

## Public Safety Realignment and Post Release Community Supervision 2012-2013 Implementation Plan

### **Executive Summary**

On October 4, 2011, the Santa Cruz County Board of Supervisors adopted a Community Corrections Implementation Plan developed by the Santa Cruz County Community Corrections Partnership SCCCPC that provided guidance for local implementation of the California Public Safety Realignment Act, Assembly Bill 109 (AB 109). The plan outlined a phased implementation that provided resources for corrections, community supervision, and treatment services to the initial AB 109 cohort, while continuing a more detailed and inclusive community planning process. Six work groups were convened to develop plans in the areas of community education and engagement, community supervision, intervention services, corrections management, data and capacity-building, and court processing. Over seventy community representatives participated in the planning process. The Implementation Plan provides a framework for ongoing planning based on data-based assessment and community involvement.

On March 27, 2012, the products and recommendations from the six workgroups were presented in a Report from the Chair. This included a statement of goals and principles, a model for individual assessment and case management to address criminogenic factors linked to recidivism, data analyses of the initial AB 109 cohort, resource mapping of community treatment capacity, standards for evidence-based practice, an outcome data collection and analysis framework, community engagement strategies, a local definition of recidivism, and processes and standards for selection of community-based treatment providers.

In addition, the report articulated a recommended formula for allocation of AB 109 funding, based on agree-upon values and principles. The formula identifies a fixed amount (\$200,000 in FY 2012-2013) for AB 109 administration, including all financial reporting, contract development and oversight, evaluation and reporting, and facilitation of ongoing work groups and other meetings. The remaining allocation is to be distributed evenly, one-third each, between the three primary components of corrections, probation supervision, and evidence-based treatment and intervention services. The Executive Committee of the CCP voted unanimous approval of all work group products and recommendations as well as the funding formula comprising the 2012-2013 Implementation Plan.

Following a report to the Santa Cruz County Board of Supervisors, the 2012-2013 CCP Implementation Plan was approved as part of the FY 2012-13 budget adoption which concluded on June 28, 2012. Subsequently a process was developed to solicit Letters of Interest and Qualifications from local service providers based on the standards articulated by the CCP work groups. The results from this selection process were approved by the Board of Supervisors one September 11, 2012 and service contracts were executed during the following months.

Attached are the CCP work group recommendations, Letter from the Chair, CCP meeting minutes, and Intervention Service Contracts for FY 2012-2013.

# County of Santa Cruz

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## PROBATION DEPARTMENT

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**SCOTT MACDONALD**  
CHIEF PROBATION OFFICER

### Santa Cruz County Community Corrections Partnership Report from the Chair March 27, 2012

#### **Introduction**

On September 19, 2011, the Executive Committee of the Community Corrections Partnership (CCP) voted to approve the Community Corrections Partnership Plan to address the public safety realignment legislation pursuant to Assembly Bill 109. The plan calls for an ongoing implementation and planning process that focuses on three main areas:

1. Establish an array of effective alternatives to incarceration to address the impacts that the realigned population will have on the county jail in order to avert crowding and poor conditions of confinement without jeopardizing public safety outcomes;
2. Implement Evidence-Based Probation Supervision that properly assesses risk factors associated with recidivism and provides effective probation interviewing, case planning, and community supervision to ensure public safety and reduce recidivism; and
3. Develop community partnerships for intervention services that adhere to the principles of evidence-based practices for maximum recidivism reduction.

Unanimously adopted by the Board of Supervisors on October 4, 2012, the plan calls for a phased and ongoing planning effort. Phase 1 focused on addressing the immediate impacts associated with individuals sentenced under AB109 pursuant to 1170H of the penal code, also referred to as non violent, non sexual and non serious felony offenders. These individuals now serve a term of prison in the local jail. This presents a significant challenge to the Sheriff's Office to manage a new population that will now serve longer periods of time in jail, than previously allowed. Another area of impact is the parole population called Post Release Community Supervision. This population consists of the non violent, non sexual and non serious offenders who will be paroled to the Probation Department for local supervision, along with some parolees that have serious felonies in their prior criminal history. Phase 1 funds enabled the Sheriff to implement the Corrections Alternatives Programs, essential community supervision from the Probation Department, and immediate treatment and services for the AB109 populations in and out of custody.

Phase 1 also provided the workgroups an opportunity to further develop and implement the local plan. These workgroups encompass a range of subject areas that must be addressed for successful implementation, including new court processes, the implementation of evidence based programs (EBP) into probation supervision and services, community engagement and education efforts, and evaluation and data development. Santa Cruz County is fortunate to have an engaged community of service providers and residents who are committed to the successful implementation of AB109 and who see this as an opportunity to reform the unconstitutional and fiscally unsustainable state prison system.

This letter is intended to provide an update on the numbers of individuals in local jail and in the community as a result of AB109, outline the phase 1 implementation and work group planning process and accomplishment to date, and make a recommend to the Executive Committee on AB109 allocation distribution.

### **Current Santa Cruz County AB109 Populations in Custody, Correctional Alternatives Program and on Probation Supervision**

The Santa Cruz County Community Corrections Partnership has established a vision that emphasizes the use of alternatives to incarceration that reduce the use of jail bed capacity for low risk offenders while maintaining and enhancing community safety. During the first six months of implementation, the first phase of the CCP plan has been implemented, including the development of a Custody Alternatives Program (CAP) that includes corrections and probation staff in an effort to assess identify, screen, and supervise low risk offenders in the community on Work Release and Electronic Monitoring Programs (EMP). To date, the CAP team have supervised 86 inmates on EMP and 270 individuals participating in Work Release, and the program has saved over 4,600 jail bed days.

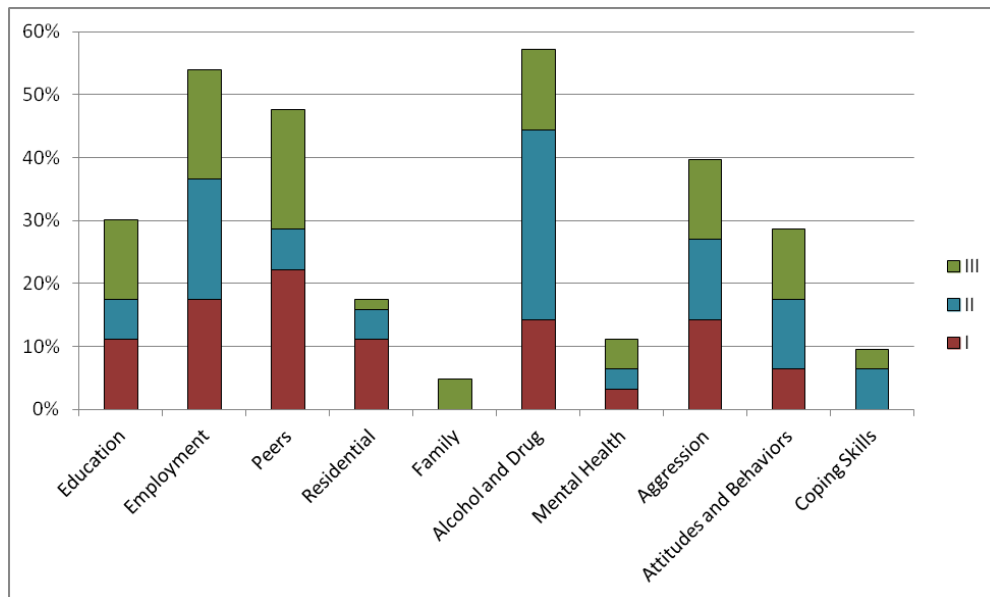
A total of 43 new inmates have been sentenced under 1170.h, with an average projected length of stay of 462 days. An average of 7 – 10 new cases are anticipated monthly, with a projected total of 88 after twelve months of operation. A total of 67 State prison inmates have been released to the Probation Department under Post Release Community Supervision (PRCS) since October 1, 2011, and a total of 160 are anticipated in the first twelve months of operation. The Probation Department has established a special case load to assess and supervise this population. Three cases are in revoked arrest warrant status, and five have been successfully closed that achieved their original controlling discharge dates.

Phase One intervention services funding has been utilized to respond to identified criminogenic needs of the initial cohort of 1170.h and PRCS populations. This has included \$77,750 (57%) for alcohol and other drug treatment, including in-custody day treatment and CBT curriculum, community-based detox, residential and outpatient treatment, and sober living environments; \$24,000 (18%) for women's programming in the community; \$20,000 (15%) for community reentry support; and \$14,700 (11% for specialized services such as gang desistance, electronic monitoring, and family conflict resolution.

A key aspect of the CCP plan is the development of strategies and services that directly address criminogenic needs of the AB 109 offender population. This information comes from the STRONG assessment, a fourth-generation, research-based instrument that identifies risk level and ranks offender needs in ten areas of criminogenic need. The full assessment has been conducted on a total of 63 AB 109 offenders. The following

chart shows the percent of offenders who were scored as having each area of need as their first, second and third ranked priority need.

**Percent of AB 109 Offenders with Specific Criminogenic Needs (STRONG, n=63)**



### Summary of Working Group Progress

The CCP designated six work groups to carry out the task of soliciting input, gathering and analyzing data, creating new systems for communication and collaboration, and developing recommendations for policies and strategies for effective implementation. Over seventy individuals and organizational representatives participated in over forty meetings, and outreach efforts reached more than six hundred community members. The following are selected highlights and key accomplishments from these work groups.

#### *Community Education and Engagement Work Group*

- Produced more than a dozen general meetings, trainings and community events.
- Produced the Community Engagement Workshop in Live Oak, attended by over 100 community members and sponsored by over 30 local organizations. This is the first in a series of workshops to be offered in each supervisorial district during the next four months.
- Participated in the Service Provider Forum produced by the Watsonville Community Connections Collaborative and attended by over 50 staff from human service provider agencies in Watsonville.
- Assisted in the organization of two Smart On Crime community forums attended by over 500 community members.
- Developed workshop facilitator guidelines and trained over 25 facilitators.
- Developed and distributed educational and outreach materials in English and Spanish.

### *Community Supervision Work Group*

- Development of on-going communication and information-sharing protocols between probation, corrections, and law enforcement agencies on Post Release Community Supervision and AB 109 population under mandatory community supervision.
- Development of relevant data tracking of demographics, criminal history, outcomes and status of AB109 populations.
- Shared commitment to extend evidence-based practices into law enforcement interventions.

### *Intervention Services Work Group*

- Developed understanding and commitment to evidence-based principles, including use of validated assessment, individualized reentry planning to target criminogenic needs, and tracking of dosage to determine program efficacy in reducing recidivism in future evaluations.
- Development of explicit standards for evidence-based practice for all participating organizations and for the system as a whole.
- Commitment to a strong reentry focus that begins with services in jail, enhances motivation, and provides seamless reentry services that are coordinated between agencies.
- Completion of an in-depth survey of service providers regarding their work with criminal justice populations, including their utilization of evidence-based practice and training needs.
- Identification of initial priorities for resource allocation by service type, based on available data regarding offender needs and service availability.

### *Corrections Management Work Group*

- Implementation of STRONG Criminogenic needs and risk assessment for AB109 populations in jail and for inmates eligible for release on CAP program.
- Development and implementation of data tracking of all in-custody and CAP program participants.
- Participation in Justice Reinvestment Initiative data analysis.
- Development of program protocols for corrections staff and probation partnership.
- Early planning and discussion on merging pretrial and post sentence alternative activities to maximize efficiency.

### *Data and Capacity Building Work Group*

- Completed an analysis of criminogenic needs of the AB 109 population.
- Development of a locally relevant definition of recidivism that incorporates multiple measures for on-going assessment of progress.
- Identified a robust and complete set of recidivism data including new arrest by offense type, technical violations and time intervals by population subsets in order to allow for comprehensive analysis and evaluation.
- Commitment to tracking intervention and dosage data in order to measure and monitor program success and make adjustments when based on data.

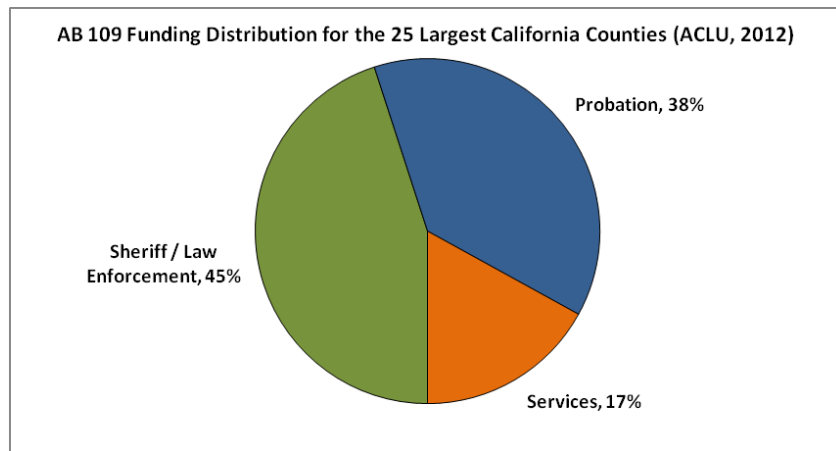
- Commitment to on-going data driven practices and agreement to build and fund data infrastructure through interfaces, report building, and a data analyst in order to evaluate programs.
- Secured agreement from justice agencies to share data.

*Court Processing Work Group*

- Agreement to establish uniform language to be used by court stakeholders regarding AB109 population for sentencing.
- Completed mapping of justice system decision points, and participated in Justice Reinvestment Initiative data analysis.

**Allocation Distribution**

AB109 currently allows for broad discretion over how funds may be used at the local level. Most California Counties have divided the funds into three areas: the county sheriff, the county probation department, and health and human services. The ACLU recently released the most comprehensive analysis to date on AB109 implementation. Fifty three of the available plans from the 58 California counties were analyzed along with AB 109 budgets from the largest 25 counties. There is a broad range in how allocations are dispersed from county to county. The chart below shows a compiled average breakdown of the allocations for those counties.



It is understandable that the largest portion of dollars are being directed to Sheriff’s budgets, given that these counties are directing over half of AB 109 dollars to expanding jail beds (52 percent). Some counties will be reopening facilities, and others have construction projects pending through AB 900 funds. These projects require a significant county match of multiple millions of dollars and an ongoing expense of county general funds to operate those facilities.

Fortunately in Santa Cruz, proactive efforts to address jail overcrowding since 2005 have helped reduce the jail population. Effective pretrial programs have produced excellent public safety and court appearance results, with 92 percent not reoffending while under pretrial supervision. As a result, Santa Cruz has one of the smallest percentage of pretrial offenders in jail in the state (56 percent vs. over 70 percent statewide). Through AB 109, the Sheriff has built on the success of pretrial alternatives by establishing a Corrections Alternative Program for sentenced inmates. This program effectively manages the court-ordered jail populations, allowing Santa Cruz County to allocate funds to evidence-based intervention services that increase public safety by reducing recidivism.

For nearly thirty years, criminal justice research has consistently found that the most powerful recidivism reduction effects are seen through intensive probation supervision when it is combined with treatment and services (Petersilia and Turner, 1990; Bonta, 2000; Paparozzi and Gendreau, 2005). The greater the use of evidence based principles in probation supervision and services, the greater the recidivism reduction. The Santa Cruz Probation Department is currently the fourth lowest funded probation department in the state. Caseload sizes in the adult division are too large to effectively employ evidence based practices across all populations, and AB109 funds will not be able to fully address this problem across the entire adult probation division caseload. Caseloads serving the PRCS and 1170.h population should be appropriately sized, however, based on risk level and best practice. This is necessary in order to provide effective collaboration between corrections staff, probation officers and community based service providers and to deliver evidence-based interventions to reduce criminogenic risk.

AB 109 allocations for Fiscal Year 2012-2013 have not yet been established by the State. The State Department of Finance has suggested that counties can, for the purpose of planning, assume that the allocations will double from this year's allocation. This would bring next fiscal year's funding to approximately \$3,325,460. An additional \$750,829 remains unspent from the first year allocation that is available as carryover into the coming fiscal year. These amounts will be combined in a 15 month budget that starts in April 2012 and ends in June of 2013.

Based on work group input, it is recommended that \$200,000 of year two funds be used to support two staff positions at the Probation Department: an analyst that would be responsible to join data from the courts, jail, probation, and district attorney's office, to track recidivism and promote data driven practices; and administrative staffing to support work group continuation, to develop and oversee contracts and manage funds, and to produce budget and outcome reports.

The remaining \$3,125,460 of projected year two funding, along with the unspent dollars from year one, will be directed to intervention services, evidence based probation interventions and supervision, and jail alternatives to incarceration. Based on research and a broad consensus within the CCP work groups, it is recommended that funds be distributed evenly (one-third each) between these three components.

In comparison with statewide averages, this represents a near doubling of the funding percentage dedicated to intervention services. This reflects the value our community places on intervention services as a long term strategy to increase public safety by reducing recidivism. While the funding for each of these components will likely be less than the level warranted by need, all CCP members are encouraged to continue working together toward identifying and accessing additional resources, including anticipated changes to federal entitlement funding, to enhance the CCP plan over time.

**It is important to note that year two levels are based on State projections and these amounts have not yet been determined or allocated.** Consistent with the public county process, specific expenditures will be brought to the County Board of Supervisors for approval. Work group input and data from the offender needs assessment will form the foundation for budget items brought before the Board.

## **Summary**

The Santa Cruz County Community Corrections Partnership should take pride in what has become an ambitious and comprehensive effort to promote public safety through evidence-based practices and cost-effective methods to reduce recidivism. The approaches taken in Santa Cruz County are already being heralded as a model for the state. The balanced approach that is recommended for AB 109 funding will ensure that as we move forward we will continue to provide an effective and safe local justice system.

Sincerely,

A handwritten signature in black ink that reads "Scott MacDonald". The signature is written in a cursive style with a large, prominent "S" and "M".

Scott MacDonald  
Chief Probation Officer



Santa Cruz County Community Corrections Partnership  
Intervention Services Work Group  
**Goals, Principles, and Model**

**1. The three goal areas for CCP plan implementation are as follows:**

- a. Establish an array of effective alternatives to incarceration to address the impacts that the realigned population will have at the county jail in order to avert crowding and poor conditions of confinement without jeopardizing public safety outcomes.
- b. Implement Evidence-Based Probation Supervision that properly assesses risk factors associated with recidivism and provides effective probation interviewing, case planning, and community supervision to ensure public safety and reduce recidivism.
- c. Develop community partnership interventions and treatment that adheres to the principles of evidence-based practices for maximum recidivism reduction.

**2. Evidence-based practice (EBP) within the context of the criminal justice system includes the following principles:**

- a. Risk Principle: targeting interventions on individuals at high risk for recidivism
- b. Needs Principle: assessing and addressing research-based criminogenic factors
- c. Responsivity Principle: making services accessible by addressing issues of culture, gender, development, and other factors
- d. Treatment Principle: utilize cognitive/behavioral modalities proven to work with this population
- e. Fidelity and Dosage Principle: deliver adequate quantity of service (> 200 hours for high risk offenders) and maintain quality assurance for services delivered

**3. Probation case management model**

- a. All services will be driven by an individualized case management plan based on the results of the validated needs assessment.
- b. The AB 109 Probation Officers will serve as lead case managers, providing community supervision, court liaison, delivery of cognitive/behavioral curriculum and social learning reinforcements, as well as assigning cases to community providers for address specific need areas.
- c. Multi-disciplinary case management consultation will be conducted as needed in response to specific case developments.
- d. Service delivery and reentry planning will begin in custody and will continue during the period of community supervision. Cases without community supervision will be offered services on a non-compulsory basis.

**4. Provider network model**

- a. Treatment and intervention services will be provided by an approved network of community-based providers that have demonstrated capacity for effective, evidence-based services that are responsive to the individual characteristics of the target population.
- b. Agencies and organizations within the provider network will maintain established levels of staff training, implementation fidelity, and quality assurance.
- c. Where ever possible, service contracts will be based on a negotiated rate for service, rather than a total contract amount, in order to maintain flexibility for individualized service delivery.

**Data Analysis Work Group: Aggregate Assessment Findings**

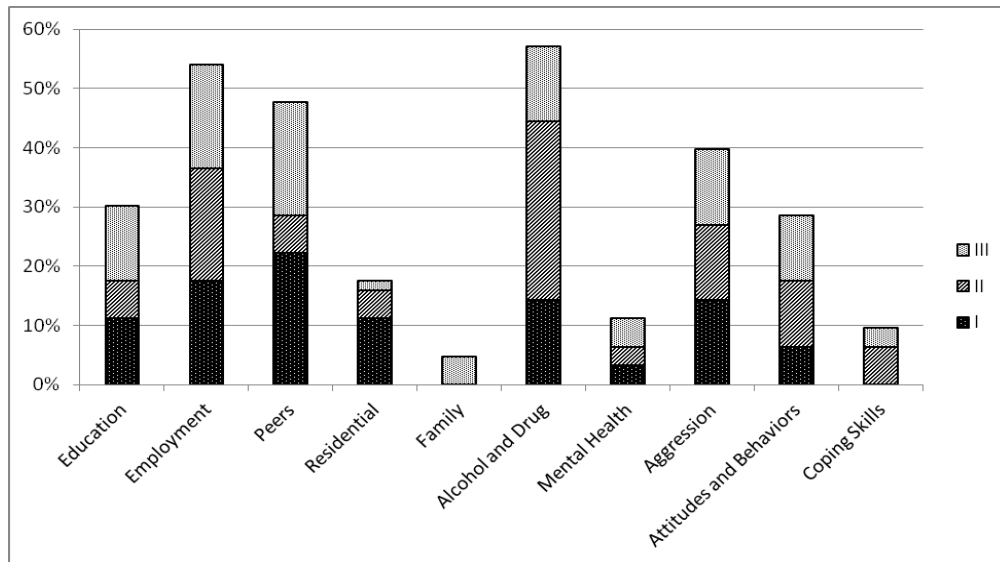
As of March 20, 2012, a total of seventy-three static risk assessments have been conducted on AB 109 offenders, representing over two-thirds of the combined 1170.h and PRCS population (n= 107). Of these, 61 received a static risk score and 63 have a completed Offender Needs Guide. Assessments are ongoing, and additional data will be available from the Probation Department over the next few months. The table below shows aggregate results of the risk assessment by level of offense to reoffend, ranked as low risk, moderate risk, high property risk, high violence risk, or high drug risk. A total of 43 offenders in this group were ranked as high risk (72%).

**Risk Level of AB 109 Offenders (STRONG, n=61)**

	n	%
Low	7	11%
Moderate	10	16%
High Viol	14	23%
High Prop	18	30%
High Drug	12	20%
High (all categories)	44	72%

For each individual, the Offender Needs Guide prioritizes among ten areas of criminogenic factors. The chart below show the frequency with which each factor appeared as the first, second, or third priority area for all AB 109 offenders who were assessed.

**Percent of AB 109 Offenders with Specific Criminogenic Needs (STRONG, n=63)**



The most frequently ranked factors for this population were employment, peers, alcohol and drug use, and aggression, with education and attitudes and behaviors following. Peers and employment were also the most common first-ranked factor, while alcohol and drug use, though the most common within the top three factors for individuals, was less often a first-ranked need. Although residential was a less common factor, when it was present it was more often the first ranked need. Coping skills and family factors, by contrast were never first ranked.

Santa Cruz County Community Corrections Partnership  
Treatment and Intervention Services Work Group

**AGENCY CAPACITY SURVEY FINDINGS**

Survey Methods. The Treatment and Intervention Services Work Group developed an internet-based survey to gauge availability and capacity of local social service agencies to provide services to the target population of AB 109 offenders. The survey gathered information regarding services provided corresponding to assessed criminogenic need areas, along with utilization of evidence-based practices and training needs. A copy of the survey is attached to this report. Agencies and organizations were invited to participate in the survey through emails that went out through multiple networks and referral lists. A total of thirty-one agencies responded to the survey (see list attached). Of these, twenty-eight reported serving offenders in reentry during the past six months.

Survey Findings. Preliminary findings from the survey data include the following:

1. The number of clients in the target population who are served by responding agencies varies widely. Nearly half reported serving less than 100 per year, while a small core served more than 200 per year. Similarly, most agencies provided a small number of types of services while a small core of providers offered a wide variety of service types. The provider network model appears best suited to the “niche” agencies that provide specific services to a subset of the target population, while a traditional contract for services, based on an FRP process, may better suit agencies providing multiple services to large numbers of AB 109 offenders.
2. Although most providers report utilizing evidence-based practices specific to their discipline or area of expertise, the number who showed knowledge about and implementation of evidence-based practice for effective recidivism reduction among criminal justice offenders was relatively small.
3. Services were available in each of the nine STRONG assessment categories across all providers.
4. Responsivity, as measured by geographic distribution and capacity for cultural competency, was very high across all providers. Services were available in every region in the county, and over three-quarters of respondents provide services in Spanish. Client fees are required only by thirty percent of programs.
5. In some domains, such as housing, the amount of referral and advocacy may exceed the availability of actual services. This appears less true in the areas of education and mental health. Case management alone will not meet the needs of the target population, and that there will be a need to expand service availability and consolidate information and referral activities.
6. Significant gaps exist in the several critical areas, including mental health medications management and access to methadone maintenance services.
7. There is strong interest in training for staff and volunteers to become more proficient in delivering evidence-based services to the target population. While most agencies already provide staff training in their primary area of expertise, few have implemented training specific to the criminal justice target population. Training for providers to work more effectively with criminal justice populations, and AB 109 offenders specifically, is both needed and requested by these agencies.
8. Certain subpopulations of AB 109 offenders may be eligible for resourced services, such long term disability or the County System of Care, and efforts to identify and access these benefits will greatly expand the ability to meet criminogenic needs of these individuals.

**Intervention Services Workgroup**

Recommended Standards for Evidence-Based Practices (EBP)

**Systems-level Standards**

1. All services will adhere to the risk principle which prioritizes services for those at highest risk of reoffending; the need principle which prioritizes services directed at assessed criminogenic needs; the responsivity principle which prioritizes services and supports that respond to individual characteristics such as language, gender and culture; the dosage principle, which identifies the minimum number of hours of evidence-based intervention needed to produce optimal results at each risk level; and the treatment principle, which endorses cognitive-behavioral interventions that are integrated with assertive case management.
2. All offenders be assessed for risk level and criminogenic needs using the STRONG assessment administered by Probation staff within 60 days of assignment to the AB 109 population.
3. Additional assessment will be conducted, as appropriate, to better understand needs and guide service delivery for criminogenic factors identified by the STRONG assessment. These additional assessments will utilize validated instruments and be implemented by qualified, trained staff.
4. A comprehensive, individual reentry plan (IRP) will be developed for each AB 109 offender that addresses priority needs and services identified by the STRONG and subsequent assessments. This IRP will be incorporated into pre-release planning and ongoing case management.
5. Appropriate service providers will be identified in the IRP, and the plan is shared with all service providers identified.
6. The STRONG will be re-administered at six month intervals or upon new conviction, and the IRP will be updated to reflect changes to dynamic factors.
7. Treatment and intervention services will begin in custody and be coordinated and sustained upon release to provide a seamless and effective system.
8. The probation officer will serve as lead case manager, providing direct services and linking the offender with service providers identified in the service plan. The probation officer and provides timely support, communication and accountability/incentives in response to the offender's participation in services.
9. All entities receiving AB 109 funding will utilize graduated rewards and sanctions, and will implement monitored, objective decision-making for evidence-based response to participant success and noncompliance.
10. System performance and outcomes, including timeliness and completion standards, will be measured annually and the results will be utilized to inform decision-making to ensure continuous outcome improvement.
11. Resources will be prioritized to meet the needs of those offenders with the highest criminogenic risk, and greatest assessed motivation and ability to benefit from services, and greatest potential for community

benefit, while maintaining adherence to EBP fidelity standards and standards for minimum effective treatment dosage.

### **Service Provider Standards**

1. All entities receiving AB109 funds will articulate and adhere to evidence-based practices for working with criminal justice populations, as well as those specific to their field of practice.
2. All entities receiving AB109 funds will participate fully in training on evidence-based practice for effective interventions with criminal justice populations, recognizing and addressing criminogenic need, and system-wide implementation and reinforcement of cognitive-behavioral curricula and other common interventions as identified.
3. All entities receiving AB109 funds will be monitored for EBP fidelity, and results will be reported to the CCP annually.
4. Each service provider will report data at least quarterly on client engagement hours, program completion, and measures of attainment of program objectives that are unique to the program
5. Progress and outcomes for each entity receiving AB 109 funds will be reported to the CCP quarterly and evaluated annually, with services adjusted over time for continuous program improvement.

### **Training Standards**

1. All staff providing services to the AB 109 population will be fully credentialed as appropriate for their field of practice, and will be trained and certified in any specific evidence-based curricula to be implemented.
2. An annual training plan will be developed to enhance staff capacity and provide common objectives and methods across service providers. Training will focus on the implementation of evidence-based practice for criminal justice treatment and intervention services, as well as other common areas identified through ongoing service monitoring.
3. All entities receiving AB 109 funds will continue to develop expertise in evidence-based practices specific to their field of practice, and will share training resources with the other criminal justice partners as possible based on the availability of funding support.

Santa Cruz County Community Corrections Partnership  
Data Analysis and Capacity Building Work Group

**AB 109 Data Collection Framework**

**1. N3 (1170) and PRCS Populations**

<i>Data Indicator</i>	<i>Capacity and Availability for Tracking</i>	<i>Host System of Data</i>
Technical/rule violations (not new offenses)	Probation Data (query complete)	Probation Department
New arrests (felony and misdemeanor) during the period of supervision	Available	Jail Data System
New convictions (felony and misdemeanor) during the period of supervision	Probation Data (query complete)	Probation Department (reliant upon court data system)
New arrests during the period of supervision that subsequently result in a new conviction	Available	Jail & Probation Data systems (reliant upon jail and court data systems)
New arrests and convictions following termination of supervision at specified intervals (1, 2, 3 years)	In development by Probation Department and Data Work Group	Jail & Probation Data systems (reliant upon court data system)
Flash incarceration of PRCS (days, reason)	Probation Data (query complete)	Probation Department (reliant upon court data system)
1170 (h) Number sentenced, number incarcerated, length of sentence, length of custody served	Probation Data (query complete)	Probation Department (reliant upon court data system)
1170 (h): Proportion of total sentence in jail, proportion of total sentence in community	Available	Court and Jail data system
Offender risk and criminogenic needs at intake and 6 month intervals	Available and Currently Tracking	Probation Department (pending interface between Assessments.com and Probation Data systems)
Compliance with court-ordered fines and restitution	Probation Data (query complete)	Probation Department

## 2. Custody Alternative Program

<i>Data Indicator</i>	<i>Capacity and Availability for Tracking</i>	<i>Host System of Data</i>
Length and proportion of sentence in jail	Available and Currently Tracking	Jail Data System (reliant upon court data system)
Length and proportion of sentence in community	Available and Currently Tracking	Jail Data System (reliant upon court data system)
New arrests and convictions (felony and misdemeanor) during the period of community supervision	Available	Jail & Probation Data System (reliant upon court data system)
New arrests during the period of supervision that subsequently result in a new conviction	Available	Jail & Probation Data System (reliant upon court data system)

## 3. Evidence-Based Treatment and Services

<i>Data Indicator</i>	<i>Capacity and Availability for Tracking</i>	<i>Host System of Data</i>
Total number of participants served; In Custody & In community	Available and Currently Tracking	Probation Department (reliant upon Probation & Jail Data)
Service delivery fidelity to evidence-based practice; In Custody & In community	To be developed by Data Work Group	To be developed by Data Work Group
Dosage of services (total number of hours of services per offender and type of service); In Custody & In community	Capacity building needed for development and training for tracking through Probation's case management system	Probation Department
Correlation between service dosage and recidivism outcomes	To be developed by Data Work Group	To be developed by Data Work Group

### **Working Definition of Recidivism**

March 27, 2012

Standards for Defining Recidivism. From the standpoint of the community at large, recidivism is understood as criminal behavior committed by persons previously convicted of a crime. There is no standard measure of criminal behavior. State and local jurisdictions have each developed their own independent definition and measures of recidivism. There is a growing consensus on a number of principles for a meaningful definition of recidivism. The following is a summary of the standards adapted from *Defining and Measuring Recidivism* by the Council of Juvenile Correctional Administrators (CJCA, 2009).

1. When reporting program or system outcomes, population parameters of the study should be specified, including demographic characteristics, risk level, history of offenses, and other factors that will enable grouping of similar cases for comparison of recidivism rates.
2. The source or sources of data for each data element should be clearly identified as well as who is responsible for collecting the data, and frequency of data collection.
3. More than one measure of recidivism should be used in order to increase opportunities for comparison. Multiple measures of recidivism – such as re-arrest for a new offense, conviction and re-incarceration for a new offense – make comparisons more meaningful and provide options for selecting appropriate comparison data. Because not all states will collect exactly the same data, and since some data sources are known to store more reliable data than others, reporting several measures of recidivism increases the chances that two states will have collected at least one measure on which comparisons can be made. **All recidivism tracking should, however, include adjudication or conviction as a measure of recidivism.**
4. The follow-up period for tracking an individual's recidivism should be at least 24 months from the date of release from custody. Outcome reports may examine recidivism at shorter time intervals, such as 6 months, 12 months, 18 months and 24 months. In order to measure known offenses that occurred within 24 months, data collection will need to continue to 30 months to account for a time lag between arrest and adjudication.
5. Sufficient data about individuals should be recorded to make possible appropriate comparisons and future classification; at minimum, the data recorded should include characteristics often associated with risk of re-offending as well as demographic information and offense history.
6. Time frames must be clearly be recorded since recidivism is always time specific. This includes the date of conviction, the date of sentencing, the date the offender is released to the community, and the date on which court jurisdiction is terminated. No matter what measure of recidivism is used (e.g. re-arrest, new adjudication/conviction, or re-incarceration) the date the offense occurred should be recorded. It is the date the offense occurred that should be used to determine the date of a recidivism event. In order to determine the completeness of the data, the date that the data were last updated should be recorded.
7. Typically, a criminal act will produce more than one charge. All charges should be recorded if there is more than one, the most serious charge should be identified, and the charges on which the offender was



convicted should be recorded. If more than one offense is being processed at the same time, this information should be recorded for each offense.

8. Probation or parole technical violations confirmed by the court and related dispositions should be recorded separately from data on new offenses. Technical violations may result in incarceration or re-incarceration, but they do not imply the commission of a new offense.
9. For system comparison purposes, offense type is more useful than a more precise offense term that may be state-specific. The following general offense categories should be used: offenses against persons, property offenses, weapons offenses, drug trafficking/possession (felony), other felonies, drug or alcohol use (misdemeanor) and other misdemeanor or lesser offenses.
10. If a formal risk of recidivism assessment is conducted, record the level of risk (low, moderate, or high) along with the specific risk assessment instrument that was used.

Santa Cruz County Definition. The following definition was developed based on a review of research, the CJCA standards, definitions developed by other jurisdictions, discussions with CCP members, and input from consultants working with the Justice Reinvestment Initiative. The intention is to provide a measure of recidivism that is meaningful to the community at large while enabling comparison over time within Santa Cruz County and comparison to State and other jurisdictions. The following is the definition proposed:

**Recidivism is defined as new criminal behavior within three years following conviction and release to the community from secure incarceration, as measured by conviction for a new law violation, including those sustained as probation violations. Additional measures to be tracked will include re-arrest, technical violations of probation, and re-incarceration. These will be disaggregated by felony, misdemeanor, offense type, and population (1170h, PRCS, CAP).**

While the definition is based on actual convictions, new offenses sustained as probation violations will be included to more accurately reflect known and proven criminal behavior. It is important to note, however, that the standard of proof is lower in these cases than new convictions. Other considerations include the following:

- Rate analysis will be based on non-duplicated individuals rather than the total number of incidents of recidivism. The number and percentage of recidivists who are convicted of multiple offenses will be reported separately from the aggregated rate of recidivism.
- The analysis of recidivism will include offenses committed after the date that AB 109 came into effect (October 1, 2011) in the sample of cases to track over time.
- Additional measures will be compared over time, as well as compared to state and other jurisdictions to provide a more complete picture of local justice system contributions to recidivism reduction.
- Sub-populations of high risk offenders who receive intensive treatment and intervention services will be tracked to assess the effectiveness of these services. Recidivism data will be combined with data showing changes in level of criminogenic and protective factors in order to assess the impact of these services over time for specific populations.

# County of Santa Cruz



## PROBATION DEPARTMENT

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**SCOTT MACDONALD**  
CHIEF PROBATION OFFICER

## Santa Cruz County Community Corrections and Reentry Partnership

### MEETING MINUTES

Tuesday, March 27, 2012  
3:00 p.m. – 5:00 p.m.

Simpkins Family Swim Center Room B  
979 17<sup>th</sup> Avenue, Santa Cruz, CA 95062

#### I. CALL TO ORDER

Chair Scott Macdonald called the meeting to order at 3:10 p.m.

#### II. REVIEW OF AGENDA

No changes were made to the agenda

#### III. PUBLIC COMMUNICATIONS

No members of the public addressed the meeting

#### IV. SUMMARY OF AB 109 IMPLEMENTATION TO DATE

Sheriff Phil Wowak provided an update regarding AB 109 incarceration. Adult Probation Assistant Division Director Charlie Smith provided an update regarding community supervision of AB 109 offenders. Adult Probation Division Director Kathy Martinez provided data regarding risk level and criminogenic needs among the AB 109 population.

#### V. WORK GROUP REPORTS

The following people presented updates from CCP work groups: Megan Joseph, Community Education And Engagement; Manny Solano, Community Supervision; Will O’Sullivan, Intervention Services; Jim Hart, Corrections Management; Karen Delaney, Data And Capacity Building; Judge Maragonda, Court Processing

#### VI. ACTION ITEMS

Executive Committee member Maragonda moved that the Executive Committee approve the proposal as outlined in the letter from the Probation Chief to the Community Corrections Partnership dated March 27, 2012, to fund a data analyst and administrative support, and to equally disperse the remaining funds between the Sheriff, Probation Department and Evidence Based Services. Following discussion this was amended to include the provision that if the amount allocated to the Sheriff is inadequate to provide for medical services at the Rountree facility, the distribution formula will be revisited by the Executive Committee. The motion was seconded by Executive Committee member Bigham. The motion was passed unanimously. (Ayes: 7. Noes: 0. Abstain: 0)

#### VI. ADJOURNMENT

The meeting was adjourned at 5:15 p.m.

**Santa Cruz County Community Corrections Partnership  
AB 109 Intervention Service Contracts, FY 2012-2013**

**1. Substance Abuse Treatment and Relapse Prevention**

Nationally, almost two-thirds of all jail and prison inmates met medical criteria for alcohol and/or drug abuse and/or dependence, yet only one in ten of these inmates received any type of professional treatment since admission. The recidivism and relapse rates of chemically dependent offenders are extremely high. While substance use contributes to the criminality of this population, it is not enough to treat chemical dependency without also addressing criminal thinking, associations, and other risk factors that may be present in the individual. Responsivity issues with this population that must be addressed include low readiness for treatment and change, a history of treatment failure, co-occurring mental health disorders, and life skill deficits.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following substance abuse treatment services:

<i>Agency</i>	<i>Services</i>
Janus of Santa Cruz	Residential substance abuse treatment, intensive outpatient substance abuse treatment, alcohol/drug detoxification, medication assisted treatment (methadone maintenance), perinatal substance abuse treatment, and sober living environment housing
New Life Community Services	Residential and outpatient substance abuse treatment
Santa Cruz Community Counseling Center	Residential substance abuse treatment, intensive outpatient substance abuse treatment, sober living environment housing, outpatient substance abuse treatment.
Sobriety Works, Inc.	Matrix Model intensive outpatient substance abuse treatment, sober living environment housing

**2. Workforce and Employment Services**

Employment is an essential element in reentry for most individuals returning to the community following incarceration. Employment provides necessary resources for independent living along with esteem and constructive time use, while unemployment leaves individuals vulnerable to involvement in drug sales, residential burglary, credit and identity theft, and other criminal enterprises. This population faces multiple, substantial barriers to employment, however. Former prisoners often have low levels of education, limited work experience, and carry the stigma of incarceration that place them at the back of the employment queue. Studies find that fewer than half of former prisoners are employed during the year following reentry, and that increasing employment opportunities may have an impact on recidivism.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following workforce and employment services:

<i>Agency</i>	<i>Services</i>
Community Action Board of Santa Cruz County	Group and individual employment readiness services and job development

### **3. Reentry Planning, Aftercare and Mentoring**

Numerous barriers and adaptive challenges face individuals returning from incarceration, from the immediate need for food, housing and clothing to more complex areas such as phone access, legal identification, and driving privileges. Good reentry planning combines validated risk and needs assessment with logistical plans and on-going support for basic needs and the restoration of pro-social capital to replace institutionalized supports. While AB 109 Probation Officers will be responsible for case management, community providers can plan an important role in the time immediately before and after release. Responsivity issues that must be addressed include in-custody relationship building, flexibility to meet complex individual situations and needs, cultural and linguistic competence for mentoring, and open-door community access to support and advocacy.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following reentry planning, aftercare and mentoring services:

<i>Agency</i>	<i>Services</i>
Volunteer Center of Santa Cruz County	In-custody reentry planning, structured aftercare including drop-in support, community mentors, and support for reentry

### **4. Gang Desistance Mentoring**

Gang membership can present a considerable barriers to successful reentry, including negative peer influences, difficulty obtaining and maintaining employment, exposure to substance use, and support for criminal thinking. Individuals who are gang involved may risk personal safety, however, if they attempt to sever gang ties. Effective gang desistance works within a life course framework of gang membership, providing culturally-based motivational enhancement for pro-social decision making. Responsivity factors for this population include a recognition of the social dynamics within and between gangs, cultural and linguistic competence for mentoring, and a harm-reduction approach that combines relationship building with support for pro-social norms.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following gang desistance mentoring services:

<i>Agency</i>	<i>Services</i>
Santa Cruz Barrios Unidos	Culturally-based mentoring, advocacy, and cognitive-behavioral curriculum

### **5. CBT Curricula**

Criminal thinking, behavior and peers are the most strongly predictive criminogenic factors for recidivism. Until and unless these areas are addressed, meeting other need areas will not result in significant positive outcomes for offenders. A variety of research-based curricula are available, along with training and support for fidelity of implementation. The two key elements are the cognitive reframing, based on education and dialectic discussion, combined with behavioral re-patterning through extensive role play and skills practice.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following CBT curricula services:

<i>Agency</i>	<i>Services</i>
Volunteer Center of Santa Cruz County	Co-facilitation for the Thinking For a Change curriculum
Walnut Avenue Women's Center	Training and implementation of the Seeking Safety trauma-informed care curriculum

**6. Benefits Assistance and Enrollment**

Access to most formal social supports for individuals and families is based on eligibility guidelines that are specific, complex, and changing. The level of educational competence and professional expertise is needed to navigate many eligibility guidelines is beyond the ability of many individuals in the target population. As a consequence they may face challenges without access to support that is already available to them. Best practice for reentry includes systematic support by professional with training, updated information, and advocacy skills regarding funded services. Responsivity issues that must be addressed include relationship building, flexibility to assess complex individual situations and needs, cultural and linguistic competence and open-door community access to support and advocacy.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following benefits assistance and enrollment services:

<i>Agency</i>	<i>Services</i>
Volunteer Center of Santa Cruz County	individualized support for assessing eligibility and benefits enrolment

**7. Mental Health Care**

While mental health is not in itself a criminogenic factor, unmet mental health needs among criminally involved individuals can be a barrier to the delivery and effectiveness of other reentry services. This includes underlying mental illnesses as well as the mental health impact of incarceration itself. Enrolment in publically-funded adult mental health services is generally limited to individuals with severely impaired functioning (e.g. recent hospitalization or current suicidal ideation). Few of the AB 109 population meet this threshold, although many may face untreated post-traumatic stress, depression, anxiety and other mood disorders. Responsivity issues for this population include wariness and mistrust engendered by prison culture, complex and sometimes irretrievable histories of mental health services, challenges in transportation and logistical access to office-based clinical services, and difficulty meeting professional service expectations.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following mental health care services:

<i>Agency</i>	<i>Services</i>
Santa Cruz County Health Services Agency	Nursing staff for the multi-disciplinary MOST team (Maintaining Ongoing Stability through Treatment) medications management and physical health assessment and referral

Santa Cruz Community Counseling Center	Mental health care, including assessment, individual and group counseling; and mental health system navigation support
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### 8. Family Involvement and Conflict Resolution

For some AB 109 participants, family dysfunction represent a criminogenic need which can be reduced by resolving conflict, improving communication, and repairing emotional bonds. Local experience has shown that family conflict resolution and involvement in reentry planning can reengage natural supports for logistical barriers, such as housing, transportation, and even employment. In addition, strengthening family ties reduces reliance on criminal associates and increases accountability and swift response to early warning signs of recidivism. There are proven models for family conferencing which can be used to develop more effective reentry plans. For many offenders, repairing family relationships and assuming a positive role within the family is their greatest source of meaning and motivation to engage and complete reentry services.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following family involvement and conflict resolution services:

<i>Agency</i>	<i>Services</i>
Conflict Resolution Center of Santa Cruz	Conflict resolution for families to enhance reentry support and success
Volunteer Center of Santa Cruz County	Family-based reentry planning
Janus of Santa Cruz and Pajaro Valley Prevention and Student Assistance	Development of a culturally-based family reentry planning program
Santa Cruz Community Counseling Center	Evidence-based parent involvement program for fathers

### 9. Educational Programming

Low educational attainment among the target population both reflects their history of low social attachment and predicts a future of low employability and limited career advancement. For most, attaining at least a GED certificate is a key step towards pro-social engagement and successful reentry. Some have educational levels so low that they require basic literacy services to enable them to reach the level of GED preparation classes. Others already have their high school diploma and are ready to advance to higher education or to job-specific occupational skill credentialing programs. Responsivity factors include undiagnosed learning disorder, inconsistent motivation, and negative past experiences in educational settings.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following educational services:

<i>Agency</i>	<i>Services</i>
Watsonville/Aptos Adult Education	In-custody ESL, GED and vocational education

Volunteer Center of Santa Cruz County	Individualized basic literacy instruction both in custody and in the community
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### 10. Housing Support

While lack of housing is not in itself a criminogenic factor, housing instability can be a barrier to the delivery and effectiveness of reentry services. Without stable housing, formerly incarcerated individuals are exposed to victimization, criminal opportunities and drug use; face difficulties in phone, mail or other communication with service providers; limited ability to obtain and retain employment; and compromised physical health and social relationships. Given the high cost of housing in Santa Cruz County, the large number of homeless persons residing locally, and diminishing subsidized shelter resources, housing is a key responsibility factor for many AB 109 participants.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following housing support services:

<i>Agency</i>	<i>Services</i>
Homeless Service Center	Emergency and transitional housing and support services
Santa Cruz Community Counseling Center	Emergency housing and support services
Pajaro Valley Shelter Services	Emergency and medium-term housing for female offenders

### 11. Victim Services/Restorative Justice Programs

The Balanced and Restorative Justice (BARJ) model identifies the need for responding to crime with a combination of public safety through sanctions and monitoring, offender rehabilitation and competency development, and accountability to victims through contrition and restitution. Community accountability boards, victim/offender dialog, alternative restitution, and public works give the offender the opportunity to repair the harm they have caused, and give victims and the community the opportunity to be made whole again. Careful screening is needed to ensure that only offenders who are appropriate take part in restorative justice programs. Community involvement in the process is essential, and the BARJ model is an excellent outlet for community volunteerism, involvement, and creativity.

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following restorative justice services:

<i>Agency</i>	<i>Services</i>
United Way of Santa Cruz County	Develop and coordinate a Community Accountability Board and community speakers panel
Conflict Resolution Center of Santa Cruz County	Facilitate victim/offender dialog

## 12. Gender-specific Reentry Support for Female Offenders

Female offenders comprised over one quarter of the initial AB 109 cohort in Santa Cruz County. This is more than double the estimated percentage based on statewide rates and prior prison commitments from our county. Research suggests that women offenders differ substantially from males in their pathways into criminality as well as their needs for successful reentry following incarceration. Gender responsive services for clients who are women must consider the individual, biological, psychological, psychosocial risk and protective factors, as well as the social, cultural and environmental contexts faced by women involved in the criminal justice system. Substance abuse, health, relationships and trauma are key elements for women in reentry, and integrated services should be provided in a setting that supports the six guiding principles for gender-responsive services articulated by the National Institute of Corrections' Gender-Responsive Strategies for Women Offenders (Bloom, Owen and Covington, 2005).

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following gender-specific reentry support services:

<i>Agency</i>	<i>Services</i>
Community Action Board of Santa Cruz County	Gemma transitional housing program for women offenders

## 13. Other Reentry Services

For 2012-2013, the Santa Cruz Community Corrections Partnership will contract for the following additional reentry services:

<i>Agency</i>	<i>Services</i>
The Watsonville Law Center and the Santa Cruz County Superior Court	Develop and implement a pilot a program to have traffic fines waived and driving privileges reinstated