

Sacramento County
Community Corrections Partnership

Public Safety Realignment Act

Assembly Bill 109 and 117

Long-Term Realignment Implementation Plan

May 2014



Prepared by:
Sacramento County Community
Corrections Partnership (CCP) Committee
Sacramento, CA

Sacramento County Community Corrections Partnership Long-Term AB 109 Realignment Implementation Plan

CONTENTS	Page
EXECUTIVE SUMMARY	1 - 5
INTRODUCTION	6 - 14
Background Information	6
Assembly Bill 109 Offender Groups	9
Community Corrections Partnership (CCP)	10
Development of Long-Term Realignment Implementation Plan	11
State Funding for Assembly Bill 109 Realignment	12
OFFENDER POPULATION TRENDS	15 - 24
Assembly Bill 109 Offender Population Groups	15
Type and Length of Assembly Bill 109 (N3) Court Sentences	17
County Jail Prison (N3) Conviction Offenses and Demographic Characteristics	18
Post-Release Community Supervision Conviction Offenses and Demographic Characteristics	19
Alternatives to Incarceration Program Participation Rates	21
Impact and Effectiveness of Incarceration Alternatives	22
REALIGNMENT PROGRAMS AND SERVICES	25 - 44
Programs, Services and Custody Housing Priority Recommendations	25
Alternatives to Incarceration	28
Jail Housing Capacity	28
Jail Inmate Services and Treatment	28
Crime Data Collection, Analysis and Reporting	29
Jail Mental Health Services	30
Community Supervision	31
Adult Day Reporting Centers (ADRC) Mental Health Services	33
Assembly Bill 109 Workload Augmentation	34
Benefit Eligibility Assistance and Transitional Housing	34
Risk and Needs Assessment Process	35
Cognitive Behavioral Counseling and Treatment	36
Reentry Services	41
Program Service Gaps	43
MONITORING AND EVALUATION	45 - 50
Data Driven Analysis of Program Participation and Outcomes	45
Realignment Statistical Work Group	46
Public Policy Institute of California (PPIC): Measuring Arrests, Convictions and Returns to Custody	48
Keeping the Public Well Informed	50
Appendix A: Sacramento County Community Corrections Partnership (CCP) Membership Roster	
Appendix B: Assembly Bill 109 Realignment Plan Offender Groups, “Core” Agencies, Programs and Prior Funding Allocations	
Appendix C: Companion Funding For Post-Release Community Supervision (PRCS) and Mandatory Supervision Mini-Regional Law Enforcement Teams	
Appendix D: Participant Statements Highlighting Assembly Bill 109 Program Participation Benefits	
Appendix E: CCP Identified Program Gaps and Priorities for the Public Safety Realignment Planning Process	

PUBLIC SAFETY REALIGNMENT ACT

292 individuals have received certificates of completion and graduated from the Probation Department's Adult Day Reporting Centers

On October 1, 2011, the Assembly Bill 109 Public Safety Realignment Act went into effect in Sacramento County and across California. The law alters the California criminal justice system by (a) shifting custody housing for convicted low-level offenders from state prison to local county jails, and (b) transferring the community supervision of designated parolees from the California Department of Corrections and Rehabilitation (CDCR) to local county probation departments. The intent of Assembly Bill 109 is to reduce the number of convicted offenders incarcerated in California's state prison system by "realigning" these offenders to local criminal justice agencies who are now responsible for these offender groups.

Under AB 109, the Penal Code is amended to provide incarceration terms in county jail rather than state prison for over 500 specific felony offenses. Offenders who must serve their sentence in county jail instead of state prison are known as County Jail Prison (N3) non-violent, non-serious, and non-sex offenders. Under the new law, a sentencing Superior Court judge has the option of splitting the sentence of a convicted (N3) defendant between an incarceration term in county jail and mandatory supervision. If the court sentences these offenders to serve their full term of incarceration in jail (straight sentence), the offender is not supervised upon release.

Additionally, the law creates a new offender status called "Post-Release Community Supervision (PRCS)." The law requires that a county agency supervise any convicted felon released from state prison with a committing offense that was non-violent, non-serious, and not a high-risk sex offense, or inmates committed after admitting one serious or violent prior. The Sacramento Probation Department has been designated by the Board of Supervisors as the supervising County agency for the PRCS offender group.

The third offender group AB 109 assigns to counties includes state parole violators who are revoked into custody. With the exception of offenders sentenced to life with parole, this group is being revoked to local county jail instead of state prison. The California Department of Corrections and Rehabilitation (CDCR) continues to supervise parolees released from prison after serving a term for a serious or violent felony, murder, life, or certain sex offenses, as well as high-risk sex offenders and mentally disordered offenders. Parole revocations are now heard in Superior Court.

The Public Safety Realignment Act also expanded the role and purpose of the Community Corrections Partnership (CCP) which was previously established in Penal Code Section 1230 through Senate Bill 678 and pursuant to Assembly Bill 117 an Executive Committee of the CCP is required to prepare an AB 109 Implementation Plan that will enable each county to meet the goals of the Public Safety Realignment legislation. The Executive Committee is comprised of the Chief Probation Officer (the Chair of the CCP); the Superior Court Presiding Judge; the District Attorney; the Public Defender; the Sheriff; a Police Chief; and the Administrator of Health and Human Services.

The AB 109 Public Safety Realignment Implementation Plan must be accepted by the Board of Supervisors in order to continue existing implementation strategies without interruption. The Plan outlines specific programming and facility requirements needed to implement the custody, supervision, diversion program interventions, and judicial processing of convicted AB 109 state prison felony defendants the Sacramento criminal justice system has assumed responsibility for. ***This document serves as Sacramento County's Community Corrections Partnership's (CCP) Long-Term AB 109 Public Safety Realignment Plan.***

This Long-Term Realignment Plan integrates jail inmate custody housing capacity and programming across three components of the County's adult criminal justice system including (a) jail housing (Sheriff's Department), (b) community supervision (Probation Department), and (c) treatment / programming (Correctional Health Services, Behavioral Health Services, Department of Human Assistance and contract providers for both the Sheriff and Probation Departments). The treatment and programming embodies evidence-based assessment principles and includes increased services directed to in-custody detainee populations and offenders participating in expanded alternatives to incarceration and non-custody diversion programs including electronic monitoring.

The planning, development and implementation of the Plan has been shaped by several important principles held in common by the membership of the Community Corrections Partnership (CCP). Each program and incarceration alternative strategy is concerned with (a) maintaining community safety, (b) increasing treatment support for high-risk offenders, and (c) improving offender success rates and reducing recidivism. The Plan also recognizes that any successful approach to supervising this new population of offenders requires an accurate identification of those most likely to recidivate and monitoring them intensively to increase compliance with conditions of supervision and promoting crime-free behavior.

The Plan focuses on both pretrial detainees and convicted (N3) post-sentence defendants incarcerated in the County's Main Jail and Rio Cosumnes Correctional Facility (RCCC) and probationers supervised through the Probation Department's Adult Day Reporting Centers (ADRC) and Intensive Supervision Units. The programming and inmate custody housing capacity is intended to permit the Sheriff and Probation Department to continue responding to the three groups of AB 109 offenders previously handled through the State Prison and Parole system.

Through the Plan, the Sheriff and Probation Departments are directing significant staff time and financial resources to make available evidence-based cognitive behavioral counseling, treatment, and rehabilitative programming to the in- and out-of-custody AB 109 offender populations. Both Departments are also continuing to build a continuum of comprehensive reentry services that starts in the jail and state prison when AB 109 and other local detainees transition into the community. A major emphasis in the reentry service programming is ensuring that reentry plan service needs are met and continue when offenders return to their neighborhoods. Under this Plan, the Sheriff and Probation Departments will also continue to collaborate and strengthen their working relationships with agency reentry staff and other community-based service providers. The work the agencies are pursuing is intended to allow incarcerated offenders to participate in a broad-based, integrated supportive network comprised of community, and faith-based organizations, county government and Sacramento criminal justice agencies.

The Long-Term Plan also recommends funding for other agencies and divisions including (a) Correctional Health Services, (b) Behavioral Health Services, (c) County Drug and Alcohol Agency, (d) Department of Human Assistance, and (e) District Attorney's Office who are providing important services and resources including benefit eligibility assistance and emergency transitional housing to the AB 109 Realignment groups. These services are an important link with the direct reentry service work that is being focused on these new local offender populations.

PRIORITY CCP RECOMMENDATIONS

The CCP partnership fully recognizes the overall intent of the AB 109 Public Safety Realignment Act. The "core" programming contained in this Long-Term Plan has been guided by research to implement the most cost-effective, evidence-based practices that reduce recidivism, victimization, and probation failure. As the Long-Term Plan recommendations are implemented, the CCP will report outcomes and program progress.

Policies, practices, and services will be assessed and evaluated to determine their effectiveness. Program evaluation data will be widely shared and all CCP members are committed to ongoing revision and improvement of this Plan to achieve the greatest possible effectiveness within available resources. While the annual total allocated AB 109 funding provided by the Legislature and the Governor's Office has not been adequate, the recommendations outlined in this Long-Term Implementation Plan will fund an array of public / private service agencies who have extensive experience working and addressing the needs of the AB 109 offender groups. The recommendations also include operational funding for the county jail system to hold these new offenders accountable for the crimes they have committed while pursuing program interventions proven to reduce the likelihood of new offenses.

The passage and implementation of California's Public Safety Realignment AB 109 legislation presents significant and dramatic change for Sacramento County's community corrections programs and adult probation. The CCP is requesting that the Board of Supervisors adopt these

recommendations and continue to provide funding to the identified criminal justice and community service agencies.

The program categories recommended in the Plan include the following:

*Sacramento AB 109 Long-Term Realignment Plan
Programs and Jail Custody Housing Categories and Priority Recommendations*

Alternatives to Incarceration:

- § Implementation of Jail Release and Pretrial Supervision Program

Jail Housing Capacity:

- § Sheriff's Department's AB 109 Main Jail and RCCC inmate custody housing needs

Jail Inmate Services and Treatment:

- § Implementation of jail inmate services and treatment: Evidenced-based risk / needs assessment, case managers, GED testing, college credit classes, job training, technical career education, alcohol/ drug counseling, cognitive behavior therapy, job search/ placement assistance and development of transitional offender reentry plans with wrap-around services

Crime Data Collection Analysis and Reporting:

- § Centralized Regional Law Enforcement AB 109 Crime Data Collection, Analysis and Reporting

Jail Mental Health Services:

- § Assessments, clinical treatment, case management and psychotropic prescription medications for AB 109 sentenced offenders and parolees needing crisis counseling and other supportive mental health services

Community Supervision:

- § Implementation of the Sheriff's Department's AB 109 Home Detention Electronic Monitoring (EM) Program with cognitive behavioral treatment services
- § Implementation of Adult Day Reporting Centers (ADRC) and Intensive Supervision Units for Post-Release Community Supervision (PRCS) and Mandatory Supervision offenders with evidenced-based risk / needs assessment, cognitive behavioral therapy, alcohol/drug counseling, job/education assistance and development of transitional offender reentry plans with wrap around services
- § PRCS and mandatory supervision offenders' psychotropic prescription medication needs

AB 109 Workload Augmentation:

- § Crime Lab staffing, Crime Lab supplies, and District Attorney prosecutor staff augmentation for AB 109 workload

Benefit Eligibility Assistance and Transitional Housing:

- § Assignment of Eligibility Specialists to Adult Day Reporting Centers (ADRC) and RCCC Branch Jail to link AB 109 offenders to critical benefits including General Assistance (GA) and referrals to Cal-Fresh, Medi-Cal, SSI, Veterans Benefits, Cal-Works, and employment services
- § Transitional emergency housing beds with wrap around services for up to 90 days for AB 109 offenders

STATE FUNDING ALLOCATIONS

The provisions of the Realignment Act legislation directs that the California Legislature, through the State budgeting process, establish a yearly funding level and allocation that counties will receive to implement their AB 109 Implementation Plans. The CCP has developed this Long-Term Plan which establishes the program categories and recommendations being submitted to the Board of Supervisors for review and acceptance. The Board of Supervisors will review and, as part of the County's fiscal year budget process, set the yearly allocations for the county departments and agency programs who are responsible for implementing the annual Long-Term Realignment Plan recommendations.

The CCP is also continuing the following two policies which addresses budget carryovers and use of annual program funding allocations:

- (1) If funds allocated to programs are not expended in the fiscal year, they remain in the trust fund for reallocation in subsequent fiscal years.
- (2) A Department may transfer up to 10% of their total allocation from the CCP to other programs within that Department which are funded through the CCP without the approval of the CCP.

This Plan shows the work the Sacramento CCP has been doing and how specific programs are being implemented. As statewide and local AB 109 program development and research data becomes available, the Sacramento CCP will consider program modifications, new evidence-based programming offender interventions and other implementation recommendations.



Group and individual counseling is available to AB 109 (N3) detainees housed at the Sheriff's RCCC sentenced facility and PRCS and mandatory supervision offenders participating in Probation's network of Adult Day Reporting Centers (ADRC)

BACKGROUND INFORMATION



Probation's AB 109 Intake and Assessment Unit

The Public Safety Realignment Act (AB 109) and subsequent amending legislation have tasked counties with implementing the most significant change in criminal justice in California in more than three decades. The Realignment Act makes fundamental changes to California's adult correctional system, shifting from the state to counties certain responsibilities for most individuals convicted of non-serious, non-violent offenses. The intent of realignment is to reserve costly state prisons for individuals convicted of serious and violent offenses and to encourage counties to develop and implement evidence-

based practices and alternatives to incarceration to limit future crimes and victims.

AB 109 Overview

The AB 109 Realignment Act shifts designated convicted felony defendants to California counties. Each county must develop a Public Safety Realignment Plan accepted by the Board of Supervisors before funding can be reallocated to local law enforcement and other county justice agencies. The legislation assumes counties will handle this offender population in a different manner than the California Department of Corrections and Rehabilitation (CDCR) by utilizing a hybrid of incarceration time, community supervision, and/or alternative custody and diversion programs during the offender's sentence term. Each implementation plan must further identify evidence-based practices which can be established so that the community's public safety is not jeopardized because of these newly transferred offender populations. The plan should outline specific programming and facility requirements needed to implement the custody, supervision, diversion program interventions and judicial processing of convicted state prison felony defendants the criminal justice system assumed responsibility for after October 1, 2011.

The AB 109 and AB 117, bills taken together, create extensive changes to existing statutory law which is intended to reduce the number of convicted offenders incarcerated in California's State Prison system and "realigns" these offenders to local criminal justice agencies who are now responsible to manage the specified offenders. This realignment and change in law is viewed as a response and partial solution to California's budget crisis and a recent U. S. Supreme Court order requiring the state to reduce prison overcrowding. Public Safety Realignment was proposed as a method to lower the state prison inmate population in the safest possible way by allowing for county-level management and supervision of certain offender groups as opposed to the alternative option of massive releases of state prison inmates to communities with no further supervision or accountability.

The intent of the realignment is to allow maximum local flexibility within the statutory framework set forth in these two pieces of legislation. The legislation requires a local collaborative planning and implementation process which emphasizes community-based corrections, intermediate sanctions and punishment, use of evidence-based practices / programs, and improved supervision strategies. Further, the legislation states ***“The purpose of justice reinvestment is to manage and assign criminal justice populations more cost effectively, generating savings that can be reinvested in evidenced-based strategies that increase public safety while holding offenders accountable.”***

With the 2011 enactment of the AB 109 Realignment Act, the Legislature and State government correctional officials are recognizing that California criminal justice policies which rely on building and operating more prisons to address community safety concerns are not financially sustainable and will not result in improved community public safety. Equally important, the Realignment Act is based upon a fundamental acknowledgement that California counties are likely better positioned with staff and programming to integrate public health and social services as part of rehabilitation and offender reentry in ways that the State of California cannot.

The Realignment Act mandates that felons convicted of non-violent, non-serious and non-sex offenses (N3) serve their prison sentence in county jail instead of state prison. Offenders sentenced to serve determinate incarceration terms, whether it is in state prison or local custody as the new law requires, will serve a term directed by the Superior Court. For offenders sentenced to a term in local custody, the new law, however, permits a judge to split a determinate sentence between custody and “mandatory supervision.”

Additionally, the law creates a new status called “Post-Release Community Supervision (PRCS).” The law requires that a county agency supervise any convicted felon released from state prison with a committing offense that was non-violent, non-serious, and not a high-risk sex offense, or inmates committed after admitting one serious or violent prior. These offenders may have been serving a term that was enhanced with a prior serious or violent felony (strike prior). In accordance with AB 109 and AB 117 (Chapter 39, Statutes of 2011), each county is required to designate a supervising county agency for the new Post-Release Community Supervision Program. On July 26, 2011, the Sacramento Probation Department was designated by the Board of Supervisors as the supervising agency.

Under the legislation, the Penal Code was amended to provide incarceration terms in county jail rather than state prison for over 500 specific felony offenses. A sentencing Superior Court judge will also have the option of splitting the sentence of a non-serious, non-violent, non sex offender (N3) between an incarceration term in county jail and mandatory supervision. If the court sentences these convicted offenders to serve their full term of incarceration in county Jail, the offender will not be supervised upon release.

Key elements for each of the AB 109 offender groups whose supervision responsibilities have shifted to the counties include:

AB 109 Realignment Act Offender Groups

- § ***Post-Release Community Supervision (PRCS) Offenders:*** Most felons released from state prison on or after October 1, 2011 are subject to county Post-Release Community Supervision. This includes felons serving a term after admitting one strike prior, low to mid risk sex offenders, and (N3s) serving a prison sentence. Offenders will be returned to the county of last legal residence, not necessarily the county where the crime was committed. The maximum term of post-release supervision is three years; however, offenders without violations may be discharged after six months, and those who remain violation free for 12 months must be discharged. CDCR has no jurisdiction over any offender placed on Post-Release Community Supervision.
- § ***Non-Violent, Non-Serious, Non-Sex (N3) Offenders Sentenced to Serve a Term in County Jail Followed by Mandatory Supervision:*** Felons sentenced to a term of imprisonment in county jail pursuant to Penal Code Section 1170(h) may be supervised by the Probation Department if the Superior Court opts to split the term of imprisonment between custody and “mandatory supervision.”

The California Department of Corrections and Rehabilitation (CDCR) continues to supervise parolees released from prison after serving a term for a serious or violent felony, murder, and certain sex offenses, as well as high-risk sex and mentally disordered offenders. With the exception of offenders who have served life terms, all other parolees who violate the terms of their parole, cannot be returned to prison, but can serve a maximum sanction of 180 days in county jail.

Offenders placed on Post-Release Community Supervision are also subject to flash incarceration of up to ten days for violations of Post-Release Community Supervision conditions. For more serious violations, after a hearing before the Superior Court, an offender may be sanctioned by up to 180 days in county jail.

Effective October 1, 2011, the Superior Court has assumed responsibility for offenders placed on Post-Release Community Supervision. Effective July 1, 2013, the court has also begun to hear all parole violations, with the exception of those who have served an indeterminate sentence (murder and specified sex offenders).

Key provisions and elements of the AB 109 Public Safety Realignment Act include the following:

Major AB 109 Public Safety Realignment Act Provisions

- § **Felony Sentencing:** Revises the definition of a felony to include certain crimes that are punishable in jail for 16 months, two years, three 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 are subject to, for a period not to exceed three years, post-release community supervision provided by the Sacramento County Probation Department.
- § **Revocations Heard and Served Locally:** Post-release community supervision and parole revocations are served in local jails (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 hear revocations of post-release community supervision and standard parole.
- § **Changes to Custody Credits:** Jail inmates are able to earn four days of credit for every two days served. Time spent on pre-trial home detention (i.e., electronic monitoring), and work release earn only actual custody credit (day for day).
- § **Alternative Custody:** Supports alternatives to local jail custody with programs such as work release and home detention. Inmates committed to County Jail may voluntarily participate or involuntarily be placed in a home detention program during their sentence in lieu of confinement in the County Jail. Penal Code Section 1203.018 also authorizes electronic monitoring for inmates being held in the county jail in lieu of bail. Offenders placed on electronic surveillance pursuant to PC 1203.018 will earn only actual custody credit (day for day). The Chief Probation Officer can offer an electronic monitoring and/or home detention program to individuals who are granted probation or are under post-release community supervision as a sanction for violating supervision conditions or as an aid to probation supervision.
- § **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 to hold offenders accountable and mitigate the need for Revocation Hearings.
- § **Contract Beds:** Counties can contract back with the State to send local offenders to State Prison and/or Fire Camps. Counties are also able to contract with public community correctional facilities. Contracting does not extend to parole revocations.

AB 109 OFFENDER GROUPS

CDCR estimates that by June 2015 at “full implementation”, the Sacramento County criminal justice system will be handling an average daily population (ADP) of new offenders that will include the following:

***Estimated Average Daily Population (ADP) at "Full Implementation" of AB 109
of New Offenders in the Sacramento County Criminal Justice System***

- § 895 (N3) offender serving a felony sentence in county jail (505 serving less than three years; 390 serving more than three years).
- § 1,203 California Department of Corrections and Rehabilitation (CDCR) offenders receiving Post-Release Community Supervision (PRCS) provided by the probation department.
- § 208 revoked offenders in county jail on state parole or local probation violations.

Total AB 109 Average Daily Population (ADP) caseloads 2,306

The offenders shifted to local county jail custody, supervision and treatment under the AB 109 Realignment clearly have high needs in the area of substance abuse, mental health issues, post-release homelessness, and lack of educational/vocational skills. They also have other basic needs including insufficient problem solving skills, negative peer influences, and anti-social thinking.

COMMUNITY CORRECTIONS PARTNERSHIP (CCP)

Across California, local corrections officials have been working to expand the use of evidence-based practices in sentencing, probation supervision and program interventions to reduce the state prison felony population. Senate Bill 678 in 2009 established the Community Corrections Partnership (CCP) which is chaired by the local Chief Probation Officer. The CCP is charged with advising on the implementation of State SB 678 funded initiatives. AB 109 (2011) expanded the authority of the CCP to include the development of a Public Safety Realignment Implementation Plan and established an executive committee of the CCP as the approving authority for the Implementation Plan.

CCP Planning and Oversight

Since AB 109 Realignment went into effect, the Sacramento Community Corrections Partnership (CCP) has been meeting regularly and recognizes the need for local criminal justice agencies and community partners to work together to effectively provide the programs and intervention services needed to respond to the Realignment legislation. From the inception of the CCP planning work, members have also recognized the need to address community concerns and to implement programming that is consistent with best practices that will hold offenders accountable while reducing the likelihood of recidivism. In order to maintain public safety and to improve offender success rates, utilizing evidence-based interventions are a top priority. In reviewing programs and service interventions for these new offender populations, the committee has relied on research to identify the most cost-effective, evidence-based practices that have been shown to lower recidivism, victimization, and probation failure.

The executive committee of the CCP oversees the realignment process and the implementation of the programming and other recommendations identified in the local Plan. The executive committee also advises the Board of Supervisors on programming for the various components of the Plan. This long-term AB 109 Implementation Plan for Sacramento County was developed by the executive committee, CCP members, and other key partners. *(See Appendix A: Sacramento County Community Corrections Partnership (CCP) Membership Roster)*

DEVELOPMENT OF LONG-TERM REALIGNMENT IMPLEMENTATION PLAN

The shifting of community supervision and housing from the California Department of Corrections (CDCR) to Sacramento County requires a long-term comprehensive plan to effectively implement these modifications to the community's criminal justice system without compromising public safety. The State has suggested that local realignment plans maximize the investment of criminal justice resources in proven evidenced-based correctional sanctions and intervention programs.

This long-term plan explains how Sacramento County will continue to manage the new class of offenders now under its supervision. The legislation assumes that through the development of these Public Safety Realignment Plans, counties will handle these offender populations differently than CDCR. Each implementation plan is expected to identify evidence-based practices / services which would be established so that the community's public safety was not jeopardized in light of these newly transferred offender populations. It was further anticipated that each county implementation plan would also outline specific programming and inmate housing requirements needed to implement the custody, supervision, diversion program interventions, and judicial processing of convicted state prison felony defendants the county's justice system assumed responsibility for under realignment.

Central to the Realignment Act is the core assumption that each county's CCP will continue to play a critical role in developing new programs and ensuring outcomes for low-level offenders. Treatment and other offender support programs are also critically important within the Sacramento local criminal justice system and must be fully integrated into the areas of supervision and custody. Building effective working service delivery partnerships between **(1) community-based services / treatment providers, (2) Behavioral Healthcare Services, (3) Sheriff's Department, (4) Probation Department, (5) District Attorney, (6) Public Defender, and (7) Department of Human Assistance (DHA)** to respond to realignment is also a major goal in the ongoing implementation of the programs contained in this long-term planning document.

Another essential element embodied in the plan concerns the use and expansion of alternatives to incarceration programs and non-custody alternatives whenever possible so as to maximize offender success and reduce jail overcrowding without compromising public safety. The CCP recognizes that the realignment process is highly dynamic and requires monitoring and a capacity to modify approaches and programming to meet emergency needs and address new opportunities.

AB 109 Long-Term Implementation Plan

The Long-Term Sacramento County Realignment Plan establishes the policies and practices across three important areas including jail custody housing, community supervision, and treatment / programming provided by qualified provider organizations. The long-term plan offers a set of strategies to manage the new and ongoing offender populations coming to Sacramento County.

Any successful approach to supervising this new population of offenders also requires an accurate identification of those most likely to recidivate and monitoring them extensively to increase compliance with conditions of supervision and promote crime-free behavior. The mere consequence of serving time in county jail and/or community supervision is not sufficient to reduce criminal activity. Reduction of criminal behavior must also include targeting the risk factors that contribute to criminal activity.

These risk factors, when addressed, can directly affect the offender's chance for recidivism. Based upon an assessment of each offender, these needs can be prioritized and specific services focused on each individual's greatest needs. The CCP will continue to meet regularly to monitor and report on the implementation efforts in response to AB 109. The CCP will also be working to evaluate the implementation of programs and services and carry out community outreach efforts to inform the public about the progress of the legislation. ***In addition, the CCP will consider new research and evidence-based programming data as it becomes available.***

STATE FUNDING FOR AB 109 REALIGNMENT

The Realignment legislation initially provided nine months of funding from the State to the counties to implement the Realignment law. The California State budget, passed by the legislature and signed by the Governor for FY 2012-13 and FY 13-14 provided a second and third state-wide yearly funding allocation for counties to continue the implementation of the Realignment Act.

The following chart summarizes the annual funding allocations Sacramento County has received and allocation activities categories the funding has been directed to since the Realignment legislation began in 2011.

Sacramento County AB 109 Public Safety Realignment Funding			
Allocation Category	FY 2011-12	FY 2012-13	FY 2013-14
<p>AB 109 Start-up Allocation:</p> <p>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.</p>	\$927,200	\$0	\$0
<p>CCP Planning Allocation:</p> <p>CCP Planning Grant (one-time funding): These funds are based on County population and are intended to assist in the development of the AB 109 Implementation Plan.</p>	\$200,000	\$200,000	\$200,000
<p>AB 109 Program Funding Allocation:</p> <p>AB 109 Public Safety Realignment Adult Population Shifts. This is intended to cover all aspects of the adult population shifts, including the transfer of low-level convicted (N3) offenders and local PRCS supervision caseloads and parole violators.</p> <p>SB 1020 Escalation and Growth Factor</p>	\$13,140,178	\$28,075,510 \$2,160,204 ⁽¹⁾	\$28,075,510 \$2,051,760 ⁽²⁾
SUBTOTAL	\$14,267,378	\$30,435,714	\$30,327,270
<p>DA / PD Revocation Activities Allocation:</p> <p>District Attorney/Public Defender Activities. These funds are to be divided equally between the two departments to cover costs associated with revocation hearings.</p> <p>SB 1020 Escalation and Growth Factor</p>	\$171,018	\$534,303 \$211,473 ⁽¹⁾	\$534,303 201,300 ⁽²⁾
TOTAL	\$14,438,396	\$31,181,490	\$31,062,873

(1) Actual Allocation
(2) Estimated Allocation

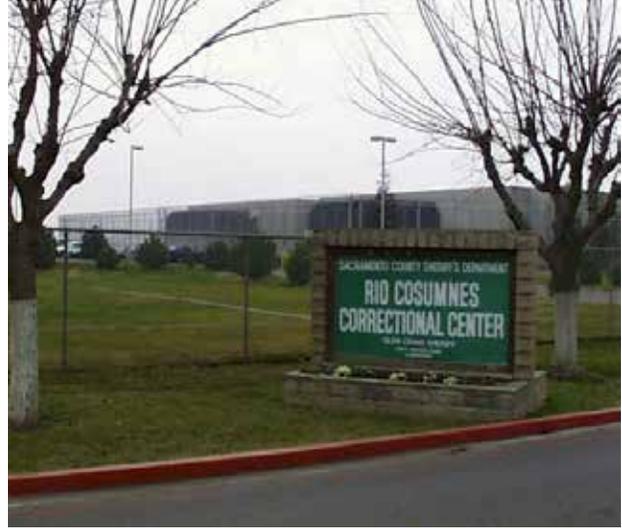
In Year 1 (FY 2011-12), the Sacramento CCP received a nine-month allocation totaling \$14,267,378 for start-up, planning, and initial program implementation. The District Attorney and Public Defender received \$171,018 that was evenly split between the two departments for costs related to AB 109 revocation hearings. In Year 2 (FY 2012-13), the Sacramento County CCP received \$30,435,714. The District Attorney and Public Defender received a Year 2 allocation totaling \$534,303.

For FY 2013-14 (Year 3), the CCP received \$30,327,270 for continued planning and program base allocations. Senate Bill 1020 (Chapter 40, Statutes of 2012) amended the California Government Code to provide an additional escalation and growth factor for the Realignment Act county funding levels for the two year period covering FY 2012-13 and 2013-14.

For subsequent fiscal years, the Governor's proposed yearly budget will include state-wide funding allocation recommendations to the legislature for the ongoing implementation of the AB 109 Public Safety Realignment Act. Individual county allocations, including Sacramento County's, will be established by the State Department of Finance with a recommendation from the California State Association of Counties Realignment Allocation Committee before September 30th in each follow up year.



The Main Jail provides custody housing for AB 109 flash incarcerations, pre-revocation parolees, and inmates with significant serious mental health disorders



The RCCC sentenced facility provides custody housing for AB 109 convicted (N3) inmates and post-revocation PRCS inmates and parolees

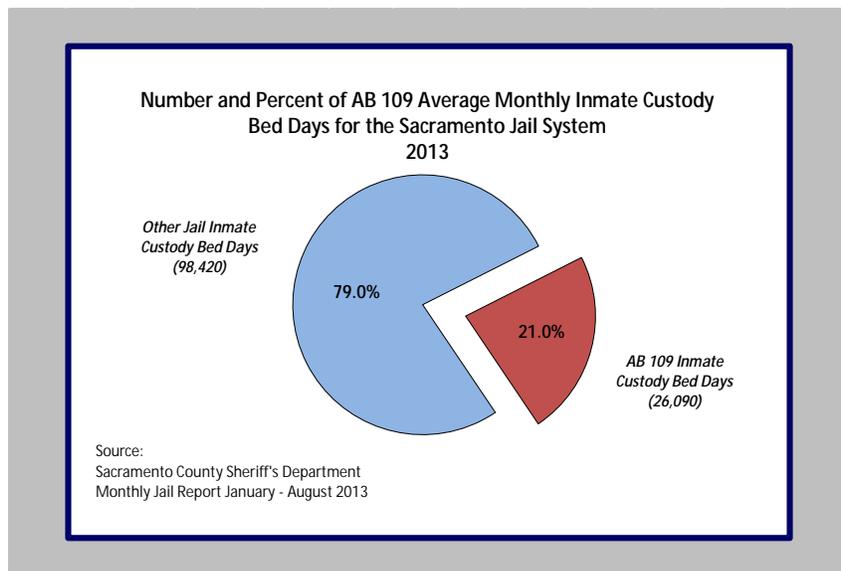
AB 109 OFFENDER POPULATION GROUPS

The Sacramento County Sheriff’s Department, Probation Department and other AB 109 partnering service agencies are currently handling a total of 2,877 AB 109 offenders. Approximately 30.9% of the offender population (890) are County Jail Prison (N3) detainees, parolees, and flash incarceration inmates housed in the Main Jail or Rio Cosumnes Correctional Center (RCCC) detention facilities. The other 69.1% of the AB 109 population (1,987) are Post-Release Community Supervision (PRCS) and mandatory supervision offenders.



Nearly one out of four (26.9%) individuals under the Sheriff’s jurisdiction are participating in alternative to incarceration programs

The AB 109 Realignment Act is having a significant impact on county jail custody trends. System-wide, Main Jail and RCCC AB 109 average monthly inmate bed days have increased from 10.0% in 2011 to 21.0% in 2013.

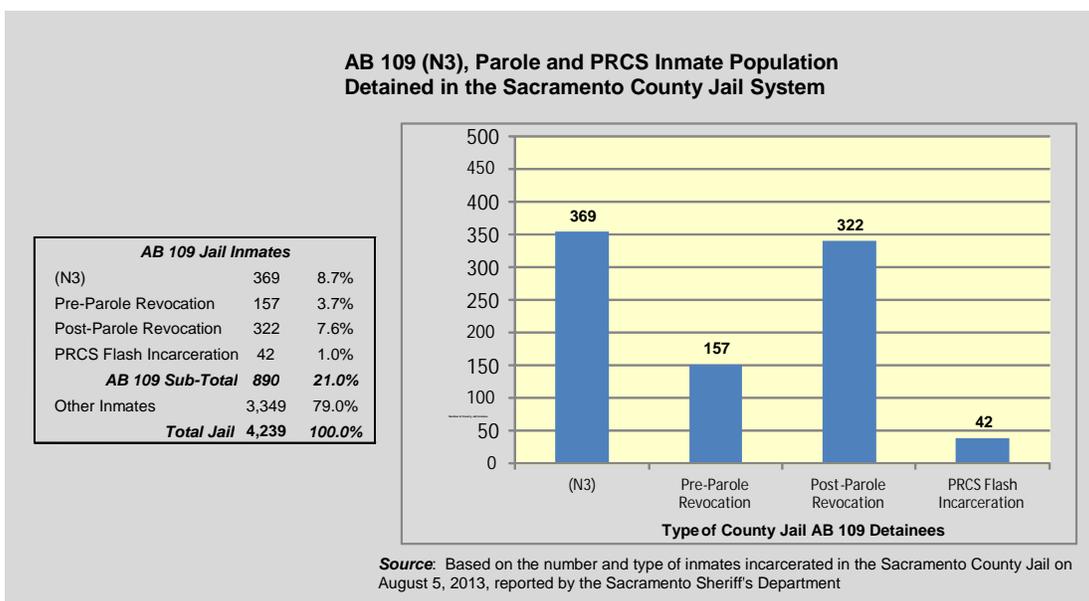


In terms of monthly jail booking trends, the Sacramento Main Jail has been processing an average of 531 realignment detainee bookings a month since October 2011. Approximately 9.2% (49) of the bookings have been (N3) sentenced inmates. Another 66.5% (353) are parolees, and the remaining 24.3% (129) are PRCS pre- and post-revocation detainees.

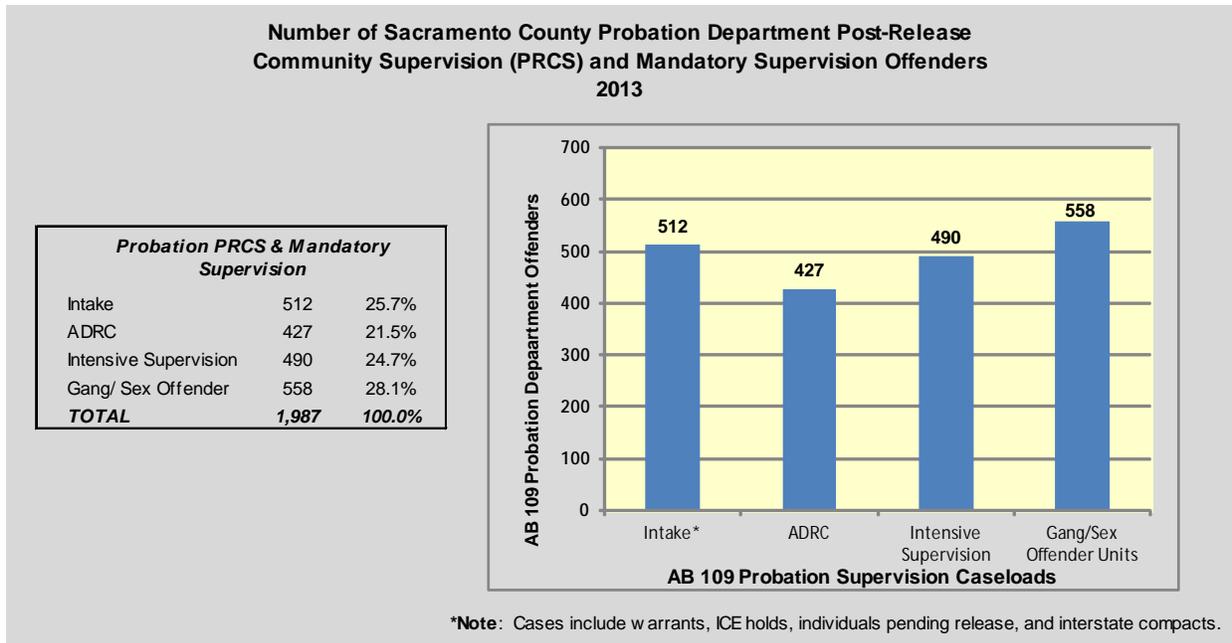
Sacramento County Jail Monthly AB 109 (N3), Parole and PRCS Inmate Booking Trends 2011 - 2013				
Month / Year	(N3), Parole and PRCS Inmates			AB 109 Bookings
	(N3) Inmates	Parolees (3056)	PRCS Detainees	Total
2011:				
Qtr 4 Oct - Dec	165	1,358	62	1,585
2012:				
Qtr 1 Jan - Mar	144	1,478	220	1,842
Qtr 2 Apr - Jun	127	1,365	345	1,837
Qtr 3 Jul - Sep	126	1,336	416	1,878
Qtr 4 Oct - Dec	109	1,127	421	1,657
2013:				
Qtr 1 Jan - Mar	150	1,140	550	1,840
Qtr 2 Apr - Jun	197	1,030	583	1,810
Qtr 3 Jul - Sep	315	994	550	1,859
Avg. Monthly AB 109 Bookings	49	353	129	531
Percent (%)	9.2%	66.5%	24.3%	100.0%

SactoLongTerm/Tables&Chts/Table1

A composite snapshot of the jail system's daily inmate population levels further shows that among the 4,239 inmates detained in the Sacramento County Jail a total of 890 (21.0%) are AB 109 County Jail Prison (N3) convicted felony defendants sentenced to county jail, parolees (3056 PC), or PRCS offenders held in custody under the Realignment Act flash incarceration provisions of the law. The other 3,349 (79.0%) incarcerated inmates are pretrial and sentenced local adult offenders and other detainees being held on warrants and holds from federal / state law enforcement agencies. A total of 369 or 41.5% of the 890 jail realignment inmates are (N3) sentenced felony offenders, and 53.8% (479) were pre- and post-revocation hearing state parolees and 42 (4.7%) are PRCS probationers detained for up to a ten day flash incarceration term in the county jail system.



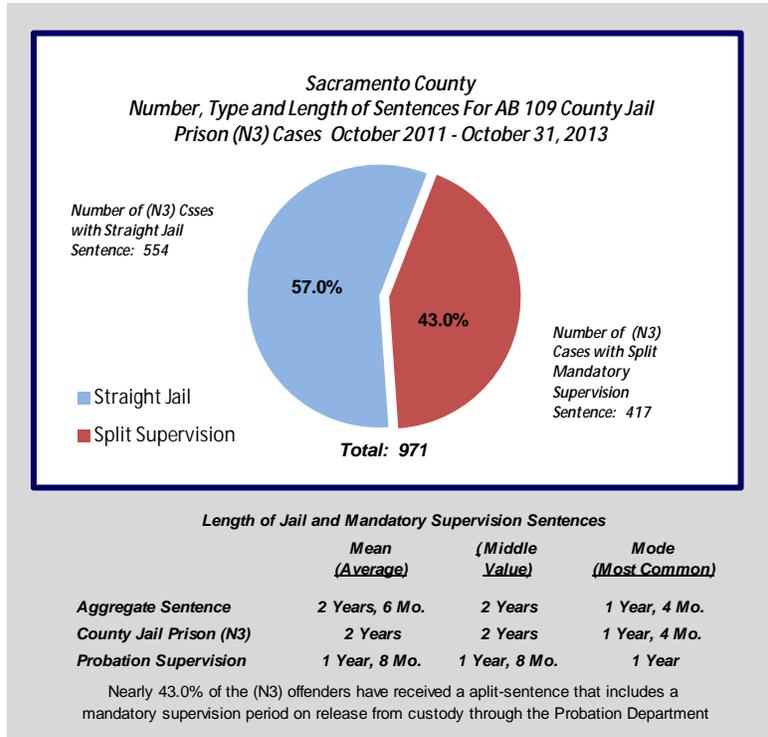
At the same time, the Sacramento County Probation Department is also supervising another 1,987 PRCS and mandatory supervision AB 109 probationers. The supervision population includes AB 109 offenders assigned to the Department's Adult Day Reporting Centers (427), Intensive Field Supervision Units (490), Gang/Sex Offender Supervision Units (558), or PRCS Intake Unit (512). Approximately 21.5% (427) of the Probation AB 109 caseloads are being supervised in one of the three Adult Day Reporting Centers (ADRC) with the majority (52.8%) being handled by probation field officers assigned to supervise intensive supervision offender caseloads and specialized Supervision Units.



TYPE AND LENGTH OF AB 109 (N3) COURT SENTENCES

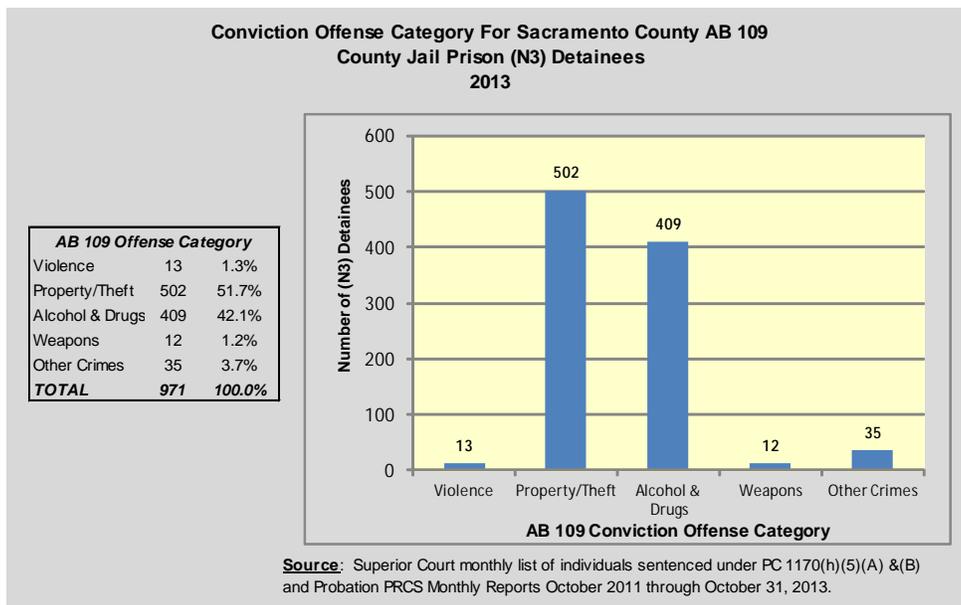
Since AB 109 was initially implemented in 2011, through October 2013, a total of 971 County Jail Prison (N3) felony defendants have been convicted and sentenced by the Superior Court to county jail. The overwhelming majority (57.0%) of County Jail Prison (N3) convicted felony defendants are being sentenced to a straight jail term without follow-up probation supervision. ***A total of 43.0% are receiving a split sentence that includes a mandatory supervision period upon release from custody through the probation department.***

The average length of sentence for County Jail Prison (N3) offenders is two years, six months, and an additional one year, eight months for split sentence inmates with required mandatory probation supervision. The longest County Jail Prison (N3) jail term for a convicted AB 109 felony offender has been 13 years. The longest mandatory probation supervision term for split sentence (N3) inmates has been five years.



COUNTY JAIL PRISON (N3) CONVICTION OFFENSES AND DEMOGRAPHIC CHARACTERISTICS

Among the convicted (N3) felons, the majority (51.7%) have been sentenced to county jail for offenses that involve theft and property crimes. The second largest group (42.1%) of the (N3) convicted and sentenced cases involve alcohol and/or drugs. These two combined offender groups represent nearly nine out of every 10 AB 109 defendants sentenced to county jail since the Realignment Law was enacted.



A snapshot profile of selected characteristics of the County Jail Prison (N3) detainees in 2013 shows that 12.3% of the (N3) detainees sentenced to County Jail are female and 87.7% are male. Less than 6.6% are under the age of 25, with the majority (68.8%) between 25 and 44 years of age. Nearly 23.8% are 45 to 64 years old, and six out of every 10 (58.1%) are ethnic minorities (Black, Hispanic, Native American, and other).

Approximately 17.6% of the County Jail Prison (N3) detainees have residences within the City of Sacramento. Nearly 6.7% are identified as transient or homeless. Approximately 17.3% live in the unincorporated area of Sacramento County. Citrus Heights, Elk Grove, Rancho Cordova, Folsom, and Galt account for 11.8% of the residencies of the (N3) detainees. Nearly 46.6% of the (N3) detainees have out of county addresses or their residency is unknown.

Demographic Characteristics Snapshot of County Jail Prison (N3) Detainees 2013		
Selected Demographic Characteristics	County Jail Prison (N3)*	
	Number	Percent
Gender:		
Male	548	87.7%
Female	<u>77</u>	<u>12.3%</u>
Total	625	100.0%
Age Group:		
18 - 20	13	2.1%
21 - 24	28	4.5%
25 - 44	430	68.8%
45 - 64	149	23.8%
65 and up	<u>5</u>	<u>0.8%</u>
Total	625	100.0%
Ethnicity		
White	262	41.9%
Black	191	30.6%
Hispanic	130	20.8%
Asian / Pacific Islander	40	6.4%
Other	<u>2</u>	<u>0.3%</u>
Total	625	100.0%
Residency:		
Sacramento City	110	17.6%
Citrus Heights	13	2.1%
Elk Grove	43	6.8%
Rancho Cordova	13	2.1%
Folsom	3	0.5%
Galt	2	0.3%
Unincorporated Area	108	17.3%
Transient	42	6.7%
Out of County / Unknow	<u>291</u>	<u>46.6%</u>
Total	625	100.0%

SactoLongTerm/Tables&Chits/Table3

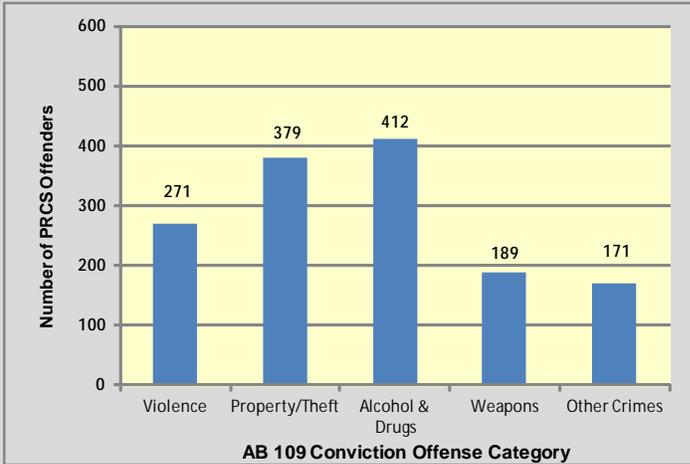
*Source: Snapshot profile of County Jail Prison (N3) detainees taken on November 14, 2013, developed by the Sacramento County Sheriff's Department.

PRCS CONVICTION OFFENSES AND DEMOGRAPHIC CHARACTERISTICS

The majority of the Post Release Community Supervision (PRCS) offenders (55.6%) the probation department is supervising have conviction offenses involving property / theft, or alcohol and / or drug offenses. Approximately 33.4% were convicted and sentenced to State Prison for violent crimes or weapon offenses. The remaining supervised PRCS offenders have been convicted of a range of other felony crimes.

**Conviction Offense Category For Sacramento County AB 109
Post Release Community Supervision (PRCS) Offenders
2013**

AB 109 Offense Category		
Violence	271	19.1%
Property/Theft	379	26.6%
Alcohol & Drugs	412	29.0%
Weapons	189	13.3%
Other Crimes	171	12.0%
TOTAL	1,422	100.0%



Source: Snapshot profile of active PRCS offenders on December 31, 2013, developed by the Sacramento County Probation Department.



The Sacramento Probation Department is supervising PRCS offenders through the Adult Day Reporting Centers, Intensive Field Supervision Units, and Specialized Units

A snapshot profile of selected characteristics of the Post Release Community Supervision (PRCS) group processed through the probation department in 2013 shows that approximately 9.0% of the PRCS population are females and 91.0% are males. Less than 7.2% are under the age of 24, with the majority (63.8%) between 25 and 44 years of age. Nearly 28.2% (one out of every three offenders) are 45 to 64 years old, and 64.7% are ethnic minorities (Black, Hispanic, Native American, and other).

The overwhelming majority (59.7%) of the Post Release Community Supervision (PRCS) offenders have residences within the City of Sacramento. Nearly 17.4% are identified as transient or homeless. Approximately 8.7% live in the unincorporated area of Sacramento County. Citrus Heights, Elk Grove, Rancho Cordova, Folsom, and Galt account for 9.6% of the residences.

Demographic Characteristics Snapshot of PRCS Population 2013		
Selected Demographic Characteristics	Post Release Community Supervision (PRCS)	
	Number	Percent
Gender:		
Male	1,294	91.0%
Female	<u>128</u>	<u>9.0%</u>
Total	1,422	100.0%
Age Group:		
18 - 20	5	0.4%
21 - 24	97	6.8%
25 - 44	907	63.8%
45 - 64	401	28.2%
65 and up	<u>12</u>	<u>0.8%</u>
Total	1,422	100.0%
Ethnicity		
White	502	35.3%
Black	550	38.7%
Hispanic	286	20.1%
Asian / Pacific Islander	62	4.4%
Other	<u>22</u>	<u>1.5%</u>
Total	1,422	100.0%
Residency:		
Sacramento City	849	59.7%
Citrus Heights	45	3.2%
Elk Grove	32	2.3%
Rancho Cordova	40	2.8%
Folsom	10	0.7%
Galt	9	0.6%
Unincorporated Area	124	8.7%
Transient	247	17.4%
Out of County / Unknow	<u>66</u>	<u>4.6%</u>
Total	1,422	100.0%

SactoLongTerm/Tables&Chts/Table2

Source: Snapshot profile of active PRCS offenders on December 31, 2013, developed by the Sacramento County Probation Department.

ALTERNATIVES TO INCARCERATION PROGRAM PARTICIPATION RATES

Sacramento County has taken significant steps to maximize use of recognized pretrial and post-sentence alternatives to incarceration programs and innovative case processing practices in an effort to avoid detention system overcrowding. The Sheriff's Department has developed four major alternatives and early release protocols for incarcerated inmates. The programs are being implemented in response to the increasing impact the AB 109 Realignment legislation is having on the county's jail system. The four alternative programs include a *(1) Jail Cite and Release Protocol*, *(2) Pretrial Own Recognizance (OR) Release Supervision Program*, *(3) the Sheriff's Work Release Program*, and *(4) Sheriff's Home Detention and Electronic Monitoring Program*.

The expanded use of citation release allows detained misdemeanants to remain in the community while their arrest incident is adjudicated through Superior Court. Use of the Main Jail's cite and release policies eliminates an unnecessary burden on the Jail. The Pretrial and Supervised OR Release Program is intended to reduce the number of offenders in the jail that are pending trial. With the Pretrial Release program, the Superior Court is provided with comprehensive, accurate information about the offender's risk of re-arrest or potential failure to appear before the Court if released, potential threat to the community, and reliability.

The Sheriff's Work Release Program is the county criminal justice system's major post-sentence alternative to incarceration program. The Program helps reduce the inmate population within RCCC by releasing those sentenced inmates who qualify for the alternative programming in lieu of jail incarceration.

The Sheriff's Department is also leasing electronic monitoring units for their Home Detention Program. With the passage of AB 109, the Program has been expanded to accommodate an average daily population of 500 participants. Expansion of the Home Detention Electronic Monitoring Program (EM) is intended to provide the county with a strictly monitored program designed to safely divert convicted higher-risk offenders from county jail incarceration to a community-based regiment of supervised home detention.

In addition, the local justice system has implemented intensive supervision programs and new Probation Adult Day Reporting Centers (ADRC) which have been designed around national best practice research. One of the three ADRC's is supported with Realignment funds.

These programs have allowed qualified offenders to fulfill their sentences without occupying jail beds. The Probation Department has also adopted the practice of recommending split sentences for AB 109 offenders under Section 1170(h) of the Penal Code as often as possible, which further reduces the need for long-term bed space in the county jail which allows offenders to spend a significant portion of their custodial time out in the community.



Three Probation AB 109 Adult Day Reporting Centers have been established including this North Area office located 1215 Del Paso Blvd

Probation also utilizes flash incarceration to ensure continued compliance with community supervision requirements for the PRCS population. Since flash incarceration is limited to a maximum of ten days in the jail, this program operates as an alternative to incarceration by providing a graduated intermediate sanction process to encourage compliance rather than simply rebooking offenders who are failing probation into the jail to serve the remainder of their terms.

IMPACT AND EFFECTIVENESS OF INCARCERATION ALTERNATIVES

The importance of jail incarceration alternative programs has clearly emerged in counties like Sacramento with the implementation of AB 109 Realignment, which has brought larger numbers of long term, sentenced inmates into county jails. In 2013, the Sheriff's new Pretrial Jail OR Release Program staff interviewed 5,054 felony pretrial defendants. In the twelve-

month period, 24.6% (1,244) of these pretrial offenders were approved by the Court's for an early OR jail release. Among the defendants that were released, nearly 86.5% appeared in Court to respond to the District Attorney's criminal charges. Only 13.5% were issued an FTA Warrant for failing to keep their scheduled Court hearing date.

<u>Sacramento County AB-109 Jail Pretrial OR Release Program</u>		
<u>January - December 2013</u>		
<u>In-Custody Defendants Interviewed</u>	<u>OR Releases Approved by Judge</u>	<u>Defendants with an FTA at Court Hearing</u>
5,054	1,244 (24.6 %)	168 (13.5%)

In 2013, the expanded AB 109 Sheriff's Home Detention Electronic Monitoring (EM) Program accepted 139 sentenced inmates into the alternative community supervision program. The expanded EM program currently has an average daily population of 33 offenders. The majority of offenders supervised through the program (64.0%) have successfully completed all program monitoring requirements and have been released from custody supervision.

<u>Sacramento County AB-109 Home Detention Electronic Monitoring (EM) Program</u>		
<u>January - December 2013</u>		
<u>Applications Approved</u>	<u>Average Daily Population</u>	<u>Successful Program Completion</u>
139	33	42 (64.0%)

The importance and value the Sheriff's Department is placing on jail alternative programs is clearly highlighted in the following composite snapshot.

Sacramento County Jail System		
Number of Offenders Under Sheriff's Jurisdiction		
Participating in Incarceration Alternative Programs		
August 5, 2013		
Status	Number	Percent
<i>Jail:</i>		
In-custody Inmates	4,239	73.1%
<i>Incarceration Alternatives:</i>		
Work Project:	867	15.0%
Home Detention/EM	264	4.6%
Pretrial OR Release	426	7.3%
<i>Sub-total:</i>	1,557	26.9%
<i>Total:</i>	5,796	100.0%

Currently, the Sacramento County Sheriff's Department has a total of 5,796 offenders in the County Jail or participating in one of the Department's major incarceration alternative programs. One out of every four (26.9%) offenders are being supervised in lieu of County jail custody in the Department's Work Release Project, Home Detention / EM Program, or have been released from jail through the Pretrial OR Release screening process, which is occurring at the Main Jail. Only 73.1% of the offender population (4,239) are incarcerated in the Main Jail or RCCC sentenced facility. If the Sheriff's Department did not operate the three incarceration programs, the inmate count in the County Jail would likely increase significantly.



Sacramento District Attorney



Sacramento Public Defender

AB 109 Public Safety Realignment provides annual state funding which is divided equally between the District Attorney and Public Defender's Office to cover costs associated with revocation hearing activities

PROGRAMS, SERVICES AND CUSTODY HOUSING PRIORITY RECOMMENDATIONS

The programs and services adopted by the Community Corrections Partnership (CCP) for the Sacramento Long-Term Public Safety Realignment Implementation Plan take into consideration the multi-faceted risk and needs characteristics of the AB 109 offender groups and the necessary resources to achieve desired public safety outcomes. The Plan integrates strategies and “core” programs that include (1) alternatives to incarceration, (2) custody housing, (3) alternative custody diversion programs, (4) community supervision, (5) evidence-based assessments, treatment interventions, programming, and a (6) continuum of intermediate sanctions for program violations.



AB 109 detainees receive vocational training and experience in areas such as welding and metal fabrication at the RCCC sentenced jail facility

The Realignment Plan also establishes the basic organizational process that integrates jail inmate custody housing capacity and programming across three components of the County's adult criminal justice system including (a) jail housing (Sheriff's Department), (b) community supervision (Probation Department), and (c) treatment / programming (Correctional Health Services, Behavioral Health Services, Department of Human Assistance, contract, and community providers for both the Sheriff and Probation Departments). The treatment and programming embodies evidence-based assessment principles and includes increased services directed to in-custody detainee populations and offenders participating in expanded alternatives to incarceration and non-custody diversion programs including electronic monitoring.

The planning, development and implementation of the Plan has been shaped by several important principles held in common by the membership of the Community Corrections Partnership (CCP). Each program and incarceration alternative strategy is concerned with (a) maintaining community safety, (b) increasing treatment support for high-risk offenders, and (c) improving offender success rates and reducing recidivism.

The Plan also recognizes that any successful approach to supervising this new population of offenders requires an accurate identification of those most likely to recidivate and monitoring

them intensively to increase compliance with conditions of supervision and promoting crime-free behavior. The Plan also focuses on both pretrial detainees and convicted (N3) post-sentence defendants incarcerated in the county's Main Jail and Rio Cosumnes Correctional Facility (RCCC) and probationers supervised through the Probation Department's Adult Day Reporting Centers and Intensive Supervision Units. The programming and inmate custody housing capacity is intended to permit the Sheriff and Probation Department to continue responding to the three groups of AB 109 offenders previously handled through the state prison and parole system.

*Sacramento County Community Corrections Partnership
AB 109 Public Safety Realignment Plan
Program Development Guidelines and Key Operational Elements*

- § **Community Safety:** Program goals will strive to maintain maximum public safety through enhanced sanctions and reducing recidivism.
- § **High-risk Offenders:** Identify and target offenders with the highest risk to reoffend using evidence-based risk assessment tools and providing intensive supervision within the community.
- § **Efficient Use of Jail Capacity:** Minimize the impact of the increased jail population by employing recognized techniques to increase efficient use of current pretrial and sentenced jail bed capacity by reserving jail beds for the most serious and violent offenders while diverting those manageable to community alternative programs.
- § **Targeted Interventions:** Use research and evidence-based needs assessment tools to identify criminogenic needs and find, create, or contract for target interventions. This will include the need to provide services to cover factors such as employment, education, housing, physical and mental health, and drug / alcohol treatment.
- § **Incorporate Reentry Principles into the Jail Custody Environment:** Reduce recidivism through the development and improvement of an offender's life skills that are necessary for successful reintegration into the community by expanding in-custody jail programming using evidence-based practices.
- § **Incorporate Evidence-based Practices into Supervision and Case Management of Post-Release Offenders:** Utilize principles and practices proven to reduce recidivism through more effective supervision and intervention services for offenders sentenced to local terms of imprisonment as well as offenders returning from prison to post-community release supervision.
- § **Sentencing For Felony Offenders:** Presentence recommendations should be guided by static risk scores (low risk – minimal sanction, increasing sanctions for higher risk levels). Encourage the use of evidence-based practices in the sentencing for felony offenders by utilizing principles proven to lower recidivism through more effective sentencing.
- § **Offender Accountability:** Focus resources on providing alternatives to criminal behavior. Increase offender accountability through effective use of graduated violation sanctions, custody, and custody alternatives.
- § **Monitoring and Reporting Performance:** Regularly measure and assess data and programs, followed by community reporting and adjustments in programs and services as determined to reduce recidivism. The local justice system will be guided by research to implement the most cost-effective practices that reduce recidivism, victimization and program failure.

The Long-Term AB 109 Realignment Plan focuses on the continued implementation of programming which is consistent with best identified practices that will improve offender success rates by lowering recidivism, victimization and program failure rates. Formalizing service delivery partnerships between qualified providers is also a major goal in the continued implementation of these realignment programs. A central focus of the programming is to develop collaborations that will expand and, over time, result in positive outcomes for the Sacramento County justice system and individual AB 109 offenders. The program categories recommended in the Plan include the following:

*Sacramento AB 109 Long-Term Realignment Plan
Programs and Jail Custody Housing Categories and Priority Recommendations*

Alternatives to Incarceration:

- § Implementation of Jail Release and Pretrial Supervision Program

Jail Housing Capacity:

- § Sheriff's Department's AB 109 Main Jail and RCCC inmate custody housing needs

Jail Inmate Services and Treatment:

- § Implementation of jail inmate services and treatment: Evidenced-based risk / needs assessment, case managers, GED testing, college credit classes, job training, technical career education, alcohol/ drug counseling, cognitive behavior therapy, job search/ placement assistance and development of transitional offender reentry plans with wrap-around services

Crime Data Collection Analysis and Reporting:

- § Centralized Regional Law Enforcement AB 109 Crime Data Collection, Analysis and Reporting

Jail Mental Health Services:

- § Assessments, clinical treatment, case management and psychotropic prescription medications for AB 109 sentenced offenders and parolees needing crisis counseling and other supportive mental health services

Community Supervision:

- § Implementation of the Sheriff's Department's AB 109 Home Detention Electronic Monitoring (EM) Program with cognitive behavioral treatment services
- § Implementation of Adult Day Reporting Centers (ADRC) and Intensive Supervision Units for Post-Release Community Supervision (PRCS) and Mandatory Supervision offenders with evidenced-based risk / needs assessment, cognitive behavioral therapy, alcohol/drug counseling, job/education assistance and development of transitional offender reentry plans with wrap around services
- § PRCS and mandatory supervision offenders' psychotropic prescription medication needs

AB 109 Workload Augmentation:

- § Crime Lab staffing, Crime Lab supplies, and District Attorney prosecutor staff augmentation for AB 109 workload

Benefit Eligibility Assistance and Transitional Housing:

- § Assignment of Eligibility Specialists to Adult Day Reporting Centers (ADRC) and RCCC Branch Jail to link AB 109 offenders to critical benefits including General Assistance (GA) and referrals to Cal-Fresh, Medi-Cal, SSI, Veterans Benefits, Cal-Works, and employment services
- § Transitional emergency housing beds with wrap around services for up to 90 days for AB 109 offenders

The following information in this section of the Long-Term Realignment Plan is intended to provide important background information about the goals, objectives and key characteristics of the programming that is being supported by the CCP recommendations.

The Long-Term Plan integrates jail housing capacity and treatment / service programming for the Sheriff's Department that includes the (a) Jail Release and Pretrial Supervision Program, (b) jail inmate services programs including evidence-based risk / needs assessments, cognitive behavioral therapy, alcohol / drug counseling, job / education assistance, development of transitional reentry plans, and (c) regional law enforcement AB 109 crime data collection, analysis and reporting.



A wide range of practical "hands on" job development programming is available to detainees at RCCC

ALTERNATIVES TO INCARCERATION

The Jail Release and Pretrial Supervision Program is designed to assist jail custody staff and Courts with the identification, investigation, and early release of felony jail detainees who may qualify for an "own recognizant" (OR) jail release. The Program is staffed by Sheriff's personnel who provide seven-days-a-week, 19 hours a day screening of jail pretrial detainees booked into the Main Jail. The Program uses the Virginia Pretrial Risk Assessment Instrument (VPRAI), which is an objective, research-based instrument that identifies a defendant's level of risk of failure (failure to appear and/or new arrest) if released pending trial.

JAIL HOUSING CAPACITY

The Sheriff is responsible for the care and custody of all prisoners falling under the jurisdiction of the Sacramento County Court System. The Department also contracts with the U. S. Government to house federal inmates, including immigration holds. Analysis of the Main Jail and RCCC inmate daily bed count since AB 109 went into effect shows that in each month since October 2011, the number and percentage of jail custody beds occupied by AB 109 incarcerated detainees has steadily climbed. Because nearly one out of every five prisoners housed in the county jail system are AB 109 detainees, the Plan recommends continued financial support to the Department for housing the realignment custody offender populations.

JAIL INMATE SERVICES AND TREATMENT

The Plan also recommends funding for the Sheriff to expand custody services and evidence-based programming for the AB 109 (N3) offenders convicted and sentenced to county jail and return-to-custody parole and probation violators incarcerated in the county jail system. The

Sheriff is using contract service providers knowledgeable with “best practice” program and treatment models. RCCC’s inmate services include: evidence-based risk / needs assessments, cognitive behavioral therapy, mental health and alcohol/drug counseling, job / education assistance and development of transitional reentry plans. The inmate programming covers five major areas including (1) academic, vocational, and financial, (2) alcohol and other drugs, (3) aggression, hostility, anger and violence, (4) criminal thinking, behaviors, and associations, and (5) family, marital and relationships. The focus in these areas follows the eight evidence-based practices (EBP) and principles.



Structured classroom GED preparation and other academic educational services are offered to AB 109 detainees at RCCC

Key Characteristics of the Sheriff’s AB 109 Inmate Services Program

- § The Department deals with each offender as an individual beginning at the jail intake process.
- § The Department’s goal is to have a “seamless system from custody to reentry.”
- § The Department has created a new Reentry Council to assist in integrating services and developing new programs and partnerships.
- § The Department is relying on evidence-based practices when developing inmate reentry programs.

The programming efforts are extensive and are directed at both in-custody services and development / implementation of a comprehensive array of reentry programming for incarcerated (N3) AB 109 and other local detainees. The Department is also actively seeking new collaborative partnerships with qualified and experienced community-based providers, faith-based groups, and other organizations through its new Reentry Council.

CRIME DATA COLLECTION, ANALYSIS AND REPORTING

The Realignment Plan also supports a centralized regional law enforcement data collection crime analysis and reporting program. The intent of the program is to reduce local AB 109 related crime through evidence-based law enforcement practices involving prevention intervention and response. Through the program, participating Sacramento law enforcement agencies are able to input, export, and share crime and probation information through a central analysis function using a standardized automated crime analysis software package. The Sacramento Police Department is responsible for overseeing and managing this centralized service through a contract with the Sheriff’s Department. The work is carried out through each of the seven county and city law enforcement agencies and who are involved in compiling and analyzing regional data trends. Additionally, agencies are provided standardized analytical

software that pulls data across regional agencies enabling the program to review current crime incidents and help forecast future crime locations and times.

The crime data collection and reporting work supported through the CCP is part of a larger community-wide project involving the cities in Sacramento who have come together and are working as mini-regional law enforcement teams for the purpose of identifying, monitoring, and closely supervising AB 109 Post Release Community Supervision (PRCS) and mandatory supervision releases that have a high probability of relapsing into criminal behavior. This program is funded through a separate companion state grant to municipalities that is administered through the Citrus Heights Police Department. The overall goal of the grant is to compliment and coordinate CCP, law enforcement, District Attorney, and Probation Department's county-wide responses in supervising the new high risk PRCS and mandatory supervision offender populations. *(See Appendix C: Companion Funded Post-Release Community Supervision (PRCS) and Mandatory Supervision Mini-Regional Law Enforcement Teams)*

JAIL MENTAL HEALTH SERVICES

Currently, nearly 41.2% of AB 109 detainees in the Main Jail and RCCC are receiving mental health services (crisis counseling, clinical / case management, and medication support). Prior to AB 109, only about 18.9% of the incarcerated County jail system inmate population were requiring these types of mental health services.

AB 109 detainees who are identified with mental health-related concerns are referred for clinical assessment and jail psychiatric services provided through the University of California (UCD) Medical Center contract overseen by the jail's Correctional Health Services Division. The clinical staff assigned at the Main Jail and RCCC provide both in-patient and out-patient psychiatric services. The services involve crisis counseling, clinical treatment and case management oversight and psychotropic medication support. Among the AB 109 detainees receiving jail mental health services, approximately 61.7% are being prescribed psychotropic medications that are monitored and overseen by jail psychiatric clinicians.

With the increase in convicted and sentenced AB 109 defendants who are serving up to two year sentences, instead of the average length of stay (ALS) of 125 days for convicted felons, the Long-Term Realignment Implementation Plan recommends funding for RCCC to develop additional ongoing supportive individual and group therapy for AB 109 offenders with extended commitments and identified mental health disorders. The funding also allows RCCC to augment their UCD mental health services program to cover the psychotropic prescription medication cost increases for the growing custody population of County Jail Prison (N3) inmates and parole violators.

COMMUNITY SUPERVISION

The Long-Term AB 109 Realignment Plan supports community based programming and supervision through both the Sheriff and Probation Departments. The Sheriff's program is directed to AB 109 offenders who are transitioned from the RCCC sentenced facility to the Department's Home Detention program, which has been expanded to the realignment offender populations. The program includes cognitive behavioral counseling services combined with intensive community supervision.

The Sheriff's Department Home Detention Electronic Monitoring (EM) Program is designed to safely divert and strictly monitor convicted higher-risk AB-109 offenders from county jail incarceration to a community-based regiment of supervised home detention. Offenders selected for participation undergo intensive supervision and are allowed to seek and maintain employment, and participate in approved therapeutic and / or rehabilitation counseling programs. Active electronic monitoring (EM) supervision systems are utilized to ensure offenders' compliance with set limits on their location, activities and communications. The Sheriff also contracts with a non-profit organization to bring the groups regiment of cognitive behavioral change services to offenders participating in the AB 109 home detention / EM program. The goal of the program is to promote positive changes in offenders irrational or faulty thinking and behaviors by focusing on the elimination of criminogenic risk factors, providing guidance and probation / parole terms, directing role playing / activities on methods of avoiding crime, and promoting skill building in the pursuit of education, career, fiscal and time management.

The Sacramento County Probation Department is also implementing an effective county-wide supervision network of three Adult Day Reporting Centers (ADRC) with departmental and AB 109 Public Safety Realignment funds recommended by the Sacramento Community Corrections Partnership (CCP). The Adult Day Reporting Centers (ADRC) provide community supervision and targeted interventions which serve the Post-Release Community Supervision (PRCS) and mandatory supervision offender populations created by the new legislation.

Sacramento Probation Department AB 109 Adult Day Reporting Centers

Participation in the Adult Day Reporting Centers is reserved for individuals who need these intensive services the most: those with serious needs or most at-risk of reoffending. Once assigned to an Adult Day Reporting Center, participants are screened with a risk and needs assessment and are seen by by a mental health clinician, Registered Nurse, and benefit Eligibility Specialist. Based on the results, participants receive an individual case plan that may include cognitive behavioral programming, education, housing referrals, vocational training and job placement. Despite the challenges associated with serving this population, Adult Day Reporting Centers have high rates of success. Most participants complete their first year, a pivotal period in which their risk of recidivism is greatest, without incurring any new criminal convictions. This success mean less crime achieved at a fraction of the cost of incarceration.

The Adult Day Reporting Centers (ADRC) create a continuum of services and sanctions that respond to offender needs while providing high intensity tracking and control. The program

approach involves community-based organizations and probation officers who work together to couple service interventions and supervision. Program services are comprehensively structured, evidence-based, multi-pronged, and address different facets of an offender's presenting problems: behavioral self-control, substance abuse, educational and vocational needs, health and mental health, social services, benefit screening, family and community support.

The Adult Day Reporting Centers (ADRC) are for male and female offenders who have been assessed as having a moderate to high risk to reoffend and have been identified as having significant needs. Depending on the offender's assessed needs, the four phase program can last between 9 to 12 months with aftercare for up to an additional six months.

The ADRC includes drug testing, cognitive-behavioral treatment classes, referrals to community-based organizations, and access to employment training, job placement assistance and participation in work crews to provide restitution to victims. The programming for PRCS offenders returning from state prison and mandatory supervision offenders also include Intensive Supervision caseloads.

Each ADRC is concentrating its community supervision resources on the period immediately following the person's release from custody and adjusting supervision strategies as the needs of the person released, the victim, the community and the offender's family change. The Center's staff and program providers facilitate offender's sustained engagement in treatment, mental health, and other supportive services. Job development and supportive employment are a key element of the programming and service linkage activities Probation staff undertake. Efforts are made to address obstacles that make it difficult for an offender to obtain and retain viable employment while under community supervision.



ADRC participants must complete a minimum of two days of community service cleaning up area neighborhoods through the Probation Work Project

Responding to violations with swift and certain sanctions is another key element of the case management and supervision activities carried out by the Adult Day Reporting Centers (ADRC) probation staff. Many of the violations which occur among the Post-Release Community Supervision (PRCS) and mandatory supervision offender groups are being handled and offenders held accountable in the community without compromising public safety. High-risk offenders who present a threat are returned to jail when they commit a serious violation or new crime.

Responding to ADRC Program Violations

- § **Flash Incarceration:** Is only applicable to a PRCS offender who is violating the supervision conditions or treatment plan can be placed in county jail for a maximum of ten days.
- § **Electronic Monitoring:** An offender can also be placed on Electronic Monitoring that allows the department to tell 24 hours a day, seven days a week, whether the offender is living up to the supervision requirements of his or her placement.

The Probation Department is underserving the PRCS and mandatory supervision offender populations because the allocated funding levels directed towards probation services only allow about one-fifth of the Realignment populations to be served with the ADRC programming. Because of limited AB 109 funding, the Probation Department has had to leverage existing resources by utilizing system-wide ADRC programming, which is, in part, paid for by Senate Bill 678 funding. The Department is also using multiple community-based providers for AB 109 clients who require services.

PRCS and mandatory supervision offenders who have completed the ADRC or participated in Intensive Supervision and have demonstrated progress are eligible for kiosk reporting. Kiosk Reporting consists of an initial visit with a Probation Officer and then scheduled kiosk reporting. The kiosk is an automated reporting system that utilizes advanced finger print recognition technology to identify probationers and authenticate transactions.

AB 109 offenders (male or female) who do not have a serious physical limitation or significant mental health issue are also eligible to participate in the Adult Work Project program. The Work Project staff are responsible for the transportation, supervision, and oversight at jobsites for all participating and mandatory supervision PRCS offenders.

ADRC MENTAL HEALTH SERVICES

Each Adult Day Reporting Center provides mental health services that include (a) screening and assessment, (b) counseling, and (c) limited case management services for the PRCS and mandatory supervision offenders supervised through the ADRC. Offenders who report mental health treatment history or symptoms to ADRC probation officers are referred for assessments. The mental health unit will also assess for alcohol and drug issues and make referrals for treatment. The unit will also monitor the treatment and progress of PRCS and mandatory supervision offenders who are already receiving mental health services in community settings. The program may also provide brief counseling or limited case management interventions with these linked clients in order to support the effectiveness of the combination of outside mental health services and their ADRC treatment plan. Program staff will provide individual counseling for offenders with mental disorders, in collaboration with the ADRC treatment plan devised by

the Center's treatment team. The mental health staff also works with the ADRC team and outside service providers to develop and implement needed case management plans.

The Realignment Plan recommends funding support for the Probation Department and County Behavioral Health Services to continue implementing procedures for meeting PRCS and mandatory supervision offenders' psychotropic prescription medications when they are released from state prison or county jail. These services include prescribing, administering, dispensing, and monitoring of psychiatric medications. They also include the evaluation of the need for initial / ongoing medications, ancillary lab costs, and instruction in how to use the medication, and alternatives to medication.

The Sheriff and Probation Departments are working together to leverage access for AB 109 referrals who need mental health treatment and/or psychotropic medication prescriptions and case management support. The two Departments are also working jointly with County Behavioral Health Services to provide greater access to community mental health services, which may be able to utilize Medi-Cal funding that is being made available through the new Affordable Health Care Act that is being implemented throughout California.

AB 109 WORKLOAD AUGMENTATION

This Realignment Plan also recommends funding for Crime Lab staff which allows the District Attorney to better respond in a timely fashion and manage the added toxicology workload including the drug testing of PRCS and mandatory supervision offenders and some felony probationers conducted by the Probation Department. Positive tests are sent to the DA's Crime Lab for confirmation. The Crime Lab also analyzes the blood of defendants arrested for alcohol and drug charges. This drug testing is a tool in the effective supervision of these offenders.

The District Attorney also receives CCP Realignment funding for prosecutor support to be the point of contact within the DA's Office on cases considered for alternatives to incarceration with a focus on defendants who are veterans. The prosecutor serves as the primary point of contact reviewing misdemeanors and felonies for special Courts (i.e., Mental Health Court) or other alternatives to incarceration programs as well as reviewing cases involving veterans. The prosecutor is the DA's in-house expert on available services with the Veterans Association and works to refer appropriate cases to services provided by that agency. The goal of this work is to have all of these defendants spend less time in jail by resolving their cases more quickly because the focus of the Prosecutor is now directed at getting services to these eligible defendants rather than incarceration.

BENEFIT ELIGIBILITY ASSISTANCE AND TRANSITIONAL HOUSING

The Realignment Plan also funds Eligibility Specialists who are located at the Rio Cosumnes Correctional Center (RCCC) and the Probation Department's Adult Day Reporting Centers. The Eligibility Specialists (ES) focus on providing social service benefits and other service referrals. The ES staff will screen for Medi-Cal eligibility and will accept and process applications for

General Assistance (GA) and Cal-Fresh for AB 109 offenders. If the ES determines there are additional services needed (homeless assistance, Cal-Works, employment services, alcohol or other drug, mental health, or SSI application assistance), the appropriate referrals will be made to these services in coordination with RCCC's social workers and reentry staff located at the Branch Jail and Probation Intake staff who process PRCS offenders transitioning from state prison to community supervision. The ES screening also includes the new Affordable Care Act benefits the offender populations can access.

The Department of Human Assistance (DHA) contracts with a non-profit agency to provide dormitory-style emergency and transitional housing beds with wrap around service assistance to AB 109 County Jail Prison (N3) inmates leaving custody at RCCC and Probation Department PRCS and mandatory supervision offenders.

The intent of the Program is to provide up to 90 days of emergency shelter for each County Jail Prison (N3) and PRCS or mandatory supervision male offender to prevent homelessness. It is targeted to those AB 109 individuals most likely to be at risk for reoffense due to housing insecurity and homelessness. The men referred are high-risk of homelessness or having a living situation that heavily contributes to the likelihood of reoffense. Examples include individuals who are (a) literally sleeping in a vehicle, the streets, or another place not meant for human habitation; (b) living with roommates with extensive recent gang or criminal activity; (c) staying in a remote or rural area and lacking transportation to be in compliance with release requirements; and (d) living in complexes or neighborhoods with drug activity.



Eligibility Specialist at RCCC and the ADRC's will assist applicants with referrals to Cal-Fresh, Medi-Cal, Cal-Works and other benefit programs

Case management staff also work with transitional housing residents through their network of wrap around service providers to address a range of personal needs including (a) housing placement, (b) employment assistance, (c) transportation, (d) mental health services, and (e) other healthcare services. The staff also provide life skills counseling and referrals for identified alcohol and/or drug abuse services.

RISK AND NEEDS ASSESSMENT PROCESS

Risk and needs assessments based on validated tools combined with individual case planning is a vital operational component in this Long-Term Realignment Plan. The Departments represented among the CCP Executive Committee, particularly the Sheriff and Probation Department, are using recognized assessment instruments when assigning both incarcerated

and out-of-custody offenders to the appropriate level of monitoring/supervision and matching their identified needs with programs that address the specific criminal risk factors of the individual.

The Probation Department's Day Reporting Centers are using the *Washington Static Risk Assessment* and the *LSCMI Level of Service/Case Management Inventory Assessment*, which is used on all formal probation, PRCs and mandatory supervision cases to assess static risk level to assign level/type of community supervision.

RCCC is using the *COMPAS (Correctional Officer Management and Profiling Alternative Sanctions)* which is a comprehensive package of key risk and criminogenic needs assessments for the reentry population. COMPAS provides validated scales in assessing the risk and needs of offenders preparing to transition back into the community from prisons/jails. Approximately 80 COMPAS assessments are completed per month.

The *Addiction Severity Index (ASI)* is also an assessment used to identify addictive behavior. The ASI gathers information relating to the individual's past and current employment, the study of medical history, the background of alcohol and drug use and family history. RCCC is also using a Pre-Screen Assessment which is a tool used by facility social workers to identify the offenders needs i.e. education, employment, housing, substance abuse, family support, financial, medical and mental health.



RCCC and Probation Adult Day Reporting Centers routinely combine the use of validated risk and needs assessment tools with individual case planning

Both agencies' risk and needs assessment processes are continuous and involve the ongoing collection and review of information, observations, and collateral information that goes beyond a one-time event and is used to form case decisions, case planning and targeting of services. Probation and RCCC staff are trained to administer the tools, and are using effective motivational interviewing and engaging techniques. Individual case plans identify the frequency of reporting, target criminogenic needs, sequencing of services and treatment, identify strengths, and determine an offender's level of motivation, and identification of basic needs.

Development of case and service plans is a collaborative process that RCCC caseworkers and ADRC probation officers complete together with offenders. The goals of the case plan are understood by each participant and are realistic and achievable. The service plans are frequently reviewed and discussed with each offender and modified when needed.

Offenders are encouraged and positively reinforced for their efforts toward achieving the case planning steps and goals. A time frame for finalizing the identified steps offenders need to complete are also established.

COGNITIVE BEHAVIORAL COUNSELING AND TREATMENT

The Sheriff and Probation Departments are using significant staff time and financial resources to make available evidence-based cognitive behavioral counseling, treatment, and rehabilitative programming to in- and out-of-custody AB 109 offenders. The program focus in these areas follows eight evidence-based practices (EBP) and principles including (1) targeting highest risk offenders, (2) assessing offenders' needs, (3) designing responsivity into programming, (4) developing behavior management plans, (5) delivering treatment programs using cognitive-based strategies, (6) motivating and shaping offender behaviors, (7) engendering the community as a protective factor against recidivism and using the community to support offender reentry and reintegration, and (8) identifying outcomes and measuring progress.

Principles Stressed by Sheriff and Probation in Developing And Implementing Offender Services and Treatment Programs

- § **Principle #1: Create a Positive Environment.** Treatment programs for offenders must have a plan and well-defined goals for both service providers and the population for which they care. Crucial within this framework are ethical principles and a plan for efficient response to issues that affect the program facility as a whole. A well-trained, cohesive staff, with access to adequate outside resources is necessary.
- § **Principle #2: Design a Strong Program.** Programs need to reflect a consistent set of values. The program should be based on thorough reviews of the literature that works, and should be pilot tested for effectiveness. In order to be sustainable, programs also need to be fiscally responsible.
- § **Principle #3: Build a High-Quality Staff.** The program director and treatment staff are professionally trained and experienced. Staff is selected based on their belief in rehabilitation and their understanding of effective therapies for offenders.
- § **Principle #4: Understand Offenders' Needs.** Offenders are evaluated for their level of risk with a tested assessment instrument. The assessment also looks at how offenders respond to different styles and modes of service, and is repeated overtime to determine if changes in treatment routine are needed.
- § **Principle #5: Target What Works.** Treatment plans target the factors that research shows prevent recidivism. Therapies should include more rewards than punishments and should strategize ways to prevent relapse once offenders complete the formal treatment phase.
- § **Principle #6: Demonstrate Good Practice.** Program therapists help offenders by practicing effective reinforcement and disapproval. Treatment includes exercises in problem-solving techniques, skill-building, appropriate use of authority, and relationship-building.
- § **Principle #7: Communicate With Others.** The treatment agency makes referrals and, where necessary, advocates for its offenders to help them receive high quality services in the community.
- § **Principle #8: Evaluate Progress of the Program.** The program routinely conducts evaluations of its effectiveness with both staff and clients.

Both the Sheriff and Probation Departments urge their program providers to teach curriculum and utilize activities that are evidence-based and that specifically address offenders' criminogenic needs. The Departments favor program providers that, during the process of placing offenders into their respective programs, adhere to the eight principles of Evidence-Based Practice.

Each Department's programming involves two types of cognitive treatment approaches including (a) cognitive skills training, and (b) cognitive restructuring. The cognitive skill training is based on the premise that offenders have never learned the "thinking skills" required to function productively and responsibly in the community. This skill deficit is remedied by systematic training in skills, such as problem solving, negotiation, assertiveness, anger control, and social skills focused on specific social situations, like making a complaint or asking for help. Cognitive restructuring is based on the premise that offenders have learned destructive attitudes and thinking habits that point them to criminal behavior. Cognitive restructuring consists of identifying the specific attitudes and ways of thinking that point to criminality and systematically replacing them with new attitudes and ways of thinking.

Cognitive restructuring and cognitive skills training approaches are complementary and can be combined in a single program. When practiced in a community model, re-socialization can be enhanced and accelerated. Both cognitive strategies take an objective and systematic approach to change. Change is not coerced; offenders are taught how to think for themselves and to make their own decisions. Cognitive corrections programs regard offenders as fully responsible for their behavior. Thinking is viewed as a type of learned behavior. Dishonesty and irresponsibility are the primary targets for change.

The Sheriff's Department is contracting with qualified public and private service providers experienced with risk and needs assessments, evidence-based model counseling, and other interventions that facilitate the reentry of offenders from the county jail to the community. Identification and assignment of AB 109 inmates to services is based on RCCC's new AB 109 inmate intake process. A key element of the process involves a cognitive behavioral orientation which identifies how thinking and behavior are related and encourages detainees to take personal responsibility for both. The orientation is based on the Critical Thinking curriculum which targets those inmates who have experienced lengthy criminal histories, anti-social attitudes, and a criminalized lifestyle.

The Department contracts with several community treatment providers to support intensive alcohol and other drug treatment for the Housing For Accountable Living Transitions/Residential Substance Abuse Treatment (HALT/RSAT) Program. The HALT/RSAT Program handles inmate's substance abuse problems. HALT/RSAT is an integrated counseling program offering several components that when taken together, addresses all ramifications of addiction and chemical dependency. While participating in services, inmates are required to attend 36 weekly hours of mandatory and nine hours of optional accountability, education and counseling services. One of the components focuses on relapse prevention and process groups. The counseling is directed at the habitual thinking process that leads to relapse and understanding of belief systems which can lead to prevention. Another component in the group process provides inmates with a Framework For Recovery (a cognitive behavioral therapy) that includes concepts and techniques which focus on the underlying barriers to recovery.

The programming also includes (a) structured life skill classes, (b) survivor impact group counseling, (c) role playing for change groups, and (d) transition choices for incarcerated offenders. Participants are able to access employment services through the Elk Grove Adult Education One Stop Career Center. Case management is provided for the participants utilizing Reentry Specialists. These staff provide in-custody and post-release drug and alcohol treatment including a wide range of support services directed to male and female inmates.

Employment Specialists work with offenders beginning 120 days prior to release to develop resumes, teach job search skills, and help offenders begin searching for employment opportunities. The Employment Specialists attend monthly business hiring group meetings on behalf of RCCC to extend the knowledge and awareness of the facility's Reentry Program. The Sacramento Employment and Training Agency (SETA) also has two Work Force Coaches working with reentry participants in conjunction with the RCCC Employment Specialist.

All cognitive behavioral classes are offered both inside RCCC and out in the community. Department reentry specialists complete a discharge plan on all inmates released from RCCC that includes (a) identification of outside classes offenders can continue to attend, (b) identification documents necessary to secure employment are acquired, and (c) reentry specialists also assist offenders with acquiring basic needs and ensuring transportation to Probation, Court, etc. Based on the individual assessments completed for each incarcerated offender, they can be enrolled in a series of other "wrap-around" service classes based on educational level, addiction issues, prior domestic violence, and vocational interest. The classes include:

- § Teaching participants social skills, cognitive self change, and problem solving.
- § Educating participants in the social / biological / psychological consequences of addiction.
- § Providing participants with job search and employment skills.
- § Providing participants with the opportunity to learn from others the effects of violence and criminal activity.
- § Offering participants a therapeutic environment to examine past situations and events in their lives.
- § Working with men and women to stop their violent behavior with themselves, their families, and their community.
- § Relapse prevention and process groups. Groups focus on the habitual thinking process that leads to relapse, and an understanding of the role model belief system that can lead to prevention.



Evidence-based cognitive behavioral counseling is available for RCCC AB 109 detainees and ADRC participants

§ A cognitive behavioral post-release program.

Adult basic education classes are also available at RCCC which help inmates develop the necessary educational skills to secure a general education diploma. *The academic programming is a collaborative effort between RCCC and community school personnel, and is directed to providing educational / academic assistance to both male and female custody inmates. Securing high school diplomas, GED certificates, and building “stackable” secondary education credits that establish a career is emphasized for individuals who have not completed basic high school academic requirements. Both Sheriff and school personnel track and report yearly progress with respect to GED certificates which are issued to county jail offenders.*

Parenting classes also help male and female inmates develop skills and techniques to assist offenders in working with their children and grandchildren. A wide range of vocational training opportunities are also offered at RCCC including welding classes where students are taught a variety of weld types, equipment maintenance, and job skills necessary to gain and maintain employment in the welding profession. Graduates of this class also earn three college credits at Los Rios Community Colleges. Upon completion, students earn a certificate from the American Welding Society. Other specialized training RCCC inmates can access include:

- § *Horticulture* – Students learn plant propagation, irrigation, and landscape maintenance techniques. Upon completion, students earn four college credits at Los Rios Community Colleges.
- § *Custodial* – Students learn a variety of skills in the custodial and housekeeping trades, equipment maintenance and repair, and cleaning materials safety.
- § *Computer Skills* – Students learn basic computer skills and Microsoft Office software as well as telephone answering skills, filing techniques, and other office tasks.
- § *Safety and Sanitation* – Students learn kitchen safety and sanitary skills for working in a kitchen setting.
- § *Cake Decorating* – Students learn how to bake and decorate cakes, breads, and pastries. Students are prepared for a job in a bakery, deli, or pastry shop.
- § *Culinary Arts* – Students learn basic culinary skills and are prepared for a jobs in the food service industry.
- § *Technology Program* – Students learn Computer-Aided-Drafting skills that can prepare them for a career in CAD Technology.

The Probation Department’s Adult Day Reporting Centers and intensive AB 109 supervision caseloads are also directing a great deal of staff and counselor’s time providing onsite cognitive behavioral curricula. The focus is on changing distorted or dysfunctional attitudes and behaviors by teaching new cognitive skills that involve structured learning experiences designed to effect such cognitive processes. These cognitive behavioral programs attempt to assist PRCS

and mandatory supervision AB 109 offenders with four primary tasks: (1) defining the problems that led them into conflict with authorities, (2) selecting goals, (3) generating new alternative prosocial solutions, and (4) implementing these solutions.

The cognitive behavioral counseling consists of highly structured treatments that are detailed in standardized manuals and delivered to groups of 8 – 12 participants in a classroom-like setting. The cognitive behavioral treatment teaches participants an introspective process for examining their ways of thinking and their feelings, beliefs, and attitudes. This process is reinforced throughout the program period. Social skills training is provided as an alternative to anti-social behaviors. The program culminates by integrating the skills participants have learned into steps for problem-solving.

Probation Department’s Adult Day Reporting Centers (ADRC) Onsite Staff and Cognitive Behavioral Curricula	
<u>Onsite Cognitive Behavioral Curricula</u>	<u>Onsite Staff</u>
<i>Thinking For a Change (T4C):</i> Provides cognitive restructuring, social skills development and problem-solving.	§ Registered Nurse
<i>Seeking Safety:</i> Addresses co-occurring post-traumatic stress and develops safe relationship structuring.	§ Eligibility Specialist
<i>Criminal Lifestyles:</i> Targets criminal thinking, attitudes and behavior.	§ Case Manager
<i>Anger Management:</i> Emphasizes positive behavioral rehearsal.	§ Re-entry Transition Specialist
<i>Substance Misuse:</i> Builds a foundation for recovery and managing relapse warning signs.	§ GED Teacher
	§ Individual & Group Counselors
	§ Wellness Counselor
	§ Probation Officers

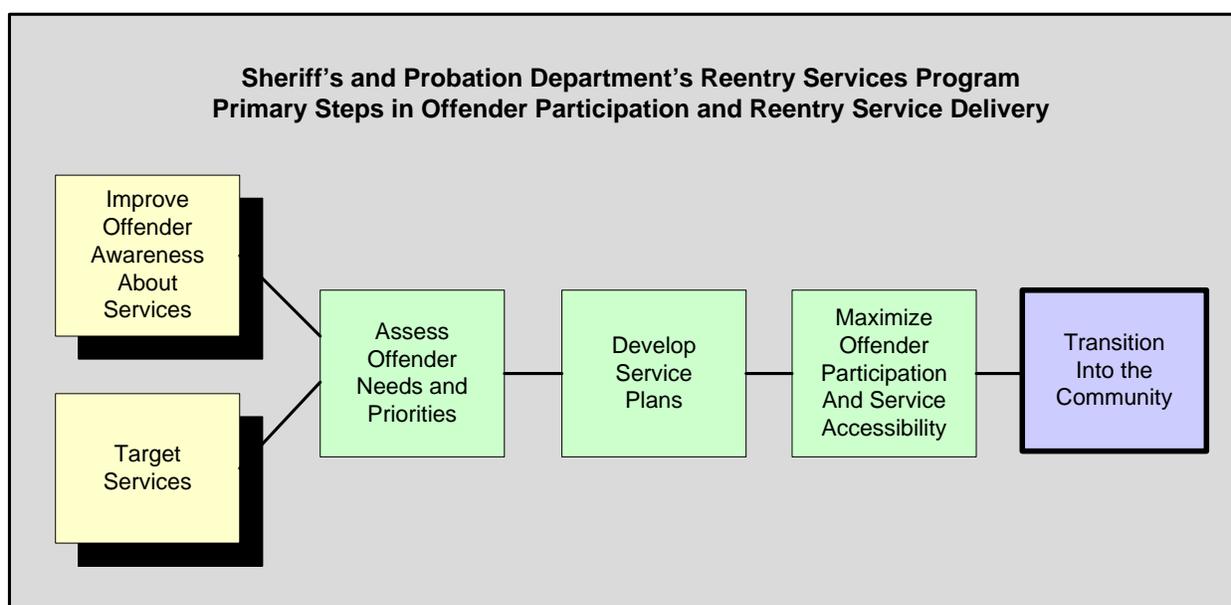
Problem-solving becomes the central approach participants learn that enables them to work through difficult situations without engaging in criminal behavior. Within the social skills component of the program, participants try using their newly developed social skills in role playing situations. After each role play, the group discusses and assesses how well the participant did in following the steps of the social skill being learned. Through a variety of approaches, the counseling seeks to provide participants with the skills as well as the internal motivation to avoid criminal behavior.

AB 109 REENTRY SERVICES

The risk and needs assessment data assembled by the Sheriff and Probation Department on AB 109 referrals since Realignment was enacted shows there is no single category of offenders. Education levels, work history, job readiness, drug and alcohol abuse history, and physical / mental health issues vary widely. What the data does show, however, is that two out of five jail or prison detainees have not earned a high school diploma or a General Education Development (GED) Certificate. Three of every four offenders released have a substance abuse problem and more than one out of three report some form of physical or mental disability. Fifty-five percent (55.0%) have children under the age of 18 who often depend on them for some financial support. Only one out of five have sustained employment. These deficits and

limitations create substantial challenges when released from jail or prison into the community. During the first weeks after incarcerated offenders return to the community, they are at a heightened risk of rearrest and relapse, making this period crucial for their success.

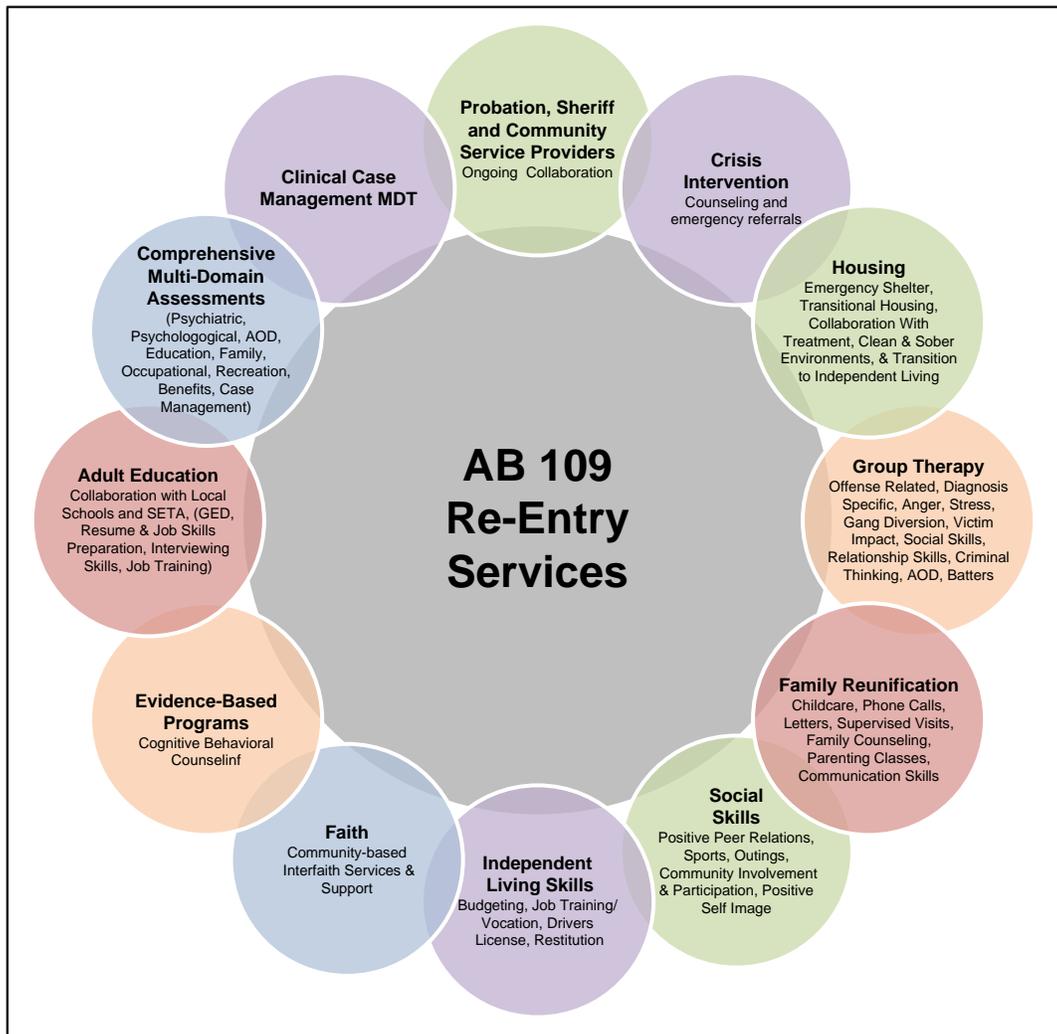
Through the Long-Term Realignment Implementation Plan, Sacramento's CCP membership and justice agency stakeholders are continuing to build a continuum of wrap-around reentry services that starts in the jail and state prison when AB 109 and other local detainees transition into the community. For the county jail, the Sheriff's Reentry Council is meeting monthly to develop strategies for the successful community reentry and integration of offenders while incarcerated and upon release. The Council's goal includes developing an integrated and supportive network comprised of community and faith-based organizations, government and public agencies, and the broader community to provide services for the offender population.



At RCCC, a reentry staff team has been created to insure a comprehensive individual reentry plan is developed for each sentenced inmate. The reentry plan begins with an interview by social workers, testing by Elk Grove Adult Education, and a risk assessment completed by trained reentry specialists. This process determines education levels, work history, and job readiness, as well as attempts to determine post-release situations that may place the individual at risk for reoffending. Based upon classification, participation in these programs is mandatory. Each offender is evaluated 60 – 90 days prior to release and assisted by an eligibility specialist to apply for benefits and other unmet needs. Reentry specialists each carry an offender caseload and work with the offender in a case management model for up to one year after release from custody.

For the Probation Department, field officers conduct pre-release visits at six Northern California prisons and the Branch Jail to insure that inmates slated to return to Sacramento County successfully transition into participation at the Adult Day Reporting Centers or AB 109

Supervision Units. The Department has a 90.0% show-up rate for those offenders visited in state prison prior to release. Upon their release, participants immediately meet with an Intake officer and receive a screening by an eligibility specialist for services including General Assistance, SSI, CalFresh, Medi-Cal, Veteran’s benefits, CalWorks, and the Affordable Care Act. Offenders are also given a medical screening to assess current medical conditions, assistance with obtaining medications, and receiving county clinic referrals.



A major emphasis in the reentry service programming is ensuring that reentry plans continue when offenders return to their neighborhoods. For this reason, the Sheriff and Probation will continue to collaborate and strengthen their working relationships with agency reentry staff and other community-based service providers. The work the agencies are pursuing is intended to allow incarcerated offenders to participate in a broad-based integrated supportive network comprised of community and faith-based organizations, county government, and Sacramento criminal justice agencies. *(See Appendix D: Participant Statements Highlighting AB 109 Program Participation Benefits)*

PROGRAM SERVICE GAPS

As part of the planning and program recommendation process, the CCP has been collecting and receiving input from the community and faith-based organizations, substance abuse and mental health treatment providers, education and training providers, advisory boards, and the public to identify service gaps and priority needs for the AB 109 implementation process. The CCP has held four meetings with public input on gaps and program priorities for addressing AB 109 offender population needs. Based on the public input, a draft list representing very broad / general categories of strategic program areas was developed. Using the list, CCP members were asked to rank the broad categories to help guide future program and service implementation decisions.

Based on the CCP stakeholder agency reviews and public comments, several high priority needs have been identified including expansion of post-custody (a) reentry services, (b) substance abuse treatment, (c) mental health treatment, and (d) employment services. Other identified priority service gaps include the need to expand in-custody (a) cognitive behavioral therapy treatment and (b) reentry service assistance for incarcerated AB 109 offender groups. *(See Appendix E: CCP Identified Program Gaps and Priorities for the Public Safety Realignment Planning Process)*

As additional Realignment or other funding becomes available, the CCP will use these priority service listings as a guide when recommending further programming and services for the (N3), PRCs and parole offender populations.



At the Rio Cosumnes Correctional Facility (RCCC), the Sheriff's Department is expanding vocational training and other classroom instruction which is intended to aid AB 109 detainees and other local incarcerated inmates secure sustained employment after transitioning back to the community

DATA DRIVEN ANALYSIS OF PROGRAM PARTICIPATION AND OUTCOMES

The Sacramento Community Corrections Partnership (CCP) has made program and service recommendations which have created the program management structure and “core” agency responsibilities for the Committee’s partnering criminal justice agencies. In order to collect, analyze and report to the public on the implementation of this Long-Term Public Safety Realignment Plan, the CCP has established a data / statistics working group.



AB 109 Post Release Community Supervision (PRCS) offenders are regularly graduating from the Probation Department’s Adult Day Reporting Center Program

The Statistical Work Group has developed a primary monthly and year-to-date Public Safety Realignment Statistical Monitoring Report that is intended to provide offender caseload trends and other important program participation information involving County Jail Prison (N3) and PRCS offenders returning from state prison. The work group has also developed a series of other reports which are directed at alternative to incarceration program participation rates and services / treatment programming trends. The collection and analysis of this data will also inform and guide program decision-making by the implementing agencies, CCP, and the County.

Tracking and Reporting on the Implementation of the Sacramento County Long-Term Public Safety Realignment Plan

Offender Groups, Services and Program Statistical Reports

- § AB 109 Jail Pretrial OR Release Program
- § AB 109 Home Detention Electronic Monitoring Program
- § Sheriff and Probation Department’s AB 109 Implementation Monitoring Report
- § AB 109 Custody Inmates receiving mental health and other types of jail services
- § Post Release Community Supervision (PRCS) and Mandatory Supervision offenders receiving mental health and other types of services

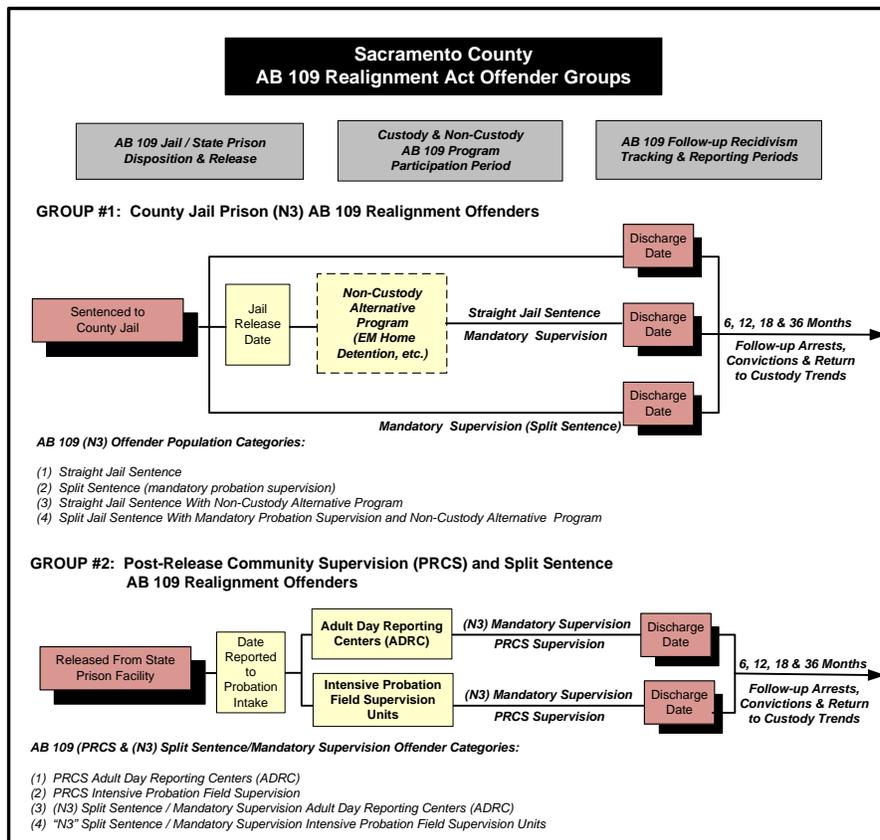
The primary realignment statistical monitoring report summarizes data collected from the Sheriff’s Department, Probation Department, Behavioral Health, and Courts Case Management

Systems. The monthly reports, once completed, will be posted on the CCP's website for access by the public includes statistical information in the following areas:

- § Number, custody days, and average daily population of AB 109 inmates incarcerated in the Sacramento County Jail system.
- § Penal Code Section 1170(h) – County Jail Prison (N3) convicted and sentenced offenders.
- § County Jail Prison (N3) inmate demographic and offense characteristics.
- § State Parolees, Post-Release Community Supervision (PRCS) and Penal Code Section 1170(h) inmates booked into the County Jail system.
- § Trends for County Jail Prison (N3) and Parole Revocation monthly referrals and Supervision Caseloads.
- § Number, risk assessment score, and supervision levels for Post-Release Community Supervision (PRCS) and mandatory supervision offenders handled through the Sacramento Probation Department.
- § Post-Release Community Supervision (PRCS) and mandatory supervision offender demographic and offense characteristics.
- § Number of Post-Release Community Supervision (PRCS) warrants issued while offender is supervised, revocation hearings requested, and number of offenders who had their case closed for having no violations.
- § Number of County Jail Prison (N3), Parole Revocation, and Post-Release Community Supervision (PRCS) mandatory supervision offenders receiving services while in custody and under community supervision.
- § Post-Release Community Supervision (PRCS) offender monthly referral and supervision caseload trends.

REALIGNMENT STATISTICAL WORK GROUP

The AB 109 Realignment Statistical Work Group convened by the CCP is also in the process of finalizing procedures to collect, track, and report information on AB 109 program performance criteria, recidivism, and outcome data for the offender groups effected by the provisions of the Public Safety Realignment Act beginning on October 1, 2011. Group #1 includes County Jail Prison (N3) AB 109 Realignment offenders. Group #2 includes Post-Release Community Supervision (PRCS) and split sentenced mandatory supervision AB 109 Realignment offenders. The data collection process that will be proposed by the Statistical Work Group will also focus on several AB 109 offender sub-population categories within each of the two broad offender groupings affected by the new law.



The key realignment referral and completion workload measures the Statistical Work Group is recommending is summarized below.

Realignment Referral and Completion Measures:

- (1) Track the number participants in the AB 109 Initiative.
- (2) Track the number of participants who complete AB 109 sentence requirements.
- (3) Track the number of participants who do not complete the AB 109 Initiative requirements.
- (4) Track the reasons for non-completion of the AB 109 Initiative.
- (5) Identify percent (%) of participants who complete the AB 109 Initiative.
- (6) Identify percent (%) of participants who do not complete the AB 109 Initiative.

Selected Realignment Comparison Sub Groups:

- (1) (N3) Offender population sub-categories (straight jail sentence, split mandatory supervision, etc.).

- (2) PRCs and (N3) split sentence and mandatory supervision offender categories (ADRC and intensive supervision levels).
- (3) (N3) detainees, PRCs and mandatory supervision offenders receiving reentry services and those without reentry services through the jail or Probation Department.

PUBLIC POLICY INSTITUTE OF CALIFORNIA (PPIC): MEASURING ARRESTS, CONVICTIONS AND RETURNS TO CUSTODY

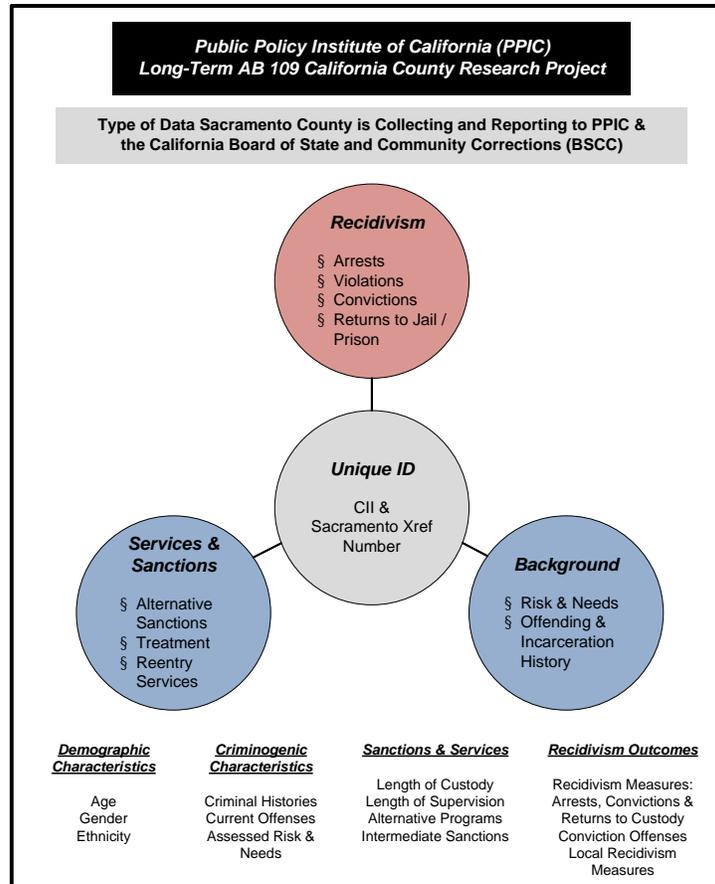


RCCC and Probation's Adult Day Reporting Centers provide onsite structured cognitive behavioral group counseling

The Sacramento Community Corrections Partnership (CCP) is committed to developing a transparent measure of the impact of realignment on public safety, changing behavior, reducing victimization, court ordered compliance, and using evidence-based programming and services. In this regard, the Sacramento CCP is one of 11 counties in California that is participating in a state-wide project to measure performance and outcomes of California's Public Safety Realignment. Because there is no state-wide funding earmarked for data collection, research or evaluation to assess the effects of

the AB 109 change on recidivism, costs and crime rates, the Public Policy Institute of California (PPIC) and the California Board of State and Community Corrections (BSCC) are undertaking this county level research project to document the positive and negative effects of realignment. As a group, these counties capture the majority of the California population and the majority of the projected realignment population. These counties also approximate the State population in terms of demographic and economic characteristics, as well as the regional and urban / rural diversity of the State.

Through this project, the Sacramento Community Corrections Partnership (CCP) will be able to access an extensive individual level data set that tracks the Sacramento realignment population in a follow-up tracking period that will exceed three years. The data set developed through this study captures three measures of recidivism including (a) arrests, (b) convictions, and (c) returns to custody (jail or prison). PPIC researchers are working with county staff to begin collecting data on AB 109 individuals that covers eight basic informational categories: **(1) individual static factors, (2) arrests / violations, (3) adjudications, (4) sanctions, (5) services, (6) risks / needs, (7) supervision status, and (8) rewards.**



As a result of participating in this important project, the County will also be able to select their own recidivism measures for use locally, in addition, BSCC can create standardized measures which reflect other recidivism and outcome measures. Examples of the types of questions the County's participation in the Public Policy Institute of California Research Project can respond to are highlighted in the following chart.

Questions Which Can be Answered with the Data Compiled and Analyzed for Sacramento County Through Public Policy Institute of California's AB 109 Long-Term California County Research Project

- § Is Sacramento County's recidivism rate (as defined) going up or down?
- § Do the services local justice agencies refer people to decrease their recidivism?
- § Is flash incarceration leading to behavior change?
- § Do offenders given split sentences do better, worse, or the same as offenders given straight sentences?
- § Do offenders placed on electronic monitoring do better worse, or the same as offenders given straight or split sentences?
- § Does Sacramento County have the right set of service and program options in place?
- § Are there promising evidence based practices being used elsewhere that could benefit our county?

KEEPING THE PUBLIC WELL INFORMED

The AB 109 Realignment Act in Sacramento County has proven to be a continuous work in progress that has evoked change, collaboration and creativity to find ways to deal with a new difficult offender population and succeed. The future of AB 109 will continue to present its challenges to the Sacramento Community Corrections Partnership (CCP) as the California Department of Corrections and Rehabilitation (CDCR) has not yet reached its capacity agreement and another 9,000 PRCS offenders will need to be released from state prison in order for CDCR to come in full compliance with the Federal Courts population cap orders. Finding county jail beds for long-term sentences and providing effective evidence-based services and best practice programming to offenders will be ongoing issues. State, local, and particularly Sacramento County data collection will serve a vital role in the coming years to determine the successes and areas of concern realignment may have for county officials.

Keeping the public well informed with factual information is a major goal of the Sacramento CCP. It is important to keep the public conscious of the changes impacting their communities, neighborhoods, and the positive work that will be done as the CCP continues to work together. AB 109 has made significant changes in the Criminal Justice System in California, and particularly in the day to day operations of local justice agencies and partnering community groups. As a result, all of the members of the Community Corrections Partnership are dedicated to the ongoing collaboration AB 109 is fostering to increase public safety in Sacramento County.



The Sandra Larson Women's Facility at RCCC offers a comprehensive and highly respected culinary food service training program for female detainees



The Sheriff's Home Detention Program and Probation's Adult Day Reporting Centers have 50 work experience training slots available to provide GED testing and construction trade classes with links to 22 unions for job placement

Appendix A.

Sacramento County Community Corrections Partnership (CCP)
Membership Roster
Sacramento County Long-Term Realignment Implementation Plan



**SACRAMENTO COMMUNITY CORRECTIONS PARTNERSHIP
MEMBERSHIP ROSTER - EXECUTIVE (VOTING) COMMITTEE**

Name	Title
Lee Seale	Chief Probation Officer
Tim Ainsworth	Interim Court Executive Officer
Jan Scully	District Attorney
Steve Grippi (DA Designee)	Assistant Chief Deputy District Attorney
Paulino Duran	Public Defender
Scott Jones	Sheriff
Milo Fitch (SSD Designee)	Chief of Corrections
Sam Somers	Chief of Police, Sacramento Police Department
Vacant	Department of Social Services

**SACRAMENTO COUNTY COMMUNITY CORRECTIONS PARTNERSHIP
MEMBERSHIP ROSTER - FULL COMMITTEE**

Member	Name	Title
Chief Probation Officer	Lee Seale	Chief Probation Officer
Superior Court	Robert Hight	Presiding Judge, Superior Court
Superior Court Designee	Tim Ainsworth	Interim Court Executive Officer
County Supervisor or Chief Administrative Officer or Designee	Britt Ferguson	Chief Financial Officer
District Attorney	Jan Scully	District Attorney
District Attorney Designee	Steve Grippi	Assistant Chief Deputy District Attorney
Public Defender	Paulino Duran	Public Defender
Sheriff	Scott Jones	Sheriff
Sheriff Designee	Milo Fitch	Chief of Corrections
Chief of Police	Sam Somers	Chief of Police, Sacramento Police Department
Department of Social Services	Vacant	
Department of Behavioral Health	Dr. Sherri Heller	Director, Dept of Health and Human Services
Division of Alcohol and Drug	Dr. Sherri Heller	Director, Dept of Health and Human Services
Employment	Bill Walker	Sacramento Employment and Training Agency
County Office of Education	Dave Gordon	Superintendent, Sacramento County Office of Education
County Office of Education Designee	Matt Perry	Asst. Superintendent, Sacramento County Office of Education
Community Based Organization – Rehabilitative Services	Vacant	Vacant
Victim Representative	Kerry Martin	Victim Witness Program Coordinator District Attorney's Office

STAFF:

Community Corrections Partnership (CCP)	Lynn Wynn	Principal Administrative Analyst
County Counsel	Rick Heyer	Assistant County Counsel
Superior Court	Trish Meraz	Director, Criminal Court Operations
Consultant	Fred Campbell	Criminal Justice Research Foundation

Appendix B.

AB 109 Realignment Plan Offender Groups, "Core" Agencies, Programs
and Prior Funding Allocations
Sacramento County Long-Term Realignment Implementation Plan

Sacramento County Community Corrections Partnership (CCP) AB 109 Realignment Plan Offender Groups, Agencies and Programs

AB 109 Offender Groups and CCP
Executive Committee

AB 109 "Core" Agencies, Programs and
Funding Allocations

**Target AB 109 Offender
Population Groups**

**Group #1: County Jail Prison ("N3")
Straight and Split Sentence
Inmates**

**Group #2: Post-Release Community
Supervision (PRCS) and
Split Sentence Mandatory
Probation Supervision
Offenders**

**Sacramento County Community
Corrections Partnership (CCP)**

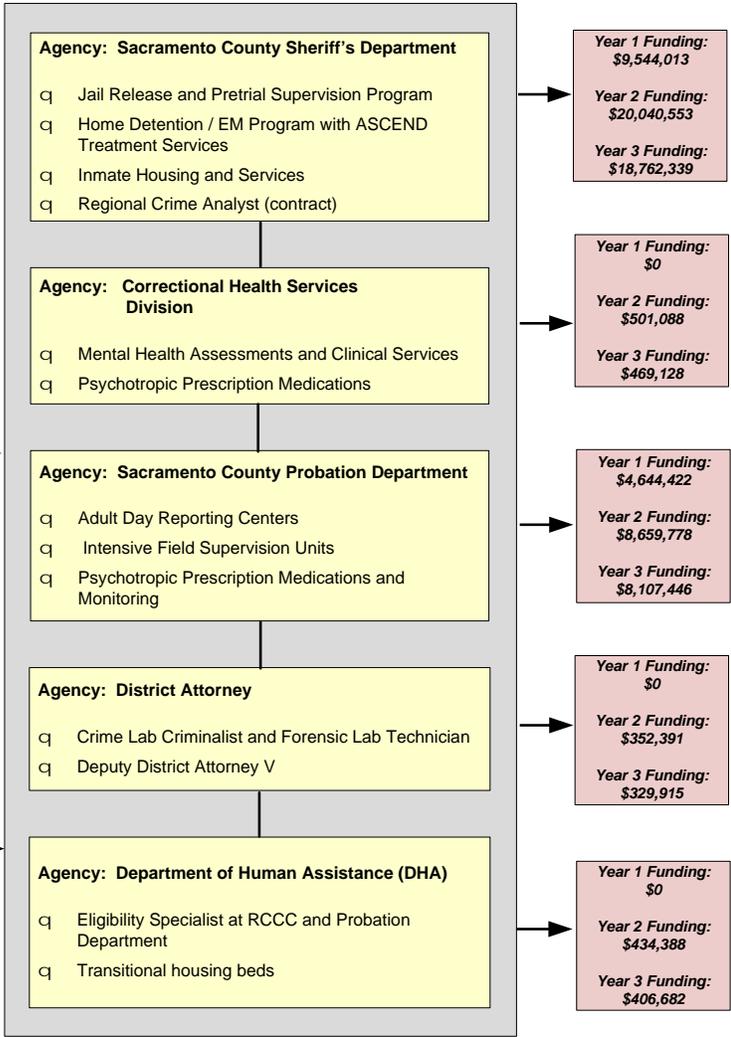
Executive Committee:

- (1) Sacramento County Chief Probation Officer (Chair)
- (2) Presiding Superior Court Judge Designee
- (3) Sacramento County Sheriff
- (4) Sacramento County District Attorney
- (5) Sacramento County Public Defender
- (6) Sacramento City Chief of Police
- (7) Chief Deputy, County Executive, County-wide Services

CCP Role and Responsibilities

- (1) Develop annual AB 109 Realignment Plan for Sacramento County
- (2) Select "core" agencies and AB 109 programs/services which emphasize principles of evidence-based practices in corrections
- (3) Set priorities for use of allocated funds

The Executive Committee is responsible for developing a multi-agency community corrections plan that identifies resources and strategies for providing an effective continuum of responses in the prevention, intervention, supervision, treatment, and incarceration of AB 109 offenders including strategies to develop and implement local alternatives to incarceration options for offenders



Appendix C.

Companion Funding For Post-Release Community Supervision (PRCS)
And Mandatory Supervision Mini-Regional Law Enforcement Teams
Sacramento County Long-Term Realignment Implementation Plan

Post Release Community Supervision (PRCS) and Mandatory Supervision Mini-Regional Law Enforcement Teams

Mission:

The Cities in Sacramento County have come together and are working as mini-regional teams for the purpose of identifying, monitoring, and closely supervising AB109 releases that have a high probability of relapsing into criminal behavior. Intervention and referrals, participation in surveillance, searches, apprehensions of persons with fresh charges, probable cause warrants and outstanding warrants and responding to regional crime series are among the activities of the mini-regional teams. Additional functions include but are not limited to:

- Use an assessment tool(s) to identify high risk offenders in each jurisdiction
- Use of precise game plans to address criminal activity involving PRCS offenders
- Use regional crime analyst for tracking activity, deployment, and enforcement
- Face to face meetings to gather data and intelligence (family-friends-associates)
- Funnel target cases to the DA
- Become subject matter expert resource
- Conduit for issues to the Probation Department
- Monitor/intervention/enforcement for entire region, using a mini-region approach
- Regular reporting to all department heads and/or designee(s)

Assumptions:

- Mini-regional teams with regularly assigned officers/detectives
- Population not being monitored effectively
- Releases are transitory, have no boundaries & commit crimes in all jurisdictions
- The mini-regional teams use intelligence to identify the drivers of crime
- The mini-regional teams engage in intervention activities primarily within their assigned jurisdictions, with the ability to engage in intervention activities in all participating jurisdictions, as needed
- The mini-regional teams make arrests primarily in their assigned jurisdictions, with the ability to make arrests in all jurisdictions, as needed
- The mini-regional team conducts investigations primarily in their assigned jurisdictions, with the ability to assist with cases in all jurisdictions, as needed
- Follow-up investigations handled by mini-regional team that includes agency of occurrence

Composition and allocations:

The mini-regional law enforcement teams are funded through a state grant that is administered through Citrus Heights Police Department, which is the "lead agency" for the state funding and has overall responsibility for the program implementation and distribution of funds. The grant provides first year funding totaling \$1,170,109. The law enforcement agency allocation includes the following:

	<u>Number of PRCS and Mandatory Supervision Offenders</u>
• Sacramento (\$670.109)	1,441
• Citrus Heights (\$100K)	75
• Elk Grove (\$100K)	44
• Folsom (\$100K)	11
• Galt (\$100K)	15
• Rancho Cordova (\$100K)	68

With the grant support, Sacramento City law enforcement agencies are working together to compliment the data collection, analysis and reporting activities that are also supported through the Community Corrections Partnership (CCP) and Long-Term Realignment Implementation Plan. The goal is to compliment and coordinate county-wide jurisdictional responses in supervising high risk PRCS and mandatory supervision populations.

The Sacramento Police Department (SPD) Mini-Regional Team is an example of the cooperation and enforcement work local law enforcement is pursuing. The Team includes a Probation Officer, an Investigator from the Department of Human Assistance, two Deputies, one Galt Police Officer, and five SPD officers. The Team works closely with the District Attorney's Office on case prosecutions.

Appendix D.

Participant Statements Highlighting AB 109 Program Participation Benefits
Sacramento County Long-Term Realignment Implementation Plan

Individual Statements Concerning AB 109 Program Participation Benefits

Rio Cosumnes Correctional Center (RCCC):

All of the following RCCC program participants were convicted of felonies and rated "High Risk" of re-offending.

- § Daniel shared "I have spent the majority of my adult life in and out of prison for crimes fueled by an addiction to drugs. During the many years of incarceration I was never given a chance to participate in any kind of classes that would help me deal with life on life terms.... I quickly returned to the life I had known, and my cycle of crime.... In April 2012, I was once again arrested but this time I was sentenced to 3 years under the AB109 law. I was sent to Rio Cosumnes Correctional Center and given a chance to participate in the AB109 classes. I took advantage of the classes in substance abuse, and Thinking for a Change, as well as furthering my education by taking part in the welding program. These classes were very beneficial to me, and have given me a renewed hope for my future.... ***It is my hope that this programming continues to offer its services and will grow so that many more people like me can benefit and move forward with their lives in a positive direction.***" Daniel is currently living in the community and for the first time has not been arrested within 90 days of release from prison.
- § Brent shared "The things I learned from the AB109 program are....how to recognize cycles of crimes, behaviors and how they get me stuck in a rut. Easy money is bad and hard money is good money. The real tough guy is the working man. It is easy to commit crimes. ***It is the tough guy that gets up and goes to work every day.***"
- § Ronald shared "In the past I have been to prison a total of 7 times..... and now this prison term of 2 years with half time (at RCCC). The difference this time around is the re-entry program. All of my previous prison terms... there was no vocational training to prepare me to be able to support myself upon getting out of prison, so as became the norm for me, when the end of my time came I would be really nervous... and it was really rough. Now the Re-entry program is giving people like me a new start to become a productive member of society again. Since I started this prison commitment, I have become a certified custodian; I have also completed the computer application class, and I have now learned how to create my own resume and I am going to-do mock interviews on Friday. we also have a case worker (reentry specialist) that we can go to if we have anything that we need help with whether it be something as simple as getting into a new class, or finding out what else is available, getting assistance with bus passes, getting a ride to D.M.V. to get a valid I.D., or how to go about getting a social security card... I feel this is a really great program; ***this is the first time in my life that I feel I have the tools to go back out in society and get a job and be self-sufficient. I really hope this program continues, and that others have the same opportunity to better themselves that I have had this time around.***"
- § Amos spent most of his juvenile and adult life in prisons. He completed the RCCC reentry services in May 2013 and he shared: ***"I have a job, a driver's license, a checking account and with my wife and kids, it's great!"***
- § Tom stated ***"because of AB109 re-entry services I get to spend my birthday with my kids for the first time in a long time. I also have a job.*** I am clean and working on my sobriety on a daily bases. My re-entry counselor is always available when I need that. Can't remember the last time I had someone to rely on."

§ **Ramona** shared "I've been in and out of jail for the past 15yrs. This is the first time that I've the opportunity to get the help I needed and sit down with someone (Debbie, Reentry Specialist) that cared about me and my success and make a reentry/exit plan. I also knew that if I went home without the help that I needed I'd end up back where I started. These were the best decisions I've made in the past 15yrs. ***These classes have helped me rediscover myself and be the person I have always wanted to be and a role model for my children.*** This would have not been possible without AB109 services in and out of jail. She (Debbie) has not only guided me toward achieving my goals...she also helped me see the bright future that's in store for me as long as I stay the course. ***None of this would have been possible without the AB109 reentry program. Thanks"***

Probation Adult Day Reporting Centers (ADRC):

§ **Emma** "What I got from this program is that the Recovery process is a life time of commitment of going to my NA groups, spending time with my sponsor, and being involved with clean and sober positive friends. Plus, the help from ADRC for all their help in finding me resources for housing, jobs, health, and so much more. I'd like to thank Ms. Curry, my counselor Leah, my teachers, and all the staff at ADRC. ***I think now I know I'm ready to move to the next level to learn more about my recovery of addiction. I know it's a day to day recovery process for me, and also to be back on my feet with a job, and to have housing once again.*** The only way I can do all these things is to stay clean and sober."

§ **Jeff** "During these past months I've been participating in all classes and have worked on what I learn in my daily life. I have completed all my tests for GED and am very proud of myself. Thank you, Tony and Officer Grace for encouraging me and helping with my diploma. I have worked hard, studied a lot and now I feel happy and proud that I'm moving forward in a positive way. I give my extra time to do community service and help people who are in need or not able to do certain tasks. I've followed all laws and rules and have been making good choices and goals that will benefit people around me. I hope to complete all classes and get off probation with good marks and all my goals accomplished! I'm on the right track and appreciate all the help from all of you at the office. ***My life has been difficult, but since I've focused on my goals and completed most of them, good things have come out of my efforts. I would like to be placed in level 3 so I can complete my last few goals.***"

§ **Ronald** "I feel I should move to level 3 because I have completed my Thinking for a Change class and I also go to NA meetings on a regular basis. In which both of them have helped me with the way I think and act. I now realize that there is always a positive, no matter what and nothing will ever make me act out in a violent way. I can always walk away. The class has taught me a lot with using my communication skills. I've practiced it in the last few months and have gotten great results. Also I've held a steady job for 4 months and I'm now waiting for my evaluation. My boss told me I'm going to be getting a dollar raise and medical and dental benefits. I plan to participate in the January graduation. ***Graduating will be one of my great successes and I will be allowed to go back into the jail and branch to carry the message and share my experience, strength and hope in Narcotics Anonymous, which means everything to me. I want to give back really bad. Thank you!"***

Cognitive Behavioral Out-of-Custody Treatment Program

- § Lovette relocated to Sacramento from Los Angeles to be in this program because she could find no other program that would give her the intense mentoring and emotional support she needed. She said, **“Coming to here gives me peace of mind. It has helped me stay focused and not give up. It has given me hope at my darkest point in my life.”** The program helped Lovette, 30, find housing, and now she is pursuing her GED (she dropped out of the 10th grade).
- § Lawrence, sentenced to county jail prison under AB 109, was put on home detention and into the program. He is now enrolled full time at Cosumnes River College pursuing an AA and transfer to a four year school. He coordinates attending weekly appointments at home detention, bi-weekly program classes, Cosumnes River College classes, and checking in 7-days a week with the program. He said, **“the Program has shown me the importance of education and how school will change my socio economic status and the ability to stay out of jail.”**
- § Richard, after being sentenced to county jail prison under AB 109, he was put on home detention and into the program. He has never missed a class or failed to complete a homework assignment. **“I have learned more about the law and how it applies to me, so that in the future I can make better choices and not re-offend.”**
- § Dwayne said, **“This program gives me a sense of community. The instructors, staff, and mentors show love and a genuine feeling of concern and good will for our well-being.”** Dwayne is in the program and on home detention after being sentenced to county jail prison under AB 109. He is 62 years old and has become an avid participant in class discussions and role plays.
- § Mark said, **“This program has changed the way I think and react. The program helped me look into myself and change for the better.”** Mark coordinates attending weekly appointments to home detention, bi-weekly with the program classes, Sacramento City College classes, and checking in 7-days a week with the program. He is attending college full time, and pursuing an AA and transfer to a four year school. **“I have found new friends in my program counselors. I want more people like them in my life.”**
- § Shane graduated from the program with a job. Her good performance in the program led the judge in her case to shorten her sentence. She said, **“The program helped me change how I think. Now I think things out before I speak and act. I plan for the future and am hopeful about it.”**
- § Prince got his driver's license back and made great progress in the program. **“I am thankful for the program because it has helped me become a better person and showed me that I don't want to be away from my family again.”** Prince was sentenced to county jail prison under AB 109, and was put on home detention and into the program.
- § Charles, with mentoring, negotiated a custody arrangement with the mother of his children, so that now he can visit his two young daughters. **“This program is helping me get control of how I handle my emotions and being a man.”**

Transitional Housing Program:

- § **Shane** has been sharing his experience in the AB 109 reentry services and the AB 109 temporary housing to anyone who will listen, including to Assembly member Dr. Pan and one of his staff members at the Recovery Works assembly at the State Capital in Sacramento recently. Shane said "I'm scared; I've spent my whole life in prison - since I was a teenager. This is hard (programming) but I'm done with prison, I love it here, it works." Shane recently began working and started a vegetable garden at the program.
- § **Tim** "I have been in and out of the criminal justice system for the past 24 years, with all charges related to either drugs or alcohol. In my experience, I was never offered any type of treatment or program. I have always been incarcerated with convicts who promoted such activity, which in turn veered me deeper into criminal behavior. In May 2012, I was blessed enough to become part of the program. At this program there are multiple classes for developing a new way of thinking. That's where I came across this saying that will forever stay with me, *'If you think like you've always thought, you'll get what you've always got.'* At this program is where it opened my eyes to living life with integrity. The programming and staff helped open my eyes. That and a combination of other things gave me the tools I need to change my way of thinking, and continue being a productive member in our society. I will forever be thankful to those who have helped me get to where I am today."

Appendix E.

CCP Identified Program Gaps and Priorities for the Public Safety
Realignment Planning Process
Sacramento County Long-Term Realignment Implementation Plan

**SACRAMENTO COMMUNITY CORRECTIONS PARTNERSHIP
IDENTIFIED GAPS AND PRIORITIES**

ITEM/TYPE	EXAMPLES OF NEED/GAP	PRIORITY
<p style="text-align: center;">Reentry Services Post Custody</p>	<ul style="list-style-type: none"> · Need supportive networks to help ex-offenders · Increase staff to determine offender's eligibility for medical services (MediCal) and get them signed up for the services they are eligible while under Probation's Supervision · Case Management & Aftercare Services, focus efforts on post-release such as "warm handoff" and wrap around support to offender to link to connections in the community · Mentoring for offenders · Have pilot group that receives all forms of available supports and services and then build out capacity · Provide family reunification services · Provide backpacks with personal hygiene products and referral paperwork for offenders 	<p style="text-align: center;">HIGH</p>
<p style="text-align: center;">Reentry Services In Custody</p>	<ul style="list-style-type: none"> · Need supportive networks to help ex-offenders · Add a Case Management Supervisor and increase the number of Reentry Specialists that provide in-custody and post-release drug and alcohol treatment, cognitive behavioral therapy and a wide range of support services to male and female offenders at the Rio Cosumnes Correctional Center (RCCC) · Increase staff to determine offender's eligibility for medical services (MediCal) and get them signed up for the services they are eligible for prior to release from RCCC · Mentoring for offenders · Have pilot group that receives all forms of available supports and services and then build out capacity · Provide family reunification services · Provide backpacks with personal hygiene products and referral paperwork for offenders 	<p style="text-align: center;">HIGH</p>

ITEM/TYPE	EXAMPLES OF NEED/GAP	PRIORITY
Substance Abuse Treatment Post Custody	<ul style="list-style-type: none"> • Provide PRCS Substance Abuse Counselor • Provide PRCS Cognitive Behavioral Substance Abuse Counseling • Provide Residential Treatment for PRCS and Mandatory Supervision caseloads 	HIGH
Cognitive Behavior Therapy Treatment In Custody	<ul style="list-style-type: none"> • Increase capacity for post release cognitive behavioral therapy services for inmates released from RCCC into alternative sentencing programs such as Home Detention • Increase capacity for In-Custody caseloads 	HIGH
Employment Services Post Custody	<ul style="list-style-type: none"> • Identify employers that will hire offenders and provide subsidized wage support • Increase capacity for Post Release Community Supervision and Mandatory Supervision caseloads 	HIGH
Mental Health Treatment Post Custody	<ul style="list-style-type: none"> • Psychotropic Medication Management and Monitoring (partially funded currently) • Provide PRCS Mental Health Counselor 	HIGH
Co-Occurring Substance Abuse/Mental Health Treatment & Reentry Services for Female Inmates	<ul style="list-style-type: none"> • Provide integrated co-occurring substance abuse and mental health treatment and related recovery and reentry services, including sustained aftercare, case management, and housing in the community to participants and their families both in and out of the jail to sentenced female inmates housed at the Rio Cosumnes Correctional Center 	MEDIUM
Education and Vocational Training In Custody	<ul style="list-style-type: none"> • Increase capacity for In-Custody caseloads 	MEDIUM
Employment Services In Custody	<ul style="list-style-type: none"> • Develop a partnership with local Labor Unions to provide vocational instruction to offenders while in-custody to develop good work habits and various trade skills in fields such as facilities maintenance, carpentry and general labor. Partnership with labor/trade unions to facilitate securing employment upon release • Identify employers that will hire offenders and provide subsidized wage support • Increase capacity for In-Custody caseloads 	MEDIUM

ITEM/TYPE	EXAMPLES OF NEED/GAP	PRIORITY
Mental Health Treatment In Custody	<ul style="list-style-type: none"> In-Custody Mental Health Out-Patient Clinician, Psychiatrist & Discharge Planning In-Custody Mental Health Treatment For Longer Term Inmates (partially funded currently) Psychotropic Medication Management and Monitoring (partially funded currently) 	MEDIUM
Cognitive Behavior Therapy Treatment Post Custody	Increase capacity for Post Release Community Supervision and Mandatory Supervision caseloads	MEDIUM
Information Technology Assistance For Departments to Assist With Data Gathering	In order to conduct a thorough assessment of AB 109 funded programs and services, departments will need assistance with developing and/or enhancing existing data systems in order to collect the required data and may have to go back and manually collect and add data to existing systems that has not been captured.	MEDIUM
Research and Evaluation	Conduct a study that aims to validate results of earlier studies correlating less crime with evidence based programming. Evaluate offender reintegration and custodial programs provided by Sheriff and Probation. Evaluate other programs and services provided. Explore related issues of program fidelity and staff interventions relative to offender recidivism and successful reintegration back into the community.	MEDIUM
Substance Abuse Treatment In Custody	<ul style="list-style-type: none"> In Custody Drug and Alcohol Addiction Services Provide Residential Treatment for alternative sentencing programs such as Home Detention 	MEDIUM
CCP Metric Plan Document	Develop a metric based plan that identifies how programs will be used in a cost-effective way; to determine if adequate funding has been provided to the stated priorities	LOW
Education and Vocational Training Post Custody	Increase capacity for Post Release Community Supervision and Mandatory Supervision caseloads	LOW
Homeless Offenders	Increase capacity to provide emergency and transitional housing with wrap around services	LOW
Offender Population Data	Do a better job of categorizing and providing more detailed information on the offender population	LOW
Crime Prevention	Focus on younger adults to prevent them from committing crimes, stop the cycle of crime, reach people when they are younger	LOW
Community Capacity Development	Coordinate, build and help entities to make connections in the community to assist offenders	LOW
Training of Mentors For Offenders	Train and equip people who are mentors for offenders to help them deal with issues that may arise	LOW
Transportation Assistance	Provide bus and light rail passes or other transportation services for employment interviews, medical and other critical appointments	LOW
Transformative Programming	Address core causes that drive offender population	LOW