

# Plumas County Proposition 47 Grant Project: Two-Year Preliminary Evaluation Report

**PLUMAS COUNTY DISTRICT ATTORNEY'S OFFICE**

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## Executive Summary

The Plumas County District Attorney's Office Alternative Sentencing Program (ASP) serves as the public agency implementing the Plumas County Proposition 47 Project. The purpose of this endeavor is to expand the Plumas County Pretrial Release Program, to create a full Pretrial Diversion Program, and expand the ASP Bridges Housing Program to provide housing options for offenders transitioning from incarceration. This project incorporates the principals of restorative justice, trauma-informed care, and recidivism reduction, while providing early identification and engagement through intensive wraparound case management, related to community-based supportive services. Project components include mental health and therapy services, alcohol and drug treatment, emergency and transitional housing, and life skills education and support through an array of individual and group options. Collaborative partners and community stakeholders collectively engaged in this model, which encourages strategic system changes to reduce recidivism and improve the lives of transitioning offenders, their families and community. This evaluation report specifically documents the successes, challenges, and future opportunities of the Plumas County Proposition 47 Project. Data contained herein covers a period between June 16, 2017 and March 31<sup>th</sup>, 2019. Additional project information was derived from interviews of key staff members and community partners operating or participating in the various sub-programs associated in this project.

### Project Working as Intended

The Plumas County Proposition 47 Project was designed to address three major goals within its work plan:

- To develop the Plumas County Pretrial Diversion Program, with an objective to increase the capacity of the Alternative Sentencing Program and offer early diversion services that meet current gaps in the local criminal justice system;
- To identify and engage program participants in early services of pretrial diversion and ASP Bridges Housing Programs, with an objective to create a system change in positive outcomes for program participants;

- To improve participant outcomes, reduce recidivism, and increase jail beds in Plumas County with an objective to improve the local criminal justice system.

The program model to achieve these goals and objectives includes a six-step process that addresses successful completion for offenders through the following activities: outreach and assessment; pretrial diversion; intensive case management; civil/legal services; access to emergency/transitional and permanent housing assistance; and higher education, life skills and workforce development. Each of these activities has addressed local gaps in a rural criminal justice model, while adhering to the guiding principals envisioned by the Proposition 47 Executive Committee. This program model was built on a foundation developed approximately five years ago, through a BSCC Justice Assistance Grant to implement Plumas Project HOPE (Helping Offenders Pursue Excellence). This evidence-based model, Swift and Certain Action, engaged criminal justice and community-based partners to improve supervision strategies that reduce recidivism, increase partnerships, improve long-term data collection, and increase the positive of offenders, their families and communities.

The Plumas County Proposition 47 Project is working as intended and has achieved greater positive outcomes than imagined at the writing of this proposal in 2017. As such, Proposition 47 funding serves as the next stepping stone in achieving a high-quality, rural criminal justice model and has the potential for replication throughout the state.

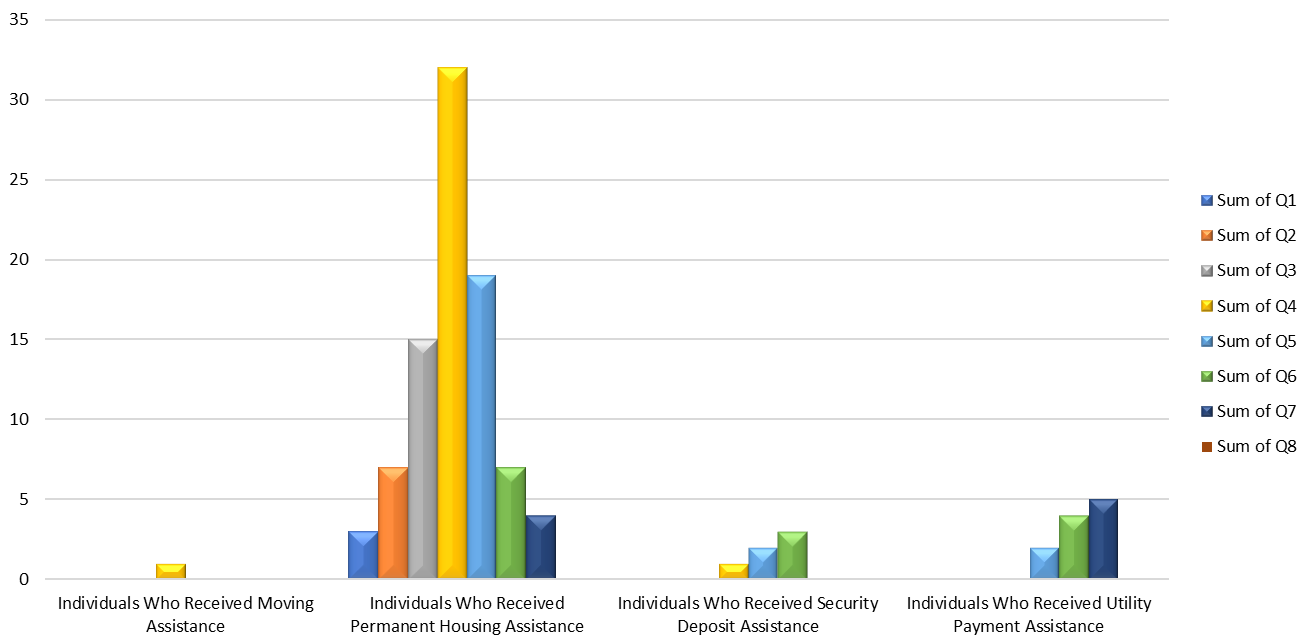
### Project Accomplishments

To date, program participation has exceeded expectations. With over 1,300 participants, the Plumas County Proposition 47 Project, and its array of services, have observed a wealth of positive results and benefits – both for offenders and the community. One of the primary objectives of the project was to increase the capacity of the Plumas County District Attorney’s Office Alternative Sentencing Program, with a goal to ultimately create additional opportunities for early diversion services for offenders. This project has enabled Plumas County criminal justice stakeholders to realize this goal. Over the last two years, ASP has increased operational capacity to create a tangible system of change within the criminal justice system. In fact, the community

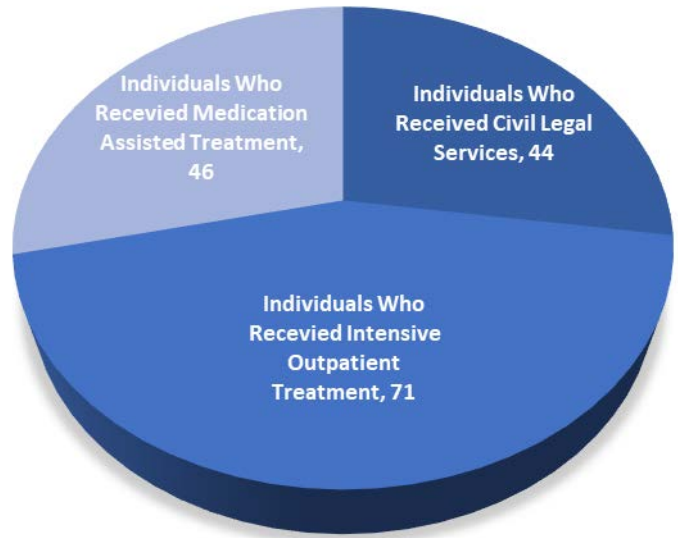
response to his project has grown much wider than originally envisioned. Newly developed partnerships, representing both government and not-for-profit organizations, have created additional services to support the Plumas County Proposition 47 Project. Individual and group activities include: National Fatherhood Initiative parenting and co-parenting classes; Grief Recovery Support individualized sessions; budget and financing series offered by U.S. Bank; morning motivational groups; life skills and journaling groups; nutrition and cooking classes; and a community garden project which promotes farm-to-table meals. These activities have resulted in myriad benefits to program participants, their families, and the community. Program participants also work with a local resource center to address food insecurity, through food pantry vouchers, hygiene supplies, clothing and other needed household furniture and furnishings.

The implementation of the ASP Bridges Housing Program has been successful in offering transitioning offenders’ access to four separate housing sites: Transitional Sober Living Home for Males, Transitional Sober Living Home for Females, Transitional Sober Living Cottage for Families; and Ohana House Emergency & Transitional Shelter for young adults. Program participants may utilize housing for emergency and transitional placements, while continuing with intensive case

Prop 47 Program Financial Assistance for Housing/Utilities

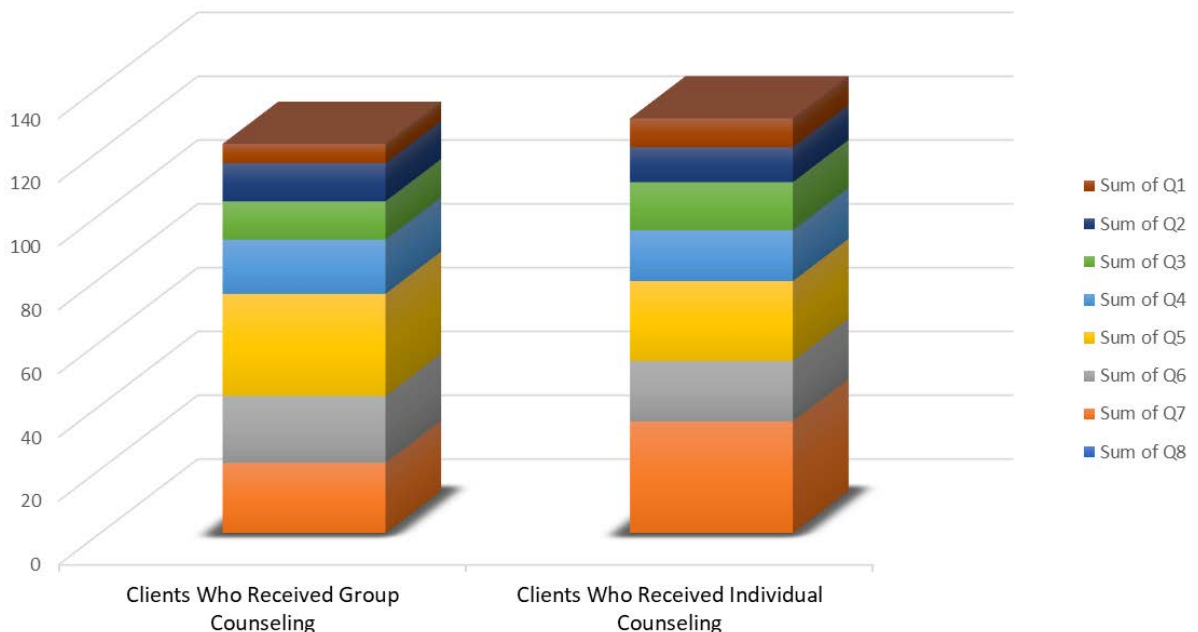


management and treatment services. Assistance with landlord engagement and securing permanent housing based on case plan timelines is also a program component. All program participants are assisted in securing permanent medical homes to address unmet medical, dental and vision needs; accessing important documents including birth certificates and Social Security cards; navigating



social service programs to secure qualified benefits; securing state identification cards and/or drivers licenses; and assistance with Section 8 and other subsidized and permanent housing options. Local Alliance for Workforce Development partners assist with resume development, job searches, and job placement for program participants. Program staff also provide client transportation services to address and access offender needs. For many transitioning offenders, this project has allowed them to achieve greater levels of sobriety and overall life stabilization.

### Prop 47 Program Counseling Stats



These achievements were developed, in part, from a needs-based methodology to offender diversion, with an eye on reducing recidivism. Understanding that each individual participant has unique needs, increasing the availability of intensive and effective services marked a significant change in addressing overall crime and recidivism. Further, criminal justice system maturity – stakeholders working and providing services in concert – has led to a highly effective “warm hand-off” model between service providers. Once isolated and disparate, criminal justice service providers now work within an effective framework, significantly reducing duplicative or inefficient services, while filling identified service gaps and increasing program participant access to centralized services. This model leads individual successes for many who have historically been unable to break long-held patterns of crime and addiction.

Additional significant accomplishments include a major decrease in the use of jail bed space. Prior to the implementation of the Pretrial Diversion Program, average jail bed usage per day was 52. As of today, that number has been reduced to 37 – with a conservative total estimated of 1460 saved jail beds in the last two years. This figure equates to a savings of approximately \$416,000 (using state average jail bed cost of \$114 per day).

As a result of the collaborative work conducted in this Plumas Proposition 47 Project, Plumas County Behavioral Health and community partners have proven successful in securing grant funding from the California Health Facilities Financing Authority to formally establish the Plumas County Day Reporting Center (PCDRC). This program will host an array of community partner services and increase functionality through one coordinated and inclusive site readily accessible to all diversion participants.

### Project Progress Toward Goals

As of this reporting period, Prop 47 Program staff and partners believe that the level of progress achieved is far more advanced than anticipated. Partners will continue toward full grant implementation and achieving all proposed goals and objectives by the end of the award period.

## Project Problems/Barriers

The Plumas County Proposition 47 Project encountered several challenges from inception. As with any new program, initial plans do not always find complete and immediate success. This proved evident with the project's original goal of providing diversion and pretrial release offenders flexible "programs of choice." The thought process was that offenders would reasonably choose programs and services that would allow them the opportunity to correct poor behaviors and/or habits and focus on self-improvement. However, Prop 47 staff realized this approach was not as effective as intended. To address this issue, staff quickly adjusted the model to include a highly structured framework for offenders to follow. While participants now have some level of choice – primarily as it relates to optional services – migrating towards a structured and graduated model has proved much more effective in participants successfully navigating diversion and pretrial programs.

Another significant challenge of the project relates to staff and administrative functions within the program. As a small, resource-limited community, some delays and barriers were incurred due to limited staff availability. Often, a single individual possesses the skills, training, and platform to deliver an array of program services as intended. Unfortunately, some project components suffered at times due to staff unavailability – one individual on maternity leave highlights an example of this issue. Further, the increased demand for program participation has created a delay in the delivery of some services. This issue primarily relates to intensive case management and counseling services. The unanticipated high volume of participants has placed a strain on these program functions. However, like any mature system, partnering organizations filled these gaps, as able, and limited overall impact to project participants.

Additional staff barriers included the hiring of qualified staff in a timely manner. This issue caused residual effects related to some programs, most notably regarding comprehensive data collection, documentation, and analysis. Further, with several unanticipated add-on programs, such as life skills, finance and budget, and nutrition programs, now included in Prop 47 programming, data collection has been further stressed. Prop 47 staff struggled to effectively manage the significant inflow of data for analysis in this reporting period. While the appropriate



staff are now in place for data collection and documentation, a challenge remains in staff availability to conduct continuous in-depth program data analysis. Prop 47 staff recognize the value in data analysis and program self-evaluation and will continue to seek ways to address this challenge.

An additional challenge relates to long-term treatment and stabilization of Prop 47 participants. Specifically, the Plumas Proposition 47 Project model allows for offender participation for up to one-year. An additional built-in component includes an aftercare option of three months for transitioning offenders completing their program. In the lessons learned view of this model, it has become apparent to Prop 47 Team members that the 15-month participation period for some offenders is insufficient time for treatment and stabilization. Partners continue to assess how to address this issue in the coming year of the project.

## Project Description

The Plumas County Proposition 47 Project encompasses three primary goals, that, collectively, synchronize efforts to address reduced recidivism, while fostering increased collaboration among countywide partners, ultimately improving the outcomes of participating individuals.

### Prop 47 Pretrial Diversion Program

Designed and managed by the Plumas County District Attorney's Office Alternative Sentencing Program, the Prop 47 Pretrial Diversion Program is intended for participants who were unsuccessful in the Deferred Entry of Judgement Program (PC1000), Prop 36, or other diversion programs. The program is specifically focused on outcomes which are geared towards learning to live without alcohol and/or drugs, and for participants to address all related problems associated with alcohol/drug use, criminal behavior, and damage to family relationships and the community.

The Prop 47 Pretrial Diversion Program assists participants in addressing a variety of treatment, housing, workforce and legal needs as individually identified for each participant. Services are provided through an array of collaborating agencies, including, the Plumas County District

Attorney's Office – Alternative Sentencing Program, Plumas Crisis Intervention & Resource Center, and Re-Think Industries, whose staff members participate in weekly multidisciplinary team meetings to review case plans and address intensive case management services for each program participant. This team engages participants in regular treatment team meetings to adjust program schedules and check-in on client progress. Case plans and services may be increased, and sanctions levied when the program participant requires such an adjustment.

Entry into the Prop 47 Pretrial Diversion Program requires participants to sign a Release of Information allowing the sharing of information between all parties including the Plumas County Superior Court, Plumas County District Attorney, Attorney of Record, Alternative Sentencing Program, Rethink Industries and any other program or agency identified as needing a referral and having a need to share information.

Program eligibility is determined on a case-by-case basis with an emphasis on addiction-driven crimes. Legal criteria for entry into the Prop 47 Pretrial Diversion Program is approved by the Plumas County District Attorney's Office. Prosecutors examine the offender's criminal history and the incident offense report and may solicit additional information as needed from local law enforcement agencies and community supervision officers regarding the offender's proclivity toward criminal/drug related activity, such as violent offenses and prior offenses. Legal criteria further include:

- Must be at least 18 years of age;
- Must reside in Plumas County;
- Should not have holds or warrants from other jurisdictions or have other pending cases, although these offenders may be considered for placement in the program on a case-by-case basis;
- Must be physically and mentally capable of participating in the program and meeting its requirements. This requirement will not preclude participation by most dually diagnosed offenders, rather, those conditions will be accommodated if the participant can participate in program requirements, and;
- Been arrested and/or convicted of the following:

- “Diversion” and PC1210 failures (e.g. deferred entry of judgment failures): allowable
- Arrested for violations of Health and Safety (H & S) Code §11350, §11364, §11365, §11377 or §11550
- Arrested for violations of §647(f) of the Penal Code (PC)
- Arrested for violations of theft-related offenses as follows:
  - § 484/666 PC, provided that the priors are misdemeanors and do not exceed two prior offenses
  - Other drug-related theft/fraud cases, including but not limited to violation of PC §496, §470 or §484, where the criminal history is insignificant and/or non-violent.
- Qualified for a court-ordered diversion program under Penal Code §1000 but failed to comply, will be considered on a case-by-case basis with the approval of the sentencing judge;
- Violent offenders. Violent offenders are defined as individuals who are (1) charged with or convicted of an offense during the course of which the person carried, possessed, or used a firearm or another dangerous weapon, there occurred the use of force against the person of another, or there occurred the death of, or serious bodily injury to, any person, without regard to whether any of the circumstances described above is an element of the offense or conduct of which or for which the person is charged or convicted; and/or (2) has one or more prior convictions of a felony crime of violence involving the use or attempted use of force against a person with the intent to cause death or serious bodily harm. In addition, offenders committing sexually-based offenses, whether overtly violent or not will not be considered for entry;
- Offenders with a prior history of stalking or violation of a protective order charge, although exceptions may be made on a case-by-case basis;
- Offenders with a significant history of drug dealing, as determined by prosecutors;

- Offenders whose offenses involved the possession of large amounts of drugs that appear to have been possessed with the intent to deliver;
- Offenders with a history of committing multiple burglaries of a habitation offenses which potentially could have led to the harm of residents;
- Offenders who are considered to have poor potential to complete the program due to contributing factors that make them a high risk to re-offend or relapse, such as proximity to ongoing criminal behavior by family members, or suspected drug trafficking.

Program exclusions include:

- Crimes of violence;
- Sales and manufacturing especially in the area of a school;
- Sex offenses.

A critical component of the Plumas County Proposition 47 Project is drug testing. Drug tests are frequent, random, and follow a legal chain of custody. The Prop 47 Pretrial Diversion Program Team uses urine analysis tests to measure a participant's progress in the program and hold that person accountable to the requirements of the program. The Team utilizes the most current and accurate drug testing methods possible, given budget constraints.

Random drug testing may occur at any time members of the Team determine appropriate. It may also be initiated by law enforcement any time there is contact. Positive test results; if a participant admits that the urine will be positive for drugs or alcohol, a confirmation test is not necessary. However, if the participant denies using drugs or alcohol and the test results are positive, a treatment team meeting will be convened with the participant to discuss the use, modifications to treatment, and case plans and/or sanctions may be imposed. Modifications to the participants' case plan and possible sanctions may also be recommended for positive tests, diluted samples, tampered samples and being absent from required random tests.

The Prop 47 Pretrial Diversion Program is broken into three phases, which take approximately 6-9 months to successfully complete, depending on the participants' progress and engagement.

Upon completion, the Prop 47 Diversion Program participants are eligible to graduate and may have their case dismissed and probation terminated.

Prop 47 Diversion Program Phase 1 (30 Day Duration):

1. Group Counseling. Group counseling activities are facilitated by Rethink Industries substance abuse counselors or a licensed therapist utilizing Dialectical Behavior Therapy (DBT). DBT is a cognitive behavioral treatment that emphasizes individual psychotherapy, and group skills training classes help people learn and use new skills and strategies to develop a life that they experience as worth living. DBT skills include skills for mindfulness, emotion regulation, distress tolerance, and interpersonal effectiveness.

Group Counseling Sessions: 1.5 hours per session, 1 session per week until completion.

2. Individual Counseling. Individual counseling sessions are facilitated by a licensed therapist or Registered Intern and focus on the client's underlying and contributing psychodynamic and psychosocial factors.

Individual Therapy or Counseling: 50 minutes per session, a minimum of 3 sessions in Phase 1 of the program.

3. Case Management. Case Management sessions are conducted by the Community Care Case Manager and focus on the participant's life management skills assessment and case management plan which include educational, vocational, housing, and other factors related to long-term success. Case management sessions will assist in completing required activities indicated in the case management plan including learning about available ancillary support services that may be utilized after completing the Prop 47 Pretrial Diversion Program.

Case Management Sessions: One hour per session, on a weekly basis throughout the program.

4. Treatment Team/Multidisciplinary Team Meeting. Meetings held between days 30-45 to create comprehensive case plan and engage the participant in next phase of the program.

5. Optional Services. Medication Assisted Treatment (MAT) - Opioid addicted participants. Monthly appointment with medical doctor supervising MAT program and taking medication

at the prescribed dose and frequency. MAT, including opioid treatment programs (OTPs), combines behavioral therapy and medications to treat substance use disorders.

Prop 47 Diversion Program Phase 2 (5 Month Duration):

1. Group Counseling. Group counseling activities are facilitated by Rethink Industries substance abuse counselors or a licensed therapist utilizing Dialectical Behavior Therapy (DBT). DBT is a cognitive behavioral treatment that emphasizes individual psychotherapy, and group skills training classes help people learn and use new skills and strategies to develop a life that they experience as worth living. DBT skills include skills for mindfulness, emotion regulation, distress tolerance, and interpersonal effectiveness.

Group Counseling Sessions: 1.5 hours per session, 1 session per week until completion.

OR

2. Equine Therapy. Equine Therapy is a form of experiential therapy that involves interactions between patients and horses. Equine Therapy involves activities (such as grooming, feeding, haltering and leading a horse) that are supervised by a mental health professional, often with the support of a horse professional. The goal of equine therapy is to help the participant develop needed skills and attributes, such as accountability, responsibility, self-confidence, problem-solving skills and self-control. Equine therapy also provides an innovative environment in which the therapy and the participant can identify and address a range of emotional and behavioral challenges.
3. Individual Therapy or Counseling. Participants engage in 50 minutes of counseling per session, minimum of once per month maximum of one session per week. The frequency of these meetings may be increased or decreased at any time based on an individual participant's conduct. Individual counseling sessions are facilitated by a licensed therapist or registered intern and focus on the client's underlying and contributing psychodynamic and psychosocial factors.
4. Case Management Sessions: One hour per session, on a weekly basis throughout the program. Case Management sessions are conducted by the Community Care Case Manager

and focus on the participant's life management skills assessment and case management plan which include educational, vocational, housing, and other factors related to long-term success. Case management sessions will assist in completing required activities indicated in the case management plan including learning about available ancillary support services that may be utilized after completing the Plumas County District Attorneys Prop 47 Diversion Program. The frequency of these meetings may be increased or decreased at any time based on an individual participant's conduct.

5. Treatment Team/Multidisciplinary Team Meeting. Meetings held during month 5 to review and modify case plan and create a transition plan for the participant to graduate and/or continue with 3 months of aftercare and services if the participant chooses to engage.
6. Skills Group. Participants engage in a one-hour group skills counseling session, facilitated by a team member weekly. Skills groups work with participants through interactive journaling on practical life skills that assist in making healthy choices. Through guided, self-reflective journaling and facilitated discussions, participants develop a personalized tool kit for positive living.
7. Community Prosocial Activity. Participation in at least one community prosocial activity per week is required during this phase of the program. The frequency of these meetings may be increased or decreased at any time based on an individual participant's conduct. Prosocial activities help develop personal support systems within the community and will also support recovery following graduation.
8. Optional Services.
  - Family, couples or children therapy or counseling. Family counseling sessions are facilitated by a licensed therapist and focus on the family units underlying and contributing psychodynamic and psychosocial factors. 50 minutes per session.
  - Medication Assisted Treatment (MAT) - Opioid addicted participants. Monthly appointment with medical doctor supervising MAT program and taking medication at the prescribed dose and frequency. MAT, including opioid treatment programs (OTPs), combines behavioral therapy and medications to treat substance use disorders.

- Individual, Couple or Family Equine Therapy. Equine Therapy is a form of experiential therapy that involves interactions between patients and horses. Equine Therapy involves activities (such as grooming, feeding, haltering and leading a horse) that are supervised by a mental health professional, often with the support of a horse professional. The goal of equine therapy is to help the participant develop needed skills and attributes, such as accountability, responsibility, self-confidence, problem-solving skills and self-control. Equine therapy also provides an innovative milieu in which the therapy and the participant can identify and address a range of emotional and behavioral challenges.

#### Prop 47 Diversion Program Phase 3 (3 Month Duration):

Phase 3 of the Prop 47 Diversion Program is an optional component to the overall program. Services in Phase 3 encompass all previously identified services from Phase 1 and 2; however, they are made available to participants on an as-and-when basis. Phase 3 is designed to provide a continuum of care for participants, in the specific programs that best fit their individual needs. This option has proven valuable in supporting participants and serves as a mechanism to ensure future individual support, and alternatives to potential recidivism.

Anytime a participant wishes to be absent from an appointment or appearance that is a part of his/her Prop 47 Diversion Program, permission must be gained from the appropriate authority. A call to that person must be made with at least 24 hours' notice to secure permission to be absent. Such permission will be granted only in the case of verified emergency and she/he will be required to make up the missed session or drug testing. The professional receiving this call and granting permission to be absent is expected to log this interaction in case future verification is needed later.

Participants are required to submit to drug/alcohol testing at the time of the request and upon their return. Without that test, permission to travel will not be granted. If the test is positive, no permission to be absent will be granted. Participants are encouraged to make necessary arrangements to secure the required drug test prior to travel by availing themselves of times when they are in the presence of those in a position to do the testing. Leaving a voicemail



message for the team member does not satisfy the requirement of obtaining the team member's approval of an absence.

All participants are required to disclose to their health care providers their status as a chemically dependent person pursuing recovery. Prior to being prescribed any controlled substance, all participants are required to explore with their physician the availability of a non-narcotic and non-controlled alternative to address their medical needs.

Unfortunately, not all participants succeed in the Prop 47 Diversion Program. Primary reasons for terminating program participation are as follows:

- Failing to attend counseling or group sessions;
- Providing positive drug tests;
- Failing to provide urine sample for drug tests;
- Tampering with or attempting to tamper with any required drug test.

Individuals who successfully complete Prop 47 Program Phase 1 and Phase 2 activities are eligible to graduate and may have their case dismissed and probation terminated.

### Prop 47 Pretrial Release Program

The Prop 47 Pretrial Release Program is an early intervention pretrial release initiative that provides a framework which guides offender release and detention recommendations to the criminal justice system in Plumas County. Capitalizing on the Ohio Risk Assessment System (ORAS) model – a known best practice program – the Pretrial Release Program effectively manages overall risk, based on a series of inputs and the seriousness of the criminal charge against an offender. The Pretrial Release Program framework further outlines the consistent application of release conditions, while minimizing dual-system entry errors, resulting in an improved criminal justice system and safer community. The Prop 47 Pretrial Release Program was designed and developed by several community partners, including, the Plumas County District Attorney's Office, Plumas County Sheriff, to name a few.

The Prop 47 Pretrial Release Program was developed to meet several objectives. Specifically, the Pretrial Release Program aims to:

- Ensure community safety;
- Ensure released defendants appear for scheduled court dates;
- Provide a guideline for consistent decision-making in cases involving similarly situated defendants;
- Avoid jail crowding;
- Provide an effective risk assessment tool to identify defendants who appear to be at a greater risk of misconduct upon release and create a supervision plan that minimizes misconduct;
- Implementation of a simple supervision regimen, with achievable conditions, accurate information, and vigilant monitoring by program staff;
- Provide a rapid follow-up plan on instances of non-compliance, including use of a range of different types of consequences;
- Assist defendants released prior to trial in securing employment and in obtaining any necessary medical services, drug or mental health treatment, or other social services that would increase the chances of successful compliance with conditions of pretrial release;
- Improve initial and continuing recommendations and information to the court;
- Improve defendant recidivism data collection.

As part of the Pretrial Release process, program staff submit recommendations for release or detention, prior to the offenders first court appearance. For those who qualify, based on an interview with the offender and other factors, release generally takes place within 24 hours of booking. Program staff will contact any alleged victim (notably in domestic violence incidents) to discover any concerns about future contact with the defendant. Information derived from alleged victim interviews are then utilized to validate risk assessment and help verify information provided at time of booking. The program works to utilize the least restrictive and reasonable

conditions necessary to ensure the defendant's appearance in court, without jeopardizing public safety.

At the time of booking, the Plumas County Correctional Facility notifies the Plumas County District Attorney's Office - Alternative Sentencing Program staff that a new offender has been received at the Plumas County Correctional facility. Within twenty-four hours, a member of the ASP staff will report to the Correctional Facility to interview the offender and begin the pretrial release evaluation. Both correctional and ASP staff ensure completion of the Pretrial Referral and Eligibility Tracking form to warrant appropriate program documentation. The pretrial release evaluation consists of the following:

- Review of the Pretrial Release Program and stipulation with offender to receive permission or denial to continue the interview;
- Conduct pretrial interview and complete the Plumas County Pretrial services interview form (if necessary, complete DUI or Domestic Violence Addendum as well as the Domestic Violence Screening Instrument (DVSI));
- Conduct evidence-based pretrial risk assessment interview;
- Complete screening for substance abuse and mental health screening tool utilizing evidence based and validated tools;
- Verify the criminal history, interview information;
- Contact alleged victim(s) to learn of any concerns about future contact with the defendant;
- Score assessments and interview tools to create a report for the first court appearance.

Upon completion of the evaluations, interview, and data collection, ASP staff create a report outlining the findings and recommendations for release or detention. The report also identifies Pretrial Release program suitability (i.e. Drug Court, Community treatment Court, social service needs etc.). The report is provided to the District Attorney's Office, which is then filed with the Court, and includes any new charges and attorney of record (if assigned) prior to the first court appearance.

Based on the score of the assessment and interview, the recommendation may be to release prior to appearing for arraignment. In these situations, ASP staff send a pretrial services report to the assigned Judge, requesting permission to release and give a citation to appear in court at a later date. The Judge determines whether the release and recommendations are accepted – with or without modifications – or the release is denied. This response also informs the Plumas County Correctional Staff giving them the authority to release or hold the individual in question. The ASP provides the following resources to offenders released through the Pretrial Release Program, based on their needs:

- Referrals and monitoring of drug and alcohol testing and treatment;
- Referrals and monitoring of mental health treatment;
- Referrals for medical and dental treatments;
- Employment training services;
- Notification of upcoming court dates, and when necessary, assistance in attending court.

### Prop 47 “Bridges” Housing Program

The third component of the Prop 47 funding initiative is the Prop 47 “Bridges” Housing Program. Pretrial Diversion and Pretrial Release Program participants who are homeless or unstably housed are offered an array of housing services to support successful program outcomes. The “Bridges” Housing Program is led by Plumas County Crisis Intervention and Resource Center (PCIRC) – Plumas County’s primary agency in a coordinated entry process which meets the goals of Opening Doors: Federal Strategic Plan to Prevent and End Homelessness. PCIRC has over 35 years of housing delivery experience with high outcome rates in achieving housing permanency for the county’s most vulnerable homeless populations (HUD-CA- HCD-PCHCD).

The Proposition 47 “Bridges” Housing Program supports the following housing models and that includes support specific to high-risk, high-need transitioning offenders:

1. Bridge Housing - Due to a lack of emergency housing options and no dedicated homeless shelters in the county for adults, PCIRC utilizes an emergency motel

sheltering model through the Mac Homeless Program. Participants receive short-term stays while transitional or permanent housing is arranged.

2. Mac Homeless Prevention Program - Provides emergency rent/utility assistance to prevent individuals from becoming homeless, thereby sustaining existing permanent housing.
3. Transitional Housing - Ohana House Emergency & Transitional Shelter offers housing and intensive case management services for youth aged 18 and up. Case management services encompass whole-person care, provides 24/7 supervision with curfew and life skills training, onsite treatment and alcohol and drug services, higher education and workforce development support, and prepares residents for transition to independent living and permanent housing.
4. Transitional Sober Living Home - Provides a supportive alcohol and drug-free living environment for individuals attempting to maintain abstinence from alcohol and drugs. This model offers Intensive case management. Participants are required to present for daily check-ins and house site visits are conducted continually. The program provides three separate houses (male, female and family cottage) for this population.
5. Rapid Re-Housing Case Management & Services - An intervention designed to help diversion and transitioning participants and families quickly exit homelessness and return to permanent housing. Services are offered with preconditions and assistance is tailored to each individual case and household. Support includes housing identification, rent and move-in assistance and intensive case management services.

Each of these programs provides Plumas County, ASP and PCIRC the flexibility to meet the housing needs of program participants that offer the best avenue for success. Through the addition of these housing models, Plumas County increased the number of available beds specifically for ASP use by transitioning offenders to 21 beds.

## Project Goals and Objectives

The goals and objectives of the Proposition 47 Project program were developed with the overall intent of assisting rural Plumas County criminal justice partners to enhance public safety, foster collaboration and improve the outcomes of individuals under the supervision of community corrections. Leveraging the principals of restorative justice, the Plumas Proposition 47 Project program accomplished three primary goals:

1. Improve supervision strategies that reduce recidivism;
2. Promote and increase collaboration among agencies and officials who work in community corrections and related fields;
3. Improve the outcomes of individuals participating in these initiatives.

The expansion of a Pretrial Diversion Program (PDP) under ASP assist Project HOPE participants in maintaining housing and jobs; accessing early intervention to primary health care, mental health services, substance use disorder services and other civil legal supports. Further, Project HOPE ensures homeless individuals are safely housed through a variety of emergency, transitional and permanent housing options; participants are matched with medical homes and provided intensive wraparound case management to assist in reducing county recidivism rates.

Additional Prop 47 Project objectives include:

- Increasing the capacity of the Alternative Sentencing Program (ASP) to offer early diversion services that meet current gaps in the local criminal justice system;
- Creating a system change for positive outcomes for program participants;
- Increasing jail beds (i.e. connect offenders with services, when they qualify, and transition them out of custody to allow a “free bed”);
- Improving criminal justice system (i.e. create seamless transitions from custody, pretrial release, and community supervision without a gap in supervision, services and accountability);

- Developing a multi-disciplinary team (MDT) approach embedded in all services to bring collaborative partners together for timely and effective services;
- Promoting and increasing collaboration and communication among agencies and officials who work in pretrial, law enforcement, treatment, reentry, and related community corrections fields;
- Developing and implementing strategies for the early identification, targeting, supervision, and treatment of offenders who are being supervised in the community.

## Project Performance

### Project Modifications

As indicated, Prop 47 Program staff met several challenges, as well as unanticipated benefits. Regarding the challenges that required modification, the program framework and staffing represented to two most significant performance-related issues. Prop 47 stakeholders introduced program operations which followed a flexible “programs of choice” model. Offenders were provided with the opportunity to select programs of their choice as they navigate the program. It was quickly determined that many of the participants were purposely selecting only the programs that would push them through the program with as little effort and time as possible – instead of addressing overall issues. For this reason, Prop 47 staff modified the offender diversion and pretrial release programs, instituting a highly structured roadmap for participants to complete. Participants were no longer able to circumvent the process, and effective wraparound services became much more effective at the individual level.

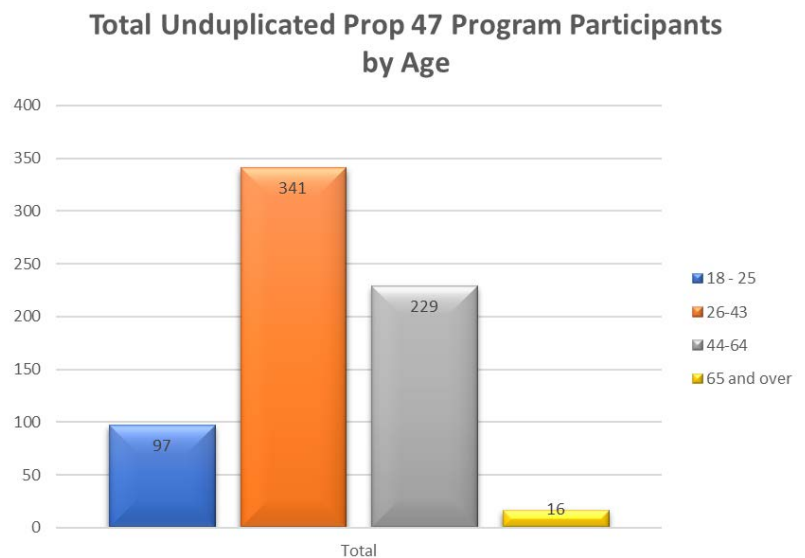
Modifying the program to address staff challenges proved more exhaustive than the program framework model adjustment, from a time perspective. As mentioned, addressing staff limitations in a small, resource-limited community can be very challenging. The biggest challenge was the fact that qualified staff availability – when needed – did not physically exist in the community. Like many organizations, particularly in a time when the unemployment rate is very low, attracting necessary talent to accomplish day-to-day tasks proves difficult. Prop 47 staff

addressed this issue by eventually hiring the necessary staff, however, as indicated, the most significant object lost through this challenge was time.

Regarding positive program modification, Prop 47 stakeholders enjoyed a wealth of new support from unexpected public service organizations, in this reporting period. Inclusion of additional stakeholders required some modification, however, it proved well worth the extra effort. Primary modification efforts focused around: including additional services into the Prop 47 Program diversion and pretrial release roadmap; ensuring a “warm handoff” between organizations; as well as appropriate documentation and strong communication. Unanticipated services include, parenting and grief counseling, financial budgeting, life skills, nutrition, and even a community garden space.

### Performance Achievements

Prop 47 Program participation has exceeded expectations. With over 1,300 participants, Prop 47 Programs and services have observed a wealth of positive results and benefits, both for offenders and the community. One of the primary objectives of the Prop 47 Program was to increase capacity of the Plumas County District Attorney’s Alternative



Sentencing Program, with a goal to ultimately create additional opportunities for early diversion services to offenders. Prior to the Prop 47 Program, pretrial release services consisted of a scale-down version of today’s program. As able, ASP staff would evaluate offenders for potential participation in the pretrial release program. Participation largely depended on the type of crime committed and criminal history. Services provided to offenders participating were limited. A Day Reporting Center (now closed), provided irregular access to mental health and drug/alcohol

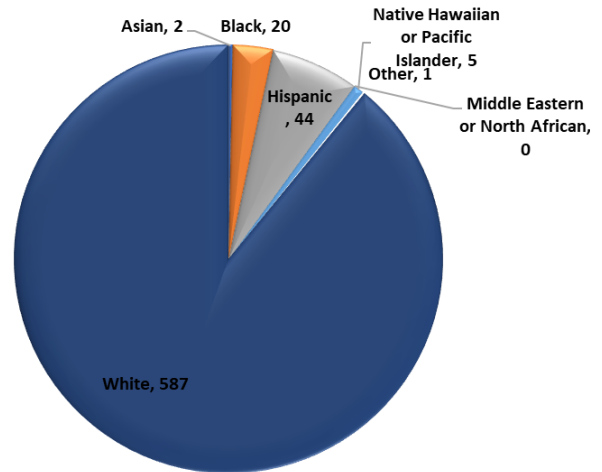


abuse counseling, and some housing options composed the bulk of the program. However, Prop 47 funding has enabled Plumas County criminal justice stakeholders to realize the goal of larger, more robust pretrial and diversion programs including the development of a new Day Reporting Center. Over the last two years, the ASP has increased operational capacity to create a tangible system of change within the criminal justice system.

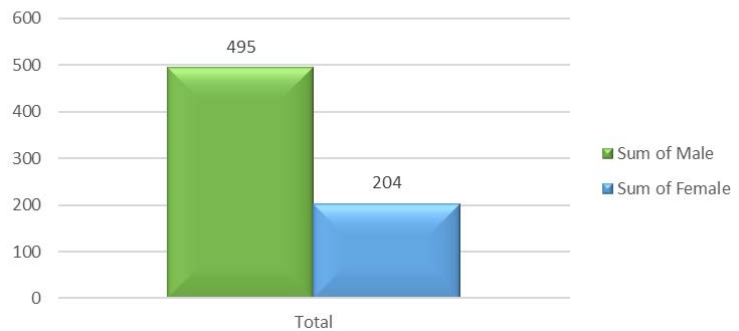
Of the 1300+ participants, approximately 700 individuals represent unduplicated participants. An unduplicated participant is defined as each participant counting only once, even if they drop out and return at a later date. Unduplicated program participants fall under the demographic criteria outlined in the following charts.

Prop 47 goals and objectives have been achieved through the delivery of needs-based services to program participants.

**Total Unduplicated Prop 47 Program Participants by Race**



**Total Unduplicated Prop 47 Program Participant by Gender**



| Services <u>Before</u> Prop 47 Program  | Services <u>AFTER</u> Prop 47 Program  |
|---|--|
| PRETRIAL RELEASE PROGRAM  | Pretrial Diversion Program/PreTrial Release  |
| Housing <ul style="list-style-type: none"> <li>Transitional Housing Unit – 3 bed</li> </ul> | Housing <ul style="list-style-type: none"> <li>Bridges Housing for Homeless</li> <li>Sober Living Environments (3)</li> <li>Young Adult Housing (1)</li> <li>Rapid Re-Housing</li> <li>Utilities/Rent Support</li> </ul>   |
| Intensive Case Management   | Intensive Case Management <ul style="list-style-type: none"> <li>Day Reporting Center</li> <li>Daily Check-In for Housing Participants</li> <li>Random Drug Testing</li> <li>Prop 47 Court bi-weekly and/or monthly</li> <li>Incentives/Sanctions model</li> </ul> |
| Counseling <ul style="list-style-type: none"> <li>Behavioral Health (FSP)</li> </ul>        | Counseling <ul style="list-style-type: none"> <li>Individual</li> <li>Group</li> <li>Family</li> <li>Drug &amp; Alcohol</li> <li>Mental Health</li> <li>Grief Recovery Services</li> <li>Parenting &amp; Co-Parenting Groups</li> </ul>                            |
| Original Day Reporting Center (closed)  | Life Skills Classes  |
|   | Budget & Financing Classes   |
|   | Community Garden/Farm to Table   |
|   | Cooking/Nutrition Classes  |

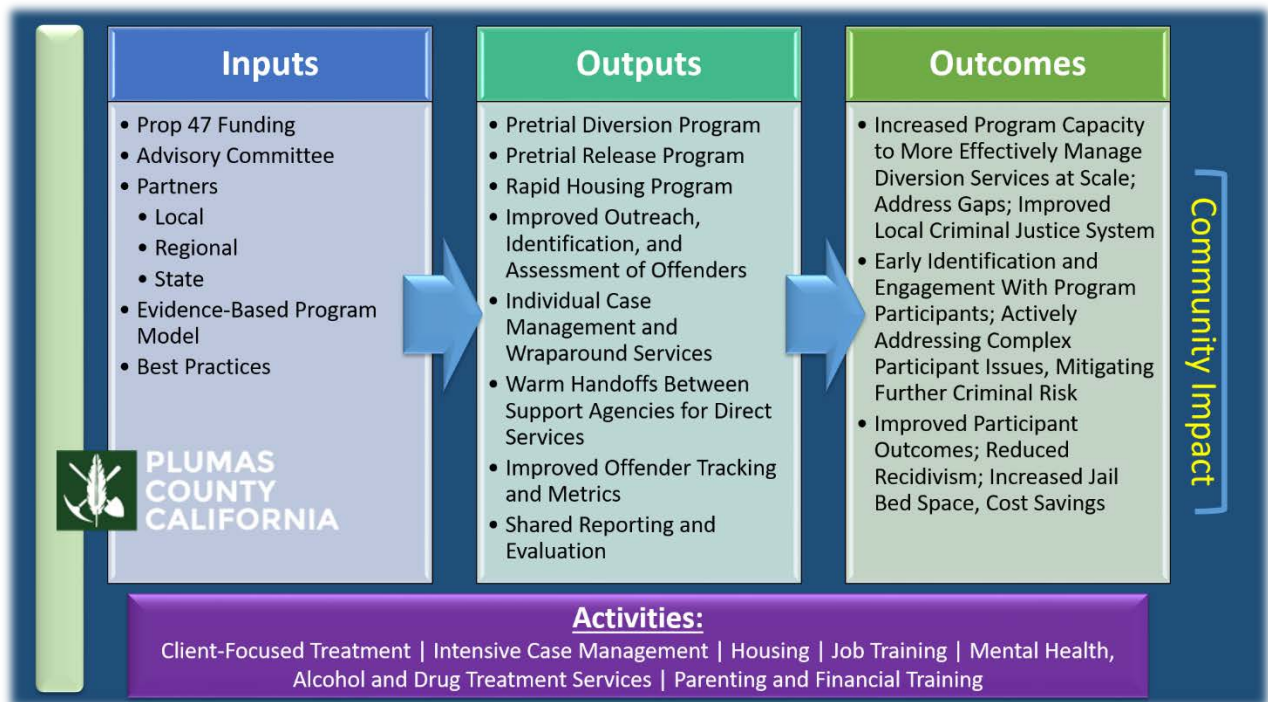
The chart below represents the overall recidivism rate, by quarter, based on individuals who have completed some level of program participation. Many individuals complete full-scale diversion or pretrial release programs, while others – based on their risk score – engage in a limited number of services, as identified by Prop 47 staff. While data collection remains ongoing, based on current data, regardless of the program, those who complete the classes prescribed by Prop 47 staff will recidivate less than 2% of the time, within the first 6 months of program completion. Prop 47 staff anticipate longer-term data at the next reporting period.

“Recidivism” is defined as conviction of a new felony or misdemeanor committed within three years of release from custody or committed within three years of placement on supervision for

previous criminal conviction. “Committed” refers to the date of the offense, not the date of conviction.



## Logic Model



## Summary

As the lead agency for the Prop 47 Program, the Plumas County District Attorney's Office Alternative Sentencing Program strives to continue to achieve a reduction in recidivism rates in the Plumas County criminal justice system, while improving the lives of offenders transitioning from incarceration and increasing the safety of the community. Incorporating the principals of restorative justice, trauma-informed care, and recidivism reduction, ASP successfully provides early identification and engagement, through community-based supportive services for the delivery of intensive wraparound case management to program participants. Project components include mental health and therapy services, alcohol and drug treatment, emergency and transitional housing, and life skills education and supports through an array of individual and group options. These services continue to expand as service gaps are addressed and new component options become available. Program participants enjoy the variety of individual and group options as they forge a new path to recovery. Collaborative partners and community stakeholders collectively engaged in this model, which encourages strategic system changes to reduce recidivism and improve the lives of transitioning offenders, their families and community.

Advancing the criminal justice system requires a holistic approach; key partnerships within the community, as well as with state and federal partners is critical to success. Further, increased investments in agile and resilient programming is paramount to the sustainment of current programs and building of future efforts to combat recidivism. In Plumas County, stakeholders, law enforcement, and government officials remain committed to a mature and forward leaning criminal justice system that reduces recidivism and improves the lives of those living in the community.