

# **SISKIYOU COUNTY**

## **PUBLIC SAFETY REALIGNMENT & POST RELEASE**

### **COMMUNITY SUPERVISION (AB 109)**

#### **IMPLEMENTATION PLAN**

*An Integrated Systems Approach*

**\* Revised and Updated for Fiscal Year 2012/13**



Approved by the Siskiyou Community Corrections Partnership Executive  
Committee January 4, 2013

Approved by the Siskiyou County Board of Supervisors January 22, 2013

## COMMUNITY CORRECTIONS PARTNERSHIP EXECUTIVE COMMITTEE

**Todd Heie** – Chief Probation Officer (Chair)

**Kirk Andrus** – District Attorney

**Lael Kayfetz** – Public Defender

**Jon Lopey** – Sheriff

**Hon. Laura Masunaga** – Presiding Judge, Superior Court of Siskiyou County, delegated to **Larry Gobelman**—Executive Officer, Superior Court of Siskiyou County (July 2012) and **Mary Frances McHugh**—Executive Officer, Superior Court of Siskiyou County (January 2013)

**Martin Nicholas** – Chief of Police, City of Weed

**Michael Noda** – Director, Human Services Agency



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## SISKIYOU COUNTY

### PUBLIC SAFETY REALIGNMENT & POST RELEASE COMMUNITY SUPERVISION PLAN

#### BACKGROUND

##### **Problem**

According to the California Department of Corrections (2010) between 1990 and 2005 California's prison population increased by 73%, peaking in 2006 with a little over 172,000 incarcerated offenders. The State Prisons had been operating at 175% of their designated capacity according to the California Department of Corrections and Rehabilitation (CDCR, 2010). CDCR is the largest agency in the State with a fiscal budget of 10 billion dollars annually (CDCR, 2009).

According to CDCR, parolees returning to prison or for entering for a new crime accounted for only 10% of the entire inmate population in 1977. By 2009, the number had skyrocketed to 77%. In 2003, the Little Hoover Commission concluded the State prison system was nothing short of a "billion-dollar failure". The State's unacceptable recidivism rates coupled with prison overcrowding and exorbitant spending has created new legislation and mandated judicial action.

##### **The Mandates: Lawsuits and New Legislation**

In November 2006 plaintiffs filed a motion to convene a three-judge panel in *Plata v. Schwarzenegger* under the Prison Litigation Reform Act (PLRA) of 1996, claiming that overcrowded conditions in California Department of Corrections and Rehabilitation (CDCR) prisons resulted in unconstitutional medical care. Plata is a consolidation of two class action lawsuits brought against the State over medical care for inmates. The second lawsuit, *Coleman v. Schwarzenegger*, involved mental health services for prisoners and was initially filed in 1991. Both suits claim that inmate care violated the Eighth Amendment of the U.S. Constitution, which prohibits cruel and unusual punishment of the incarcerated.

These lawsuits resulted in a Three-Judge Panel placing a population cap on State prisons, which was ordered on August 4, 2009. The panel mandated the State cap its State prison population in adult institutions at 137.5% of bed capacity within two years, which required a population reduction of approximately 35,000 to 40,000 inmates.

Governor Schwarzenegger signed Senate Bill 678 on October 1, 2009, creating the California Community Corrections Performance Incentive Act of 2009. This was the first bill acknowledging that adult probation services in the State were underfunded and had poor outcomes. SB 678 has provided funding to Probation Departments to improve probation outcome measures by a reduction in probation failures committed to prison.

SB 678 authorized each County to establish a Community Corrections Performance Incentive Fund and requires community correction programs be administered by its Chief Probation Officer. The goal of SB 678 was to provide prevention and intervention by County Probation Departments with the intention of reducing the number of probationers being sentenced to prison for technical violations. The Bill mandated Probation Departments to utilize evidenced based practices. Evidence Based Practices (EBPs), in this context, are defined as probation supervision practices that are “demonstrated by scientific research to reduce recidivism among individuals under supervision” Penal Code §1229 (d).

In Siskiyou County, the Probation Department has taken the lead in implementing EBP. Beginning in 2008 staff was trained and group-based facilitation utilizing the evidence based Change Company curricula, was implemented. In October 2009 SB 678 start-up funding provided the resources to train staff and began utilization of the STRONG assessment tool. Increasing performance incentives, based on reducing the number of probationers who are sent to prison for probation violations through the use of Evidence Based Practices and services, have allowed the Siskiyou County Probation Department to substantially expand EBP training, services and supports. A baseline reduction from 5.63% Probation Failure Rate (PFR) in 2010 to 1.45% in 2011 has resulted in a tripling of Siskiyou’s California Community Corrections Performance Incentives Act allocation from \$100,000 to \$331,853. At this time SB 678 funding continues, but it is anticipated that provisions of AB 109 may ultimately reduce this funding stream.

## **OVERVIEW OF 2011 PUBLIC SAFETY REALIGNMENT ACT (AB109)**

On April 4, 2011, the Public Safety Realignment Act (Assembly Bill 109) was signed into law to address overcrowding in California prisons and assist in alleviating the State’s financial crisis. AB 109 transfers responsibility for supervising specified, lower level inmates and parolees from the California Department of Corrections and Rehabilitation to counties. Implementation of the Public Safety Realignment Act began October 1, 2011.

### **California Penal Code Section 3450 (Post Release Community Supervision Act)**

The legislature finds and declares all of the following:

1. The Legislature reaffirms its commitment to reducing recidivism among criminal offenders.
2. Despite the dramatic increase in corrections spending over the past two decades, national re-incarceration rates for people released from prison remain unchanged or have worsened. National data show that about 40% of released individuals are re-incarcerated within three years. In California, the recidivism rates for persons who have served time in prison is even greater than the national average.

3. Criminal justice policies that rely on the re-incarceration of parolees for technical violations do not result in improved public safety.
4. California must reinvest its criminal justice resources to support community corrections programs and evidenced based practices that will achieve improved public safety returns on this State's substantial investment in its criminal justice system.
5. Realigning the post release supervision of certain felons reentering the community after serving a prison term to local community corrections programs, which are strengthened through community based punishment, evidenced based practices, and improved supervision strategies will improve public safety outcomes among adult felon parolees and will facilitate their successful reintegration back into society.
6. Community corrections programs require a partnership between local public safety entities and the County to provide and expand the use of community based punishment for offenders paroled from the State prison. Each County's local Community Corrections Partnership, as established in paragraph (2) of subdivision (b) of Section 1230, should play a critical role in developing programs and ensuring appropriate outcomes for persons subject to post release community supervision.
7. Fiscal policy and correctional practices should align to promote a justice reinvestment strategy that fits each county. "Justice Reinvestment" is a data-driven approach to reduce corrections and related criminal justice spending and reinvest in strategies designed to increase public safety. The purpose of justice reinvestment is to manage and allocate criminal justice populations more cost effectively; generating savings that can be reinvested in evidenced based strategies that increase public safety while holding offenders accountable.
8. "Community based punishment" means evidence based correctional sanctions and programming encompassing a range of custodial and noncustodial responses to criminal or noncompliant offender activity. Intermediate sanctions may be provided by local public safety entities directly or through public or private correctional service providers and include, but are not limited to the following:
  - A. Short term "flash" incarceration in jail for a period of not more than ten days
  - B. Intensive community supervision
  - C. Home detention with electronic monitoring or GPS
  - D. Mandatory community services
  - E. Restorative justice programs such as mandated victim restitution and victim offender reconciliation
  - F. Work, training or education in a furlough pursuant to Section 1208

- G. Work, in lieu of confinement, in a work release program pursuant 4024.2
- H. Day reporting
- I. Mandatory residential or nonresidential substance abuse treatment programs
- J. Mandatory random drug testing
- K. Mother infant care programs
- L. Community based residential programs offering structure, supervision, drug treatment, alcohol treatment, literacy programming, employment counseling, psychological counseling, mental health treatment, or any combination of these and other interventions.

**Key elements of AB109 include:**

- Target Population: The Post release community supervision population, which is released from prison to community supervision, is the responsibility of local probation departments and includes those whose *current conviction* is non-violent, non-serious, or non-sex offense and have no prior PC 667.5(c), PC 1192.7(c) or registerable offenses pursuant to Penal Code section 290. (See Attachment 1 for exclusions)

The California Department of Correction and Rehabilitation (CDCR) estimated Siskiyou County's "**average daily population**" (ADP) of these offenders at full implementation (4 years) will be:

- 23 Post release community supervision (PRCS)
- 8 Parole and post release community supervision violators in jail on revocations
- 34 Sentenced to local incarceration under AB109

**This population became a local responsibility as of October 1, 2011** when the Post Release Community Supervision Act of 2011 was implemented. These estimates are based upon data provided by CDCR; however, the Community Corrections Partnership Executive Committee anticipated the actual population to be greater than the State projections.

As of June 30, 2012, the first 9 months following implementation of AB 109, Siskiyou County's **actual** numbers of offenders (**not ADP**) were:

- 40 Post release community supervision (PRCS)
- 61 Parole and post release community supervision violators in jail on revocations
- 16 Sentenced to local incarceration under AB 109

**Additional key elements of AB109 include:**

- Redefining Felonies: Revises the definition of a felony to include certain crimes that

are punishable in jail for 16 months, 2 years, or 3 years. Some offenses, including serious, violent and sex offenses are excluded and sentences will continue to be served in state prison.

- Local Post release Community Supervision: Offenders released from state prison on or after October 1, 2011 after serving a sentence for an eligible offense shall be subject to, for a period not to exceed 3 years, post release community supervision provided by a county agency designated by that county's Board of Supervisors.
- Revocations Heard & Served Locally: Post release community supervision and parole revocations will be served in local jails (by law, maximum revocation sentence is up to 180 days), with the exception of paroled 'lifers' who have a revocation term of greater than 30 days. The Courts will hear revocations of post release community supervision, while the Board of Parole Hearings will conduct parole violation hearings in jail.
- Changes to Custody Credits: Jail inmates will be able to earn four days of credit for every two days served. Time spent on home detention (i.e., electronic monitoring) is credited as time spent in jail custody.
- Alternative Custody: Penal Code Section 1203.018 authorizes electronic monitoring for inmates being held in the county jail in lieu of bail. Eligible inmates must first be held in custody for 60 days post-arraignment, or 30 days for those charged with misdemeanor offenses.
- Community Based Punishment: Authorizes counties to use a range of community based punishment and intermediate sanctions other than jail incarceration alone or traditional, routine probation supervision.
- Contracting Back: Authorizes Counties to contract back with the State for housing of prisoners. Currently they anticipate a fee of \$77 per day for State Prison and \$47 per day for fire camps.

## **LOCAL PLANNING AND OVERSIGHT**

### **Local Planning**

Section 1230 of the California Penal Code is amended to read: "Each county local Community Corrections Partnership established pursuant to subdivision (b) of Section 1230 shall recommend a local plan to the County Board of Supervisors for the implementation of the 2011 public safety realignment. (b) The plan shall be voted on by an executive committee of each county's Community Corrections Partnership consisting of the Chief Probation Officer of the county as chair, a Chief of Police, the Sheriff, the District Attorney, the Public Defender, presiding Judge or his or her designee, and the department



representative listed in either section 1230 (b) (2) (G), 1230 (b) (2) (H), or 1230 (b) (2) (J) as designated by the county board of supervisors for purposes related to the development and presentation of the plan. (c) The plan shall be deemed accepted by the County Board of Supervisors unless rejected by a vote of 4/5ths in which case the plan goes back to the Community Corrections Partnership for further consideration. (d) Consistent with local needs and resources, the plan may include recommendations to maximize the effective investment of criminal justice resources in evidence based correctional sanctions and programs, including, but not limited to: day reporting centers, drug courts, residential multiservice centers, mental health treatment programs, electronic and GPS monitoring programs, victim restitution programs, counseling programs, community service programs, educational programs, and work training programs.”

In the last two-three years, there have been statewide efforts to expand the use of evidence based practices in sentencing and probation practices, and to reduce the state prison population. SB 678 (2009) established a Community Corrections Partnership (CCP) in each county, chaired by the Chief of Probation, and charged with advising on the implementation of SB 678 funded initiatives. AB109 (2011) established an Executive Committee of the CCP and charged them with development of a 2011 Realignment Plan to recommend a countywide programming plan for the realigned population, for consideration and adoption by the Board of Supervisors.

The CCP Executive Committee advises on the progress of the Implementation Plan. Chaired by the Chief Probation Officer, the CCP Executive Committee will oversee the realignment process and advise the Board of Supervisors in determining funding and programming for the various components of the plan. Voting members of the Executive Committee include: the Presiding Judge or his or her designee; Chief Adult Probation Officer; County Sheriff; District Attorney; Chief of Police; Public Defender; and Director of County Social Services/Mental/Public Health (as determined by the Board of Supervisors).

The responsibilities of the CCP Executive Committee include:

1. Development and submission of Local Realignment Plan
2. Continuous quality improvement
3. Community resource planning and sustainability
4. Collection of baseline data to measure against desired future outcomes
5. Analysis and maintenance of services for adult offender population
6. Fiduciary oversight and fiscal responsibility for the funding associated with AB 109
7. Evaluation of local programs and systemic process to determine if programs and the process are working efficiently and effectively and, if issues are identified, modifications and recommendations will be reviewed.

## **SISKIYOU COUNTY COMMUNITY CORRECTIONS PARTNERSHIP**

### **Executive Committee (Voting Members Established under AB 109)**

Kirk Andrus – District Attorney  
 Todd Heie – Chief Probation Officer (Chair)  
 Lael Kayfetz – Public Defender  
 Jon Lopey – Sheriff  
 Hon. Laura Masunaga – Presiding Judge, Superior Court of Siskiyou County, delegated to  
 Larry Gobelman – Executive Officer, Superior Court of Siskiyou County (from July 23,  
 2012) and Mary Frances McHugh—Executive Officer, Superior Court of Siskiyou County  
 (from January 1, 2013)  
 Martin Nicholas – Chief of Police, City of Weed  
 Michael Noda – Director, Human Services Agency

### **Additional CCP Members (Established under SB 678)**

Coleen Chiles – Victim Services Coordinator, Siskiyou County District Attorney’s Office  
 Jim Cook, Chair – Siskiyou County Board of Supervisors  
 Brian McDermott – Siskiyou County Administrator (through June 15, 2012)  
 Tom Odom – Siskiyou County Administrator (beginning July 8, 2012)  
 Toby Reusze – Coordinator, Siskiyou Community Services Council  
 Kermith Walters – Superintendent of Schools

### **Additional Contributors:**

Joseph Allison – Assistant District Attorney  
 Marcia Armstrong – Siskiyou County Board of Supervisors  
 Terry Barber – Director, Siskiyou County Public Health and Community Development  
 Renee Barr – Siskiyou Training and Employment  
 Jim Betts – Assistant Sheriff, Operations, Siskiyou County Sheriff’s Office  
 Brian Bowles – Chief of Police, City of Yreka  
 Keith Bradley – Chaplain, Siskiyou County Sheriff’s Office  
 Marie Caldwell – Principal, Yreka High School  
 Nancy Christie – HealTherapy, Inc.  
 Carla Charraga – Deputy Director, Siskiyou County Domestic Violence & Crisis Center  
 Brandon Criss – Citizen  
 Monique Dixon – Goodwill Industries  
 Jennie Ebejer – Siskiyou County Auditor  
 Amy Fernandez – Probation  
 Brad Gatzmeyer – Probation  
 Susan George – Probation  
 Allison Giannini – Jail Programs Coordinator, Siskiyou County Sheriff’s Office  
 Robert Goyeneche – Administrative Sergeant, Siskiyou County Sheriff’s Office  
 Patrick Griffin – Ag Department  
 Rose Ann Herrick – Assistant County Administrator  
 Jeff Huston – Sergeant, Siskiyou County Sheriff’s Office  
 Stacey Jackson – Superintendent, Charlie Byrd Youth Corrections Center

Michael Kobseff – Siskiyou County Board of Supervisors  
 Nicole LaCoursiere – Assistant Chief Probation Officer  
 Sheree Liddell – Educare Consulting  
 Arvada Nelson – ANAV Tribal Health Clinic  
 Kyle Nelson – ANAV Tribal Health Clinic  
 Andrea Molarius – Educare Consulting  
 Bernie Paul – Unit Chief, CAL FIRE, Siskiyou Unit  
 Dr. Steve Perlman – Siskiyou County Public Health Officer  
 Judd Pindell – HealTherapy, Inc.  
 Suzanne Pindell – HealTherapy, Inc.  
 Joy Pragg – Legal Secretary, Siskiyou County Probation Department  
 Camy Rightmier – Department Fiscal Officer, Siskiyou County Sheriff’s Office  
 Heather Roberts – Scott Valley Family Resource Center  
 Sharon Still – Probation  
 Joyce Tichota – Citizen  
 Jennifer Villani – Division Director, Adult Probation Unit  
 John Villani – Assistant Sheriff, Administration, Siskiyou County Sheriff’s Office  
 Annemarie Zediker – Siskiyou County Auditor’s Office  
 Jill Phillips – Facilitator  
 Sandra Collings – Assistant

## **NEW POPULATIONS AND FUNDING**

### **Projected Population**

The State has estimated that Siskiyou County will assume responsibility for approximately 65 additional offenders at full implementation (4 years). The Siskiyou CCP anticipates this number will be greater. This population is diverse and includes offenders who have been convicted of property, public order, drug and domestic violence offenses, as well as gang-involved offenders. Of these 65 people, it is anticipated that at any one time, an average daily population of approximately 8 offenders will be serving a sentence of local incarceration or sanctioned to other custodial/programmatic options. All 65 people will at some juncture be on post release community supervision.

### **Projected Funding**

The formula establishing statewide funding allotments for AB109 implementation in Fiscal Year (FY) 2011-12 assumes \$25,000 per offender for six months of local incarceration, with each of these offenders allocated \$2,275 for rehabilitative services while incarcerated or in alternative incarceration programs. This same level of funding will be made available for parole violators serving a 60-day revocation, albeit on a pro-rated basis. Offenders on post release community supervision are funded at \$3,500 per person for community supervision and \$2,275 per person for rehabilitative services (for a maximum of 18 months). The above formula, establishing a statewide allotment, was developed by the State Department of Finance and agreed to by County Administrative Officers (CAOs) and the California State Association of Counties (CSAC). The level of local funding available through AB109 is

based on a weighted formula containing three elements:

- 60% based on estimated average daily population (ADP) of offenders meeting AB109 eligibility criteria
- 30% based on U.S. Census Data pertaining to the total population of adults (18-64) in the County as a percentage of the statewide population
- 10% based on the SB 678 distribution formula

### **Fiscal Year 2011-12**

Based on this formula, Siskiyou County received **\$592,352** for **FY 2011-12** (9 months of funding – from **October 1, 2011 through June 30, 2012**) to serve approximately 65 additional offenders at any point in time. This funding included:

Post Release Community Supervision/Local Incarceration	\$445,001
AB109 Planning grant (one-time)	100,000
AB109 Training and implementation activities (one-time)	31,400
District Attorney/Public Defender (PRCS representation)	<u>15,951</u>
<b>TOTAL</b>	<b>\$592,352</b>

Funding for Siskiyou County Superior Court operations is unknown at this time; the Administrative Office of the Courts (AOC) will make the determination of the funding distribution in the near future.

The funding formula is based on an October 1, 2011 implementation through June 30, 2012 and is for the first year only. CSAC/CAO's and the Department of Finance will revisit the formula for future years.

### **Fiscal Year 2012-13**

It is anticipated Siskiyou County will receive a total of **\$998,042** for **FY 2012-13** for a full 12-months of funding (July 1, 2012 – June 30, 2013) as follows:

Post release Community Supervision/Local Incarceration	\$898,042
AB 109 Planning Grant	<u>100,000</u>
<b>TOTAL</b>	<b>\$998,042</b>

At this time, it is unknown if PRCS representation funding for the District Attorney and Public Defender will be available for FY 2012-13 and future years.

## SISKIYOU COUNTY PLANNING PROCESS

The Siskiyou Community Corrections Partnership had its first meeting July 29, 2011. The group met 20 times during the 2011-12 fiscal year and typically meets a minimum of once per month and more often as needed. The group adheres to requirements of the Ralph M. Brown Act.

CCP members adopted the following Operating Guidelines:

<b>Siskiyou Community Corrections Partnership Operating Guidelines</b>	
General Operating Structure	Adhere to the requirements of the Ralph M. Brown Act
Voting Membership	Determined by legislation
Meetings	Meeting schedule as agreed upon by voting members, typically at least once per month, more frequently as required to adequately address CCP business
Agendas	The voting members at prior meetings establish agendas items. Agenda items can be added by voting members and others, at the discretion of the CCP Chair by contacting the Chair by close of business the Friday prior to the following Wednesday agenda posting deadline.
Participation	The CCP pursues a collaborative approach to AB 109 planning and implementation. All meetings are open to the public. Agendas are posted in compliance with the Ralph M. Brown Act; at least 72 hours in advance of all regular meetings. It is essential that voting members attend the majority of CCP meetings and remain informed through consistent review of meeting minutes and other meeting materials. Non-Voting CCP Members are encouraged to attend as many meetings as possible, Public/Staff and others are encouraged to attend and freely participate. Input from all, especially front-line staff, is considered extremely valuable to the decision making process. In rare instances, at the discretion of the Chair and Voting Members, public input may be limited to the time designated on the agenda for public input. All meeting agenda and subsequent, approved, minutes are posted on the Siskiyou County website at: <a href="http://www.co.siskiyou.ca.us/">http://www.co.siskiyou.ca.us/</a>

Decisions	Spending and program decisions are made based on the CCP approved plan. Decisions are made by majority vote of the CCP. A quorum of the Voting Members (50% + 1) must be present for a vote to be taken. Efforts will be made to achieve consensus prior to each vote. Once a vote has been taken, it is essential to the success of the organization that all CCP members maintain an accord outside of CCP meetings by supporting the majority decision with both the public and staff. Ongoing concerns about CCP decisions should be agendized for further discussion. Decisions requiring approval of the Siskiyou County Board of Supervisors per county policy or legislative guidelines will be presented by the Chief Probation Officer and/or his designee.
Accountability	In order to assure that allocated funds are resulting in the anticipated impact, the CCP will develop a required reporting procedure. Contracting and expenditures and executed according to Siskiyou County policy and legislative guidelines governing AB 109.

## **PRELIMINARY PLANNING AND RECOMMENDATIONS**

Early discussion has centered around the need to implement strategies that provide for public safety, reduce recidivism, and reduce the in-custody jail population. The CCP has agreed to pursue strategies that 1) promote evidence-based approaches, 2) build on existing successful efforts, 3) are collaborative.

In this early process, the CCP voted to take a phased planning approach to allow for identification and approval of immediate department staffing and equipment needs, while reserving additional available funds for service needs identified through a more comprehensive planning process. This initial Public Safety Realignment & Post Release Community Supervision Preliminary Plan was approved by the Siskiyou County Board of Supervisors on October 4, 2011 along with subsequent updates and addenda.

### **PLANNING/PRELIMINARY IMPLEMENTATION—PHASE ONE**

*Timeline: August 2011 – June 2012*

1. Designation of the Siskiyou County Probation Department as the county agency responsible for implementing post release community supervision as specified in Section 3451 of the California Penal Code as added by the Post release Community Supervision Act of 2011

2. Designation of the Director of Human Services Agency as a member of the Community Corrections Partnership Executive Committee
3. Approval of a 2011 Preliminary Plan including the following expenditures in the 2011/12 Fiscal Year:

<b>Date Approved</b>	<b>Item</b>	<b>Department/Organization</b>	<b>Cost</b>
August 22, 2011	Contract Consultant	Shasta Training and Consulting	\$25,000
<b>Fund:</b> One-time realignment planning funds			
<b>Description:</b> Up to amount to facilitate CCP planning processes, develop CCP plan, keep meeting minutes and supporting documents, provide photo copies and captive meeting meals.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
August 22, 2011	Correctional Officer II	Sheriff's Office	\$60,000 (9 mo)
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> This position will support supervision and training of an additional CAL FIRE or other authorized work crew. This is an alternative sentencing Jail program in which inmates are given the opportunity to work in lieu of incarceration. This will be an expansion of the current program in which a work crew (typically felons) is provided to complete CAL FIRE projects as well as community service projects. Additionally, the Jail staff offers <i>The Change Company: Courage to Change</i> curricula to the crews. This is an evidence based program focused on reducing recidivism and promoting successful community reintegration.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
August 22, 2011	Van and equipment	Sheriff's Office	\$37,500
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> Van and equipment required to support the additional work crew described above. Funds are to be allocated from Siskiyou County's primary post release community supervision/ local incarceration fund.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
August 22, 2011	Deputy Probation Officer	Probation	\$60,000 (9 mo)
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> This officer will be utilized to support supervision of the post release community supervision population, as well as those offenders serving a split sentence, which includes a period of mandatory supervision following incarceration.			

<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
August 29, 2011	Diversion Program Coordinator (extra help)	District Attorney's Office	\$22,000
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> This position will support the development and implementation of a pre-filing diversion program. Under this program, candidates will be screened for participation prior to the filing of charges. Participants, to be identified through an assessment process, will have the opportunity to complete an evidenced based diversion program designed to reduce recidivism by effectively changing behaviors. The program will utilize the <i>Value Improvement Program (VIP)</i> curriculum developed by Western Corrections.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
August 29, 2011	Values Improvement Program (VIP) materials	District Attorney's Office	\$2, 250
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> To provide funds to allow for the purchase of start-up materials and support the cost for identified candidates who do not have the financial means to purchase the curriculum. Following the start-up period, the VIP program costs will be borne by the client. On April 23, 2012, these funds were re-designated by the CCP as an up-to amount to support Diversion Program application assistance to be provided by the Family/Community Resource Centers located in communities throughout Siskiyou County. This change was requested in order to address the transportation challenges that are a barrier for some Diversion Program candidates.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
September 30, 2011	Needs Assessment for New Jail	Sheriff's Office	\$25,000
<b>Fund:</b> One time realignment planning funds			
<b>Description:</b> To support the cost of a needs assessment completed for the purpose of determining the feasibility of applying for jail construction funds.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
November 7, 2011	Program Coordinator	Sheriff's Office	\$50,000 (9 mo)
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> The program coordinator will be a sworn correctional officer and will coordinate additional alternative sentencing and supervision opportunities, as well as enhanced jail education programs in an effort to reduce the jail population and reduce recidivism.			



<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
November 7, 2011	Probation Aides (2)	Probation	\$60,000 (9 mo)
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>DESCRIPTION:</b> These positions are intended to be a cost effective strategy to support the increased workload of the Probation Department expected under Realignment. The Probation Aides will perform many of the tasks now done by sworn officers such as: urine test collection, managing electronic monitoring, writing portions of reports, information and statistical gathering, and assisting and co-facilitating group education programs. The additional staff will also allow for the implementation of Evidence Based Pre-Trial assessments as a support to the Courts in determining which inmates may successfully await trial outside of incarceration.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
November 28, 2011	Fund Reserve for Short Term Emergency Services	Probation	\$7,475
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> A reserve to pay for emergency housing, sober housing and/or transportation, intended for short-term emergency support for the realigned population.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
November 28, 2011	Electronic Monitoring Program Reserve	Probation/Sheriff's Office	\$12,000
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> A reserve fund to be shared equally between the Siskiyou County Probation Department and the Siskiyou County Sheriff's Office for the purpose of paying for un-reimbursed Electronic Monitoring Program (EMP) costs. This strategy is intended to provide opportunities to appropriately reduce the jail population.			
On April 23, 2012, the CCP approved re-assigning \$3,000 of the Probation Department's portion of the previously allocated EMP funds to create a transportation fund to purchase gas cards and bus tickets for Post Release Community Supervision and Mandatory Supervision offenders to access treatment programs, appointments and to assist those wishing to relocate to another county.			

<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
December 5, 2011	Grant Development— Alcohol and Drug Treatment Services	Siskiyou Community Services Council	\$6,000
<b>Fund:</b> AB 109 One-Time Planning Grant			
<b>Description:</b> Funds the Siskiyou Community Services Council to contract with Educare Consulting for the purpose of developing the federal Health Care Innovation Challenge grant to enhance alcohol and drug treatment services in Siskiyou County.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
January 9, 2012	Attorney Staffing— Specialty Review Courts	Public Defender’s Office/District Attorney’s Office	\$20,000
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> Provides \$10,000 to the Public Defender’s Office and \$10,000 to the District Attorney’s Office to support the staffing cost of attorneys from each office to participate in drug court and other specialty review courts. It is anticipated that this funding strategy will enhance the number of individuals who will successfully participate in court-prescribed directives, such as completion of drug treatment programs, in lieu of incarceration. Successful outcomes will save county costs, provide additional management of the jail population, reduce recidivism and improve social outcomes.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
February 27, 2012	In-Custody Medical Costs for AB 109 Population	Public Health	\$25,000
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> Incarceration fund for exigent expenses related to the care of the incarcerated AB109 population. The funds are to be utilized to support costs related to Correctional Nurse extra help and overtime in an amount not to exceed \$10,000 and for Support and Care Needs in an amount not to exceed \$15,000.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
March 19, 2012	Compliance and Enforcement Operations-- Overtime Costs	Siskiyou County Sheriff’s Office, Siskiyou County Probation and Siskiyou County municipal police agencies	\$30,000
<b>Fund:</b> Post release community supervision/ local incarceration fund			
<b>Description:</b> Fund for overtime expense for the Siskiyou County Sheriff’s Office, Siskiyou County Probation and Siskiyou County municipal police agencies participating in AB109 compliance and enforcement operations.			

<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
March 19, 2012	Moral Reconciliation Therapy Curriculum Training	Sheriff's Office	\$6,600
<b>Fund:</b> Training and Implementation Activities Fund			
<b>Description:</b> To provide a local Moral Reconciliation Therapy (MRT) training for up to 10 people at a cost not to exceed \$6,600.			
<b>Date Approved</b>	<b>Item</b>	<b>Department</b>	<b>Cost</b>
March 19, 2012	Change Company Curricula	Probation	\$6,687.50
<b>Fund:</b> Training and Implementation Activities Fund			
<b>Description:</b> Purchase Evidence-based Change Company Curricula to be used for group-based facilitation of identified probationers and inmates			

In late fiscal year 2011/12, the Board of Supervisors approved a 2012/13 budget advanced by the CCP in order to provide additional flexibility in decision making within the context of the approved preliminary plan.

## **PLANNING/PRELIMINARY IMPLEMENTATION—PHASE TWO**

### **1. Identify service needs, delivery and funding strategies**

*Timeline: October 1, 2011 – October 31, 2012*

During Phase Two, the Community Corrections Partnership focused on planning services and systems consistent with local needs and available resources. During this time period, an update to the Preliminary Siskiyou County Public Safety and Realignment & Post Release Community Supervision Plan was being developed for approval to the Siskiyou County Board of Supervisors. It is recognized that the Public Safety Realignment & Post Release Community Supervision Plan is a living document that will require continuous revisions and updates.

This phase involved a strategic planning process that identified existing resources and gaps in service needs and resource availability. This process was informed by learning about successful programs and strategies in the criminal justice field. This phase also involved identifying additional resources to implement effective practices.

During this phase, CCP drafted a *Summary of Existing Services*. Additionally, a group of 10 individuals involved in the Siskiyou CCP planning process attended “Innovations in Public Safety and Justice in California” on September 21, 2011 in Sacramento, California. This conference, hosted by the California State Sheriffs’ Association, California State Association

of Counties and Chief Probation Officers of California, included speakers from all aspects of the criminal justice system. Nearly 500 county and law enforcement leaders from throughout the State attended. Materials and a video production of the conference are available at the website: [californiarealignment.org](http://californiarealignment.org). Members of the CCP who were unable to attend, County Supervisors and staff are all encouraged to review the presentations and materials to assure a common knowledge base as the County moves forward with the redesign of its criminal justice system.

During this timeframe, a Realignment Team for the PRCs Offender Population was formed. This Team consists of line level staff who work on a daily basis with the offenders. The Team meets 1 – 2 times/month to discuss specific cases and conduct case management with the goal of keeping people from falling through the cracks. The Team includes participation from Probation Officers, Jail staff, Siskiyou County Mental Health and Alcohol and Drug Services, Human Services, Non Governmental Service Providers, Family Resource Centers, Human Services and local law enforcement. They report to the CCP when there are issues and concerns related to realignment systems and services.

A Data/Evaluation Subcommittee was also established. This committee is tasked with recommending data and is needed in order to determine program effectiveness. They are in the process of identifying which data is already collected by each department and determining what new information is required. When complete, they will recommend a systemwide approach to ongoing data collection and program evaluation.

## **2. Establish Coordinated Systems Strategies**

*Timeline: July 1, 2012 – December 31, 2012*

During this period, inter- and intra-department training and early implementation of the identified strategies is occurring. Program evaluation systems are being established to assure program fidelity and effective implementation. During this period, the Public Safety Realignment & Post Release Community Supervision Plan will be updated, finalized and approved by the Executive Committee of the Community Corrections Partnership and the Siskiyou County Board of Supervisors.

## **FULL IMPLEMENTATION—PHASE THREE**

*Timeline: Beginning January 1, 2013*

It is anticipated that full program implementation will begin by January 1, 2013. The implementation process will include ongoing program development, evaluation and revision.

## **IMPLEMENTATION PRINCIPLES**

At the outset, Siskiyou County's CCP recognized that the historical overcrowding in Siskiyou County 107 bed jail, along with the associated costs, will likely become untenable

under AB 109 without implementation of effective crime prevention, recidivism reduction, and alternative sentencing options.

The CCP has accepted the California State Chief Justices top two reform objectives:

- **Reduce recidivism through expanded use of evidence-based practices, programs that work, and offender risk and needs assessment tools**
- **Promote the development, funding, and utilization of community-based programs for appropriate offenders**

### **Evidence-based Practice**

Evidence-based practices are based on five primary principles. These principles address the questions of who, what, and how to apply the most effective correctional interventions. If followed, research shows that evidence-based practices and programs are effective in reducing recidivism. Evidence-based correctional planning should incorporate the following:

1. **The Risk Principle (who):** Target resources to higher risk offenders. Ideally, sufficient resources would be applied to supervise, case manage and treat high and moderate risk offenders appropriately.
2. **The Need Principle (what):** Apply interventions that target each offender's particular criminogenic needs. Criminogenic needs are those areas that are dynamic (can be changed) and have been scientifically demonstrated to be correlated with likelihood of reoffense. These factors include: Antisocial attitudes and beliefs, antisocial peers, antisocial personality pattern, lack of positive family support, low levels of education or employment success, lack of prosocial leisure activities, and substance abuse.
3. **The Response Principle (how):** Interventions should be applied based on the individual characteristics of the offender that may affect how s/he may respond to the given intervention. Such characteristics include mental health issues, medical issues, intelligence level, readiness for change, etc.
4. **The Treatment Principle (how):** The most effective correctional interventions are behavioral, focusing on factors that influence behavior, are action-oriented, and are appropriately reinforced. These include cognitive-behavioral approaches, structured social learning where new skills and behaviors are modeled, and family-based approaches where the family is trained in new skills and techniques.
5. **The Fidelity Principle (how):** Evidence-based programs must be implemented as designed, often including structured measurements of model-adherence, extensive quality assurance mechanisms, pre- and post-evaluation, and other methodologies for ensuring fidelity.

Several key guidelines have been emphasized in the development of Siskiyou's Realignment Implementation Plan. From the inception of the CCP planning work, Members have

recognized the need to address community concerns and to implement programming that is consistent with best practices that will hold offenders accountable while reducing the likelihood of recidivism. In order to maintain maximum public safety and to improve offender success rates, utilizing evidence-based interventions are a top priority for each funded program. In reviewing programs and service interventions for these new offender populations, the CCP has relied on research to identify the most cost-effective, evidence-based practices that have been shown to lower recidivism, victimization, and probation failure.

Treatment and other offender support programs are also critically important within the local criminal justice system and must be fully integrated into the areas of supervision and custody. Building effective working service delivery partnerships between community-based providers and existing criminal justice providers to respond to Realignment is a major goal in the ongoing implementation of the programs contained in this planning document. A central focus of the Plan's "core" programs is the building of a sound collaborative infrastructure that will expand and, overtime, result in positive outcomes for the local criminal justice system and offenders.

Another essential element embodied in the Plan concerns the use and expansion of alternatives to incarceration programs and non-custody violation alternatives whenever possible so as to maximize offender success and reduce jail overcrowding without compromising public safety.

The CCP recognizes that the Realignment process will be highly dynamic and will require monitoring and a capacity to modify approaches and programming to meet emergency and identified needs and address new opportunities. The Realignment Plan offers an initial set of strategies to manage the new and ongoing offender populations in Siskiyou County.

## **PROGRAM DEVELOPMENT GUIDELINES AND KEY OPERATIONAL ELEMENTS**

**Community Safety:** Program goals will strive to maintain maximum public safety through enhanced sanctions and reducing recidivism.

**High-risk Offenders:** Identify and target offenders with the highest risk to reoffend using evidence-based risk assessment tools and providing intensive supervision within the community.

**Efficient Use of Jail Capacity:** Minimize the impact of the increased jail population by employing recognized techniques to increase efficient use of current pretrial and sentenced jail bed capacity by reserving jail beds for the most serious and violent offenders while diverting those who are manageable to community alternative programs.

**Targeted Interventions:** Use research and evidence-based needs assessment tools to identify criminogenic needs and find, create, or contract for target interventions. This will include the

need to provide services to cover factors such as employment, education, housing, physical and mental health, and drug / alcohol treatment.

**Incorporate Reentry Principles into the Jail Custody Environment:** Reduce recidivism through the development and improvement of an offender’s life skills that are necessary for successful reintegration into the community by expanding in-custody jail programming using evidence-based practices.

**Incorporate Evidence-based Practices into Supervision and Case Management of Post-Release Offenders:** Utilize principles and practices proven to reduce recidivism through more effective supervision and intervention services for offenders sentenced to local terms of imprisonment as well as offenders returning from prison to post-community release supervision.

**Sentencing For Felony Offenders:** Presentence recommendations should be guided by static risk scores (low risk – minimal sanction, increasing sanctions for higher risk levels). Encourage the use of evidence-based practices in the sentencing for felony offenders by utilizing principles proven to lower recidivism through more effective sentencing.

**Offender Accountability:** Focus resources on providing alternatives to criminal behavior. Increase offender accountability through effective use of graduated violation sanctions, custody, and custody alternatives.

**Monitoring and Reporting Performance:** Regularly measure and assess data and programs, followed by community reporting and adjustments in programs and services as determined to reduce recidivism. The local justice system will be guided by research to implement the most cost-effective practices that reduce recidivism, victimization and program failure.

## **ABOUT SISKIYOU COUNTY**

Siskiyou County is the most northern county in the state of California. Covering an area of over 6,400 square miles and having a population of only 44,507, Siskiyou is designated as “frontier.” Siskiyou’s residents live in and around 30 small communities spread over vast geographic areas. Two-thirds of Siskiyou County residents live in remote and isolated areas connected by long stretches of secondary roads subject to sudden closure during inclement weather. Travel to outside services is long and difficult and public transportation options are substantially limited.

Unemployment rates currently range between 18.3% (winter) and 14.4% summer. The median household income is \$36,981 compared to \$60,883 for the State of California. According to the Center on Juvenile and Criminal Justice (CJCJ), 18% Siskiyou County’s adult residents (age 18 – 64) are living in households with incomes below poverty guidelines, compared to the state average of 12%.

Nearly 83% of Siskiyou County's population is white. Those of Hispanic origin comprise 7.6% of the county's population and approximately 3.9% of the population is Native American, predominantly Karuk tribal members that are native to the county's Klamath River area. Siskiyou County's African American population is 1.3% and Asian and Pacific Islander residents comprise 1.2% of the population.

Siskiyou County's vulnerabilities in the context of Realignment are chronic jail overcrowding and limited service access related to inadequate program funding, insufficient coordination, limited personal economic resources, vast distances and limited transportation options.

Siskiyou County's strengths lie in a history of collaborative planning and the relationships that have developed from these efforts, relatively progressive criminal justice practices that include considerable evidence-based programming, a willingness to challenge entrenched cultures and a willingness to engage non-traditional partners in earnest efforts to improve outcomes.

## **CHALLENGES, OBJECTIVES AND STRATEGIES**

In this Plan, the CCP has addressed a number of barriers to effective management of the realigned population. Each identified challenge is accompanied by a number of specific strategies to be implemented utilizing an integrated systems approach, one which will be coordinated through the ongoing planning and oversight of the Community Corrections Partnership.

It should be noted that not every specific strategy will be implemented immediately--many will be realized over time as additional planning occurs and resources are available. Also to be noted, some strategies support more than one objective. When this occurs, the strategies may be referenced but will not be listed more than once.

### ***Challenge #1: Jail Overcrowding***

AB 109 is exacerbating Siskiyou County's existing chronic jail overcrowding. The County's 107 bed jail is nearly always full. Realignment brings with it new populations that serve their time in jail rather than prison. Since October 1, 2011, the jail has housed 59 parolees for a total of 1,749 detention days and 37 AB 109 inmates (Post Release Community Supervision violators and local prison sentences) for a total of 3,647 detention days. This means that in a jail that was already full most of the time, an average of 17.6 beds are now occupied by inmates who previously would have served their time in State Prison. It is anticipated that this number will increase as more local prison sentences are ordered by the Court.



It appears that prison rules and culture are no longer being restrained when an offender is spending time in county jail, resulting in classification issues that are difficult to manage in a relatively small jail.

70-80% of the inmates are pre-trial offenders. Early releases occur as the jail reaches capacity by recommendation of the District Attorney but without the use of an evidence-based tool. Misdemeanants are typically cited and released and the jail is scheduling some sentenced offenders seven months out to serve their jail commitments.

***Objective: Reduce jail overcrowding while maintaining community safety and improving criminal justice outcomes.***

***Strategy: Utilize pre-trial risk assessment tools*** in order to determine which newly arrested defendants can be safely and effectively released back into the community while awaiting trial.

***Strategy: Increase use of alternative sentencing options*** such as supervised work crews, community service and electronic monitoring.

***Strategy: Implement a pre-charge, pre-filing diversion program*** targeting defendants whose offenses are better addressed through community restitution and rehabilitative services instead of criminal sanction.

***Strategy: Increase use of specialty courts*** such as such as drug, mental health, domestic violence and re-entry courts to address, typically in the community setting, the underlying problem(s) that led to the person's involvement in the criminal justice system. In this context, the judge acts as a change agent to reinforce the importance of the offender's voluntary compliance.

***Strategy: Explore implementing community-based strategies to reduce technical parole/probation violations.*** Strategies such as those implemented by Santa Cruz County's Warrant Reduction Advocacy Project (WRAP) utilize community partnerships to help prevent incarcerations related to technical violations such as missing a reporting appointment.

***Strategy: Explore the potential of constructing a new jail.*** While it is anticipated that the strategies outlined above have the potential of helping to address jail overcrowding issues—increasing numbers of incarcerants, increasing lengths of sentences and classification challenges under AB 109 have propelled the CCP to support attempts to secure funding to build a new jail facility that is more equipped to house the increased and mixed populations under AB 109.

***Strategy: Explore the need for and opportunities to modify bail practices*** to promote release decisions consistently based on evidence-based risk assessments instead of bail schedules.

**Strategy: Increase use of evidence-based programing and practices**—Assure that programs and practices utilize cost-effective evidence-based and evidence-informed approaches with outcomes that demonstrate reduced recidivism.

***Challenge #2: High probation caseloads place limits on the use of best probation practices***

Research has identified a set of best practices for probation. These practices are (1) using risk and needs assessments, (2) referring probationers to treatment programs, (3) maintaining manageable probation officer caseloads, (4) using graduated sanctions for probation violators, and (5) conducting periodic program reviews and evaluations. According to the research, these practices have been found to result in more effective supervision, reduced recidivism, better prioritization of limited supervision resources, and reduced incarceration costs.

The American Probation and Parole Association (APPA) suggests a caseload of 50 probationers per probation officer for general (non-intensive) supervision of moderate and high risk offenders, and caseloads of 20 to 1 for intensive supervision. Siskiyou County's current offender-supervision ratios are up to 150:1 for moderate-risk probationers and to 100:1 for high-risk offenders. Additionally, the caseloads for individual probation officers is mixed. For example, one PO has a caseload of 120 moderate-risk offenders and 30 out-of-county offenders; one has a caseload of 75 high risk and 75 low risk, one has a high-risk caseload of 65 along with another 35 interstate probationers and is additionally assigned to 2-3 days/week with the Siskiyou County Interagency Narcotics Task Force.

Implementation of AB 109 is placing further substantial stress on Siskiyou County's probation department by increasing both the numbers and acuity of the probationers under their responsibility. Additional responsibility falls on Probation under AB 109 by the use of graduated sanctions.

This amalgam of probationer risk levels along with multiple other responsibilities involved with reporting and other documentations limits the ability of Siskiyou's progressive and willing Probation Department from most effectively implementing the best practices demonstrated to reduce recidivism and associated incarceration costs.

***Objective: Increase Probation's capacity to implement recognized best practices***

***Objective: Increase use of probation best practices to shown to improve criminal justice outcomes***

**Strategy: Strive to reduce Probation caseloads to 50:1** by hiring additional probation officers and probation aides. Utilization of probation aides to manage the identified lower risk offenders is a sound approach to manage probation populations within recognized budget constraints.

**Strategy: Enhanced utilization of evidence-based screening and case management tools.** Proper identification of low, moderate and high risk offenders and identification of criminogenic needs is crucial for effectively targeting resources and interventions for improved criminal justice outcomes. These tools allow for Probation’s effective development, modification and implementation of offender case management plans.

**Strategy: Consistent use of graduated sanctions for reoffending probationers.** Utilizing swift, consistent sanctions scaled to match the number and severity of the violations has been shown to act as a deterrent, interrupting the cycle of reoffending.

***Challenge #3: Requirements of AB 109 implementation are further straining agency budgets and workloads***

***Objective: Increase funding to support costs directly related to managing the AB 109 population***

**Strategy: Establish a fund to reimburse overtime costs for law enforcement agencies that assist with AB 109 compliance operations.** This strategy allows for supportive partnerships and greater participation between county and local law enforcement agencies, providing swift corrective action on PRCS violations; a deterrent to the cycle of recidivism.

**Strategy: Establish a “Support and Care Fund” to reimburse Siskiyou County Public Health for the cost of providing medical care to the PRCS population.** Higher level offenders serving longer sentences will potentially require more costly and longer-term medical care associated with chronic health conditions.

***Challenge #4: Limited Support Services***

Behavioral and alcohol and drug treatment service resources are limited in Siskiyou County, and despite a history of collaborative planning efforts, remain somewhat in disarray. Service access in outlying areas is an even greater challenge, as transportation options to access centralized services are limited and appropriate levels of service availability in local communities are virtually nonexistent.

Under Realignment, there are substantial opportunities for coordinating and enhancing the service structure through the planning, leadership and resources of the CCP.

Principles of Evidence-Based Practice (EBP), based on substantial research, identify the key characteristics of recidivism-reduction programs. Services and supports must address criminogenic needs, that is, those needs associated with the likelihood of recidivism. The criminogenic needs most predictive of the likelihood of criminal behavior are:

- Low, self-control, i.e. impulsive behavior
- Antisocial personality, i.e. callousness, lack of empathy
- Antisocial values, i.e. disassociation from the law-abiding community
- Criminal peers
- Substance Abuse
- Dysfunctional family

Educational and vocational needs, and unemployment are criminogenic, although efforts to address these needs have been found to have less affect on recidivism than the primary criminogenic needs identified above. For offenders with multiple criminogenic needs, treatment programs that address at least four criminogenic needs achieve better results.

There is a strong relationship between substance abuse and crime. A majority of all prisoners committed their offence under the influence of drugs. The absence of positive family role models due to family dysfunction is also associated with criminal behavior.

The most intensive resources should be targeted to moderate to high-risk offenders. Placing low-risk offenders in more structured and intensive programs along with higher-risk offenders increases the risk that the low-risk offender will reoffend. Care should be taken not to disrupt low-risk offender's pro-social factors like employment, family ties, and positive peer relations. Low-risk offenders should access low-supervision, low-intervention programs such as community services and classes.

High-risk offenders must be distinguished from the extremely high risk offenders who are deeply enmeshed in a criminal subculture. Extremely high risk offenders tend not to be responsive to correctional programming.

Effective interventions for the identified moderate to high-risk population are cognitive-behavioral programs rooted in social-learning theory; emphasize positive reinforcements and certain negative consequences; are appropriate to the offender's gender, culture, learning style, and stage of change; are based on a chronic-care model requiring continuity, aftercare, and support; and require continuous monitoring and evaluation of both program operations and offender outcomes.

Treatment must be successfully coordinated with any sanctions imposed. More intensive treatment and intervention programs should be reserved for higher-risk offenders, along with greater use of external controls to properly manage and monitor the offenders' behavior, such as intensive probation, day-reporting centers, drug tests, frequent probation officer contacts, home detention and electronic monitoring.

Treatment programs must also provide a continuity of care. Offenders in treatment require positive support, especially from the persons closest to them: family members, friends, religious institutions, and supportive others in their community.

Many successful treatment interventions actively recruit participation by pro-social supporters in the offender's immediate environment to positively reinforce the offender's desired new behaviors. This "community reinforcement approach" has been found effective for a variety of behaviors, including unemployment, alcoholism, and substance abuse. More recently, twelve-step programs, religious activities, and restorative-justice initiative aimed at improving connections with pro-social members of the community have also been found successful.

***Objective: Increase access to evidence informed services and supports to reduce recidivism***

***Strategy: Provide structured intervention and treatment programs at the Day Reporting Center*** designed for moderate – high risk probationers and incustody and alternative sentenced incarcerants and certain re-entry candidates. Services are to be based on known effective interventions, provided by county staff and non-governmental organizations and establish community supportive connections as appropriate.

***Strategy: Promote EBP training opportunities inclusive of judges, probation officers, prosecutors, defense attorneys, and law enforcement.*** Knowledge about the research on EBP and skill in applying principles of EBP in day-to-day practice will enable full and proper implementation of risk-reduction strategies.

***Strategy: Enhance community-based programing for the criminal justice-involved low-risk and at-risk populations.*** These less intensive programs will be held in the participant's local community and be designed to promote family and natural community supports. The target population is pre-filing diversion participants, specialty court referrals, low-risk probationers and re-entry candidates.

***Strategy: Establish a corrections services specialist to serve as specialty court and reentry service liaison.*** The individual in this position will facilitate access to services for inmates being released into the community and assist specialty court participants in accessing services as required.

***Strategy: Promote services and support for identified special PRCS populations including veterans.*** Special populations such as veterans often have access to resources and support to address their more complex needs. Identification, connection and coordination of such services is an important strategy toward successful outcomes.

***Strategy: Promote enhanced access to existing local and outlying area services and supports*** such as in-patient substance abuse treatment, sober living, and emergency housing for the realigned population

***Strategy: Support planning and development of enhanced and coordinated services.*** Timely and appropriate access to services such as alcohol and drug treatment and mental health services are important strategies for supporting prevention of criminal justice involvement and reducing recidivism.

## **IMPLEMENTATION STRATEGIES**

Siskiyou’s CCP recognizes that with limited resources, there is no room for parallel, ineffective or isolated efforts. The CCP sees Realignment under AB 109 as an opportunity to develop a fully integrated criminal justice “System.” This “System” builds on and better coordinates current, effective efforts. It identifies gaps in services and structure and formalizes the community as an effective partner with existing criminal justice programs and practices.

AB 109 has provided Siskiyou County with the opportunity to build on and enhance existing evidence-based practices, community-based programs, specialty courts, prevention strategies and cross-discipline collaboratives. As an adjunct to provide a visual format for Siskiyou County’s CCP Plan, a Implementation Design was developed and is attached to this document as Appendix A.

### **Program Coordination**

The CCP recognizes that the long-term success of cross-departmental implementation of the CCP plan will require additional systems development. To this end, the CCP Executive Committee voted to recruit a CCP Program Coordinator. The Program Coordinator will work under the direction of the CCP Executive Committee to support establishment of reporting, evaluation and data systems, support coordination and application for funding and training opportunities, support the meeting functions of the CCP and provide the day-to-day support to assure effective implementation of the CCP Plan. The CCP Executive Committee determined that in order to assure the most effective implementation of the entire “System” the Coordinator should operate independent of any one department—and will be recruited as an independent contractor experienced in the criminal justice field.

### **Evaluation**

Siskiyou’s Community Corrections Partnership is committed to ongoing program evaluation to assure community safety and reduced recidivism. The CCP is committed to utilizing evidence-based and evidence-informed practices that are implemented with fidelity. Additionally, all CCP funded programs will be monitored to assure appropriate expenditures and outcomes. The CCP maintains a Data/Evaluation Committee to support development of data collection and evaluation systems.

### **Budget**

Budget expenditures are made with approval of the CCP Executive Committee, and where appropriate, the Siskiyou County Board of Supervisors. Budget approval is based on consistency with Siskiyou County’s approved Public Safety Realignment & Post Release Community Supervision Plan and available funds. The CCP’s current year approved budget is included as Appendix B.

## **SPECIFIC PROGRAMS AND PRACTICES**

### **Pre-sentencing/Pre-Trial Risk Assessments**

With 70-80% of the inmates in Siskiyou County's chronically overcrowded jail pre-trial offenders, the CCP has identified implementation of an evidence-based pretrial offender program is an integral part of its comprehensive realignment strategy. With support of the CCP, the Siskiyou County Probation Department recently applied for technical assistance through the Crime and Justice Institute (CJI) to support development and implementation of such a program. Although not selected to receive this technical assistance through CJI, the CCP has resolved to continue with program implementation. CCP funding has been committed to support Probation Department staffing for program implementation in coordination with the Courts and Jail. And while an assessment tool has not yet been selected, the Virginia and Ohio Pretrial Risk Assessment tools are being considered.

### **Alternative Sentencing**

The Sheriff's Work Alternative Program (SWAP) is the County criminal justice system's major post-sentence alternative to incarceration. The program helps reduce the inmate population within the Jail by releasing those sentenced inmates who qualify for the alternative programming in lieu of continued incarceration. Convicted defendants report to the Day Reporting Center where they are assigned to either a work crew or an individual job assignment at various work sites in the county. Under the supervision of correctional staff, SWAP participants work in exchange for a one-to-one day reduction of their sentence. The SWAP Program provides labor to other County departments, non-profit organizations, and various volunteer type functions in the County. Alternatively sentenced inmates also participate in educational and rehabilitative programs.

### **Electronic Monitoring**

The Electronic Monitoring Program (EMP) is utilized as an alternative sentencing tool under the supervision of the Jail and Probation staff. The cost of EMP is supported by CCP funds when it is deemed that the cost cannot be borne by the participant.

### **Pre-Charge, Pre-Filing Diversion Program**

Under this program, operated with CCP-supported staff under the direction of the District Attorney, candidates are screened for participation prior to the filing of charges. Appropriate participants are identified through an internal assessment process. Participants have the opportunity to complete an evidenced-based diversion program designed to reduce recidivism by effectively changing behaviors. The program utilizes the *Value Improvement Program (VIP)* curriculum developed by Western Corrections and will be supplemented by community services and supports identified by the Diversion Program Coordinator, and in some cases by programs supported by CCP realignment funding. With implementation beginning during the 2011/12 fiscal year, the results are already promising. Of the 49 individuals invited to participate in the program, 24 accepted the offer. Of the 24 signed up during the 2011/12 fiscal year, the recidivism rate is zero.

### **Specialty Courts**

While court staff, facilities or even caseloads are not adequate to hold multiple individual specialized courts, efforts are currently being established to trail the Proposition 36 Drug Court calendar one day each month with “light” Proposition 36, re-entry, mental health, and veteran’s collaborative courts. Under this strategy, the Corrections Services Specialist will be present to serve as a liaison to connect defendants to community and agency services and supports.

### **Reentry Court and Parole Revocation Hearings**

After the October 1, 2011 implementation of criminal justice realignment, courts are required to conduct supervision revocation proceedings for three categories of supervision-probation, mandatory supervision, and postrelease community supervision, each having distinct procedural requirements. Effective July 1, 2013, court will be required to conduct another category of hearings, revocation of state parole. Siskiyou County Superior Court, collaborating with its justice partners, is in the process of planning, training staff, developing procedures and implementing the reentry court and parole revocation hearings.

### **Preventing Technical Violations**

Siskiyou County CCP is considering the potential of replicating aspects of Santa Cruz County’s Warrant Reduction Advocacy Project (WRAP). In this program, Santa Cruz County contracts with a local nonprofit to support those under supervision to comply with the rules of probation in order to prevent technical violations. In Siskiyou County, this program could potentially be implemented through Siskiyou County’s Family Resource Centers that currently work to support at-risk populations in a number of capacities throughout Siskiyou County.

### **New Jail Construction**

With substantial jail overcrowding occurring prior to implementation of AB 109, the CCP felt it prudent to explore opportunities for new construction by supporting funding for a needs assessment. Through this process, the Sheriff’s Office was awarded \$24,140,000 to build a new jail. Currently, efforts are being made in securing a site and required matching funds.

### **Bail Reform**

While the CCP feels this is not a significant need in Siskiyou County at this time, the issue will remain as a part of the plan for future discussion and potential action.

### **Reduction of Probation Caseloads**

Siskiyou County's Probation Department is currently in the process of hiring two probation officers and three probation aides. While this hiring effort will not fully achieve the goal of no more than 50 moderate – high-risk probationers to every one probation officer, it will make substantial movement toward this objective within current budget restraints.

### **Static Risk and Offender Needs Guide (STRONG)**

The Siskiyou County Probation Department will continue utilization of the Static Risk and Offender Needs Guide (STRONG) Risk Assessment Tool. STRONG is an evidence-based



risk and needs assessment/supervision planning system for adult offenders. This instrument serves as a “triage” tool in keeping with “The Risk Principle.” The tool provides an objective, consistent, and simple method of risk prediction and supervision level identification-- allowing probation and corrections professionals to make better supervision, placement and re-entry decisions.

In Siskiyou County, STRONG will continue to be used in the probation environment and additionally in the Jail to develop evidence-informed individualized re-entry strategies.

### **Graduated Sanctions**

Siskiyou County is in the process of adopting a Response Matrix in guiding the application of risk-based progressive sanction and incentive matrix for behaviors of offenders supervised by the Siskiyou County Probation Department. Siskiyou County is committed to the implementation of evidence-based responses to violations of probation to enhance community safety and promote behavior change.

### **Day Reporting Center**

Siskiyou County’s Day Reporting Center has been newly developed in an existing building (old juvenile hall classroom) adjacent to the Adult Probation Department. The program is designed for effective management of moderate–high-risk offenders and is structured to provide programming that most effectively addresses the criminogenic needs of this population. Participants are probationers, incustody and alternative sentenced incarcerates. The programs are implemented utilizing a coordinated approach that includes Sheriff’s Office, Probation Department and HealTherapy (Non-Governmental Organization) staff.

### **Programming currently utilized for the targeted moderate-high risk population includes:**

- **The Change Company, Courage to Change:** Historically provided in Siskiyou County by the Probation Department, *Courage to Change* Interactive Journaling® System is a outcome-oriented supervision model incorporating research-to-results and evidence-based practices for addressing the needs of participants working to successfully reintegrate into their communities.
- **Parenting Inside Out** is an evidence-based parenting skills training program for justice-involved parents. The Prison version is appropriate for both incarcerated mothers and incarcerated fathers who are parenting from prison. It is a 12-week course.
- **Moral Reconciliation Therapy (MRT)** is an evidence-based cognitive-behavioral program for substance abuse and criminal justice offenders. It was developed as the cognitive behavioral component in prison-based therapeutic community. MRT is not actually “therapy” and therefore can be implemented by non-licensed individuals. It is designed and developed to target issues specific to offender populations and address issues of a treatment resistant population. It has been shown to reduce recidivism rates of offenders by 30 -50% for periods of up to 20 years after release.

Recently, all of adult probation and 3 jail staff were trained in the curriculum. It will be utilized for incustody and alternative sentence offenders as well as moderate-high risk probationers.

- **Therapeutic Services provided by HealTherapy** in the jail and at the Day Reporting Center including on-site counseling, equine therapy, substance abuse and psycho-education programs as identified by jail and probation staff, in both the jail and at the Day Reporting Center. Services are to be provided in both an individual and group format. Group and classroom courses follow an open process format, to accommodate the transient nature of the population served. Curriculum will include such topics as Substance Abuse, Life Skills, Stress and Anger Management. Program stucture will support transition to community-based support services as appropriate.
- **Community-based Programming:** Coordinated through the Siskiyou Community Services Council (CSC), this program provides community-based support to unincarcerated criminal justice involved and at-risk individuals and their families through a menu of parenting education, anger management and substance abuse relapse prevention and associated programs. Classes utilize evidence-based curricula and are facilitated by licensed clinicians and/or certified drug and alcohol counselors. The target populations include those enrolled in Siskiyou County's Diversion Program, court-ordered offenders (specialty, drug, dependency) and probationers likely to benefit from community-based education programs. Also targeted are community members deemed to be at-risk for criminal justice involvement.

The programs are designed to support individuals and families in reintegrating into the community. Classes will be held in Family/Community Resource Centers to connect individuals and families to other supportive service and to promote ongoing pro-social connections. Local access to classes will promote success and help to maintain individual protective factors such as job retention and family/community connections. Curricula is evidence based/informed and will include: *Nurturing Parenting* (targeted to specific groups such as *Nurturing Parenting for Substance Abusing Families*), *MATRIX*, Family Based Relapse Prevention and *Anger Management for Substance Abuse and Mental Health Clients, a cognitive behavioral approach*; and *Learning to Live Without Violence—A Handbook for Men*.

- **Primary Prevention Strategies** such as youth development and drug and alcohol prevention efforts are the most cost-effective crime prevention approaches. AB 109 is generally not an appropriate funding resource for these activities and will not be allocated toward these efforts. CCP members will, however, support these efforts through staff involvement and promotion of policy and funding development and coordination with CCP planning and implementation processes.

## **NEXT STEPS**

**Recruit and contract with an independent CCP Coordinator.** A Request for Proposal and selection process is currently under development. The timeline for completion is expected to be early spring 2013.

**Establish CCP and program policy and procedures.** This process will be supported by the work of the CCP Coordinator, under the direction of the CCP Executive Committee and individual departments as appropriate.

**Establish and implement data collection and evaluation systems.** The CCP Coordinator will work closely with the CCP Executive Committee and Data/Evaluation Subcommittee to develop and implement these systems.

The Siskiyou County Public Safety Realignment & Post Release Community Supervision Plan was compiled under the direction of the Siskiyou County Community Corrections Partnership by:

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APPENDIX A

**SISKIYOU COUNTY COMMUNITY CORRECTIONS PARTNERSHIP  
IMPLEMENTATION DESIGN—Approved by CCP Exec. Committee 7-23-12**

**SISKIYOU COUNTY COMMUNITY CORRECTIONS PARTNERSHIP**

State Prison

CCP COORDINATOR

PRCS

Probation Violators

New Offenders

Parole Violators

Bail Reform

PRCS Reoffenders

Probationers (50:1)  
Risk Assessment  
(STRONG)  
High/Med Risk  
Low Risk

Local Police

Diversion Program  
Western Corrections

Court

PD

Flash Incarceration—  
Graduated Sanctions

Specialty Court

DA

Corrections Services  
Specialist

Risk  
Assessment  
Low Risk  
(Released by  
Courts)  
Mod-High Risk

**Siskiyou County Probation**  
Day Reporting Center  
Probation Reporting  
Change Company Curricula  
GED  
Employment  
AOD Treatment  
Mental Health  
Anger Management  
MRT  
Cognitive Therapy  
Electronic Monitoring  
Residential Tx

Reduced Risk Post Tx

**Community Services and Supports**  
Parenting - Anger Management - Relapse  
Prevention - Family Development Matrix  
(FDM) - Mental Health - Sober Living-  
Batterers Intervention - Warrant Reduction  
Advocacy Project (WRAP)  
Family Resource Centers/Clinic Based  
Services  
Pro-social community connections,  
Volunteerism, Housing, Application  
Assistance, Employment, Transportation,  
Medical

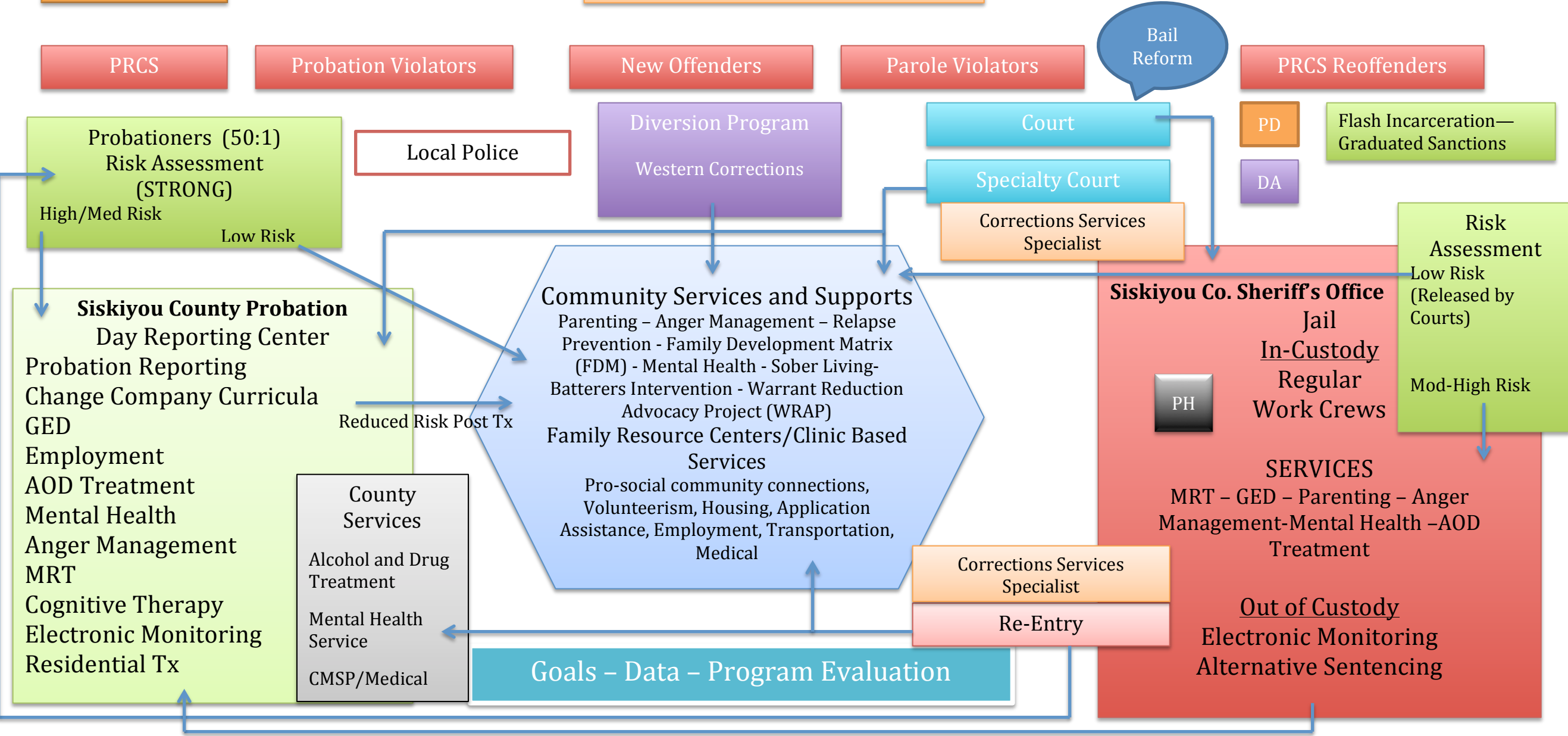
**Siskiyou Co. Sheriff's Office**  
Jail  
In-Custody  
Regular  
Work Crews  
PH  
SERVICES  
MRT - GED - Parenting - Anger  
Management-Mental Health -AOD  
Treatment  
Out of Custody  
Electronic Monitoring  
Alternative Sentencing

Corrections Services  
Specialist

Re-Entry

Goals - Data - Program Evaluation

County  
Services  
Alcohol and Drug  
Treatment  
Mental Health  
Service  
CMSP/Medical



**APPENDIX B  
2012/13 Realignment Budget**

Description	Amount
<b>Post Release Community Supervision/Local Incarceration</b>	<b>898,042.00</b>
<b>Unspent Funds - 2011/2012</b>	<b>348,944.00</b>
<b>Total Funds</b>	<b>1,246,986.00</b>
Correctional Officer (1 FTE) Work Crew Supervisor	80,000.00
Van and Equipment for Jail Work Crew (unspent in 2011/12)	37,500.00
Fuel/Supplies--Out of Custody Work Crews	5,000.00
Correctional Officer (1 FTE)-- Jail Ed/Alternative Sentence Coord	80,000.00
Correctional Officer (1 FTE)-- Jail ( 10/1/12 - 6/30/13)	67,000.00
Veterans Affairs Officer--PRCS Support	10,000.00
Corrections Specialist (Re-entry/Specialty Courts)	55,000.00
Deputy Probation Officer (1 FTE)	80,000.00
Deputy Probation Officer (1 FTE) --(10/1/12 - 6/30/13)	67,500.00
Probation Aide (1 FTE)	60,000.00
Probation Aide 1 FTE)	60,000.00
Probation Aide (1 FTE Pretrial Services)-- (10/1/12-6/30/13)	51,000.00
Crime Analyst--Probation .5 fTE (shared position)	33,000.00
Criminal Records Tech--Diversion Program Coordinator	52,000.00
Diversion Application Assist --FRC Stipends	2,250.00
Reserve for emergency housing, sober housing and/or transportation for the realigned population	10,000.00
Reserve for Electronic Monitoring/Transportation	20,000.00
District Attorney - Specialty Court Attorney	20,000.00
Public Defender - Specialty Court Attorney	20,000.00
Public Health PRCS Support and Care Fund	90,000.00
Overtime Reimbursement for Corrections Compliance Operations	20,000.00
Community-based programing (CSC Contract)	92,828.00
Jail/Day Reporting Services--(Heal Therapy Contract)	87,750.00
<b>Total Expenditures</b>	<b>1,100,828.00</b>
<b>Balance</b>	<b>146,158.00</b>
<b>Proposed 2012/13 Realignment Budget</b>	
	<b>Amount</b>
<b>Planning Grant 2011/12 and 2012/13</b>	<b>100,000.00</b>
<b>Unspent Funds - 2011/2012</b>	<b>50,000.00</b>
<b>Total Funds</b>	<b>150,000.00</b>
CCP Coordinator--(Contract)	60,000.00
Probation Fiscal Staff (shared position based on time-study)	14,500.00
<b>Total Expenditures</b>	<b>74,500.00</b>
<b>Balance</b>	<b>75,500.00</b>
<b>Training and Implementation activities (One-Time)</b>	
	<b>Amount</b>
<b>Training and Implementation activities (One-Time)</b>	\$ -
<b>Unspent Funds - 2011/2012</b>	<b>24,493.00</b>
<b>Total Funds</b>	<b>24,493.00</b>
2 Computers--Probation DPO and Aide	2,150.00
Bi-Annual CPOC Training	1,700.00
<b>Total Expenditures</b>	<b>3,850.00</b>
<b>Balance</b>	<b>20,643.00</b>
<b>TOTAL REVENUE</b>	<b>1,421,479.00</b>
<b>TOTAL EXPENDITURES</b>	<b>1,179,178.00</b>
<b>BALANCE</b>	<b>242,301.00</b>