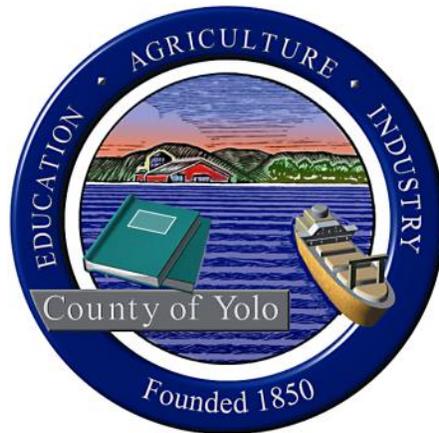


County of Yolo



2011 Public Safety Realignment

Initial Mitigation and Planning for
Sustainable Reform

Presented by the Yolo County Community
Corrections Partnership

13 September 2011

“There is science, logic, reason; there is thought verified by experience. And then there is California...There is no correctional system in the United States of America like California’s—whether described by size, judicial intervention, the power of organized labor, or its high recidivism rate.” Petersilla, J (2006)

TABLE OF CONTENTS

Executive Summary	1
1. Purpose.....	3
2. California’s Correctional Context	3
3. Summary of Legislative Changes	5
4. Research Supporting Evidence-Based Correctional Programming	7
5. Initial Mitigation Planning Process	9
6. Alternatives Considered	10
7. Alternatives Recommended for FY2011/12 Implementation	23
8. Preliminary Baseline Performance Indicators	26
9. Monitoring and Control.....	26
10. Budget and Funding Allocations.....	27
11. Schedule	28
12. Long-Term Planning.....	29
13. Supporting Information.....	33
14. Plan Contributors	33
15. Document Distribution.....	34
16. Approvals.....	35
17. Appendices	36

Executive Summary

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

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

This plan discusses the current correctional context, provides a summary of legislative changes, outlines evidence-based research, reviews the Yolo County planning processes, clarifies all alternative strategies considered and subsequently recommended, discusses preliminary baseline performance indicators, and recommends an appropriate funding allocation methodology to support the strategies recommended in the plan. Finally, long-term planning is considered and tentative project timelines are provided.

Yolo County Planning Process and Recommendations

In efforts to prepare and effectively assume the responsibilities statutorily outlined in AB 109, Yolo County's implementation plan will be submitted in two phases. Phase I, called the Initial Mitigation Plan, will address items that must be in place by October 1, 2011, in order for Yolo County to immediately respond to the shifting offender populations. Phase II will address the long-term and on-going systemic changes to which Yolo County must adjust to successfully implement all aspects of AB 109.

Early in the Phase I planning process, the Community Corrections Partnership (CCP) designated a workgroup to develop the initial implementation plan. This workgroup is comprised of representatives from the various entities associated with the CCP as well as other interested stakeholders. Meeting weekly, the workgroup identified priorities which were then grouped into evidence-based implementation strategies by the Probation Implementation Team. Additional strategies and proposals were also submitted by various stakeholders.

After the CCP workgroup prioritized these strategies and provided critical input, implementation budgets were negotiated, and an overall budget was developed to support the plan for initial mitigation as well as designating funding streams towards long-term planning efforts. After lengthy review, the Community

Corrections Partnership recommends the following strategies for the execution of the Initial Mitigation Plan (Phase I):

1. Increasing Jail Bed Capacity (Option A) at the Leinberger facility	\$871,717
• Flash Incarceration	
2. Expansion of Electronic Monitoring	\$646,565
3. Community Corrections Case Management (CCCM)	\$1,059,603
• Graduated Sanctions for Violations of Probation	
• Mandatory Drug Testing	
4. Contingency funding for unforeseen costs associated with health/mental information distribution and other direct services	\$88,000
5. Supplementary funding for District Attorney/Public Defender	\$82,000
6. Data Analysis, Support for Development of Evidence-based Policing Strategies and Partnerships	\$300,000
7. Long-term Analysis, Planning and Resource Development	\$286,718

Planning for Future Reform and Sustainability

Finally, the CCP recognizes the importance of reporting outcome measures to guide future long-term planning decisions. The data tracking tools currently available in Yolo County are limited and historical data is incomplete, making it difficult to establish any baseline against which to measure desired future outcomes. During Year-One, departments will focus on collecting baseline data to build program analysis capacity. Long-term planning efforts will address the data capturing, tracking and analysis needs for monitoring program progress, success, and areas requiring improvement. The CCP and associated workgroups are committed to participating in continued long-term systemic efforts to bridge the gap between research and practice. Yolo County will address the following items in its long-term planning efforts: continuous quality improvement, communications, community resource planning, risk and contingency planning, and enhanced information technology.

Implementing Assembly Bill (AB) 109 Reforms

1. Purpose

The 2011 Public Safety Realignment encompassed in AB 109 (and subsequent clarifying legislation) stands to substantially impact local criminal justice systems and communities. If managed poorly, the shift of the population and associated deinstitutionalization of some offenders could have a negative impact on local public safety. On the other hand, this reform effort offers California a unique opportunity to address long-standing issues related to the management of the correctional population at both the state and local levels. This plan provides an initial roadmap that assists Yolo County in the transition activities necessary to successfully implement the requirements of AB 109 during the first year of the system reform effort.

Due to the stringent implementation timeframes, the planning process will be accomplished in two phases. Phase I, called the Initial Mitigation Plan, will address items that must be in place by October 1, 2011, in order for Yolo County to respond to the shifting populations related to the public safety realignment. Phase II will address the long-term and on-going systemic changes to which Yolo County must adjust to successfully implement all aspects of AB 109. This plan addresses Phase I planning and includes an overview of Phase II planning activities. Phase II planning efforts are currently scheduled to begin during the second quarter of FY 2011/12.

“... even a cursory survey of current correctional practices yields the disquieting conclusion that we are a field in which quackery is tolerated, if not implicitly celebrated. It is not clear whether most of us have ever had the reflective moment in which we question whether “just maybe,” there might be a more enlightened path to pursue.” (Latessa, et al., 2002, p. 1)

2. California’s Correctional Context

In 2008, Judge Roger K. Warren initiated his support of evidence-based programs to reduce recidivism with the following opening statement:

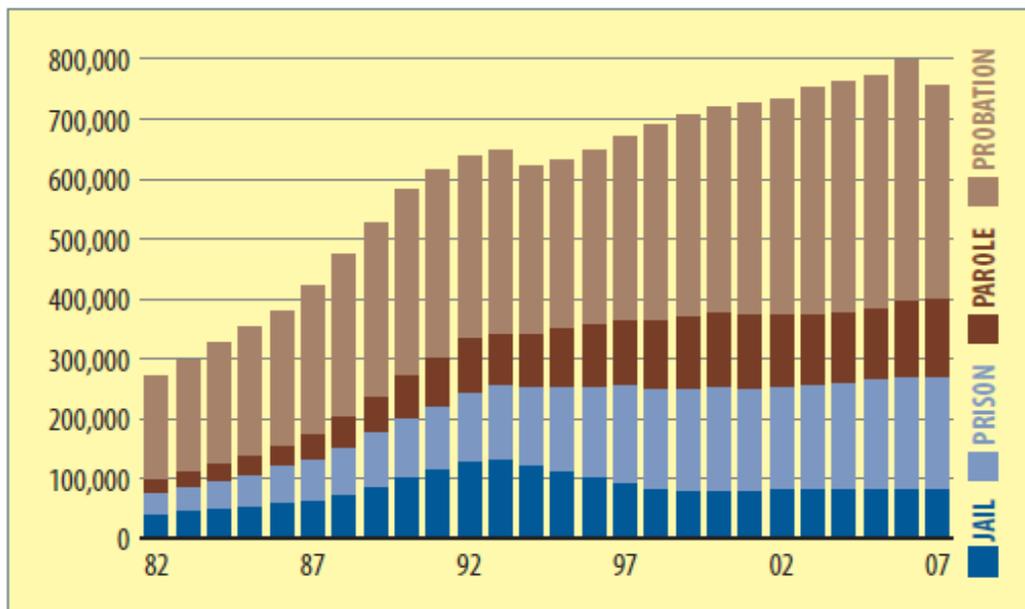
“National crime rates sky rocked during the 1970’s, and efforts to control crime through well-intentioned offender-treatment programs appeared to be patently ineffective. As a result, new state sentencing policies were enacted—policies which eschewed any effort to get offenders to accept responsibility for their own behaviors and sought to control crime by locking up many more offenders for longer periods of time. Those policies, still in effect in most states today, have resulted in overcrowded prisons, the highest incarceration rates in the world, skyrocketing corrections costs, and extreme racial and ethnic disparities. **Although initially effective in locking up serious and dangerous offenders, overreliance on incarceration is today of limited and diminishing effectiveness**

as a crime-control strategy. Offender recidivism rates have increased. Three quarters of state prison commitments are for nonviolent offenses resulting in overcrowded prisons and shorter prison terms for more dangerous offenders. We over-incarcerate some offenders, and under-incarcerate others (Warren, 2008, p. 4, emphasis added).”

A National Crisis

The growth of U.S. prison populations and the exponential costs associated is a well-known story. Over the past decade, criminologists and legal scholars alike have repeatedly characterized the growth in prison population as “unprecedented,” creating a dangerously overcrowded system and unmanageable caseloads (Hanes, 2008). According to the Pew Center on States’ 2009 report, between 1973 and 2009, the American prison population grew by an alarming 705 percent. This means, **one in thirty-one (3.2%) U.S. adults are under some form of correctional control** and despite increased corrections expenditures, more than four out of ten adult offenders return to prison within three years (Pew, 2009). Additionally, state correctional general fund expenditures have spiked to an aggregate average of \$47 billion, representing a 303% increase in just twenty years (Pew, 2009). Researchers agree that we can no longer continue building—through construction of hard custody beds—our way to public safety and states have passed the point of diminishing returns (Hanes, 2008; Aos, et al. 2006; Petersilia, 2006). While incarcerating serious, chronic, and violent offenders is justifiable, incapacitation of lower-level offenders costs tax payers far more than it saves in preventing crime (Pew, 2009).

TOTAL CORRECTIONAL POPULATION



* The Pew Center on the States. (2009). One in 31: The Long Reach of American Corrections. Washington DC: Pew Charitable Trusts.

California—the Largest Contributor to the Crisis

California, one of the largest correctional systems, contributes greatly to the systemic crisis facing the U.S. With over 160,000 inmates, 33 adult prisons statewide, and **recidivism rates reaching upwards of 70%, the state's correctional system is clearly in trouble** (Petersilia, 2006). Considering the national recidivism rate hovers closer to 50%, California must make significant strides towards correctional effectiveness (Pew, 2009). With one of the highest recidivism rates in the nation, the Little Hoover Commission (2007) characterized California's parole system as a "billion-dollar failure." Furthermore, over 35% of offenders are incarcerated compared to only 28% in 1982 (Pew, 2009). Despite spending close to ten percent or \$9 billion of the state's general funds on corrections, California provides fewer programs for prisoners and has higher inmate-to-officer ratios relative to comparable states. In fact, California expenditures are among the highest in the nation per inmate, per staff, and share of the overall budget (Petersilia, 2006). The state's unacceptable recidivism rates coupled with prison overcrowding and high spending has sparked legislative and judicial action.

The prison overcrowding crisis reached its height in 2003 when institutions were operating at 200% of their designed capacity (Petersilia, 2006). While reform efforts were initiated in the mid-1990s, they often went underfunded and lacked appropriate research to create lasting change. Additionally, the state faced a series of class action lawsuits that were initiated in 1990 and 2001 by seriously mentally ill prisoners and prisoners with serious medical conditions. Finally, in 2009, a panel of three federal judges ordered California to reduce its prison population to 110,000 from 156,000 (the official state prison capacity is 80,000) (Liptak, 2011). In May, 2011 the federal ruling was upheld by the Supreme Court decision in *Brown v. Plata No. 09-1233* where the Court noted that overcrowding is the "primary cause" of "severe and unlawful mistreatment of prisoners through grossly inadequate provision of medical and mental health care...leading to needless suffering and death (Liptak, 2011, p.1)." AB 109 represents the state's attempt to meet the mandated population reduction through increased local control supported by flexibility and fiscal appropriations. The New York Times characterized AB 109 as a "seismic shift" in California's correctional system (Archibald, 2010).

Other states and local jurisdictions have safely reduced their reliance on custodial sanctions through the development of a system of correctional programming designed to reduce the likelihood that offenders commit future crime. They have done this by following specific, outlined principles and best practices and providing appropriate treatment to the right population. Of course, all stakeholders in the system should understand and agree that this population is the population who is most likely to commit crimes. It is highly likely that there will be isolated incidents of specific crimes that will cause many to react negatively to the reform efforts that will be initiated in this shift. It will be important that data is collected, monitored, reviewed, and reported in a way where any breakdowns in system effectiveness are illuminated at the earliest possible moment and collective success is clearly demonstrated.

Post release population projections from the California Department of Corrections and Rehabilitation (CDCR) and the Department of Finance (DOF) are included as Appendices E and F.

3. Summary of Legislative Changes

Operative Date

- Prospectively applied to all those sentenced after October 1, 2011 and offenders released from prison to community supervision after October 1, 2011.

Leverages existing Community Corrections Partnership (CCP)

- The CCP is identified as the governing body that is responsible for submitting a recommended realignment implementation plan to the Board of Supervisors (BoS). The plan must then be approved by the BoS in time to allow implementation by the mandated operational date of October 1, 2011. The Executive (voting) membership of the CCP includes:
 - Chief Probation Officer (Chair);
 - Court Executive Officer;
 - District Attorney;
 - Public Defender;
 - West Sacramento Chief of Police;
 - Sheriff; and
 - Director of Alcohol Drug and Mental Health.

CCP Voting Requirements

- Submission to the BoS with a simple majority vote from CCP
- Plan Approval requires simple majority vote by BoS
- Plan Rejection requires 4/5 vote by the BoS
- Absent a 4/5 vote to reject, the plan is deemed approved by BoS

Impact on Offender Populations

- **Post Release Community Supervision (PRCS) Population**
 - Those being released from state prison after October 1, 2011, will fall under the authority of the Yolo County Probation Department, as determined by the BoS. The Probation Department will provide post-release supervision to all releases with the following exceptions (who will be placed on CDCR Parole):
 - Individuals whose commitment offense is a serious/violent felony
 - Third strikers
 - High-risk sex offenders
 - Mentally Disordered Offenders
 - Low Level Offender Population
 - No longer eligible for commitment to CDCR, with the following exceptions:
 - Those who have a current or prior conviction for a serious or violent felony
 - Those who have a current or prior conviction for a “reisertrable” sex offense
 - Those whose commitment offense is on a list of 59 “excluded” crimes
 - Parole Violators
 - All custody time for parole violations will be served in local jail
 - Exception: Those who have been previously committed to life may serve their violation terms in state prison.

Parole Revocations

- Effective October 1, 2011, PRCS revocations will be heard by courts, and the Courts are granted authority to modify terms and conditions, as well as grant early discharge
- Only periods of incarceration exceeding 10 days require a court hearing
- All PRCS and parole revocations will be served in local jail for up to 180 days

- In 2013, the Board of Parole Hearings (BPH) will no longer hear parole revocation hearings. These will be transitioned to the local courts.

Evidence-based Correctional Sanctions and Interventions

Evidence-based correctional sanctions and programming generally include alternatives other than incarceration alone or traditional compliance-based probation supervision. Community-based options include but are not limited to the following:

- Cognitive Behavioral Therapy (CBT)
- Community-based residential programs targeting criminogenic needs
- Day reporting center
- Flash incarceration
- Home detention with Electronic Monitoring (EM) and/or Global Positioning System (GPS)
- Intensive community supervision
- Mandatory community service
- Mandatory drug testing
- Mandatory substance abuse treatment (in and outpatient)
- Mother-infant care programs
- Restorative justice programs
- Victim Awareness Program
- Work release programs
- Work, training, education furlough programs

4. Research Supporting Evidence-Based Correctional Programming

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

1. The Risk Principle (who) – Target resources to higher risk offenders. Ideally, sufficient resources would be applied to supervise, case manage and treat high and moderate risk offenders appropriately.
2. The Need Principle (what) – Apply interventions that target each offender’s particular criminogenic needs. Criminogenic needs are those areas that are dynamic (can be changed) and have been scientifically demonstrated to be correlated with likelihood of re-offense. These factors include: Antisocial attitudes and beliefs, Antisocial peers, Antisocial personality pattern, lack of positive family support, low levels of

“When intervening in the lives of offenders—that is, intervening with the expressed interest of reducing recidivism—corrections has resisted becoming a true profession. Too often, being a “professional” has been debased to mean dressing in a presentable way, having experience in the field, and showing up every day for work. But a profession is defined not by its surface appearance but by its intellectual core. An occupation may lay claim to being a “profession” only to the extent that its practices are based on research knowledge, training, and expertise – a triumvirate that promotes the possibility that what it does can be effective (Latessa, Cullen, Gendreau2002, p.1)

education or employment success, lack of prosocial leisure activities, and substance abuse.

3. The Responsivity Principle – Interventions should be applied based on the individual characteristics of the offender that may affect how s/he may respond to the given intervention. Such characteristics include mental health issues, medical issues, intelligence level, readiness for change, etc.
4. The Treatment Principle– The most effective correctional interventions are behavioral, focusing on factors that influence behavior, are action-oriented, and are appropriately reinforced. These include cognitive-behavioral approaches, structured social learning where new skills and behaviors are modeled, and family based approaches where the family is trained in new skills and techniques.
5. The Fidelity Principle – Ensure that evidence-based programs are implemented as designed, often including structured measurements of model-adherence, extensive quality assurance mechanisms, pre/post evaluation, and other methodologies for ensuring fidelity.

5. Initial Mitigation Planning Process

Early in the process, the Community Corrections Partnership (CCP) chose to designate a workgroup to work on the development of the initial implementation plan. This workgroup is made up of representatives from the various entities who comprise the CCP, as well as other interested parties.

The workgroup, which meets weekly, identified areas of greatest concern/interest to each respective entity represented. These concerns/interests were then grouped into strategic areas by the Probation Implementation Team. The implementation team conducted a literature review to identify any evidence-based programs that supported each given strategy and high-level cost estimates were also developed for each strategy. The literature review and costing efforts were limited due to the compressed timeframes in which the plan must be developed and implementation initiated. The narrative detail of the strategies proposed by the Implementation Team are included in Appendix A.

The narrative detail of each strategy was grouped by program focus and presented to the CCP workgroup. The group was asked to prioritize the strategies focusing on those of greatest impact to the community and those that could be realistically implemented in the timeframes allowed by the legislation. It should be noted that during this process two additional concepts or proposals were submitted to the CCP workgroup; one from the Yolo County Sheriff and another from the Chiefs of Davis, West Sacramento, Winters, and Woodland Police Departments. Both of these proposals were considered by the CCP workgroup for initial mitigation, and both proposals are included in the recommendations for initial mitigation.

After the initial version of the plan was completed and presented to the CCP, two additional proposals were submitted by the Public Defender, one of which was in collaboration with the DA. The concepts included in both these proposals have also been included in the recommended strategies for initial mitigation. Finally, there was a final proposal submitted by the Sheriff, which suggested funding an additional two deputy positions to assist with electronic monitoring. That addition is not reflected in the recommendations in this plan. All proposals received are included in Appendix G.

After the CCP workgroup prioritized the strategies and provided any additional input they felt critical to a proposed strategy, implementation budgets were negotiated, and an overall budget was developed to support the plan for initial mitigation while allocating resources to support long-term planning efforts.

6. Alternatives Considered

Table 1 provides a high-level overview of various program alternatives considered for implementation within Yolo County. Many of these are currently used in correctional settings across the U.S. Alternatives identified as long-term or needing further consideration will be addressed in the long-term planning process. Narrative detail of the strategies considered for Initial Mitigation is included in Appendix A.

Table 1, Alternatives Considered, is displayed as follows:

Column 1 - FY 2011/12:

Identifies the FY2011/12 recommendation for that specific alternative. A check mark (✓) in column one indicates that the strategy is recommended for implementation during Fiscal Year 2011/12, and that the costs are identified in Year 2011/12. A check mark with an asterisk (✓*) indicates that the strategy costs identified in the “Alternative Cost” columns are included in the funding for the Community Corrections Case Management or Increasing Jail Bed Capacity strategies.

Column 2 - Alternative:

Identifies the alternative name.

Column 3 - Description:

Provides a brief description of the alternative. Further detail is provided in Appendix A.

Column 4 - Change in Recidivism:

Identifies the change in recidivism. Unless otherwise noted, the recidivism rates cited in this table are from Mark Lipsey’s 2007 report entitled, “The Effectiveness of Correctional Rehabilitation: A Review of Systematic Reviews.” If the research did not specifically identify the alternative, consideration was given to how the strategy would likely be applied in case management situations within Yolo County (i.e would this strategy be applied in a more or less restrictive way).

Column 5 – Currently Used in Yolo County:

Notes if the alternative or some version of the alternative is currently used in Yolo County.

Column 6 – Responsible Agency:

Identifies the agency or agencies who have primary responsibility for administering the alternative within Yolo County.

Column 7/8 – Alternative Cost / Year 1 and Annual:

Provides an estimate for implementing this alternative during FY2011/12 which is a nine-month period, and for a full-year implementation. These costs reflect the cost for additional services and do not include any costs for the same or similar services currently funded.

Column 9 – Annual Cost Per Client (ADP):

Provides an estimate of the Annual Cost Per Client for each alternative. Average Daily Population (ADP), which can be thought of as “per slot” for the period of one year. This allows the reader to compare costs of one bed vs. one treatment “slot” vs. one space on home custody, without considering fluctuations in length of stay or dosage, etc.

Table 1: Alternatives Considered

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
√	Cognitive Behavioral Therapy (CBT)	CBT focuses on patterns of thinking and beliefs, attitudes and values that underlie behavior. Programs are usually offered in small-group settings (but can be delivered on an individual basis), incorporating lessons, role-playing exercises, modeling, skills practice, feedback, and “homework” (practice). Two common treatment models are Moral Reconciliation Therapy (MRT) and Reasoning and Rehabilitation. This strategy includes planning and training to support providers to shift resources to support this model.	-8% to -32%	√	<p>Communicare Health Centers (currently)</p> <p>Other Treatment Providers to be Included, based on their interest</p>	\$60,000	NMR	NMR
	Community-Based Residential Program	Provide correctional interventions for offenders in a non-custodial, residential setting. Treatment components should target the various offender criminogenic needs (anti-social attitudes, anti-social peers, anti-social personality pattern, family dysfunction, low levels of educational/vocational achievement, lack of pro-social leisure activities, and substance abuse). It should be noted that most often outcomes are maximized in community settings. Staff were unable to locate any research that would indicate that merely a residential setting has any influence on effectiveness of a given intervention.	-14% to -20%	√ Substance Abuse Only	Varies	Varies	Varies	Varies

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
√	Community Corrections Case Management (CCCM)	A needs-assessment driven, case management alternative for supervising offenders in the community by utilizing an overall structure that applies the risk, need, and responsibility principles. This option emphasizes relational elements, engagement techniques that engage and motivate offenders to change, and behavioral interventions coupled with the use of graduated sanctions and incentives supporting behavior change.	-2% to -10%	√ (some aspects of the strategy are currently used)	Probation Department	\$1,059,603	\$1,434,000	\$2,294
	Community Service/Work Program	Requires offenders to work in the community to repair an offense or earn money toward restitution/fines. Usually associated with probation, this option is rarely a stand-alone sanction and is most effective when linked to specific community harm. Yolo requires offenders to work in the community as a punitive response at the onset of sentencing or as an alternative to custody. This alternative includes the Sheriff's Work Incentive Program (SWIP) currently utilized by the Sheriff's Office but run by the Probation Department.	N/A	√	Probation Department Sheriff's Dept – screening process	\$86,139	\$164,483	\$1,509

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Community Service Program	This program would be a partnership of many agencies and entities in the community to place offenders in settings wherein they can have the opportunity to complete community service in an effort to repay their debt to society and mobilize their work for maximum impact on the community.	N/A			NMR	NMR	NMR
	County-wide Assessment Protocol	A county-wide strategy designed to ensure that risk for re-offense, criminogenic needs, mental health, and overall health assessments are completed as early in the process as possible to drive comprehensive system decision making.	N/A			NMR	NMR	NMR
	Day Reporting Center (DRC)	Offenders report to a secure nonresidential facility monitored by probation officers or contracted staff. Individuals perform community services and receive treatment targeted toward criminogenic needs and in support of the offender's needs-assessment-driven case plan. Offenders must adhere to curfews; submit to random drug tests, complete community service and/or remain employed or in school.	0 to -32%			\$900,000	\$1,200,000	\$12,000

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Drug Court— Increasing Capacity	The primary goal of drug court is to efficiently administer drug treatment programs. Focus should be exclusively on high risk offenders whose primary criminogenic needs include substance abuse. ¹	-8%	√	Yolo Court Probation Department	\$109,200	\$145,750	\$3,239
√	Electronic Monitoring (EM)	Participants wear devices that monitor their proximity to their residence to ensure that they are in a designated location when required. The primary goals are: 1) reintegration; 2) accountability; and 3) monitoring. Use of electronic monitoring can allow lower-risk offenders to maintain employment, housing, education, and family ties while meeting accountability-related requirements. Electronic Monitoring includes Home Custody for lower level offenders who are allowed to do their jail time at home while being monitored electronically. This could allow offenders to continue their employment in order to remain productive citizens, and also affords opportunities for offenders to receive medical treatment for ongoing, serious illnesses/injuries.	0 to -4%	√	Probation Department (currently) Sheriff (currently, and to be expanded)	\$646,565	\$1,075,920	\$6,028

¹ * Drug Treatment – The effectiveness of Drug Treatment Programs in Reducing Criminal Behavior – A Meta-Analysis. By Kathy R. Hallaway (et.al) 2006

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
√*	Flash Incarceration	Flash incarceration entails a brief jail stay (up to 10 days consecutive) to motivate treatment and probation compliance. This method receives strong theoretical support based on the notion that sanctions must be swift, specific, consistent, and use the least amount of punishment necessary to achieve a desired behavioral change. Research indicates the most important elements are swiftness and certainty, but as severity increases, the correlation with behavior change does not necessarily increase. Flash incarceration can allow for application of minimal jail bed "resources" with maximum impact, if done swiftly, and in conjunction with a system of graduated sanctions that allows for certain response to known violations.	0 to -4%	√	Probation Department Sheriff	Included in Jail Bed Increase	Included in Jail Bed Increase	Included in Jail Bed Increase
	General Education Diploma (GED) Program	Prepares offenders whose grade equivalency is 9 to 12 for the GED test and is intended to outfit individuals with skills needed to succeed. Offerings typically range from adult basic skills to secondary instruction that enables participants to gain high school level academic proficiency.	-6% to -20%	√	Sheriff Community Service Providers	NMR	NMR	NMR

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Global Position System (GPS) Technology	Participants wear devices that passively or actively monitor their location to ensure that s/he is only where permitted. While this allows for response to offenders who may not abide by restrictions placed on him/her, it does not ensure that offenders will not have access to targets of crime (particularly noteworthy in the cases of victims who may be at elevated risk).	0 to -4%	√	Probation Department	\$230,740	\$276,900	\$6,922
√*	Graduated Sanctions for Violations of Probation	Gives the supervising probation officer authority to respond to violation behaviors in a way that utilizes alternative sanctions and responses to reinforce behavior without relying solely on court responses or custodial sanctions. Offenders can be held accountable while reducing reliance on jail beds and other system costs.		√	Probation Department	Included in CCCM	Included in CCCM	Included in CCCM
√ (Option A)	Increasing Available Jail Beds	In general, this means increasing the number of jail beds available to house short-term stays while alternative sanctions are being assessed or to house an offender awaiting transfer to another facility. Within Yolo County, two alternatives have been proposed to address this strategy. <u>Option A</u> : Staffing current unused jail capacity (30 beds) in the Leinberger facility <u>Option B</u> : Supplementing federal contract, opening 25 beds for county use	-4% to +14%		Sheriff	<u>Option A</u> : \$871,717 <u>Option B</u> \$430,534	<u>Option A</u> : \$1,159,560 <u>Option B</u> : \$500,000	<u>Option A</u> : \$34,322 <u>Option B</u> : \$22,962

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Intensive Probation Supervision (ISP)	Provides close monitoring of offenders who are in the community by assigned probation officers. ISP typically couples increased surveillance with targeted rehabilitative treatments but does not emphasize the individualized case planning, and relational strategies applied by the Probation Officer (as in the Community Corrections Case Management strategy)	-2% to -8%	√	Probation Department	\$489,250	\$637,000	\$1,019
	Law Enforcement / Probation Partnerships	This is the strategy initially proposed by the Police Chiefs of the various cities in Yolo County, but it is a strategy that can be applied utilizing any front-line law enforcement. The strategy would rely on building upon existing practices of front line law enforcement personnel supporting Probation Officers in the enforcement/compliance related functions of supervision of the community corrections population. It is one of many possible partnership strategies that could be utilized to mitigate the impacts of AB109 on local communities.	N/A	√ (Informally)	Probation Department, Yolo County Sheriff, Davis Police Department, West Sacramento Police Department, Woodland Police Department, Winters Police Department	NMR	NMR	NMR

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Local Law Enforcement Integration and Planning	This is the proposal that is attached in Appendix G, submitted by the local Chiefs of Police. It includes some small funding for initial mitigation of the population shift as well as offset to allow for full participation in planning efforts. Perhaps most importantly, it includes data sharing and collaborative analysis of current and future impacts of realignment to help inform future resources allocation.	N/A (Policing Research will necessarily have to be integrated into the literature review)			\$300,000	\$400,000	NMR
	Local Law Enforcement Integration and Planning with Augmentation to the DA and Public Defender Offices	To support the Local Law Enforcement Integration Planning proposed by the Police Chiefs, request the CCP vote to allocate \$82,000 to be split between the District Attorney's Office and Public Defender's Office. This money, when added to the \$106,000 reserved to offset the new PRCS revocations, would allow each office to hire one additional attorney. See Appendix G for the detailed proposal.				NMR	NMR	NMR
√*	Mandatory Drug Testing	Requires offenders to report to a predetermined location to submit periodic urinalysis.	0 to -4%	√	Probation Department	Included in CCCM	Included in CCCM	Included in CCCM

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Mandatory Substance Abuse Treatment	Offenders are required to attend mandatory substance abuse treatment (in-patient or out-patient).	-4% to -20%	√	Court Referral Probation Department Referral to Community Service Providers	\$83,650	\$107,250	\$2,975
	Moderate Risk Community Monitoring	Utilization of a telephone reporting/monitoring system to assist in supervising clients assessed as being moderate risk to re-offend. Such a system is designed to support probation officers and management in supervising caseloads. The goal of the system is to effectively apply the latest technology to automate, streamline and simplify the process of managing Probationer cases and ensure timely compliance with program guidelines.	N/A		Probation Department	\$478,627	\$588,366	\$636
	Mother Infant Care Program	The Mother-Infant Care Programs provides day care for children while their mothers receive counseling services.	0 to -4%	√	Community Providers	No County Cost	No County Cost	\$26,660

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Non-specific Direct Services	Realign funding for the recommended strategies to provide direct services to offenders is essential to the ultimate success of AB 109's mission. Place the aggregate savings into the contingency fund pending full proposals from the Directors of Alcohol, Drug and Mental Health, Communicare Health Centers, and other reputable organizations that strive to meet the needs of our offenders on a daily basis. By November 1st, disperse the money to the organizations that advance the best plans. See Appendix G for the detailed proposal.	N/A		Community Providers	NMR	NMR	NMR
	Restorative Justice Program	Seeks to involve offenders, victims, and community representatives in the reparation process. Unlike community justice, it is case-driven, focusing on a specific incident. Approaches include: victim-offender mediation-dialogue, community reparative boards, family/community group conferencing, and circle sentencing.	-12% to -33%			NMR	NMR	NMR

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Secure Continuous Remote Alcohol Monitor (SCRAM)	SCRAM is a transdermal alcohol-detection bracelet device. The purpose of a SCRAM bracelet is to detect the presence of ethyl alcohol. Offenders are ordered to abstain from all alcohol consumption. ²	0 to -4%	√	Probation Department	NMR	NMR	NMR
	Victim Awareness Program	Raises awareness among offenders of the “victimology cycle” – victims of sexual/physical/mental abuse often go on to victimize others. The goal is to equip participants with the tools necessary to break this cycle through principles of repentance, forgiveness, reconciliation, and restitution. The model coincides with restorative justice programming.	-18% (change specific to juveniles but change rate is expected to be comparable among adult offenders)			NMR	NMR	NMR
	Vocational Education Program	Provides offenders with real-world vocational skills and work experience necessary to obtain employment upon community re-entry.	-6% to -20%			NMR	NMR	NMR

² * SCRAM study - By Victor E. Flango, Ph.D., & Fred L. Cheesman, Ph.D., National Drug Court Institute, Alexandria, Virginia

Legend: N/A = Not applicable; NMR = Needs More Research

FY 2011/12	Alternative	Description	Change in Recidivism *Lipsey (2007)	Currently Used in Yolo County	Responsible Agency	Alternative Cost		Annual Cost Per Client (ADP)
						Year 1	Annual	
	Warrant Mitigation	Examines failures to appear and absconding behaviors, applies interventions to prevent the behavior in the first place, and attempts to re-engage the offender in the process as early as possible with as few resources as possible (eg. 1) Providing reminder phone calls for court hearings to reduce failures to appear; or 2) initiate a non-law enforcement intervention – in a short timeframe – to return a person to the system without warrant issue, re-arrest and/or processing when an offender initially is assumed to have absconded).	N/A			NMR	NMR	NMR

Legend: N/A = Not applicable; NMR = Needs More Research

7. Alternatives Recommended for FY2011/12 Implementation

As previously mentioned, the timeframes imposed upon county leaders for the criminal justice realignment do not allow sufficient time for the most deliberate and thoughtful planning for efficient resource application to support the best outcomes in a reform environment. This reality, coupled with the limited information available regarding many process details and characteristics of the realigned population necessitates that leaders maximize the opportunity for reform while mitigating the initial impact of the population shift, recognizing the current system capacity. As such, strategies employed must both bolster existing resources to enable the current system to respond to the initial wave of new responsibilities and invest in rational planning for and development of sustainable reforms to the local criminal justice system.

This plan incorporates a number of strategies that combine to form a package of solutions that accomplish the goals of initial mitigation and initial investment in long-term reform.

1. Increasing Jail Bed Capacity at the Leinberger Facility \$871,717

This strategy falls largely within the area of initial mitigation. It is clear that the reforms outlined in AB109 stand to have a substantial impact on local jail populations. There is hope that modifications to local sentencing practices and correctional intervention capacity will also help to mitigate the potential need for jail space over time. However, practices and appropriate capacity take a great deal of time and effort to change. Therefore, the Community Corrections Partnership is recommending that all available jail beds be staffed in order to ensure they are available, in the event they are needed and as the group continues to examine the best application of treatment and alternative custody resources. Maximizing jail beds also increases the opportunity to utilize flash incarceration as a sanction for those on Post Release Community Supervision (PRCS) and other community corrections programs.

2. Expansion of Electronic Monitoring Capacity \$646,565

This strategy provides for Electronic Monitoring Capacity of up to between 70 and 100 offenders at a time. This provides for initial mitigation by allowing offenders who could be properly managed on alternative custody programs to be monitored in the community, thus maximizing available jail beds for offenders who may be a higher risk to the community. This is also the type of strategy that is likely to be increased over time, to allow sanctions and monitoring for offenders while allowing them to take advantage of community treatment programs and employment opportunities, thus improving outcomes for offenders who are appropriate for alternative custody sanctions. Since Sheriff's Deputies will be doing most of the compliance monitoring for this program, there is an added benefit of providing depth in the patrol ranks for emergency response and to assist in the compliance monitoring of any other offenders in the community.

3. Community Corrections Case Management \$1,059,603

This will provide sufficient probation officers (POs) to ensure that all high risk offenders in the community can be assigned to caseloads of approximately 50 offenders per PO. This will allow officers

the time and resources to needs assess each offender under his/her supervision, and develop individualized needs-assessment-driven case plans to assist the offender in his/her rehabilitative efforts. Additionally, officers will be able to meet regularly with offenders (based on the offenders needs at the time, with a minimum of one face-to-face meeting per month) to engage and motivate the offender to follow through with his/her rehabilitative goals and to make referrals to available community services. These meetings will also serve the purpose of compliance monitoring. For the highest risk or non-compliant offenders, Probation Officers will seek support and assistance from frontline law enforcement officers in appropriate jurisdictions.

This strategy also has a substantial role in long-term data gathering, analysis and planning in that each needs assessment completed on an offender is stored in a database from which aggregate data on the entire high risk population can be extracted and analyzed to ascertain the service needs for the high-risk offender population in Yolo County. This data can then be utilized to drive the development of appropriate correctional treatment resources within the community, the jail, and residential facilities.

- 4. Contingency Funding for Unforeseen Costs Associated with Health and /or Mental Health Needs \$88,000

On August 11, 2011, county officials were notified that (due to HIPPA restrictions) all client-specific health and mental health information for the Post-Release Community Supervision population would be sent from CDCR to the Mental Health Director in each county. The scope and magnitude of this information and/or the penetration of these issues into the realigned population as-of-yet is unknown. This funding is earmarked to mitigate impacts to the Alcohol, Drug and Mental Health Department and/or to be utilized for direct service provision for the community corrections population through other agencies or community organizations, depending on the needs identified in future analysis.

- 5. Supplementary Funding for the District Attorney and Public Defender \$ 82,000

It is clear that the realigned responsibilities will have an impact on the DA and Public Defender, particularly with regard to the violation proceedings for the realigned population. However, the scope of work, time, and collaboration that will be required for each of these offices to invest in the future planning efforts and contribute to process changes as reform efforts progress is significant. The state did provide some funding to mitigate some of the impacts for these departments, but in Yolo County, the amount of funding falls short of even one FTE for each office. Given that both of these offices have been impacted by significant reductions in recent years, the CCP agreed that the increased workload warranted funding that would be sufficient (when added to the direct allocation from the state) to allow each office to hire one FTE attorney.

- 6. Data Analysis, Support for Development of Evidence-based Policing Strategies and Partnerships \$300,000

The impact of the realigned and de-institutionalized population on the municipalities and front line law enforcement is unknown. Some predict an increase in crime and law enforcement activity. Others predict crime will remain flat. The fact is that we cannot know with the information we have available now. Efforts are underway to merge frontline law enforcement data with probation data to examine the true impact of the community corrections population on the work of frontline law enforcement in

Yolo County, and vice versa. In the meantime, municipal police departments have engaged fully in the planning process, with full support of the strategies that have been recommended. Furthermore, they have been more than willing to make modifications to their own practices to allow them to better support the Probation Department and the Sheriff's Office, as the county agencies supervise the community corrections and electronic monitoring population within the various communities. Local law enforcement agencies have also been subject to recent reductions, including the elimination of crime analyst positions in recent years. As such, it is recommended that resources be allocated to each of the local police agencies to mitigate the unquantifiable impact of the realigned population on the local communities as well as to provide resources to offset costs associated with full participation in the planning efforts underway and collaborative data collection and analysis between city and county agencies. It is hoped that these efforts will shed light on the true impact of the community corrections population on the cities to allow officials to better gauge future impact. It is also hoped that this process will illuminate possible additional areas of partnership and information sharing that can support the public safety efforts of county agencies. The goal of this process is to utilize data to illuminate problems and possible solutions with the offender populations in each of the given municipalities, utilizing practices adapted from the Problem-Oriented Policing models and literature (an evidence-based policing strategy).

7. Long-term Analysis, Planning and Resource Development

\$286,718

Some of the most recent research in the emerging field of implementation science has revealed that when implementing evidence-based practices in human services, reaching a point of full implementation (when the expected outcomes can be reasonably expected) can take as long as two to four years. On the one hand, these findings could spur a community or organization to move as quickly as possible toward implementation. However, such findings also emphasize the importance of slow and deliberate planning, implementation, and measurement in order to maximize the likelihood of sustainability. The risk of moving too quickly is costly implementation of a program that cannot be sustained or may not be needed as much as another. With such long implementation timeframes, changing in midstream only causes further delay and expense. This provides substantial support for why deliberate and collaborative planning must be undertaken during the course of the next six to nine months.

Most of the subcategories within this strategy are rough estimates, acknowledging that more funding could easily be spent in each area, and most of the categories are areas in which the current county infrastructure has little or no excess capacity. Subcategories include project planning/management, data analysis, criminal justice planning expertise (technical assistance), Cognitive Behavior Treatment and other intervention system modifications, community and stakeholder engagement, and IT/System Upgrades. It is anticipated that subcommittees will be formed to focus on specific areas of change, to include correctional treatment, housing, employment services, health/mental health care needs, impact on front line law enforcement, data and outcomes, etc. The budget suggested for planning efforts is currently recommended to be allocated to the Probation Department, but it is anticipated that the funding will be largely utilized for contracted expertise. As the process develops, specific long-term capacity needs will be illuminated and incorporated into recommendations for future funding.

8. Preliminary Baseline Performance Indicators

The key to monitoring and reporting on outcomes is the reliability of data. The data tracking and analysis tools currently available within Yolo County are limited, and historical data is incomplete, making it difficult to establish any baseline against which to measure future outcomes (although work continues to try and analyze historical data to establish some baseline measures). Long-term planning efforts will address the data capturing, tracking and analysis needs for monitoring program progress, success and areas requiring improvement. As these capacities are developing, Yolo County will have to rely (at least in part) on existing data and the use of manual data interpretation methods to monitor the strategies implemented.

Future data capacity development efforts will focus on modification of existing processes and systems that support those processes to allow for capturing of tabular data in formats that can be readily extracted and analyzed in conjunction with related data sets to establish a more reliable systematic understanding of program outcomes on a per-offender and aggregate basis.

Data to establish very basic measurement baselines will be the focus during Fiscal Year 2011/2012. The baseline data will be used to establish future outcomes. It should be noted, however, that even second-year outcomes are not likely to be as robust as one may prefer. This is largely due to the implementation timelines and “ramp-up” periods for various strategies or programs. All of the recommended strategies included herein will be implemented beginning October 1, 2011. It is unlikely that all of the data gathering and analysis tools will be in place by that time, and the first three months can be considered a “ramp-up” period, for which data may not be complete. It is anticipated that the third quarter (January – March 2012) will be the first full quarter for which reliable data may be available. Analysis and reporting of this data will be conducted in the fourth quarter (April – June 2012) and used as much as possible to establish program measurements for Fiscal Year 2012/2013 (but even this is optimistic). A listing of the baseline data to be captured is included in Appendix B.

9. Monitoring and Control

Data necessary to develop baselines and measure anticipated outcomes will be gathered by the organization responsible for a particular program. This data will be compiled into a report and submitted to the CCP Chair. The data will be aggregated and used to develop reports (in collaboration with the reporting agency or agencies) which will be used to monitor implementation success. The CCP Chair will present this data along with implementation and planning updates to the CCP and CCP workgroup on a quarterly basis. The same type of data and status reporting will be made to the Board of Supervisors on a semi-annual basis.

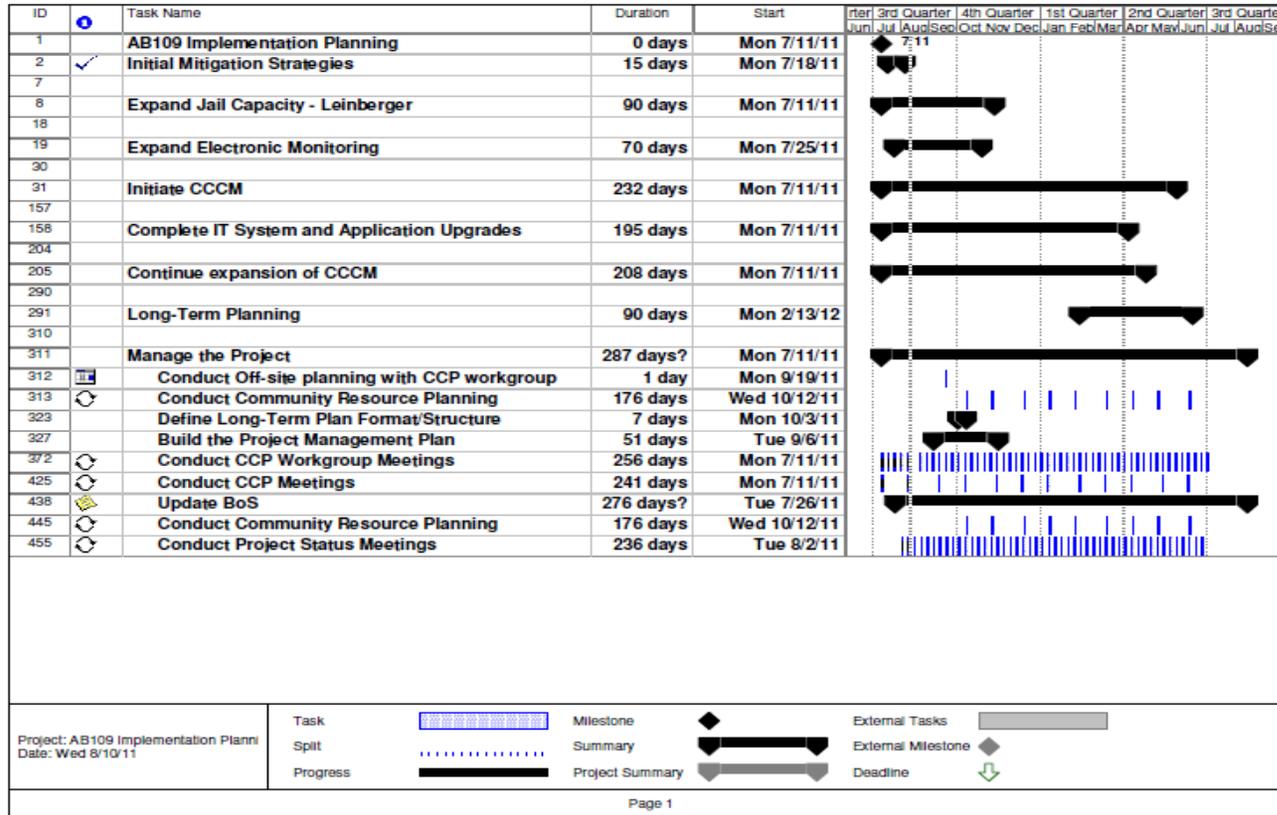
10. Budget and Funding Allocations³

Year-1 Strategy Implementation Funding					
Strategy	Agency	AB 109 Funding Allocation	Start-Up Grant (AB 109)	Planning Grant (AB109)	Total
Increasing Available Jail Beds	Sheriff	\$869,670	\$2,047		\$871,717
Expansion of Electronic Monitoring / Home Custody	Sheriff	\$602,815	\$43,750		\$646,565
Community Corrections Case Management	Probation	\$895,500	\$164,103		\$1,059,603
Contingency Funding for Unforeseen Costs Associated with Health and /or Mental Health Needs	ADMH	\$88,000			\$88,000
Supplementary Funding for the District Attorney and Public Defender	District Attorney & Public Defender Offices	\$82,000			\$82,000
Data Analysis, Support for Development of Evidence-based Policing Strategies and Partnerships	City Police Departments	\$300,000			\$300,000
Long-term Analysis, Planning and Resource Development	Probation	\$286,718			\$286,718
Total Year-1 Funding		\$3,124,703	\$209,900		\$3,334,603

³ All costs identified are for the expansion of new services and do not include funding for existing services currently funded.

11. Schedule

It should be noted that these are tentative schedule dates that continue to be refined as project and sub-project scope is further understood. In many cases, the stringent plan development timelines have prevented key stakeholders to vet proposed dates as of the authoring of this report.



12. Long-Term Planning

The CCP and the CCP workgroup is comprised of community organizations and city and county departments that will be affected by AB 109. These groups have participated in the planning efforts and will support the implementation activities. The same groups will continue to participate in long-term planning and support continued implementation.

In “Road Map for Realignment: County Planning for AB 109 and AB117”, Dr. Petersilia has identified 13 steps that counties should employ to ensure successful public safety realignment implementation. Some of the strategies identified are currently in use in Yolo County. Table 2 lists Petersilia’s recommended steps and identifies the current status within Yolo County.

Table 2: Road Map for Realignment and Status within Yolo County

Road Map Step	Status within Yolo County
1. Establish an Executive Committee within the local Community Corrections Partnership that will be responsible for developing and recommending to the county board of supervisors an implementation plan for 2011 public safety realignment	In Place
2. Profile Offenders in your system	Included in the Initial Mitigation strategies as part of the Community Correction Case Management function (See Appendix C for the detailed Project Schedule)
3. Assess the public safety/recidivism risks for current offender populations	Included in the Initial Mitigation strategies as part of the Community Correction Case Management function (See Appendix C for the detailed Project Schedule)
4. Consider and prepare for the unintended consequences of changes arising from AB109	Included in both Initial Mitigation and Long-Term planning efforts
5. Map and assess the quality of your county assets and resources	Included in both the Initial Mitigation and Long-Term planning efforts
6. Examine in detail the quality of the existing programs	In progress and included in all planning efforts, to include utilization of a standardized evaluation tool.
7. Identify “evidence-based” programs	In progress and ongoing
8. Identify gaps in needs/risks and existing programs	Included in the Initial Mitigation and Long-Term Planning efforts (See Appendix C for the detailed Project Schedule)
9. Decide as a team how failure in each type of program will be handled	Included in Long-Term planning efforts

Road Map Step	Status within Yolo County
10. Determine what outcomes you want to measure. How will we know if it works? What incentives are built in to achieve those outcomes?	Included in Initial Mitigation and Long-Term planning efforts
11. Plan for the hand-off between government and non-government funded programs	Included in Initial Mitigation and Long-Term planning efforts
12. Determine what other key community issues you want to address with your realignment plan and customize your efforts to match your community needs	Included in Initial Mitigation and Long-Term planning efforts
13. Try, test, repeat	Included in Long-Term planning efforts

*“The effects of correctional interventions on recidivism have important public safety implications when offenders are released from probation or prison. Hundreds of studies have been conducted on those effects, some investigating punitive approaches and some investigating rehabilitation treatments. Systematic reviews (meta-analyses) of those studies, while varying greatly in coverage and technique, display remarkable consistency in their overall findings. Supervision and sanctions, at best, show modest mean reductions in recidivism and, in some instances, have the opposite effect and increase reoffense rates. The mean recidivism effects found in studies of rehabilitation treatment, by comparison, are consistently positive and relatively large. There is, however, considerable variability in those effects associated with the type of treatment, how well it is implemented, and the nature of the offenders to whom it is applied. The specific sources of that variability have not been well explored, but some principles for effective treatment have emerged. **The rehabilitation treatments generally found effective in research do not characterize current correctional practice, and bridging the gap between research and practice remains a significant challenge (Lispey and Cullen, 2007 , p. 1).”***

Yolo County seeks to bridge the gap between research and practice by employing a community-wide planning and review effort to address the long-term strategies and challenges associated with the implementation of AB 109 and to review the success and opportunities for improvement as we move forward. While focusing on implementation of the initial mitigation strategies, Yolo County will address the following in its long-term planning efforts:

- Continuous Quality Improvement (CQI) (Road Map Steps 6-8, 10 and 13)**
 CQI entails identifying the outcomes expected as a result of implementing each strategy. Data is continually gathered and analyzed to determine how closely each strategy met the anticipated outcomes. The data will assist program staff in making adjustments to the program areas in order to achieve the desired outcomes, and it will allow baselines to be developed to inform the development and modification of future outcome targets(or subcommittee thereof, likely with the support of an expert consultant) as the programs progress and mature.

The CCP workgroup has identified several areas of concern that must be monitored in order to assess the effectiveness of implementing the strategies identified in this plan. The data gathered from these items will become the basis for continued program monitoring and improvement.

- **Communications (Road Map Steps 4, 8, 9, 11, and 12)**

Communication efforts are multifaceted to inform a broad range of interest groups regarding the effects of this realignment on their communities, jobs, families, public safety and government. Communication efforts fall into three areas:

- *Stakeholder Engagement*

Stakeholder engagement involves a process of identifying all of the stakeholders or potential stakeholders that may be affected by this implementation (Stakeholder Analysis). Each stakeholder role and primary area of concern is identified and the most effective methods of communication for each stakeholder and the associated area of concern are identified. This analysis effort will be performed by the CCP workgroup and presented to the CCP for review and approval. When the analysis is completed a Communication Plan will be developed detailing the types of messages to be delivered the format and content of the messages and the delivery method and frequency.

- *Community Education*

Community Education focuses on issues of concern to the community. As part of the Stakeholder Analysis, the CCP workgroup will determine the most critical community concerns. The messages needed to address these concerns will be included in the Communication Plan and will include the best method for message delivery. It is anticipated that Community Education will be robust and will utilize a variety of methods, and could include things such as town-hall meetings, public statements by county public safety officials, or press releases.

- *Media Relations*

Due to the sensitive nature of this implementation, Yolo County will need to pay special attention to managing media coverage in a cohesive and supportive way. It may be necessary to engage the services of a Media Relations firm to assist Yolo County in these efforts (in addition to utilizing current county and justice partner capacity to the extent it is available).

- **Community Resource Planning (Road Map Steps 1-13)**

Community resource planning has only just begun in Yolo County. The CCP and the CCP workgroup provide the structure for this planning and various subcommittees may also be developed. To date, the CCP and the CCP workgroup have met regularly to address issues related to AB 109 and have worked collaboratively in developing this plan. These two groups will continue to work on long-term planning, address issues arising from implementation of new programs and changes, and develop community-wide solutions.

There are many areas that require further evaluation and discussion with partner agencies and stakeholders in order to ensure efficient use of resources and continuity of care for the offender population, so offenders can be provided an opportunity to change their behavior while ensuring sufficient resources remain available to ensure accountability that reinforces behavior change and provides for suitable punishment for crime. While solutions may not be broad-based or illuminated within the first year, there are many areas that require further evaluation. It is anticipated that the

process of evaluation and discussion in each area will result in at least some improvements, simply by illuminating areas of deficiency. The following areas are items for discussion and evaluation within this first year, to be encompassed in the community resource planning efforts:

- Community-wide, front-loaded assessment protocol
 - Correctional Intervention (Treatment) Needs
 - Medical and Health Needs
 - Mental Health Needs
 - Impacts on cities and neighborhoods and service planning by geography
 - Impacts on front-line law enforcement and efficiencies through partnership
 - Housing for homeless offender/re-entry population
 - Employment/vocational Training, readiness, and placement
 - Educational needs
 - Streamlining referral processes for existing programs
 - Identifying available resources
 - Analyzing need information for clients on an aggregate level to drive planning
 - Matching needs to available resources and identifying service gaps
 - Identifying places where resources can be re-purposed to increase effectiveness
 - Development of partnerships in a program for community service for offenders
 - Identifying and evaluating areas where partnerships can more efficiently meet community needs
 - Evaluating efficiencies of current system and recommending modifications
 - Establishing outcome reporting and feedback loops for collaborative review to ensure transparency and maximize accountability for the criminal justice system
- **Risk and Contingency Planning (Road Map Steps 4 and 9)**

Implementing a change as large and overarching (in both scope and magnitude) as that intended in AB 109 is very risky on multiple fronts. This necessitates solid risk and contingency planning. Project-specific risk assessments will be conducted with the CCP workgroup to identify potential risks to Yolo County, the community, and sustainability of change efforts. Mitigation strategies will be developed that can be initiated in the event that a risk event occurs. The mitigation strategy can identify the potential budget impact which is used as the basis for contingency (budget) planning.
 - **Information Technology**

A robust information technology environment is critical to support the data collection and analysis processes that will allow for appropriate monitoring and measuring program effectiveness, at the individual program level as well as at the system-wide level. Analysis will have to be completed to determine the most efficient ways to collect data that will readily enable analysis from a system standpoint. Evaluation will necessarily have to include integration of multiple systems and/or data sharing environments as well as discussion of the most efficient means of meeting the technology needs. It is anticipated this will include a blend of locally-supported modifications and/or applications with vendor-based technology solutions that will be developed and improved over time, as needs are identified and evaluation mechanisms are more broadly understood and embraced.

13. Supporting Information

The AB 109 Implementation Plan is based upon evidence-based program research. A listing of the research used in the development of this plan is included in Appendix D: Works Cited.

Post release population projections from the California Department of Corrections and Rehabilitation (CDCR) and the Department of Finance (DOF) and Yolo County data regarding average jail stays are included as Appendix E: Post Release Community Supervision Population Projection, Appendix F: 2011-12 county allocations ADP and Appendix G: Jail Data.

14. Plan Contributors

The following individuals authored and reviewed this plan.

Name	Organization	Role
Andrea Coldwell	Continuity Consulting Inc.	Author
Sarah Divan	Yolo County Probation- Research Intern AB 109	Author
Marjorie Rist	Yolo County Chief Probation Officer	Reviewer

The following individuals participated in planning sessions and offered significant contributions to the development of this plan.

Community Corrections Partnership Work Group	Organization
Christina Andrade-Lemus	Communicare Health Centers, Adult Programs Supervisor
George Bierwirth	Woodland PD, Captain
Patrick Blacklock	County Administrator, Yolo County
Dirk Brazil	Assistant County Administrator, Yolo County
Larry Cecchettini	Yolo County Sheriff's Office, Captain
Daniel Cederborg	Yolo County Assistant County Counsel
Tina Day	Yolo County Sheriff-Jail, CO Lieutenant
David Delaini	West Sacramento PD, Lieutenant
Pam Frazier	Yolo County, Operations Manager
Sergio Gutierrez	Winters PD, Lieutenant
Anthony Harland	Walters House Program Director
Ron Johnson	Yolo County, Deputy Public Defender
Karen Larsen	Director of Behavioral Health, Communicare Health Centers
Tom Lopez	Yolo County Sheriff, Undersheriff
Jim Metzen	Yolo County Probation Office

Community Corrections Partnership Work Group	Organization
Steve Mount	Yolo County, Assistant Chief Deputy Attorney
William Oneto	Yolo County Probation- AB 109, Senior Probation Officer
Glenn Parker	Wayfarer House Program Director
John Pike	UC Davis PD, Lieutenant
Darren Pytel	Davis PD, Captain
Jonathan Raven	Yolo County District Attorney, Chief Deputy
Rosario Ruiz-Dark	Yolo County Sheriff's Department Finance Manager
Bob Schelen	Local Mental Health Board
Joyce Souza	UC Davis PD, Captain
Kim Suderman	Yolo County Director of Alcohol, Drug, and Mental Health
Joanie Turner	Yolo County Alcohol, Drug and Mental Health
Nichole Whitten	Yolo County Probation-Project Coordinator
Marlon Yarber	Yolo County Assistant Chief Probation Officer
Allison Zuvela	Yolo County Public Defender, Assistant Chief

15. Document Distribution

Name	Document/Section	Date
CCP Workgroup	Proposed Alternatives	July 18, 2011
CCP Workgroup	Proposed Alternatives and Implementation Plan	July 25, 2011
CCP	Draft Plan - Initial Mitigation Strategies	August 8, 2011
CCP	Second Draft Plan – Initial Mitigation Strategies	August 12, 2011
CCP	Final Plan for Approval	August 26, 2011
Board of Supervisors	For Approval: Final Plan – Initial Mitigation Strategies	Sept. 13, 2011

16. Approvals

This plan requires a two-level approval. The first level approval is by the Community Corrections Partnership and the second by the Yolo County Board of Supervisors. Membership of each group is identified below.

Community Corrections Partnership (CCP)	Organization
<i>Executive Membership</i>	
Chief Probation Officer (Chair)	Marjorie Rist , Chief Probation Officer
Presiding Judge or his designee	Jim Perry, Court Executive Officer
District Attorney	Jeff Reisig , Yolo County District Attorney
Public Defender	Tracie Olson, Yolo County Public Defender
Sheriff	Ed Prieto , Yolo County Sheriff
A Police Chief	Dan Drummond , Chief of Police, West Sacramento Police Department
Alcohol, Drug, and Mental Health Director (determined by BOS)	Kim Suderman , Director of Yolo County Alcohol, Drug, and Mental Health
<i>Additional CCP Members</i>	
Board of Supervisors	Jim Provenza , Yolo County Board of Supervisors
CAO	Patrick Blacklock, Yolo County Administrator
Superintendent of County of Office of Education	Jorge Ayala, Superintendent, Yolo County Office of Education
Representative from a community based organization	Karen Larsen, Director of Behavioral Health, Communicare Health Centers
Representative for Victim Interests	Jonathan Raven, Yolo County District Attorney
Department of Employment and Social Services Director	Pam Miller , Director of Yolo County Department of Employment and Social Services

Board of Supervisors	District
Matt Rexroad (Chair)	Three
Mike McGowan	One
Don Saylor	Two
Jim Provenza	Four
Duane Chamberlain	Five

17. Appendices

APPENDIX A	Narrative of Strategies Considered
APPENDIX B	Baseline Measurements
APPENDIX C	Project Schedule
APPENDIX D	Works Cited
APPENDIX E	Post PRCS Population
APPENDIX F	2011-12 county allocations ADP
APPENDIX G	Yolo County Proposals