing Evidence-Based Policy and Practice in Community Corrections* published by the National Institute of Corrections:

> Evidence-based practice (EBP) is the objective, balanced and responsible use of current research and the best available data to guide policy and practice decisions, such that outcomes for consumers are improved. In the case of corrections, consumers include offenders, victims and survivors, communities, and other key stakeholders. Used originally in the health care and social science fields, evidence-based practice focuses on approaches demonstrated to be effective through empirical research rather than through anecdote or professional experience alone.
>
> An evidence-based approach involves an ongoing, critical review of research literature to determine what information is credible, and what policies and practices would be most effective given the best available evidence. It also involves rigorous quality assurance and evaluation to ensure that evidence-based practices are replicated with fidelity, and that new practices are evaluated to determine their effectiveness.
>
> Current research points to eight principles that, when taken together, increase the likelihood of offender risk reduction. Though not all of the principles are supported by the same weight of evidence, each has a sound empirical or theoretical basis. In addition, new evidence is always emerging, so the state of the art in risk reduction is likely to evolve over time.[2]

Eight principles have been identified for program design and evaluation[3]:

1.	Assess Actuarial Risk/Needs	Develop and maintain a complete system of ongoing offender risk screening and needs assessment. This includes the selection of a "4th Generation" assessment tool which collects both static and dynamic factors and is validated for the target population. Staff must be thoroughly trained, and implementation must be monitored to ensure the highest possible accuracy. The results from this assessment should be updated over time, based on new information.
2.	Enhance Intrinsic Motivation	Programs must focus on increasing intrinsic motivation rather than relying

[2] National Institute of Corrections. 2009. Implementing Evidence-Based Policy and Practice in Community Corrections, 2nd ed. Washington, DC.

[3] National Institute of Corrections and Crime and Justice Institute. 2004. Implementing Evidence-Based Practice in Community Corrections: The Principles of Effective Intervention.

		on punishment and pressure, to achieve behavioral change. Motivation is dynamic and is strongly influenced by interpersonal interactions, including those with staff from corrections, probation, and service providers.
3.	Target Interventions	Five key principles form the heart of effective, evidence-based correctional practice. They are as follows: The Risk Principle: Prioritize supervision and treatment resources for higher-risk offenders. High levels of supervision and services for low-risk offenders are not only wasteful of resources but have been shown to *increase* criminality. Shifting resources to high-risk offenders results in considerably greater improvements in public safety. The Need Principle: Target interventions to criminogenic needs, that is, areas of need which are shown by research to be correlated with criminality. According to meta-analytic research, the eight most significant criminogenic needs are: antisocial behavior; antisocial personality; criminal thinking; criminal associates; dysfunctional family; employment and education; leisure and recreation; and substance abuse. Individual assessments are an essential tool to identify and prioritize needs to be addressed. The Responsivity Principle: Responsivity requires matching services to individual characteristics, including culture, gender, motivation, and developmental stages. The Dosage Principle: Research indicates that high-risk offenders require a minimum of 200 hours of cognitive-behavioral intervention in order to show improvement in outcomes. During the initial three to nine months post-release, 40-70% of high-risk offenders' time should be clearly occupied with delineated routine and appropriate services. The Treatment Principle: Treatment services, particularly cognitive-behavioral interventions, should be integrated into the full sentencing and sanction requirements through proactive, assertive case management.
4.	Skill Train with Directed Practice	Programming should emphasize cognitive-behavioral strategies and should be delivered by well-trained staff who understand antisocial thinking, social learning, and appropriate communication techniques. Skills must be consistently practiced by offenders and positively reinforced by staff.
5.	Increase Positive Reinforcement	Behaviorists recommend a four-to-one ratio of positive reinforcements to negative reinforcements in order to achieve sustained behavioral change. Increasing positive reinforcement should not come at the expense of administering swift and certain responses to unacceptable behavior. Clear expectations and graduated responses allow offenders to learn and change their patterned behavior over time.
6.	Engage Ongoing Support in Natural Communities	Actively recruit and engage family members, spouses, and supportive others in the offender's immediate environment to positively reinforce positive behavior change. This includes 12-step groups, religious activities, and restorative justice initiatives to re-build pro-social community relationships.

7.	Measure Relevant Processes/Practices	Maintain accurate and detailed documentation of case processing, along with a formal and valid measure of outcomes. Routinely re-assess offender needs and pre-cursors to recidivism. Also conduct routine and objective assessments of staff performance and systemic fidelity to EBP. Implementation of EBP requires a commitment to administering routine fidelity studies to determine if actual practices are matching the protocols for the evidence-based practices that the department has instituted.
8.	Provide Measurement Feedback	Use program data to monitor process and change, including both feedback to individual offenders as well as system-wide feedback for accountability for EBP implementation and outcomes.

Systemic Interventions and Evidence-Based Practice.

Evidence-based policies and practices are essential in order to achieve desired outcomes such as reducing recidivism and victimization in our communities. Several examples of EBP have been successfully employed in Santa Cruz County to reduce offender risk and subsequent recidivism, including the use of effective assessment and cognitive-behavioral treatment strategies designed to change offender behavior.

It is worth noting that the dramatic increase in rates of incarceration over the past thirty years is only partially explained by crime and offender behavior. Systemic policies and practices have often resulted in an over-dependence on incarceration as the primary response to violations of law and community supervision. Unraveling this reliance requires a combination of interventions at both the offender and systems levels. The application of EBP needs to encompass both of these perspectives in order to reduce recidivism and achieve the best possible public safety outcomes.

During the last two years, the Santa Cruz Probation Chief has worked with the Chief Probation Officers of California (CPOC) and the Crime and Justice Institute (CJI) to develop a data-driven framework and guiding principles for Systemic Interventions. Below are some of the guiding principles and strategies for this work. See also the attached matrix "Sample Menu of Opportunities for Systemic Interventions: Data-Driven Solutions for Justice Improvement," which illustrates where and how Systemic Interventions can be applied throughout the criminal justice process.

1. Leadership, Collaboration, and Self-Critique

Reducing reliance on prison requires committed and strong leadership and a capacity for critique of system inefficiencies and ineffective practices. Key justice stakeholders must be willing to methodically examine system outcomes, identify areas for improvement, and implement necessary changes. Joint planning and oversight are essential, as is a willingness to broaden the role of community-based partners.

2. A Systemic Perspective

In this context, a systemic perspective looks into aggregate data that identifies clear trajectories to incarceration and how interventions can be applied to reduce failures that lead to incarceration. A continuum of lesser restrictive interventions can be implemented to intercept the need for

incarceration. Parolees returning to jail and the increases of non-serious offenders at the local level will impact local jails, many of which are already overcrowded. In this instance, Systemic Interventions should look at the entire probation and jail populations to determine ways to alleviate the pressures that realignment presents.

3. Commitment to Thoughtful Planning and Data-Driven Practices

Systemic interventions are based on a data-driven process that relies on objective data, rather than anecdote, to guide system improvement planning, policy development, and continuous improvements in practice. Three components are essential:

a) Baseline Data: the development of baseline aggregate and disaggregated data that provides a portrait of the system outcomes and processes.

b) Continuous management of a data-driven process, where system bottlenecks, inefficiencies, and unwanted results are identified; questions and hypotheses are formed as to what might be leading to the problem, which may require digging deeper into the problem; procedural and programmatic solutions are developed and implemented to have the maximum impact with the resources available; and ongoing evaluation is conducted.

c) Communication of Results: data-driven practices are most powerful when all system stakeholders are engaged, capacity is built within organizations to use data-driven practices, and successes are visible to practitioners, stakeholders, and the public.

4. Examination of Key Decision Points

Systemic Interventions are premised on the understanding that at each stage of the justice process (pretrial, sentencing, and community supervision) discretionary decisions are made that greatly influence system outcomes. Some systemic practices are conducive to offender success, while others may actually compound failures that may not even be linked to criminogenic risk. By disaggregating data at each system decision and process point, problems to be addressed and successes to be championed are illuminated.

5. Build Capacity through a Continuum of Options to Safely Reduce Reliance on Incarceration

A continuum of less restrictive options are developed and tailored for the pretrial, sentencing, and community supervision stages of the criminal process. Evidence-based efforts recognize that incarceration, while necessary in some cases, is costly, provides a contagion factor for deviancy and future recidivism, and may escalate future revocation and imprisonment. A continuum of lesser restrictive options provides the systemic interventions in which evidence-based programs can operate at the local level. These options are developed, implemented, and monitored to ensure that public safety is maintained and net-widening does not occur.

6. Innovation and Replication

EBP promotes the replication of strategies proven to achieve desired outcomes and encourages the creation of research-based system improvements. Systemic interventions promote both the replication of strategies that have improved systemic outcomes and the implementation of locally designed innovations that would appear promising after careful data analysis. With ongoing monitoring, effective

interventions are identified that can become new evidence-based practices. Ineffective interventions are improved or aborted depending on the outcomes.

7. Moving From Policy to Practice
The discovery of a data-driven opportunity for a systemic intervention is only part of the battle. The implementation of systemic interventions requires attention to change management and a strategic approach to implementation efforts. Leadership, collaboration, communication, data feedback and the overall alignment of business practices are critical elements in facilitating systemic change.

8. Commitment to Research-Based Practices
Data-driven techniques must be supported by research. A commitment to research helps justice administrators create learning organizations that wisely use resources for maximum public benefit.

The Santa Cruz County Community Corrections Plan will incorporate EBP at all levels, not just in the selection of treatment services. Best practices in offender reentry make it clear that services and supports must begin during custody, and that release planning needs to be completed early during the period of incarceration so that the inmate and the community can start at once to prepare for successful community reintegration. The engagement of natural supports requires that correctional facilities implement policies and procedures that allow safe access for family members and community service providers to conduct assessment, reconciliation, and planning meetings with offenders during custody. All staff who work directly with offenders need to be trained to support motivational enhancement and cognitive-behavioral interventions.

5. A System Ready to Act: History of Local Efforts

History of Successful Reforms and Systemic Interventions

The Public Safety Realignment Act represents the most significant and sweeping reform to the California criminal justice system since determinant sentencing law was enacted in the late seventies. This legislation poses significant challenges to local jurisdictions that must now build capacity to house and manage a new offender population at the local level through a combination of incarceration, alternatives to incarceration, community supervision, and the delivery of evidence-based interventions targeted to reduce the risk of recidivism.

While these challenges are formidable, Santa Cruz County is well equipped to address them and has been building system capacity for reform throughout the justice system long before AB 109 became a reality. Most notable and enduring has been the juvenile justice reform in Santa Cruz County that has been in place for well over a decade and which has produced dramatic decreases in local and state incarceration of juveniles and has helped reallocate resources to community-based alternatives which have withstood the test of time with positive public safety results in the aggregate.

Like AB 109, the juvenile justice reform was spurred by crisis. In the mid 1990s there was local concern over an overcrowded juvenile hall that disproportionately held Latinos in custody for lesser crimes. The juvenile hall was deemed unsafe. Instead of building a way out of the problem with a new juvenile hall,

the Probation Department worked with county leaders and departments, other law enforcement agencies, and non-profits to adopt the core strategies of the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) to greatly reduce reliance on incarceration and reduce racial disparity. These strategies include collaboration among justice stakeholders; data-driven decisions; objective admissions criteria and instruments; non-secure alternatives to detention; case processing reforms to expedite case processing and reduce unnecessary delay; special strategies to address cases or clusters of cases of youth who are detained unnecessarily; reducing racial disparities by eliminating system bias; and monitoring and reporting on conditions of confinement. Santa Cruz County became the first replication site of the original demonstrations sites of the initiative in 1997. Now, 14 years later, there are approximately 120 jurisdictions in 40 states that have adopted JDAI core strategies.

The JDAI strategies assisted in a local criminal justice transformation that began in the mid 2000s. In the face of community concern and an overcrowded jail, the Sheriff sought technical assistance from the National Institute of Corrections to examine the jail population and local criminal justice practices and to provide recommendations to address the crowding problem. Subsequent to the NIC report, the Sheriff's Office convened a Jail Overcrowding Committee consisting of local leaders and justice stakeholders and instituted a new classification system to better manage the jail populations between facilities and help alleviate pressure to the main jail population. The Probation Department also sought technical assistance through the Vera Institute of Justice. Vera consultants worked closely with probation officers to study the impact of the probation population to the jail and to study probation trajectories (the outcomes during a probation grant that is typically ordered for a three-year period). This study helped the probation department identify systemic interventions, including improved pretrial services and an innovative warrant reduction program that used non-profit personnel through the nationally recognized Friends Outside program to improve probation compliance and success while averting the costly processing of warrants and associate jail time as a consequence. These effective jail alternative programs administered by the Sheriff and Probation have saved an estimated 90 jail beds on a daily basis without jeopardizing public safety.

Current Initiatives Compatible with AB 109

SB 678. A related precursor to the Realignment Act (AB 109) was Senate Bill 678, which called for the local implementation of Evidence-Based Practices to reduce the number of probation failures resulting in prison commitments. SB 678 provides financial incentives based on a redirection of a portion of the state savings in prison costs to counties based on their rate of prison reductions. Additionally, so that counties were not unfairly punished by having lower prison rates to begin with, "high performing counties," defined by a probation failure prison commitment rate of half or less of the state average, would share in a distribution of five percent of the savings. Santa Cruz County qualified as a high performance county in 2010, which led to a $1.1 million distribution to the county of SB 678 funds.

To date, SB 678 funds have been used to purchase the STRONG assessment (an evidence-based actuarial risk and needs assessment), train staff to implement the assessment, provide for a modest amount of intensive supervision, and build capacity within the probation department to implement "Thinking for a Change," a cognitive behavioral training for probationers. Given that the future allocation of these funds

is uncertain, the chief probation officer is recommending that these funds be spread over the next few fiscal years to sustain the vital jail alternative programs that are in jeopardy when American Reinvestment and Recovery Act funds end during fiscal year 2011–2012. These programs incorporate evidence-based principles, including the use of validated assessments and matching services to risk levels. They also provide foundational data-driven systemic interventions that safely reduce jail reliance and that will assist with successful transition of authority for non-serious prisoners to the county.

CalRAPP: California Risk Assessment Pilot Project. The Santa Cruz County Superior Court and the Probation Department jointly applied for and received a technical assistance grant, along with three other California counties, to implement Evidence-Based Practices within a full criminal court system. This project has brought training to the judiciary and other stakeholders on evidence-based practices, has assisted in the selection and implementation of a validated risk assessment tool, has helped in the development of EBP sentencing, and has provided assistance in the development of a continuum of graduated incentives and sanctions to respond to probation violations and low-level offending using evidence-based and systemic interventions.

Santa Cruz Research Partnership. The Santa Cruz County Probation Department and the National Council on Crime and Delinquency received funding from the National Institute of Justice to form a Researcher/Practitioner Partnership to identify and introduce structured decision-making instruments within the Adult Division of the Santa Cruz County Probation Department that will create more consistent case management guidelines and probation sanctions. In addition, the partnership will conduct an analysis to determine whether structured decision-making leads to more positive and equitable outcomes for probationers, particularly Latinos and women.

Recidivism Reduction through Research-Based Reentry and Rehabilitation (R5). R5 is a project funded by the Second Chance Act for evidence-based reentry planning and service delivery. The project is a collaboration between nine partner organizations to provide a combination of intensive supervision, substance abuse treatment, reentry mentoring, employment readiness and paid job experience, gang desistance mentoring, educational advocacy, and case management. The R5 target population is high-risk young adult offenders with a history of violence and above-average rates of recidivism.

Justice Reinvestment Initiative. Through a grant awarded by the Bureau of Justice Assistance, Santa Cruz County will receive extensive technical assistance and support to identify and reduce systemic drivers of jail populations and to establish commitment to reinvest savings in community corrections. JRI consultants include top evaluation researchers who are available to work with the CCP, providing objective guidance for data collection and analysis that will inform realignment planning and assessment of the outcomes of individual programs, strategies, and policies.

Jail Alternatives Initiative. The Rosenberg Foundation has provided initial funding for the development of model practices for reducing unnecessary incarceration at the county level while promoting long-term public safety. The project involves the Santa Cruz County Probation Department, in collaboration with U.C. Berkeley and the Center on Juvenile and Criminal Justice, to analyze the current county jail

profile, including factors such as demographic trends, length of stay, and arrest and incarceration patterns.

6. Values and Principles

The development and implementation of the local plan for AB 109 realignment in Santa Cruz County will be guided by values and principles held in common by the membership of the Community Corrections Partnership (CCP). These values and principles have been articulated through existing interagency and community groups focused in the areas of criminal justice and human services, including the Jail Overcrowding Taskforce, the Smart On Crime initiative, and the County System of Care. These have been supplemented by principles advanced by state and national groups such as the National Institute of Corrections, the California State Association of Counties, and the American Civil Liberties Union.

Public safety is the top priority of all partners in this initiative. The CCP recognizes its responsibility to address community concerns and to implement realignment consistent with best practices that hold offenders accountable while reducing the likelihood of recidivism. For this reason, the CCP is committed to the implementation of evidence-based practice at every stage of program design. This focus includes systemic interventions as well as individual service delivery. All partners in this initiative recognize the need for developing and delivering services in a manner consistent with EBP research.

Community inclusion in the process is also a top priority for this initiative. The planning process will continue to include broad representation from the community and to identify and address concerns of criminal justice stakeholders and the general population. Planning and implementation must be data-driven and need to embrace transparency and accountability, and the public needs to be effectively informed at every stage of the process.

Four key values that will drive the planning process include: improving public safety by reducing recidivism; improving accountability to taxpayers by providing cost-effective solutions; protecting the County from costly legal liability related to jail overcrowding; and reducing structural inequalities based on race and poverty.

The components of a smart and accountable justice system include the following:

- Public safety is the top priority. All residents are entitled to safe and violence-free families and communities.
- Offenders should be held accountable to repair the harm caused by crime, remain crime free, and achieve positive growth.
- Opportunities to repair the harm caused by crime and make positive change should be provided in the community to ensure successful reintegration.
- The voices of victims must be included in decisions and the development of sanctions and alternatives.

- The justice system should reduce unnecessary incarceration and redirect savings to more effective community-based supervision and reentry programs that reduce recidivism.
- The justice system should be guided by research to implement the most cost-effective, evidence-based practices that reduce recidivism, victimization, and probation failure.
- A smart and accountable justice system should be guided by data to make improvements and manage outcomes and should report results to the community.
- A smart and accountable justice system is best achieved through collaborative partnership between justice practitioners, government leaders, scholars, and community residents.

A System of Care is a service delivery approach utilized in Santa Cruz County that builds partnerships to create a broad, integrated process for meeting families' multiple needs. This approach is based on the principles of interagency collaboration; individualized strengths-based care practices; cultural competence; community-based services; accountability; and full participation of families and youth at all levels of the system. A central focus of systems of care is building the infrastructure needed to result in positive outcomes for children, youth, and families. The following are principles adapted by CCP members from the Santa Cruz County System of Care:

- The CCP is accountable to the residents we serve by promoting safety, health, and well being for everyone.
- This work will require creative thinking and an openness to change in systems and practices.
- The CCP will embrace and promote a systems of care framework, which is currently being applied in various programs in the County.
- Effective public safety approaches require health, education, and human services supports to deal with research-identified criminogenic needs.
- The CCP will be data-driven and will incorporate emerging research findings and guidelines in developing and monitoring program effectiveness.
- The CCP will target resources according to documented needs and align fiscal incentives with system goals and outcomes.
- CCP approaches to service development and implementation will be based on a commitment to long-term program sustainability and system-wide impact.
- The CCP will provide culturally and linguistically competent services reflecting the cultural, racial, ethnic, and linguistic diversity of our area and contributing to reducing racial/ethnic disparities in outcomes.
- CCP members will work as true partners, in a spirit of mutual support and collaboration.
- Having adopted these principles, the CCP will incorporate their content and intent into the full span of our work starting at the individual and day-to-day operations level and following

through to all planning, program development, and quality improvement activities at the systems and policy levels of our partnership.

7. Local Planning to Date

During the last nine months, considerable time has been dedicated to tracking AB 109 as it has evolved from the original bill through final clean-up legislation. Staff from the Probation Department, the Sheriff's Office, the District Attorney's Office, law enforcement, and community-based agencies have attended local and regional informational meetings, participated in webinars and conference calls, and shared summaries and analyses developed by statewide professional organizations. Informational presentations have been made to community members and groups, including the Smart On Crime community forum, presentations to the Santa Cruz Bar Association, the County Children's Network, the BASTA Countywide Steering Committee, Central Probation Chiefs, the R5 Project Management Team, and many smaller groups. Finally, there have been two informational meetings of the Community Corrections Partnership, in June and August of 2011. An ad hoc work group of the CCP met in August to outline the process for plan development, and the Court Processing Work Group held an initial meeting to identify areas of concern.

Formal action has included the designation by the County on July 20, 2011 of the Probation Department as the agency responsible for post-release community supervision and a resolution by the Board of Supervisors on August 23, 2011 formally establishing the Santa Cruz County Community Corrections Partnership and the Executive Committee, as well as appointing membership to these groups.

In order to expedite the planning process, the Probation Department contracted with Linda Perez, an independent consultant with special expertise and knowledge regarding Santa Cruz County criminal justice and human service agencies. Ms. Perez conducted a series of key informant interviews with CCP members and other stakeholders to gather concerns to be addressed and recommendations to be included in the Community Corrections Plan and process. The following questions were used:

1. What have you done to prepare for implementation of AB 109, the Public Safety Realignment ACT?
2. Please share your thoughts about the proposed Phase I of the implementation plan, as it pertains to your role on the CCP (Community Corrections Partnership) and the role your organization might play. In general, do you support the Phase One plan as it is described currently?
3. Would you describe your organization's history of working with the offender population(s) affected by AB 109? What are your agency's existing strengths, assets, and programs that can be joined with AB 109 implementation? What service linkages currently exist for the population? What service linkages are still needed?
4. What do you think is key to reducing recidivism for this offender population at the local level? How interested would you be in trying new approaches aligned with the NIC EBP framework to further reduce recidivism? On a scale of 1 to 10, how would you rate your

organization's use of the NIC's eight evidence-based principles (where 1=little to no awareness of the EBP and 10=full implementation of the EBP with high fidelity)?

5. What sort of training needs relevant to implementation of EBPs for the AB 109 offender population do you anticipate needing at your organization?
6. Would you review the list of CCP workgroups and tell me if you think the list is sufficient? Are there any workgroups that you would be interested in working on, if you are not doing so already? Which ones?
7. What concerns do you have about the planning phases or generally about the AB 109 legislation implementation? Which components of the plan do you think are in place already? Which components could be linked? Which components are weak or missing?
8. What ideas do you have that you would like the CCP to consider?

Applied Survey Research, Inc. (ASR) has been contracted to conduct a content analysis of responses and to present findings to the full CCP. Preliminary findings were incorporated into a draft plan to be further reviewed by all CCP members. This process has increased the level of direct, detailed input while respecting the time constraints of CCP members. The ASR report can be found as an attachment to this plan, and will be used to guide the content and process decisions of the work groups.

8. Preliminary Offender Data

Information regarding the target population is available through several existing data sources. The first of these is the inmate data from the CDRC. As part of the Justice Reinvestment Initiative, Santa Cruz County has available technical assistance from Dr. James Austin of the JFA Institute. Dr. Austin is recognized as one of the leading researchers in the field of corrections, particularly in the area of population projections. Dr. Austin has conducted an initial review of data related to current prison inmates from Santa Cruz County who meet the criteria for local sentencing in lieu of state prison. Of the total 559 current prison inmates from Santa Cruz County, approximately 126 meet these criteria. The characteristics of this group are roughly similar to those of the PRCS population to be supervised by the Probation Department following prison release. The following table provides the demographic information for this group along with statewide comparison data. (The results of Dr. Austin's study have not yet been finalized and may change slightly prior to being published.)

AB 109 Inmates Now in CDCR as of 7/1/11: Demographic Characteristics (Source: CDRC, JFI Institute)

	Santa Cruz County		California	
Race	N	%	N	%
Black	21	17%	9,467	23%
White	59	47%	13,028	32%
Hispanic	43	34%	15,902	39%
Gender				
Male	118	94%	35,866	89%
Female	8	6%	4,555	11%

Information available through CRDR records includes additional information that gives a general picture of the type of offender and their potential needs for supervision and services. The following table provides data regarding primary crime, risk level, mental health diagnosis, and gang membership.

AB 109 Inmates Now in CDCR as of 7/1/11: Crime, Risk, and Other Data (Source: CDRC, JFI Institute)

	Santa Cruz County		California	
Primary Crime	N	%	N	%
Person	24	19%	8,265	20%
Drugs	42	33%	13,510	33%
Property	27	21%	13,592	34%
Other	33	26%	5,324	13%
Risk Level				
High Drug	18	14%	4,794	12%
High Property	30	24%	7,854	19%
High Violent	27	21%	10,697	26%
Moderate	28	22%	9,600	24%
Low	20	16%	6,469	16%
Mental Health	19	15%	6,293	16%
Gang Members	14	11%	6,000	15%

Risk levels were determined by the California Static Risk Assessment Instrument developed by the CDCR in collaboration with researchers at U.C. Irvine and the Washington State Institute for Public Policy. The mental health item is based on the CDCR data flag that indicates that an inmate has a mental health diagnosis and is receiving mental health services.

Additional information on this population will be available through local archival data from the Probation Department, the Courts, and the District Attorney's office. This data, which is already being compiled and which will be analyzed more thoroughly during Phase Two, will provide profile data regarding the average "trajectory," including the history of prior convictions and program completion/failures.

Other data sources will include information regarding offender needs available from community groups that have a history of serving returning inmates, including the Friends Outside program, which provides drop-in support services. Additional information and guidance may be available from State Parole staff, who will be recruited to participate in CCP work groups. Finally, comprehensive data will be collected from the initial cohort of locally sentenced non-non-nons who would have been sentenced to prison, as well as the initial cohort of PRCS offenders under the supervision of the Probation Department. While archival data will provide general guidance, information from the initial cohort will provide the richest and most accurate source of formative data to help guide program design and refinement.

9. Community Corrections Partnership: Organizational Model

The authorizing legislation establishes the membership of the Community Corrections Partnership (CCP), which is responsible for the development of the Community Corrections Plan, as well as a seven-

member CCP Executive Committee, which votes to recommend the plan to the County Board of Supervisors. The following table lists the required positions and the names of the persons assigned. Executive Committee members are marked with an asterisk.

Santa Cruz County Community Corrections Partnership: CCP Membership

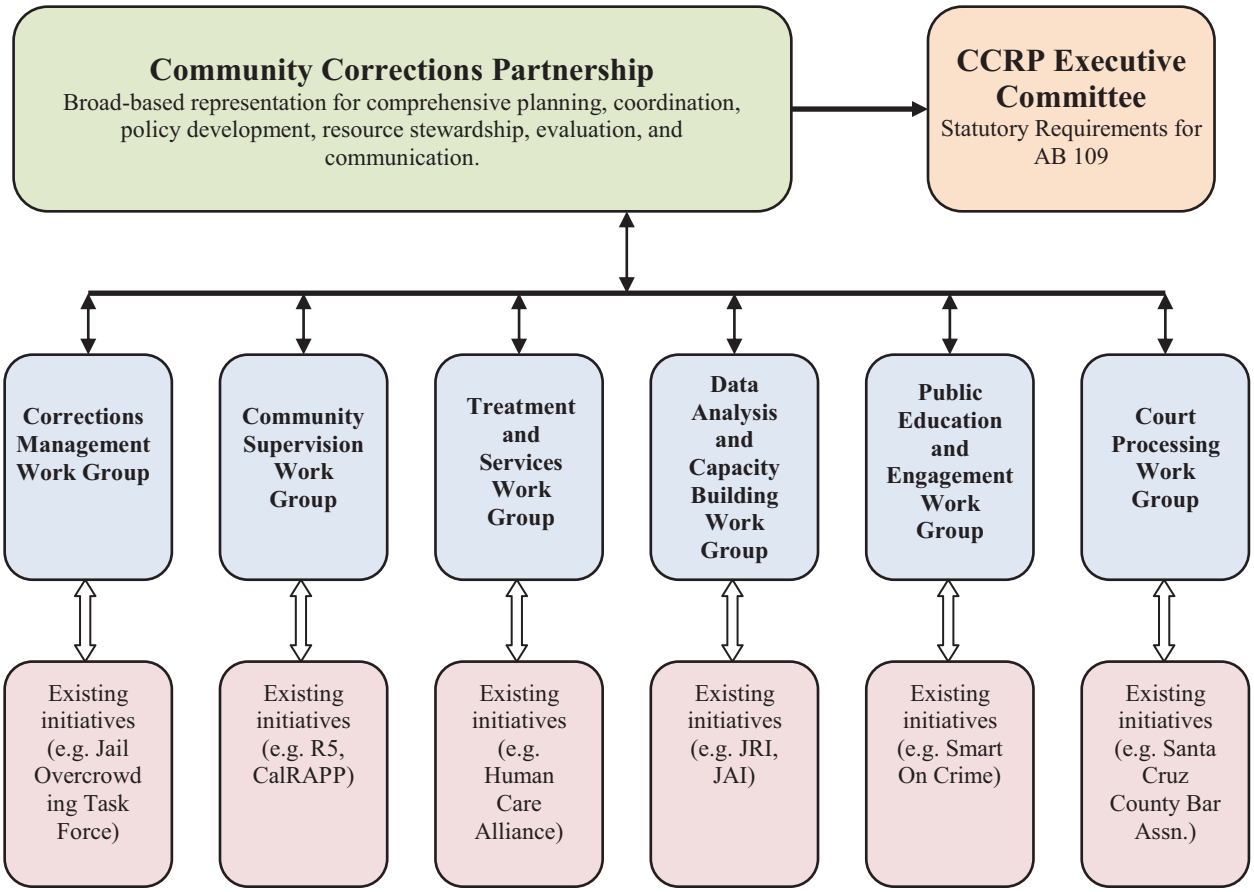
Position	*Representative*
Public Defender*	Larry Bigham
Reentry Coalition CBO Representative	Karen Delaney
Human Services Department Director	Cecilia Espinola
Health Services Agency Director*	Rama Khalsa/Giang Nguyen
District Attorney*	Bob Lee
Workforce Investment Board Director	David Lundberg
Chief Probation Officer (Chair)*	Scott MacDonald
Alcohol and Drug Programs Administrator	Bill Manov
Presiding Superior Court Judge*	Paul Maragonda
County Administrative Officer	Susan Mauriello
Victim Witness Program Manager	Sylvia Nieto
Police Department Chief*	Manny Solano
County Superintendent of Education	Michael Watkins
County Sheriff *	Phil Wowak

***** Denotes membership in the AB 109 Executive Committee

In order to meet the mandates of the originating legislation while maximizing community involvement, participation in the Community Corrections Partnership (CCP) will be open to all justice system stakeholders and the general public. Outreach will be conducted to ensure adequate representation from critical sectors, including the faith community, victims of crime, business owners, and formerly incarcerated persons and their families. Decisions made by the CCP will take into consideration all member input, with voting as needed by legally designated members. Plan elements to be approved by the County Board of Supervisors will be authorized by vote of the Executive Committee. The CCP will meet monthly or as needed, and meetings will be in full compliance with California's open meeting laws.

The ongoing work of the CCP will be structured around a series of work groups, each of which will be responsible to gather community input, assess research and data analyses, and develop proposed policies and strategies for approval by the full CCP and Executive Committee. Work group membership will involve area experts and community representatives, with each group chaired by one or two CCP members. Work groups will be integrally linked to existing projects and collaborative groups already active in the community. The following chart depicts the inclusive structure of the CCP.

Santa Cruz County Community Corrections Partnership Organizational Model



Work groups will meet as needed between CCP meetings in order to prepare reports and recommendations in a timely fashion. Each work group will be staffed by one or more personnel from the Probation Department, the Sheriff's Department, or subcontractors with special expertise in convening interagency and community groups. Funding to support the work of the CCP and work groups will come from the one-time CCP Planning Grant. It is anticipated that the CCP and its work groups will remain active throughout the initial year of AB 109 implementation and into the following year as well. The CCP will also promote restorative justice through the development of an adult accountability board that can bring together the voices of victims of crime and those of formerly incarcerated persons.

The following table describes the six current work groups along with the topic areas for consideration that they will be responsible for. Additional work groups may be added, and existing work groups may be suspended, as needs and opportunities change over time.

Proposed Community Corrections Partnership Work Groups

Work Group	*Topic Areas for Consideration*
Corrections Management Work Group	• Develop protocols and agreements on appropriate use of alternatives to incarceration. • Determine roles and boundaries between alternatives to incarceration operated by the Sheriff's and Probation Departments. • Establish process and outcome evaluations of community corrections programs, including recidivism data for those on alternative programs. • Establish in-custody EBP programs, determine who will deliver services. • Design and implement reentry model to create seamless transitions from custody to community.
Community Supervision Work Group	• Expand community capacity for detention alternatives and graduated sanctions. • Develop rewards-and-sanctions grid and obtain endorsement from court workgroup. • Identify supervision strategies and service delivery system using EBP. • Determine staff training needs and implementation plan.
Treatment and Services Work Group	• Using offender profile data from the Data Analysis and Capacity Building Work Group, identify criminogenic needs of the target population in order to determine service priorities, including housing, employment, mental health, and substance use treatment. • Conduct literature review of EBPs and best practices tailored to local needs. • Conduct an assessment of the current level of EBP knowledge, skills, and capacity among criminal justice system stakeholders and community service providers. • Develop a prioritized list of training and technical assistance needs, along with a list of potential training and technical assistance resources and providers. • Develop a process for issuing Requests for Proposals (RFP) for treatment and services, both in-custody and in the community, including clear guidelines for the selection process. • Develop information-sharing protocols to enable integrated service delivery across organizational boundaries. This will include common intake, assessment, and electronic records management systems.
Data Analysis and Capacity Building Work Group	• Develop a core set of formative evaluation questions to be used to guide program development and a core set of summative evaluation questions to be used to assess program outcome and impact. • Develop clear and agreed-upon terms and definitions for recidivism and

	other key outcomes. • Identify baseline rates for recidivism and other key outcomes and develop data collection methods and process. • Collect and analyze archival data regarding offender characteristics, criminogenic needs, and reentry outcomes. This will include offender profile studies and a study of prison trajectories to determine failure points and opportunities to increase probation success. • Collect and analyze data from offenders sentenced under the new law, as well as prison inmates released to local community supervision, to identify characteristics, criminogenic needs, and reentry outcomes. • Conduct study of jail utilization in collaboration with the Justice Reinvestment Initiative and the Jail Alternative Initiative. • Based on data, identify systemic interventions that foster success and efficient use of resources. • Conduct System Analysis, including: assess existing local system services to offender population services, including non-profit, public, and private; assess unlinked or unused existing services for target population and determine process for making linkages; identify gaps in services that may be addressed through AB 109 funds; identify funding streams and other matchable funds that can expand available services funded through AB 109. • Develop guidelines for an external evaluation audit to assess the validity, reliability, and objectivity of all data collection, analysis, and reporting methods, and to build confidence in data integrity.
Public Education and Engagement Work Group	• Identify strategy and infrastructure for ongoing public input and engagement, including capacity building for volunteers and restorative justice. • Identify strategy for ongoing public and stakeholder communications, including outcome reports and public speaker panel. • Develop outcome reports and program descriptions for public consumption. • Develop media strategies to increase options for public awareness and involvement. • Develop ongoing opportunities for former offenders to voice their concerns and suggestions. • Develop ongoing opportunities for victims of crime to voice their concerns and suggestions.
Court Processing Work Group	• Identify impacts of legislative changes on court operations to assist in identifying practice changes and needs. • Establish mechanism for policy decisions and practice changes. • Adopt graduated sanctions and incentives model. Make agreements on appropriate use of alternatives.

10. Community Correction Partnership: Planning Process

The 2011 Public Safety Realignment Act constitutes a major recalibration of the local justice system. Santa Cruz County has an established history of thoughtful, data-driven, and collaborative planning efforts. This approach has served the county well, directing limited resources to programs and interventions that achieve the maximum public impact. Local criminal justice planning over much of the last decade aligns exceptionally well with the current legislation. In addition, there are a number of technical assistance initiatives in process that will provide the CCP with the data and analysis to enable an informed planning process.

In order to best balance the need for in-depth planning with the need to address immediate system capacity needs, the Community Corrections Plan includes a phased planning process. This will allow for extensive community input and well-informed prioritization of resources for evidence-based strategies that reduce recidivism, and build systemic interventions that most safely manage the local impact of this new legislation. Data from the initial cohort of offenders served will be available to help guide this process as well, so that planning is not solely dependent on archival data sources which may or may not reflect the nature of the target population. The following table presents the four planning phases, along with the projected timeline and primary tasks and components.

Santa Cruz County Community Corrections Plan: Planning Phases

Phase One	Immediate System Capacity and Startup	August 2011 to October, 2011	This phase is intended to address immediate impacts to incarceration and the new offender population placed under community supervision by the Probation Department. Funds will be applied to implementation of alternatives to incarceration, probation officers to supervise clients, necessary treatment and reentry service supports based on offender needs and risk, and administrative support to manage planning and implementation.
Phase Two	Data Analysis, Training, and Service Prioritization and Selection	October 2011 to March 2012	This phase will actively involve work groups consisting of the Community Corrections Partnership members to develop implementation policies and protocols based on shared values, research findings, and comprehensive analysis of local data. Tasks will include the assessment of current capacity and training needs; prioritization and selection of services to meet criminogenic needs of offenders; identification of systemic interventions to reduce offender recidivism; the development of graduated responses to non-compliance and community alternatives to incarceration; and education and engagement of the community and key stakeholders regarding the most effective strategies for increasing community safety.

Phase Three	Year Two Allocation Planning	March 2012 to July 2012	During this phase, Year One activities, services, and outcomes will be evaluated, population trends will be reviewed, and adjustments and augmentations will be made based on continuation funding levels determined by the State.
Phase Four	Ongoing Evaluation and Revision	October 2011 and ongoing	This phase will run concurrent to all other phases. Data-driven practices will be employed to guide the entire planning process, from design to implementation to evaluation, in order to ensure quality interventions and recidivism reduction.

The first phase recognizes the critical need to address two initial impact areas: management of a new offender population that will serve time in jail and add additional stress to facilities already facing significant overcrowding; and community supervision of the non-non-non population who would have gone to prison as well as the Post-Release Community Supervision offenders who will parole from prison to local probation. Phase One includes a nine-month allocation of only those resources that are needed to expand system capacity regarding incarceration and community supervision for the initial cohort of offenders. This will include three broad areas: the expansion of corrections facility capacity, including bed space, staffing, and training; the expansion of probation staffing and training to provide intensive community supervision; and adequate administrative support for ongoing CCP planning and implementation. Details regarding Phase One activities can be found below in Section 11 of this plan. A Phase One budget can be found in the attachments to this plan.

The second phase provides for a thoughtful planning effort that will include: in-depth information about the offender population profiles; an examination of the current use of system interventions across justice system disciplines and programs; capacity building for EBP, including training and technical assistance; and a proposal and bidding process followed by contract development for new evidence-based treatment and service programs for the offender population. Outcomes for the initial cohort will be tracked and an evaluation and ongoing data plan will be developed in order to manage and adjust AB 109 expenditures over time with maximum impact to reduce recidivism.

Phase Three will include a formal assessment of policies, practices, and services to date. This will serve as the foundation for planning for the 2012–2013 fiscal year, taking into consideration State funding appropriations that are currently undecided and unknown, as well as any additional State guidance or regulations. Phase Four is an evaluation process which will take place concurrent with all other phases and which continues into the future. This will feature a full review of system and program interventions; tracking and measurement of recidivism and other outcomes; attribution of outcomes to specific programmatic components; and assessment of fidelity to EBP delivery throughout the criminal justice system. Evaluation findings will be incorporated in continuous program improvement and redesign of implementation strategies.

11. Phase One Detail

Immediate system capacity needs: Corrections

The implementation of realignment under AB 109 will increase the number of inmates to be housed in local correctional facilities and supervised in the community. Additional inmates will include those convicted of a felony who are now sentenced to 16 months, 2 years, or 3 years or more in county jail in lieu of state prison (the non-non-nons); additional people in jail on pretrial status; violators of post-release community supervision; violators of state parole; and offenders in community supervision who are sanctioned with flash incarceration (up to ten days for each violation). State estimates, based on historical trends and assumptions regarding average length of stay, indicate a total of approximately 160 new inmates in the first two years of implementation, requiring a total of 95 new jail beds at full capacity (78 for locally sentenced non-non-nons and 17 for PRCS violators who are returned to local custody). Approximately 40 new inmates are anticipated during the first six months of implementation.

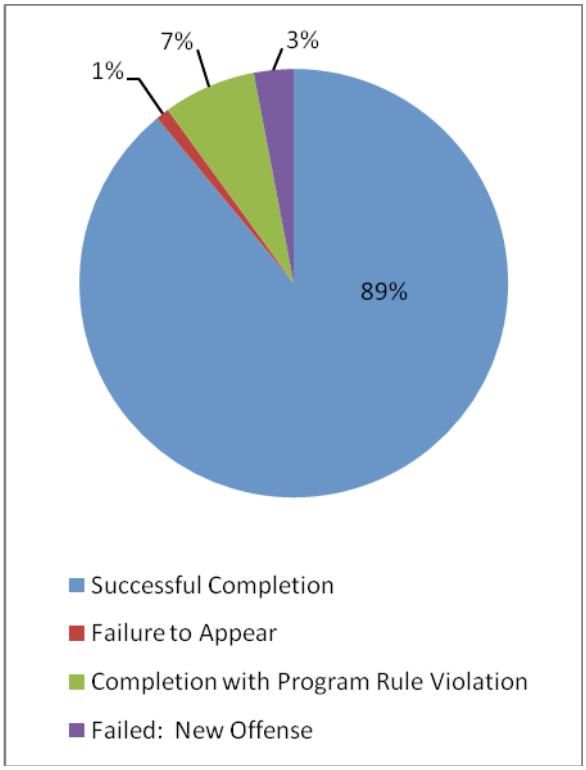
The Santa Cruz County Sheriff's Office correctional facilities currently operate at 115% to 130% of rated capacity. Overcrowding would be considerably more serious without the effective pre-trial and Warrant Reduction programs operated by the Probation Department. Under the Probation Chief's plan, these programs will continue with support through SB 678 funding. Even with this support, local facilities cannot absorb the estimated 160 new inmates per year without serious consequences for safety and liability. Nor will the resources available allow for facility expansion to meet this influx while maintaining the treatment services and community supervision that are essential to public safety. Instead, the Sheriff's Office and the Community Corrections Partnership have determined that the most effective approach will be to increase the use of alternative incarceration programs for lower-level offenders in order to free up existing jail beds for additional inmates.

These alternatives will include home detention with electronic monitoring, GPS monitoring, and transdermal alcohol and proximity monitoring, as well as an expansion of the existing Work Release program. Authority for these programs already exists under Section 1203.016 and .017 of the California Penal Code, in which inmates committed to the County correctional facilities may voluntarily or involuntarily be placed in a home detention program during their sentence instead of confinement in the County jail or other correctional facility. In order to avoid a critical shortage of inmate housing as this new population begins to arrive, it will be necessary to begin custody alternative programs immediately.

The custody alternative programs are consistent with the EBP risk principle, which reduces unnecessary incarceration for inmates assessed to be at low risk of re-offending. Assignment to custody alternatives will be made on a case-by-case basis, including consideration of exclusionary offenses and conditions recommended by the courts, the District Attorney, and other justice system stakeholders. The current Work Release program allows individuals meeting certain criteria to serve their sentences through the performance of community-service work projects. The Court may recommend Work Release or offenders may apply for the program. Participants pay a one-time application processing fee and an additional fee for each day of the sentence. Phase One resources will be available to reduce or waive fees for indigent offenders otherwise unable to participate.

Electronic Monitoring Programs (EMP) have been implemented by the Probation Department since 2006 for eligible pre-trial defendants, and since 2009 for post-sentenced offenders. The program includes radio frequency monitoring, transdermal alcohol monitoring, breath-based alcohol monitoring, and GPS-based monitoring to accurately track an offender's movement in the community. Outcome data show a high rate of program compliance, with only 3% of offenders committing a new offense while on EMP, 1% absconding, and 7% completing with one or more technical probation violations. The Sheriff's Office will build on the existing model of the Probation EMP and have developed a bidding process to identify a state-of-the-art vendor to operate the technical aspects of the program.

Electronic Monitoring Program Outcomes, October 2009 to September 2011 (N=128)



Beginning in Phase One, the Sheriff's Office will put in place a Custody Alternatives Program (CAP) consisting of four Correctional Officers, a Supervising Correction Officer, a Correctional Sergeant, an Accounting Technician and a Typist Clerk. Three of the Correctional Officers will be existing staff dedicated as an in-kind match to the initiative. The CAP team will be furnished with a Sheriff's Office patrol car to facilitate safe home visits and transport of inmates. The Sheriff will develop a contract for EMP services with a provider chosen through a competitive bidding process. Finally, an additional module will be added to the existing Jail Management System for the Custody Alternatives Program.

While there is no way to eliminate the risk of recidivism, this plan manages finite resources to reduce the overall level of risk by employing proven strategies to supervise the lowest-risk offenders in community settings so that jail space is available when needed for higher-risk populations. At the same time, EBP strategies to reduce risk are employed with a population that currently receives little or no support for community reentry. The Sheriff's Office, the Probation Department, and the CCP will closely

monitor implementation of these programs, documented public safety outcomes, and community concerns.

Immediate system capacity needs: Probation

The Probation Department has been designated as the local agency responsible for community supervision of low-level offenders released from state prison, the Post-Release Community Supervision (PRCS) population. In addition, Probation will be responsible for non-non-non offenders on probation who are given a split sentence that includes a period of community supervision. The State estimates that 142 PRCS cases will be released to the Santa Cruz County Probation Department rather than to the State Division of Adult Parole Operations. Approximately 61 are expected during the first six months of implementation and 93 during the first year. These will begin to arrive immediately following the October 1, 2011 start date: locally sentenced offender supervision is anticipated to be added to this group after the first three to six months.

Additional Probation Officers will be needed to adequately serve this population. Professional probation standards recommend a minimum ratio of 1 probation officer to 50 probationers, with a ratio of 1 to 20 for intensive cases. Given the fact that Santa Cruz County has historically maintained low rates of prison confinement compared with other counties, it is anticipated that the PRCS population will have a relatively large percentage of higher-risk offenders. The Probation Chief is recommending an initial 1 to 35 ratio. In order to provide staff capacity for this initial cohort, a total of two full-time Probation Officers will be hired and trained to provide an array of EBP supervision tools and techniques, including Motivational Interviewing, cognitive-behavioral curricula, drug testing, field visits, electronic monitoring programs, flash incarceration, and court liaison. Probation staff will apply Evidence-Based Practices including the STRONG risk assessment; reentry and case plan targeting criminogenic needs; and community supervision to ensure public safety and court compliance.

In addition, the Probation Department will expand administrative capacity in order to oversee Community Corrections Partnership planning process; analyze population profiles to design, develop and implement community corrections programs; develop community contracts; evaluate program effectiveness; provide outcome reports; and oversee all project management duties. CCP Planning funds will be used to support staff and professional subcontracts to staff CCP work groups, conduct data collection and analysis, provide training and staff development regarding EBP, and conduct objective process and outcome evaluation of the initiative and individual components.

Immediate system capacity needs: Treatment and Services

The initial PRCS population, along with early non-non-nons in community supervision, are expected to have unmet criminogenic needs which place them at high risk for recidivism and associated community harm. The CCP Data Analysis and Capacity Building Work Group will collect intensive data regarding the characteristics, needs, and outcomes related to this cohort in order to prioritize an ongoing array of services and supports. In order to address these needs while this study goes forward, however, Phase One will include Probation funding for flex funds that can be used on a case-by-case basis as needed to pay for EBP substance abuse treatment, education and employment assistance, cognitive-behavioral

interventions, or other services based on assessed criminogenic need. Services provided through flex funds will be closely evaluated to assess appropriateness of matching to client need, fidelity of implementation, and participant recidivism, risk level, and other outcomes.

12. Conclusion

The above plan represents the beginning of an inclusive, collaborative, and quality process which balances immediate system capacity needs with the value of community inclusion and data-driven decision-making. The organizational structure that it establishes utilizes the strengths of the Santa Cruz County justice system and human service providers and encourages meaningful participation by the public in planning, implementation, and assessment of policies and programs. AB 109 represents a remarkable opportunity for our county to improve public safety outcomes for our residents, to better meet the needs of victims of crime, and to hold offenders accountable while facilitating their successful return to a productive role in the community. Santa Cruz County is ready to once again demonstrate its capacity for innovation and leadership in enhancing its adult justice system.

13. References

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14. Attachments

- Santa Cruz County Board of Supervisors Resolution Establishing the CCP
- Report by Applied Survey Research, Inc. "Feedback from the Santa Cruz County Community Corrections Partnership (CCP) on Planning for Public Safety Realignment: Highlights of Interviews with CCP Members"
- Santa Cruz County Community Corrections Phase One Budget
- Systemic Interventions Matrix
- CalRAPP: Santa Cruz County Technical Violation Response Guidelines