

Developing a Strategic Planning Proposal for
Public Safety Realignment Funding
Santa Barbara County

Final Report

Prepared by

James Austin, Ph.D.

Karl Becker

Johnette Peyton

Robin Allen

Robert Harris

Dave Bates

Gerald Cooper

November 2016

JIA INSTITUTE
WASHINGTON, D.C.

DENVER

MALIBU

Table of Contents

| | |
|---|-----------|
| Executive Summary | 2 |
| Introduction | 12 |
| Study Methods | 12 |
| The Background of Realignment..... | 13 |
| Realignment Populations in Santa Barbara County | 16 |
| Over-View of Current County Realignment Spending Plan | 24 |
| Comparison with Other County Realignment Spending Plans | 27 |
| Assessment of Santa Barbara County AB 109 Services | 40 |
| Key UCSB Evaluation Results to Date..... | 45 |
| PPIC Study of PRCS Releases..... | 47 |
| Use of “Results First” Data | 47 |
| Key Criminal Justice Trends Post Realignment | 50 |
| Victim Compensation | 56 |
| Information Flow Between And Data Gathering Among Criminal Justice Partners | 57 |
| Gaps In The AB 109 Strategic Plan..... | 59 |
| Recommended Changes To Current Strategic Plan | 60 |
| Suggested Re-Allocations To Current Strategic Plan | 64 |
| Projected Costs of New Initiatives | 66 |
| Other Cost Savings Suggestions | 68 |
| Appendix A..... | 70 |
| Description of Expanded In Custody Jail Program Proposal Developed by SBSO Appendix B..... | 71 |
| Edovo Secure Tablet Curriculum | |

Executive Summary

In April 2016, the Santa Barbara County Executive Office issued a request for proposal for a study of the how the county was allocating and spending state funds provided under AB 109 or more commonly referred to as Realignment. The two major tasks that the County wanted completed were as follows:

1. Examine and assess the effectiveness of the past five years of Santa Barbara County realignment activities;
2. Provide a strategic plan to assist and inform the Community Corrections Partnership (CCP) that has been formed as part of the realignment effort and the Santa Barbara County Board of Supervisors for future Public Safety Realignment Plan features and spending.

In order to address these two major tasks, the County also wanted the following sub-tasks to be addressed as part of the overall review:

- Review the current Realignment plan and the appropriateness of the funded programs and their alignment with the overall goals established by the CCP;
- Compare the language and intent of the original AB 109 legislation, in particular the “justice reinvestment” emphasis, with the SBC realignment initiatives and programs/services which have been funded over the past five years.
- Assess whether the services and programs funded through AB 109 have been delivered as anticipated and whether they are being adequately monitored.
- Perform a “gap analysis” in the services/programming and identify opportunities and practices.
- Make recommendations regarding how the cost-benefit analysis provided under the “Results First” Initiative could be further incorporated into the local plan to ensure evidence- based strategies with the goal of increasing public safety while holding offenders accountable, in community based programs and while in custody are the highest priority
- Compare the funding distribution and program selection to other counties and examining other realignment plans to identify new strategies, particularly in the area of “justice reinvestment.”
- Organize community forums or other avenues of engaging the community in the planning process.
- Utilize “Results First” cost benefit-analysis to compare in-custody as well as community programming options.
- Consider the implications of Proposition 47 and potential programming strategies that could mitigate some of its impacts.
- Review information flow between and data gathering among departments (Probation, Sheriff, District Attorney, Public Defender, Courts) and make recommendations for improvement.

With regard to Realignment, there were three central questions that the County wanted addressed:

1. How have the AB 109 funds been distributed?
2. Are the “investments” made via this distribution consistent with the intention of the legislation, and
3. Do the programs that have been invested in meet “evidence-based practices”?

With regard to Question #1, the County has been investing most of the over \$10 million per year that it receives within the existing criminal justice system. These funds are used to largely support the Sheriff’s jail and Adult Probation supervision functions. There is also a significant amount of funds that are contracted out by the Adult Probation Department (APD) to non-profit and health service agencies to provide direct and other support services. Spending has not kept pace with the AB 109 funding stream which has produced a sizeable surplus of unspent funds (\$9-\$10 million in surplus funds).

With regard to Question #2, these investments are consistent with the intent of the legislation. The key observations that are relevant here are 1) compared to other counties, the APD receives a greater share of the funds and 2) funds are narrowly focused on the AB 109 clients and not other correctional populations or other criminal justice system functions.

With regard to Question #3, the direct service programs do meet “evidence based practices” in that the direct services being provided by APD and its contracted treatment providers are programs that could have a modest impact on recidivism rates. However, the effects of these funded programs have not yet demonstrated an impact on individual recidivism rates.

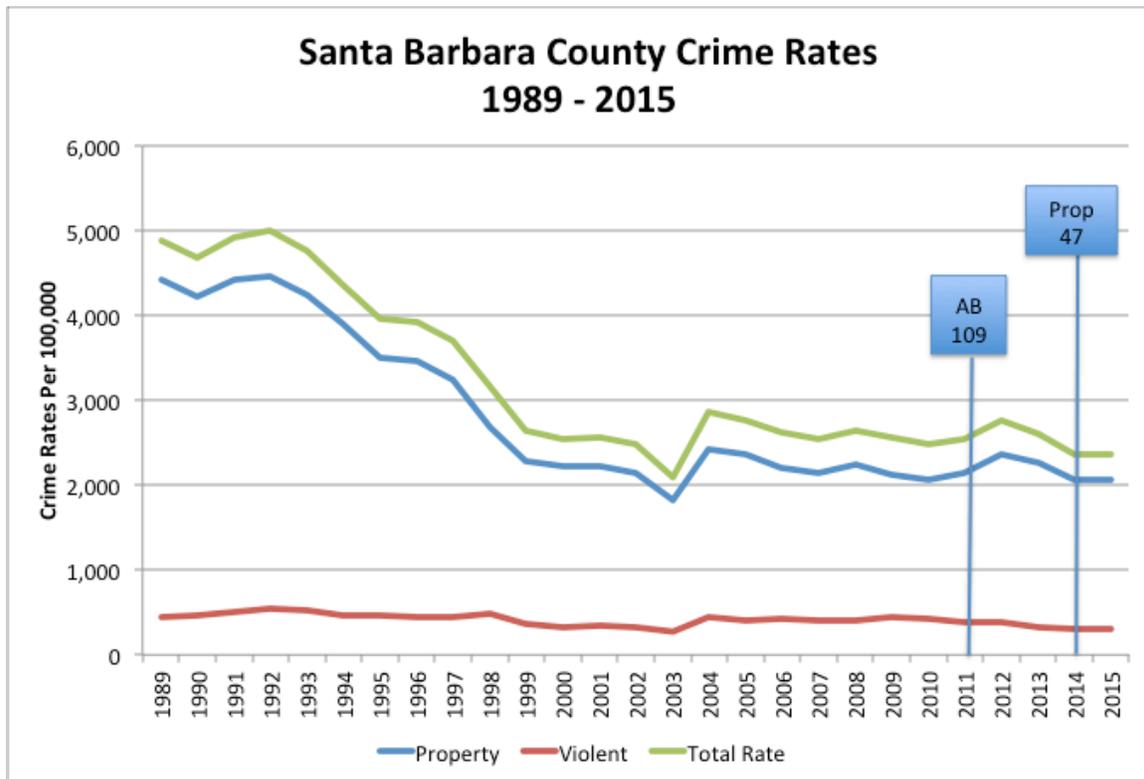
Major Criminal Justice Trends

The primary objective of AB 109 was to divert thousands of state prisoners to local governments where they would be incarcerated in local jails and/or supervised by probation departments. By 2014, the legislation had worked as intended with the state prison population declining from 160,774 to 134,433 prisoners.

In 2014 Prop 47 passed which served to further lower the state prison population by another 7,000 inmates by 2015. In total since 2011, the state prison population has declined by 33,000 inmates. There has also been a dramatic decline in the number of parolees who under AB 109 either have no parole supervision requirements or are to be supervised by county probation agencies.

A central question is what has been the impact on local counties with respect to their correctional populations and crime rates?

1. Since the passage of Realignment in 2011, Santa Barbara County’s low crime rates have remained at their historically low rates. This is consistent with statewide trends (See figure on next page).



2. Despite the relocation of state prisoners to local corrections, there has been no associated increase in the probation caseloads and jail populations. This is also consistent with statewide trends.
3. Two reasons for the lack of increase in the jail population are the expanded use of split sentencing and the passage of Prop 47.
4. Since the passage of Prop 47, there was a slight overall uptick in the 2015 crime rates. This increase did not occur in all jurisdictions. At this time it is not possible to attribute this slight increase to Prop 47 as opposed to other factors.
5. Santa Barbara County has a significantly higher number of people on probation per capita than most other counties. This higher rate is due to the use of formal probation for misdemeanor crimes and lengthy probation sentences.

Gaps In The AB 109 Strategic Plan

Santa Barbara County's Strategic Realignment Plan represents a sound approach for investing AB 109 funds. However, there are significant gaps in the current plan that suggest a better use of these funds.

1. In-House Jail Program for All AB 109 Inmates

There is insufficient programming available to people who are spending extended periods of time in the jail. This applies to both AB 109 designated inmates and non-AB 109 inmates (both pretrial and sentenced).

2. Jail Classification System

The SBSO lacks a comprehensive jail classification system that addresses the custody, program needs and re-entry process for all people booked and released from the jail.

3. Transitional Residential Treatment Beds for People with Mental Health Problems

Inmates with significant mental health issues are being released to the community without an opportunity to be placed in a transitional treatment bed.

4. Forensic Beds for Current Inmates with Severe Mental Health Disorders

Within the jail, there are at least 10 -15 inmates with significant major mental health disorders (most declared as incompetent to stand trial). Due to a lack of state facilities, these people languish in the jail for extensive periods of time.

5. Supervised Pretrial Release Program

The County lacks an adequate pretrial services capacity that could provide effective supervision to pretrial defendants who are unable to secure pretrial release. Such a capacity would serve to lower the pretrial jail population and reduce FTA and pretrial arrest rates.

6. Employment, Residential, and Transportation Services

Insufficient basic services being made available to meet the basic living needs of the AB 109 population.

7. Victim Compensation

Victims of crime committed by the AB 109 population and other people are not being compensated in a timely or complete manner.

8. Realignment Evaluation

There is no ongoing formal evaluation on the extent and conditions of confinement for people sentenced to jail or admitted for violations. Further the Sheriff's in custody treatment program is not being evaluated at this time. A study is also needed that will assess the overall impact of AB 109 on recidivism rates (re-arrest and reconviction).

9. Information System Needs

The County's criminal justice system's data systems are not properly designed and coordinated with one another. This situation greatly impairs the ability of each agency to properly monitor, evaluate and supervise people and criminal cases under their jurisdiction.

Recommended Changes To Current Strategic Plan

A number of recommendations have been made for re-allocating the current AB 109 funding portfolio. If implemented, they would serve to lower the jail population (both pretrial and sentenced) and possibly modestly lower recidivism rates for both the AB 109 population and other people being incarcerated or supervised by the criminal justice system.

Administrative Recommendations (No Cost Implications)

1. Invest In Other Areas Of Criminal Justice That Are Indirectly Related To AB 109

Rationale: The amount of state funds provided by AB 109 exceeds the incarceration, supervision and service needs of that population. The review of other county spending plans and documents provided by other state officials confirm that AB 109 funds can be used for a variety of purposes (like pretrial diversion) that are not directly linked to just the AB 109 population.

2. Transfer Contracting Oversight for Direct Services from Probation to the CEO.

Rationale: There some level of fragmentation in the areas of mental health services in the jail, short-term community treatment bed utilization, work force services, and contracted rehabilitative services. Better efficiencies and management of these service providers would be realized if the contracts were centrally managed in the County Executive Office (CEO).

3. Require the Department of Public Health and Behavioral Wellness to Administer the New Medical Contract for the Sheriff

Rationale: The Sheriff is not the proper agency to monitor a contract that delivers mental health services in the jail. The County's Departments of Public Health and Behavioral Wellness should administer the contract to ensure inmates are being properly assessed and treated in the jail, and to ensure the transition from the jail to the community does not interrupt the services that were being provided in the jail.

4. Base assignment to group counseling sessions solely on the person's risk level and not their legal status.

Rationale: There is no scientific basis for segregating people for treatment by legal or sentence status. By doing so, scheduling people for sessions is complicated, inefficient and participation rates compromised.

5. Reduce the Number of CCP Work Group and Full CCP Meetings, and, Increase Public Participation

Rationale: As part of AB 109, each county is expected to use its CCP to formulate and monitor its AB 109 strategic plan. There are no legislative requirements on how often the full CCP or its various work groups must meet. The current schedule for the CCP work group to meet monthly while the full CCP group is meeting at least quarterly. While these meetings may be of some value they are extremely time consuming for the ADP to prepare for and administer. A reduced schedule would ensure better attendance and greater value in the information being provided. Additionally, concerted efforts should be made to increase the participation of the public. Rotating the meetings to Santa Maria and Santa Barbara, and, occasionally holding the meetings in larger venues in the evenings would also help increase public participation which is virtually non-existent .

6. Relax the policy of discouraging out-of-county residential placement of defendants in pretrial status

Rationale: The APD expressed a policy of not approving, with some exceptions, residential placements that have been secured by the Public Defender's staff if the bed location is outside of Santa Barbara County. The rationale was that such placements often result in the person absconding from the placement. Thus far, we have been unable to secure any data that would show a higher absconding rate for out-of-county placements. Suitable candidates for pretrial release should be placed in any suitable residential placement, regardless of the geographic location.

Programmatic Recommendations (Cost Implications)

7. Expand the current Sheriff Treatment Program and other in custody programs for all inmates with significant periods of imprisonment to better prepare them for release and transition to community supervision

Rationale: The jail lacks such a comprehensive program. Implementing an expanded and more comprehensive in-custody program would a) reduce violence in the jail and b) better prepare inmates for transition to the community which may have a modest impact on recidivism rates. Milestone credits should be awarded to program participants as is being done in many California jails. These credits would serve as an incentive to participate and to lower the sentenced jail population.

8. Establish a supervised pretrial release program for detainees who have been unable to post bail or secure release

Rationale: While such a program will not directly impact the AB 109 sentenced population it would, if properly designed and implemented, have an impact on lowering the pretrial jail population. Such a reduction would enhance the ability of the Sheriff to expand its STP in what is now a crowded facility.

9. Ensure the Department of Behavioral Wellness s (DBW) long term strategic plan will remove the acute mental health care inmate (approximately 10-12 inmates), and increase the number of crisis, residential and supported living mental health beds

Rationale: The jail currently houses 11 IST inmates, eight of whom are awaiting placement in the state facilities for treatment. The DBW has developed a long term plan to increase the County’s mental health bed capacity ranging from acute to supported living. That plan should be inclusive of the need to remove the acute mental health cases from the jail.

10. Expand Employment Opportunities via the Santa Barbara County Workforce Development Board

Rationale: The County has a Workforce Development Board (WDB) that develops innovative workforce strategies that and sustain economic vitality across all communities in County. Allocating funds for this agency could enhance its presence with people being released from the jail. Special attention would be directed to those AB 109 inmates who have no supervision requirements upon release.

help businesses,
Santa Barbara

New Technology (Cost Implications)

11. Develop a smart cell phone app for people placed on community supervision or assigned to the Sheriff’s Alternative to Incarceration program

Rationale: The future for community supervision will shift from a cumbersome and expensive centralized face to face model, where people must report to a remote location to meet supervision and treatment requirements, to a distributive model based on smart phone technology. Santa Barbara could become one of the pioneering beta sites where such technology is tested and refined. Developing a community supervision smart phone application would be the first step. Such an application would allow people to more easily interact with the probation officer, receive notices about required appointments, job opportunities, residential opportunities, increase family contacts, download self-help lectures and group sessions, make restitution payments, monitor the person’s current and history of geographic location and phone calls, and reduce transportation costs.

Suggested Re-Allocations To Current Strategic Plan

1. Compliance Response Teams (CRT)

Rationale: The relative level of investment in CRTs in other comparable counties is either zero or much lower. The percent of total arrests made by the three CRTs is less than one percent of the total adult arrests made. Reducing the number of CRT’s to one unit would save \$482,021 per year. Eliminating both of the AB 109 CRT’s would free up \$964,401 per year for other investment opportunities. In particular, re-assigning these

positions to a supervised pre-trial program would have a more effective use of these resources.

2. Alternatives to Incarceration

Rationale: As a result of Proposition 47, the electronic monitoring population is down 50 percent from its peak level of 200 offenders on the program. Moreover, the program has a high failure rate. Reducing the program by 50 percent to meet current population levels would save approximately \$427,000 per year which could be reinvested in new and more important initiatives.

3. Transitional Housing

Rationale: In each of the last four years, the spending plan has allocated \$320,000 sober living environments and detox services. Actual spending has averaged approximately \$220,000. This is a valuable service but there simply are not enough AB 109 clients who can benefit from that service. Reducing the allocation to reflect this experience would allow the county to redirect \$100,000 into new initiatives each year.

4. Administration Costs

Rationale: Santa Barbara County allocates 3.5 percent of AB 109 funds to administration, which is high relative to other counties. Those counties with lower administrative fees are simply absorbing these costs. Reducing the administration allocation to 1.5 percent, which represents the median level of administration spending by other counties, would make \$210,000 available for other programs.

5. Probation Staffing

Rationale: The percent allocated to probation is significantly higher than observed in other counties. The number of deputies performing and administering active supervision to the AB 109 population could be reduced without impacting public safety. We have also noted that the use of misdemeanor probation supervision and the length of felony probation (more than three years) are significantly higher in Santa Barbara as compared to other counties. AB 109 funded positions would be re-assigned to other caseload functions that would have a greater impact on criminal justice operations and costs.

Projected Costs of New Initiatives

The preliminary cost estimates of new investments are shown in the following table. These investments would fill the current gaps in the County's strategic plan. Also included in the table are the following one-time expenditures that would serve to enhance and support the recommended new investments:

1. Smart cellphone application;
2. Install a Tablet WiFi Infrastructure in the Jail;
3. Design, Validate and Implement a Pretrial Risk Instrument;
4. Design, Validate and Implement an Objective Jail Classification System
5. Prop 47 Criminal Record Review Project

These one-time investments will not come close to exhausting the current surpluses in the AB 109 funds. In addition to these initiatives the County should use the additional surpluses to augment plans to construct community based and secure mental health facilities, renovate the APD Santa Barbara Probation Report and Referral Centers (PRRC), and other infrastructure needs.

**Proposed Reallocations and Re-Investments in
FY 2016-2017 Plan**

| Item | Amount |
|--|--------------------|
| Reallocations - Annual | |
| 2 CRT Teams | \$964,402 |
| Alternative Sanctions | \$427,000 |
| Transitional Housing | \$100,000 |
| Administrative Costs | \$210,000 |
| Probation | \$562,104 |
| Total Reductions | \$2,263,506 |
| | |
| New Investments -- Annual | |
| Expanded In-Custody Treatment Program | \$645,000 |
| Work Force Program | \$194,925 |
| Pretrial Supervised Release | \$500,000 |
| Expand Transportation and Living Support | \$25,000 |
| Expand UCSB Evaluation | \$100,000 |
| Speedy Victim Compensation Fund | \$250,000 |
| Mental Health Supportive Beds | \$400,000 |
| Total Re- Investments | \$2,114,925 |
| | |
| One Time Funding | |
| Smart Supervision Application | \$65,000 |
| Tablet Wi-Fi Infrastructure | \$115,665 |
| Design and Validate Pretrial Risk Instrument | \$35,000 |
| Implement Objective Jail Class System | \$35,000 |
| Prop 47 Petition Reviews | \$132,000 |
| Total One-Time Funding | \$382,665 |

Other Cost Savings Suggestions

Other aspects of the current criminal justice system. While not part of the original scope of the project, other aspects of the County's criminal justice system were noted. Listed below are other areas for reform, that if implemented, would have a significant impact on public safety and the criminal justice system.

1. Sentencing and Probation

The County's per capita probation rate is higher than the state rate. This is due to 1) high use of probation for misdemeanor offenders and 2) use of the five-year probation term for felony cases by some judges. It is recommended to reduce the use of misdemeanor probation and reduce felony probation terms from 60 months to 24-36 months.

2. Technical Violation Sanctions

A large number of PRCS offenders are jailed for technical violations. The overall length of stay for both "flash incarcerations" and formal technical revocations is 41 days. Shorter (or no) periods of incarceration have been shown to be as or more effective than longer periods of imprisonment for such violations.

3. Misdemeanor Arrests, Jail and Probation Populations

Santa Barbara County has a very high number of misdemeanor arrests as compared to other jurisdictions. One of the major reasons for this high rate is the growing number of arrests for disorderly conduct which has increased from 73 in 2005 to 2,260 by 2014. The high number of arrests seems to be feeding the high proportion of misdemeanor jail inmates (about 200 inmates or 20% of the total jail population) and adult probationers (about 1,850 or 45% of the total adult probation caseload).

4. Accessing other State and County Resources for those Qualified as Disabled

There are additional state and county services that can be accessed that could enhance the level of care needed for high-risk offenders and people who have qualified as disabled.

5. Overall Jail Population Reduction and Projections

Several of the recommendations in this report should serve to reduce the current jail population. As these initiatives are implemented, revised jail and probation population projections should be completed to better estimate the future size and needs of the County's local correctional system.

Introduction

Current Realignment funding for Santa Barbara County is approximately \$10 million per year which has been spread among the major criminal justice agencies with the largest proportions of the funds being allocated to the Sheriff and Probation. Another A number of private service providers are also receiving funding to provide direct and supportive services to only people sentenced under AB 109.

The recent passage of Prop 47 in 2014 will soon be providing additional funds that can be used to further address the service and supervision needs of people who were convicted or charged with one of seven “wobbler” crimes that are now labeled as misdemeanor crimes. Prop 47 also had an impact on the size and composition of the state prison, parole, county probation and county jail systems. But there are concerns that the “uptick” in crime rates for some counties in some locations may be attributed to Prop 47.

The Board of Supervisors and others are also interested in the need to expand mental health services for people in custody and/ or under community supervision. There is also an interest in examining the potential for reducing the pretrial detention population by expanding pretrial release opportunities and/or expediting the court processing time for pretrial defendants. For all of these reasons, it is an opportune time to re-evaluate the current Realignment plan to ensure it is well positioned to provide an effective use of these “re-investment” funds.

Study Methods

The project study methodology relied on several major data collection activities that included interviews (both structured and informal), structured observations of program activities, document review, and analysis of both aggregate and individual level data files. The aggregate level data and document reviews allowed comparisons with other counties that have socio-economic and demographic attributes similar to Santa Barbara County.

During the first weeks of the project, structured interviews were conducted with all members of CCP sub-committee which reflected the key county criminal justice policy officials and other county officials including the Department of Behavioral Wellness (DBW), Department of Social Services, and the Santa Barbara Workforce Development Board. We also interviewed members of the University of California Santa Barbara (UCSB) evaluation team which is conducting on-going research on the effectiveness of the Realignment plan and activities. A meeting was also held with several representatives of community-based organizations that have been advocating for criminal justice reform within the county for many years.

All of the available key published documents and data that have been produced by the CCP and the UCSB’s on-going evaluation were reviewed. In particular, the four annually prepared Realignment spending plan reports contain a wide array of aggregate level data that were reviewed and analyzed. The UCSB research team has produced three

major reports that contain valuable process and impact level data on certain aspects of the Realignment activities to date.

Multiple site visits were conducted at the Santa Barbara County Jail. During those site visits randomly selected inmates who were identified by the Santa Barbara Sheriff's Office (SBSO) staff as AB 109 sentenced inmates were privately interviewed. A total of 53 inmates were interviewed in this manner. Observations of the Sheriff's Treatment Program (STP) were made and interviews conducted with all levels of staff.

Site visits were conducted at the Santa Barbara County Adult Probation Department's (APD) two Probation Report and Referral Centers (PRRC). During these site visits 11 structured interviews were conducted with people who appeared for their scheduled program activities at the PRRC. Unlike the jail interviews, these interviews cannot be considered as representative of the universe of people assigned to probation supervision under AB 109. Several efforts were made with the APD to arrange for random samples of people on community supervision who were scheduled to be at the PRRC but in most cases the sampled cases did not appear. Thus we had to interview people who happened to be there which is an "opportunistic" sample.

We were also given access to the results of a larger survey conducted by the UCSB researchers of people sentenced under AB 109. This survey of 266 people under the supervision of the APD provided additional insights into their perspectives on the services and supervision they have and are receiving.

Finally, we received individual level data files from the APD and SBSO agencies. These data files provided detailed snapshots of the attributes of current AB 109 populations who were either under community supervision or currently in the jail as of July 2016.

The Background of Realignment

In assessing the Santa Barbara County Realignment spending plan, it's important to briefly summarize the origins and purposes of legislation that resulted in Realignment being implemented throughout the state.

On May 23, 2011, the US Supreme Court affirmed the order of a 3-Judge Panel to decrease the size of the prisoners housed in California's 33 major prisons. The order required the California Department of Corrections and Rehabilitation (CDCR) to reduce the number of prisoners in its main prison facilities so that the population would not exceed 137.5% of the state prison design capacity. At the time of the Court's order the CDCR major prison facilities were approximately 34,000 inmates over the target set by the Court.

One of the key methods for accomplishing a prison population reduction plan of this magnitude was the rapid passage of AB 109 more commonly referred to as "Realignment". That legislation, which took effect on October 1, 2011, forbade counties to send people to state prison if they were convicted of certain non-violent crimes or had

no convictions for a violent or “serious” crime(s). Prior to AB 109, a large portion of the prison admissions were people convicted of such crimes who were receiving relatively short sentences and spending a short period of time (3-9 months) in state prison before being released to one to three years of parole. But under AB 109, local jurisdictions can sentence the AB 109 inmates to a “full” prison term or a “split” or “blended” term. The latter means that only some proportion of the sentence must be served in the jail and the remainder under some form of community (typically probation) supervision.

A key justification for passage of AB 109 was California’s declining jail population that had created excess jail bed capacity. In 2007, the jail population reached a peak of 83,184 but had declined to 69,515 by the summer of 2011 (Board of State and Community Corrections, 2015). While the CDCR had estimated that AB 109 would reduce the state prison population by as much as 40,000 inmates, it was clear the local jail systems could not accommodate that number of diverted state prisoners. In order to address the potential jail crowding issue and provide an economic incentive for the counties to use Realignment as designed by the legislation, a “split- sentencing” provision was imbedded in the legislation.

The enabling legislation also referenced the term “justice reinvestment” as follows:

“Fiscal concerns and programs 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 savings 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 evidence-based strategies that increase public safety while holding offenders accountable.”

The original intent of justice reinvestment was not to invest in the criminal justice system but in those communities where incarceration rates exist. The “reinvestment” was to improve the basic social, education, employment, housing and treatment services in those targeted communities. To date very little if any of the AB 109 funds, either statewide or in Santa Barbara County, have been used for such purposes. As will be shown later in the report, most of the funding has been allocated to the major criminal justice agencies.¹

This provision permits the local sentencing court to either sentence the person to serve the full prison term in jail with no post-release supervision or to “split” the sentence

¹ For a review of the original concepts of justice reinvestment see Susan Tucker and Eric Cadora, “Justice Reinvestment,” *Ideas for an Open Society*, Volume 3 Number 3, November, 2003. For critiques of justice reinvestment, see: Austin, James and Garry Coventry. “A Critical Analysis of Justice Re-Investment In the United States and Australia” and Austin, James, Eric Cadora, Todd Clear, Kara Dansky, Judith Greene, Marc Maurer, Nicole Porter, Susan Tucker, Malcolm Young and Vanita Gupta. (April 2013). *Ending Mass Incarceration: Charting a New Justice Re-investment*”.

between jail and create a separate period of mandatory supervision. For example if a person received a two-year sentence, the court could require the inmate to serve the full two years (less pretrial jail credits and day for day good time credits). The other option was to split the sentence, which typically meant the court would credit the time served in pretrial release and require the person to serve the remainder of the sentence under mandatory supervision. Counties that use the split sentence provision at high rates often commented that they did so to ensure the person have some form of supervision (Austin, Allen and Rocker 2013).

There were other aspects of AB 109 that impacted the number of people on parole supervision. Prisoners currently incarcerated in the CDCR as of October 1, 2011 who were convicted of “non-serious, non-violent or non-high-risk sex offense (regardless of prior convictions) would, upon their release from state prison, be supervised by county probation departments. This population, known as Post-Release Community Supervision (PRCS), was formerly supervised by state parole and will decline over time.

Tied to the AB 109 legislation was the economic incentive of substantial funds being provided by the state to the counties to be used to manage the formerly state imprisoned people at the local level. Specifically, the state offered a steady and permanent stream of block funding that matched the costs of housing each county’s prisoner in state prison. The funds are derived from the Vehicle License Fees and a portion of the State sales tax.

The amount of funding was based, in part, on what is referred to as the “marginal” or true costs of housing prisoners in the then crowded California prison system. A “marginal” cost rate assumes that reducing the state prison population would have marginal effects on the CDCR’s operating budget as many of the costs are “fixed” and do not significantly vary as the population declines (in particular custody and support staffing levels). The official marginal rate used by the state was \$27,309 per prisoner per year as of 2011. This figure coupled with the estimated number of state prisoners that would be managed by each county determined how much money should be distributed to the counties. Each county was awarded block funds that they could use at their discretion based on how many prisoners the CDCR had estimated would have been in state prisons had Realignment not occurred. Currently the state is allocating approximately \$1 billion to the counties which is consistent with the expected 40,000 projected decline in the state prison population ($40,000 \times \$27,309 = \1.09 billion).

In allocating these funds, each county must establish a CCP which is responsible for developing a strategic planning document that outlines how the AB 109 funds are to be allocated and spent each year. Each county now submits a spending plan which charts the proposed distribution of funds.

In terms of reducing the state prison population, the legislation had worked as intended with the state prison population declining from 160,774 in 2011 to 134,433 by 2014. In 2014 Prop 47 passed which served to further lower the state prison population by another 7,000 inmates by 2015. In total since 2011, the state prison population has declined by 33,000 inmates. There has also been a dramatic decline in the number of

parolees who under AB 109 either have no parole supervision requirements or are to be supervised by county probation agencies. At same time there has not been any significant increases in the local jail or probation caseloads. In fact, since 2007 when the prison population had reached its peak, there has been a 45,891 decline in the inmate population. The overall decline in the state’s total correctional population has exceeded 150,000 people (Table 1).

Table 1. Changes in California Correctional Populations 2007-2015

| Year | State Prison | Local Jail | Parole | Felony Probation | Grand Totals |
|--------|--------------|------------|---------|------------------|--------------|
| 2007 | 173,312 | 83,184 | 126,330 | 269,384 | 652,210 |
| 2008 | 171,085 | 82,397 | 125,097 | 269,023 | 647,602 |
| 2009 | 168,830 | 80,866 | 111,202 | 266,249 | 627,147 |
| 2010 | 162,821 | 73,445 | 105,117 | 255,006 | 596,389 |
| 2011 | 160,774 | 71,293 | 102,332 | 247,770 | 582,169 |
| 2012 | 133,768 | 80,136 | 69,453 | 249,173 | 532,530 |
| 2013 | 132,911 | 82,019 | 46,742 | 254,106 | 515,778 |
| 2014 | 134,433 | 82,527 | 44,792 | 244,122 | 505,874 |
| 2015 | 127,421 | 72,894 | NA | NA | NA |
| | | | | | |
| Change | -45,891 | -10,290 | -81,538 | -15,278 | -152,997 |

Sources: Bureau of State and Community Corrections, CDCR, and California Attorney General

Realignment Populations in Santa Barbara County

Prior to the passage of AB 109 in 2010, there was a total of 1,532 state prisoners from Santa Barbara County housed in the CDCR. By 2015 the number had declined to 1,203 or a decline of 329 inmates. This is the core population that AB 109 was seeking to reduce and shift to the counties. The larger decline was for the state parole population which has declined from 1,375 to 506. Much of this reduction is attributed to the laws effect that AB 109 inmates will either have no supervision or no more than one year of supervisions. This compares with the previous standard term of three years parole supervision. Significantly the jail and probation populations for 2015 were virtually the same as they were prior to AB 109 (Table 2).

**Table 2. Change in Santa Barbara County Correctional Populations
2011-2015**

| Corrections | 2011 | 2015 | Difference |
|--------------------|--------------|--------------|-------------------|
| State Prisoners | 1,532 | 1,203 | -329 |
| County Jail | 930 | 891 | -39 |
| Parole | 1,375 | 506 | -869 |
| Probation | 4,493 | 4,313 | -180 |
| Total | 8,330 | 6,913 | -1,417 |

Sources: Bureau of State and Community Corrections, CDCR, and APD

The lack of change in the jail and probation populations is largely due to the passage of Proposition 47 which served to re-codify six felony level wobbler crimes as misdemeanors (grand theft, shoplifting, receiving stolen property, writing bad checks, check forgery, and drug possession).² Soon after Prop 47 was passed, the prison, probation and jail populations began to decline in most jurisdictions including Santa Barbara County.

As of July 18, 2016 there were 446 people sentenced under AB 109 who were under the jurisdiction of the APD (Table 3). There were another 112 that had absconded supervision or were in the process of being admitted to supervision. Thus in total there were 332 people who were actually under probation supervision. Of that number 47 were in the jail some form of supervision violation. The APD disputes this number and says it is more in the neighborhood of 27 people. The difficulty in arriving at a precise number, as discussed later on in the report, is that the SBSO and the APD do not share the same offender ID number so APD does not readily know if a probationer is in jail or the SBSO does not readily know if the inmate is on probation supervision.

This would mean that there are about 232 people under community supervision in the community at any given time. Of that number 161 were actively receiving some form of treatment services. Another 173 had received some form of treatment services but were not currently involved in such an intervention.

The largest proportion of AB 109 people are the Post Release Community Supervision (PRCS) who are released state prisoners being supervised by APD. These released prisoners can now serve a much shorter period of community supervision than occurred in the past. Finally, imbedded in these data are 19 people who are not incarcerated but are assigned to the SBSO electronic monitoring program.

² <http://www.lao.ca.gov/ballot/2014/prop-47-110414.aspx>

**Table 3. Current AB 109 Population by Legal Status
July 18, 2016**

| Status | People | % |
|--------------------------------|---------------|----------|
| Total Probation Caseload | 446 | 100% |
| Total Under Active Supervision | 334 | 75% |
| PSS | 185 | 41% |
| Absconded | 29 | 7% |
| Intake | 14 | 3% |
| Supervised | 142 | 32% |
| Now In Treatment | 53 | 12% |
| Prior Treatment Received | 89 | 20% |
| PRCS | 261 | 59% |
| Absconded | 29 | 7% |
| Intake | 40 | 9% |
| Supervised | 192 | 43% |
| Now In Treatment | 108 | 24% |
| Prior Treatment Received | 84 | 19% |
| Jail Populations | 144 | 100% |
| Straight Jail | 37 | 26% |
| Split Sentence* | 51 | 35% |
| Split Sent – Violation* | 10 | 7% |
| Flash Incarceration* | 6 | 4% |
| PRCS Violation* | 31 | 22% |
| Parole Violation | 6 | 6% |
| Electronic Monitoring | 19 | 16% |

Sources: Santa Barbara County Adult Probation and Sheriff's Office

* Denotes people in jail who are also on probation caseload.

Closer Look at the Santa Barbara County AB 109 Jail Population

The SBSO was able to provide a snapshot of the current jail population that represented the AB 109 jail population as of July 10, 2016. From this database one can ascertain some of the key attributes of this population. The AB 109 jail population consisted of 144 people of whom 28 were located in the SBSO alternative sentencing program. It is predominantly male, Hispanic and above the age of 35 years. It is also noteworthy that, as a group, some have been in the custody of the SBSO to date for a substantial period of time (an average of 179 days to date). One inmate has been in custody for almost five years and has many years remaining on his sentence. The rather lengthy length of stay (LOS) would suggest the need and opportunity for a substantial in-

custody program with a diverse array of programmatic features (e.g., basic education, self help counseling, etc.).

If we delete the people who are currently on Electronic Monitoring/Alternative Sentencing Program (28 in total), the remaining 116 people have been incarcerated in the jail for an average of 134 days and a median time of 71 days. The lower median value highlights the fact that there are a few people who have served and are going to serve very lengthy sentences in the jail. Specifically, there are 27 people with sentences of three years or more, and two people have 40 year sentences.

It is also possible to assess the risk level of the jail population. As noted later on, the APD has two deputies assigned to the jail to conduct risk assessments using the COMPAS Initial Screening Tool (IST) and the Risk of Violence and Recidivism (ROVAR) instruments.

The IST consists of only three items that have been shown to be strongly associated with recidivism (Age, Age at First Arrest, and Total Arrests). The ROVAR is a very comprehensive questionnaire that consists of over 100 risk factors that are separated into 15 sub-scales. Reliability studies have shown some problems in applying all of the scoring items in a consistent manner. Validation studies have shown that the ROVAR scales are predictive but that many of the scoring items used in COMPAS could be ignored with the same results. Finally, COMPAS while considered to be predictive of general recidivism performs as well, but no better than other risk and needs instruments that have been produced by other correctional agencies as well as other for profit and non-for profit research organizations.³

The most recent data provided by the APD shows 53% of the jail population is assessed as High Risk based on with the IST and/or the ROVAR instruments. It is noteworthy that the IST results are primarily in the Low Risk category while the ROVAR produce a much smaller number of Low Risk cases. This may well be due to the fact that IST may only apply to inmates who have been recently booked in the jail and may score lower on the three key scoring risk factors.

³ Brennan, T., Dieterich, W., and Ehret, B. (2009) "Evaluating the Predictive Validity of the COMPAS Risk and Needs Assessment System" *Criminal Justice and Behavior* 36:21. Skeem, J.L., and Loudon, J.E. (undated) *Assessment of Evidence on the Quality of the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS)* Prepared for the California Department of Corrections and Rehabilitation (CDCR). Farabee, D., Zhang, S., Roberts, R.E.L., and Yang, J. (2010) *COMPAS Validation Study: Final Report*. Los Angeles, CA: University of California. Mann K, Gulick K, Blomberg T, Bales W. and Alex Piquero (2012) "Broward County's Jail Population Management Study". American Jails . (Florida State University, Department of Criminology and Criminal Justice). Austin, James, Avi Bhati and Roger Ocker. (2012). *Validation Study of the Virginia Department of Corrections COMPAS Risk/Needs System*. Washington, DC: JFA Institute. Austin, James and Johnette Peyton. 2016. Validation Evaluation of the San Francisco Adult Probation Department COMPAS Risk/Needs Assessment System.

**Table 4. Attributes of the AB 109 Jail Population
Including Alternative Sentence - July 8, 2016**

| Status | People | % |
|---------------------------|------------|-------------|
| Gender | | |
| Female | 21 | 15% |
| Male | 123 | 85% |
| Race | | |
| Black | 7 | 5% |
| Hispanic | 94 | 65% |
| White | 43 | 30% |
| Age | | |
| Under 26 | 18 | 13% |
| 26-34 | 51 | 35% |
| 35-50 | 55 | 38% |
| 51+ | 20 | 14% |
| Average Age | 37 years | |
| In Jail Custody | 116 | 81% |
| Ave. Time Since Booking | 179 days | |
| Median Time Since Booking | 111 days | |
| Total | 144 | 100% |

Source: SBSO data file

Nonetheless, the data show that a large number of inmates are assessed as High Risk and will require some form of treatment or intervention services.

Interviews conducted with 72 Realigned inmates support this finding. Most of the inmates self-reported that they have been arrested numerous times as both an adult and juvenile, had been on probation before, had been jailed many times or were currently on probation, had significant histories and drug and alcohol abuse. Specifically, 99% have a prior jail booking, 82% have a prior prison term, and 40% have a prior probation sentence. Regarding jail programming only 4% were in the STP, 7% have completed jail program before and 18% had completed a program in the CDCR. Small percentages stated they had significant medical (13%) and mental health problems (10%).

Table 5 also shows that a large number (nearly 60%) of the people in the jail are currently under the supervision of the APD. This is significant for a number of reasons. First, how well people perform under probation supervision can have a large impact on the size and attributes of the jail population. The extent to which people placed on probation do not violate the terms of their supervision and/or do not commit additional crimes would serve to lower the population. Second, from a risk assessment perspective, many people in the jail have been assessed under the COMPAS ROVAR system so a great deal of information should be available for the jail staff to utilize for classification, housing, program assignment and discharge planning. Unfortunately, as of today this is not the case. Recommendations are made later in the report to address this issue.

**Table 5. Risk Levels and Probation Jurisdiction of the Jail Population
June 30, 2016**

| Risk Instrument | Inmates | % |
|------------------------------|---------|------|
| Initial Screening Tool (IST) | | |
| Low | 111 | 10% |
| Moderate | 23 | 2% |
| High | 19 | 2% |
| IST and ROVAR | | |
| Low | 31 | 3% |
| Moderate | 186 | 16% |
| High | 493 | 43% |
| None | 281 | 25% |
| Total Inmates | 1,144 | 100% |
| Under Probation Supervision | | |
| Intake | 139 | 12% |
| Supervision | 508 | 44% |
| Both | 39 | 3% |
| None | 458 | 40% |

Source: SBSO data file

A Closer Look at the Santa Barbara County AB 109 Community Supervision Population

As noted above, there were 446 people sentenced under AB 109 who are under the supervision of the Santa Barbara County Adult Probation Department (APD) as of July 18, 2016. Their demographic attributes are shown in Table 6 and are not that dissimilar from the same people currently housed in the jail (disproportionately male, Hispanic and average age of 39 years). These people have been under supervision a little more than a year thus far and have about two more years remaining to serve. The total time to serve will be about three years.

Relative to risk, which is computed by the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) risk assessment system, there are large proportions of both groups that are rated as a “high risk” to recidivate. Perhaps more significantly both groups have even higher proportions of people assessed as a high risk to commit a violent crime. This is somewhat surprising given that the criminal records of these same people is primarily associated with drug and non-violent crimes. Results from evaluation being conducted by the University of California-Santa Barbara (UCSB) shows that if they are convicted of a new crime, they are overwhelmingly convicted of non-violent and drug crimes. With the possible exception of the domestic violence, these people have well-established criminal histories that revolve around drug abuse and alcoholism and non-violent criminal activities associated with such addictions.

Table 6. Attributes of the AB 109 Population Under the Supervision of Santa Barbara County Adult Probation Department – July 18, 2016

| Attribute | People | % |
|---------------------------|------------|------------|
| Gender | | |
| Male | 391 | 88% |
| Female | 55 | 12% |
| Race | | |
| Hispanic | 238 | 53% |
| Black | 40 | 9% |
| White | 159 | 36% |
| Other | 9 | 2% |
| Age | | |
| Under 25 years | 37 | 8% |
| 25-34 | 142 | 32% |
| 35-50 | 185 | 41% |
| 51+ | 82 | 18% |
| Average Age | 39 years | |
| Sentence Time | Average | Median |
| Supervision Time Thus Far | 533 days | 416 days |
| Time Left | 653 days | 691 days |
| Total Time | 1,186 days | 1,107 days |

Source: SBCAPD

**Table 7. Criminal Charges and Risk Levels
Current PRCS and PSS Status**

| Charges | PRCS | | PSS | |
|--------------------------|---------|------|---------|------|
| | Charges | % | Charges | % |
| Auto Theft | 24 | 5% | 48 | 10% |
| Drugs | 103 | 19% | 178 | 37% |
| DUI | 30 | 6% | 8 | 2% |
| Domestic Violence | 43 | 8% | 0 | 0% |
| Felon With Weapon | 25 | 5% | 0 | 0% |
| Burglary | 26 | 5% | 47 | 10% |
| Forgery/Theft/Vandalism | 64 | 12% | 107 | 22% |
| Motor Vehicle Violations | 4 | 1% | 5 | 1% |
| Obstruct Law Enforcement | 49 | 9% | 25 | 5% |
| Battery | 33 | 6% | 9 | 2% |
| Misc. Other | 131 | 25% | 57 | 12% |
| Total Charges | 532 | 100% | 484 | 100% |
| Charges per person | 2.0 | | 2.6 | |
| | | | | |
| COMPAS Risk Level | | | | |
| General Recidivism | | | | |
| Low | 12% | | 20% | |
| Medium | 22% | | 18% | |
| High | 57% | | 62% | |
| Violence Recidivism | | | | |
| Low | 12% | | 25% | |
| Medium | 9% | | 10% | |
| High | 79% | | 65% | |

Source: APD data file

Over-View of Current County Realignment Spending Plan

The FY 2016-2017 Realignment Spending Plan for the County totals \$10,438,529. The plan allocates approximately 68 percent of these funds to three areas; probation supervision, contracted treatment services, and jail custody operations. Table 8 summarizes the current spending plan by program category. A more detailed description of the spending plan by each of the major spending areas follows.

Table 8. FY 2016-2017 CCP Spending Plan

| Category | Budget | % |
|-------------------------------|----------------------|-------------|
| Probation Supervision | \$ 2,823,890 | 27.1% |
| Jail Custody Operations | \$ 2,346,974 | 22.5% |
| Community Treatment Programs | \$ 1,983,741 | 19.0% |
| Enforcement | \$ 964,041 | 9.2% |
| Alternatives to Incarceration | \$ 853,927 | 8.2% |
| Administration | \$ 366,825 | 3.5% |
| Offender Support | \$ 475,499 | 4.6% |
| In-Custody Programs | \$ 460,089 | 4.4% |
| Evaluation | \$ 114,469 | 1.1% |
| Victims Services | \$ 49,074 | 0.5% |
| Total | \$ 10,438,529 | 100% |

Source: CCP Realignment Plan

Probation Supervision

The \$2.8 million in funding supports 19.5 Probation Department FTE positions as well as related operating expenses. Ten of these positions provide active supervision and management of realigned offenders in the community. Three of these positions perform intake services, processing new cases in preparation for supervision. Two probation officers oversee hook ups, alerts, and tracking of offenders on GPS monitoring units. The remaining 4.5 FTE's provide staff supervision and case management support.

Jail Custody Operations

The plan allocates \$2.3 million per year to support the operating budget of the Santa Barbara County Jail. The allocation covers the projected added cost of incarceration of realigned inmates and is based on a current increased population of approximately 110 inmates per year who previously were incarcerated in the CDCR prisons. As shown later in this report, the AB 109 jail population reached a peak of about 189 in 2013 and has since declined due to increased used of split sentencing and Prop 47.

Community Treatment Programs

The nearly \$2 million in this category covers specialized treatment services to realigned offenders in the community. These services include mental health assessment and treatment, cognitive behavioral therapy, substance abuse treatment, collaborative court programs, sex offender treatment, and domestic violence counseling. These programs are provided through contract with a variety of community-based organizations, with the largest contracts going to the Council on Alcoholism and Drug Abuse, Coastal Valley, and Community Solutions Inc. Probation Department supervisory staff oversee the delivery of these programs at the Probation Reporting and Resource Centers.

Law Enforcement

The spending plan funds two Compliance Response Teams (CRT), each comprised of a Deputy Sheriff, Senior Deputy Probation Officer, and Sheriff's Department Sergeant. These teams provide law enforcement support in incidents that involved realigned offenders, conduct compliance checks, lead warrant apprehension teams, and other enhanced monitoring activities. The projected cost to support these teams is \$964,041 per year.

Alternatives to Incarceration

To facilitate the diversion of appropriate offenders from jail, the spending plan supports two probation officers, stationed at the jail, who assess offender eligibility for placement into the Sheriff's Treatment Programs and GPS programs. The plan also funds alternative sentencing staff at the jail responsible for managing these programs. Duties include overseeing the delivery of STP program services, placement of offenders on GPS equipment, monitoring compliance with the program, responding to violations as they occur, purchase of GPS equipment used in support of the program, and drug testing. The cost of these programs is \$853,927 per year. The current Alternatives to Incarceration population is in the 18-22 range.

Administration

The spending plan allocates \$366,825 for administrative costs of agencies supporting realignment programs. Probation, the Sheriff's Department, the District Attorney and the Public Defender each receive 3 percent of the direct program expenditures they administer to cover administrative expenses. Behavioral Wellness receives 19 percent, and the Auditor-Controller receives 0.5% percent of the countywide realignment expenditures.

Offender Support

In order to assist released realignment offenders in meeting daily living needs the spending plan provides \$475,499 for services such as sober living center housing, detox, job referrals, and workforce readiness training,

In-Custody Programs

The plan allocates \$460,089 for in-custody programs at the jail. These programs focus on discharge planning and reentry services, coordinating contact with treatment programs and support services available to offenders upon release.

Evaluation

The spending plan provides \$114,469 per year for process and outcome evaluations realignment programs, conducted by the University of California at Santa Barbara. Funding also supports 0.5 Financial Office Professional FTE with the County.

Victim Services

The spending plan provides \$49,074 for 0.5 Victim Witness Advocate FTE to provide early contact and services to victims of crime.

Agency Allocation

The distribution of funding by agency is heavily weighted to the APD which receives \$4.1 million, primarily for staffing, and also manages the contracts to CBO's, which accounts for an additional \$1.4 million (Table 9). In total, APD receives or manages 52 percent of available funding. The next largest allocation of funding (36 percent) goes to the SBSO.

Table 9: 2016-2017 Spending Allocation by Agency

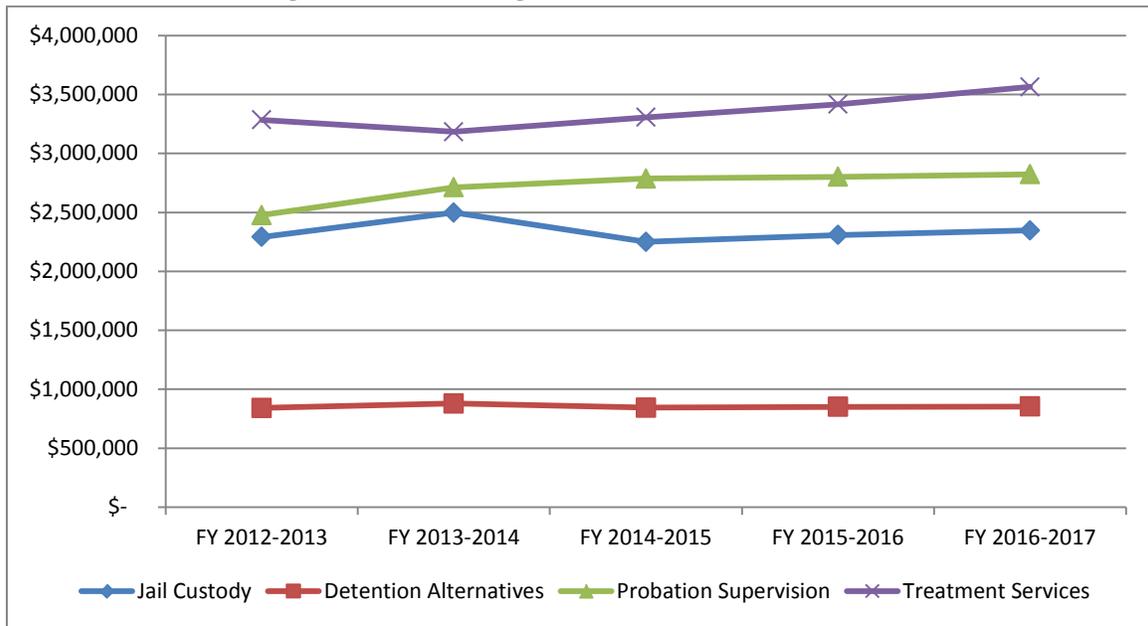
| Office | Budget | % |
|---------------------|----------------------|---------------|
| Probation | \$ 4,075,844 | 39.0% |
| Sheriff | \$ 3,805,778 | 36.5% |
| CBO's/Other | \$ 1,380,994 | 13.2% |
| Behavioral Wellness | \$ 465,822 | 4.5% |
| District Attorney | \$ 319,965 | 3.1% |
| Public Defender | \$ 294,094 | 2.8% |
| Auditor/Controller | \$ 96,032 | 0.9% |
| Total | \$ 10,438,529 | 100.0% |

The allocation of funding described above has remained fairly stable static since the development of the first CCP spending plan in 2011. While funding for custody operations and detention alternatives has remained static, allocated funding for probation supervision and offender treatment programs has grown by an annual average of 3.4 percent and 2.1 percent respectively. The most notable increases in funding are in the areas of probation staff costs, mental health services, and contracted treatment programs

with community-based organizations. Figure 1 shows the allocations for funding for the four largest program areas in the spending plan over the last four years.

Significantly, the previous funding plans have produced annual surpluses. As of 2016 there was an overall fund balance of about \$8 million. For the current fiscal year there is a \$1.2 million surplus which would bring the total surplus to over \$9 million. This surplus reflects a conscious strategy to reserve funds to address potential unmet needs or gaps in service in the CCP program. Clearly, the current spending plan need to be adjusted to ensure AB 109 funds are being fully spent and in the most effective manner.

Figure 1: CCP Program Allocations- 2012-2016



Comparison with Other County Realignment Spending Plans

This analysis examines how Santa Barbara County’s distribution of AB 109 funding compares with the corresponding distribution of resources by a group of peer counties as selected by Santa Barbara County. The counties included in this analysis are Marin, Monterey, Placer, San Luis Obispo, Santa Cruz, Solano, Sonoma, and Tulare. The data on funding distributions comes from CCP plans and surveys submitted by the counties to the Board of State and Community Corrections (BSCC). Funding allocations were grouped into the following broad categories for comparison purposes:

- Jail Custody – jail operational costs for staff or other operational support expenditures.
- Probation Supervision – probation management, support, and field agent staff, as well as any associated operational support costs.

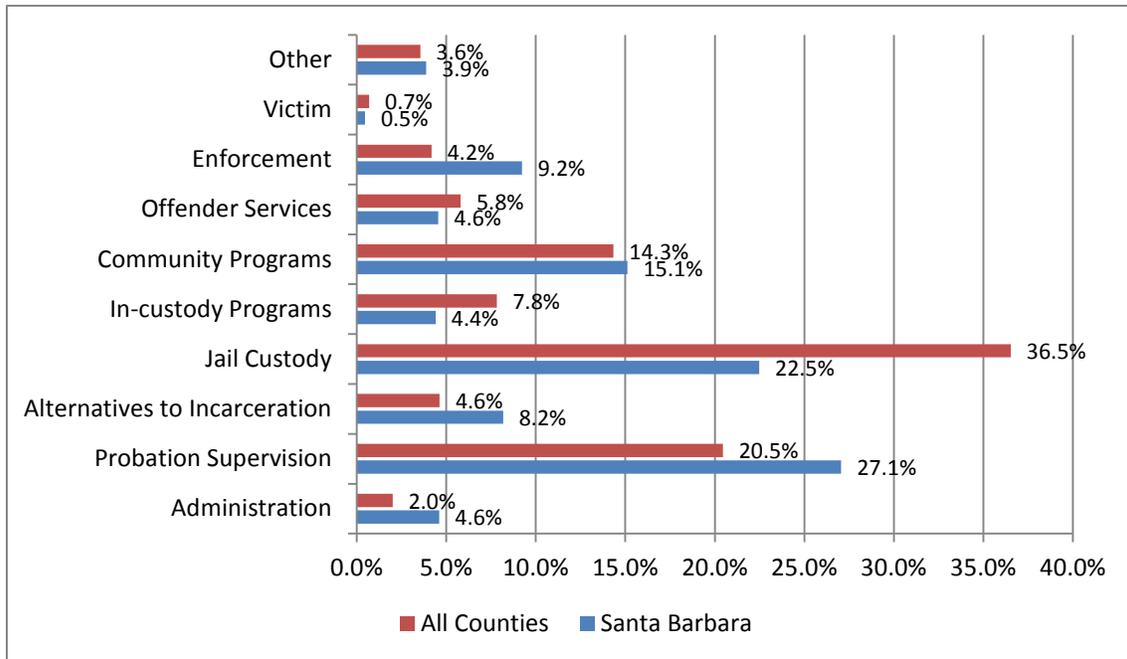
- Community Programs – treatment programs provided to offenders in the community, including substance abuse treatment, day reporting, cognitive therapy, and mental health treatment.
- In-Custody Programs – programs offered to offenders within the jail, including education, mental health treatment, cognitive therapy, and substance abuse treatment.
- Enforcement – Services provided in conjunction with law enforcement personnel directed at enhanced probation compliance, including warrant apprehension, intensive supervision, and responding to GPS alerts.
- Victim Services – programs that provide information or support to victims of crime.
- Offender Services – programs that provide direct support or assistance to offenders such as transportation support, housing, program qualification, and employment counseling.
- Administration – funding identified to cover additional costs associated with administration of the CCP programs.

Funding Distribution Patterns

In aggregate, by far the largest share of AB 109 resources in these counties goes to jail operations, followed by funding for probation supervision. These two categories receive nearly 58 percent of available funds. Community treatment programs, in-custody treatment programs, and alternatives to incarceration receive in total about 29 percent of available funding.

Santa Barbara’s use of AB 109 funds is fairly consistent with the overall trend shown by the counties, with the majority of funding going to jail operations, probation supervision, and community treatment programs. Relative to the comparison group, Santa Barbara provides less funding for jail operations and in-custody programs, and invests more heavily in probation supervision, enforcement, alternatives to incarceration, and administration.

Figure 2: Aggregate Distribution of Funds for All Counties by Program



Programs provided by other counties, but not funded by Santa Barbara are summarized in Table 10. Supervised pre-trial release and the entire range of in-custody programs are the most significant programs provided by comparison group counties that are not funded by Santa Barbara County. In terms of potential impact on the local justice system, supervised pre-trial release is the most significant program strategy not currently employed by Santa Barbara County. Properly administered, these programs have been shown to reduce jail populations while still assuring offender court appearances. The programs can also provide an effective means of linking up offenders with needed services and support.

Table 10: Peer Group County CCP-Funded Programs Not Provided by Santa Barbara County

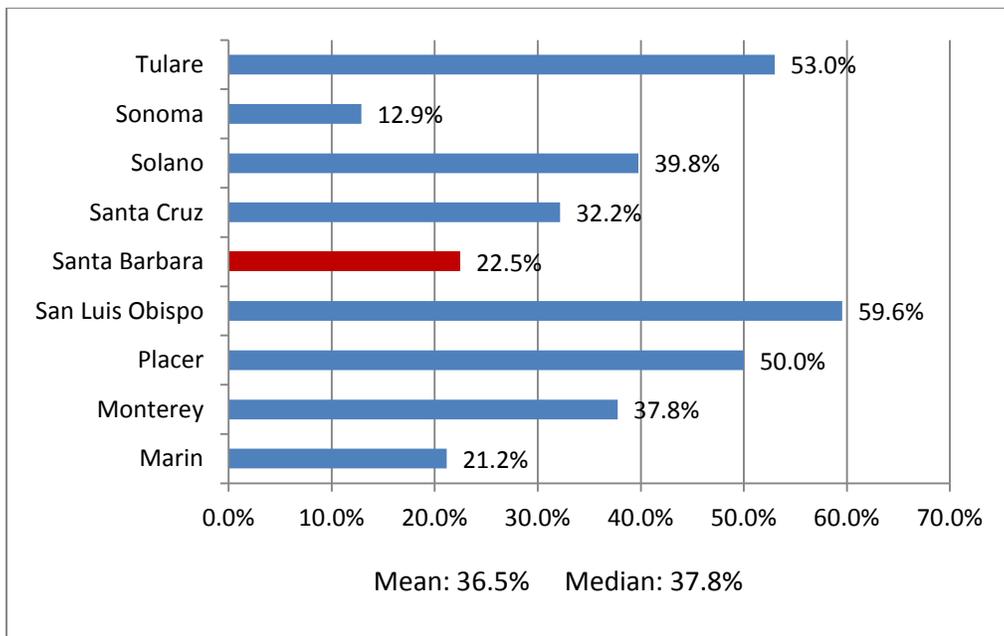
| Program | Counties |
|--|--|
| Gang Desistance | Santa Cruz |
| Driving License Restoration | Santa Cruz |
| Supervised Pre-Trial Release | Monterey, Sonoma, Tulare |
| Community Work Crews | Sonoma |
| In-Custody Mental Health Treatment | Marin, Santa Cruz, Sonoma |
| In-Custody Substance Abuse Treatment | Monterey, Placer, Santa Cruz, Sonoma, Tulare |
| In-Custody Education | Placer, Santa Cruz, Solano |
| In-Custody Anger Management | Placer |
| Tattoo Removal | San Luis Obispo, Tulare |
| Community Victims Accountability Board | Santa Cruz |

In-custody mental health treatment is also a program strategy that can provide positive long-term results. Research has found that mental health treatment alone will not likely reduce recidivism. The majority of offenders with mental health issues also have many criminogenic needs. Therefore, researchers believe that mental health treatment is more effective when paired with programs to address these criminogenic needs. Some of the other programs not found in Santa Barbara, such as Driver License Restoration, Gang Desistance, and Tattoo Removal are generally small in scope and lack good research documenting their impact.

Jail Operations

In looking at the specific county funding distributions, all counties allocated a substantial portion of revenues to fund jail operations. Three counties (Tulare, San Luis Obispo, and Placer) allocated over 50 percent or more of their funding to jail custody operations. The level of Santa Barbara’s allocation to jail operations is low relative to the mean and median levels of funding to jails for the group. Only Sonoma and Marin counties allocate a lower proportion of CCP funds to jail operations. In the majority of cases the County CCP’s did not explicitly link the level of allocated spending to the AB 109 population in the jail.

Figure 3: Percent of CCP Funding Allocated to Jail Operations

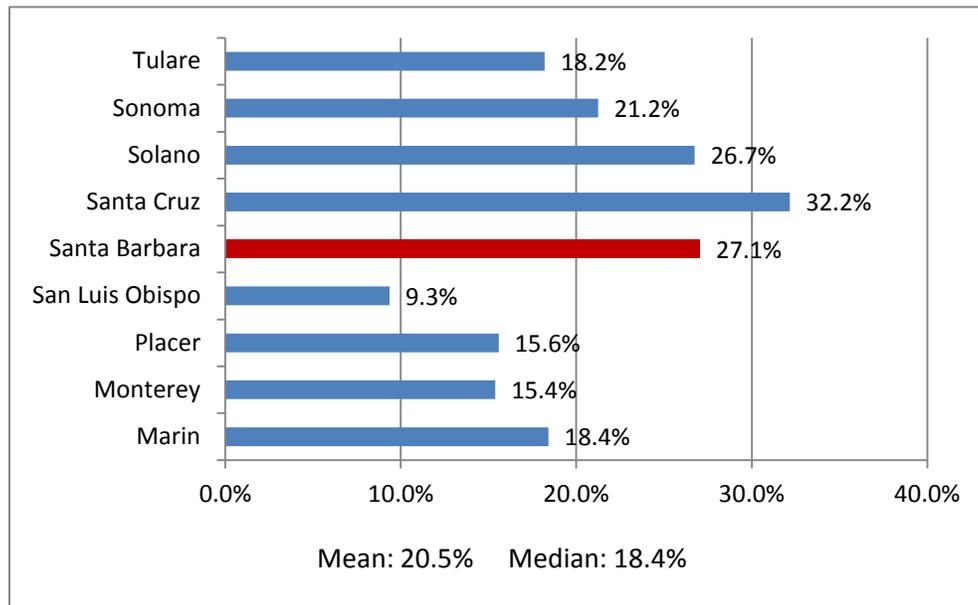


Probation Supervision

While all counties allocated significant resources to probation supervision, those counties with high levels of investment in jail operations tended to allocate lower levels of funding to probation supervision. The probation supervision programs generally included evidence-based strategies such as case classification, risk and needs assessment,

and caseload management based on risk of recidivism. Santa Barbara invests 27.1 percent of available AB 109 funding to probation supervision, which is the second highest level for the comparison group.

Figure 4: Percent of CCP Funding Allocated to Probation Supervision



Community-Based Treatment Programs

Community treatment programs include mental health services, substance abuse treatment, cognitive behavioral therapy, anger management, and other related programs. In Monterey, Santa Barbara, Sonoma, and Tulare counties these services are provided in grant-funded day reporting centers. The level of funding for treatment services ranges from a low of 5.3 percent in Placer County to a high of over 20 percent in Sonoma and Monterey counties. Santa Barbara allocates 15.1 percent of available funds to these services, which places it near the mean and median levels for the group.

Figure 5: Percent of CCP Funding Allocated to Community Treatment Programs

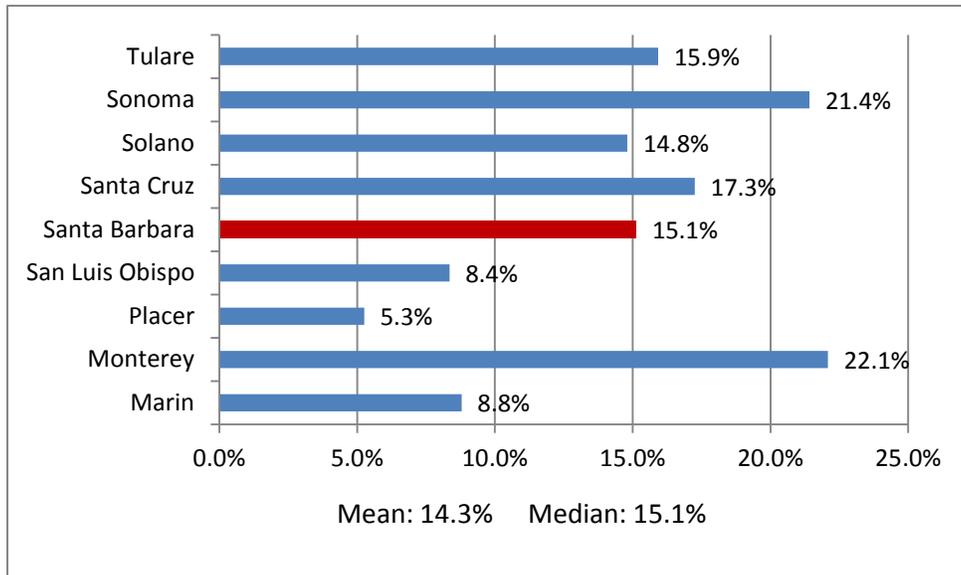


Table 11 shows the specific distribution of different types of community treatment programs funded by county CCP plans. The most common programs offered include mental health, substance, and cognitive behavioral therapy treatment. In Monterey and Sonoma these programs are primarily provided by county employees in Day Reporting Centers. Most other counties contract for these services. Santa Cruz and Santa Barbara sponsor the most diverse set of community treatment programs. Santa Barbara provides every type of community treatment program offered by the peer counties, with the exception of a gang desistance program provided in Santa Cruz County. The studies of the performance of gang resistance programs have failed to document any significant level of success in reducing recidivism or criminal activity.⁴

Table 11: Community Treatment Programs by County

| Mental Health Staff | Community Mental Health Services | Mental Health Medications | Co-Occurring Disorder Services | Community Substance Abuse Treatment | College Transition |
|---|--|--|---|---|--|
| <ul style="list-style-type: none"> • Marin • Placer • Santa Barbara • Santa Cruz • Tulare | <ul style="list-style-type: none"> • Monterey • Placer • Santa Barbara • Solano • Sonoma | <ul style="list-style-type: none"> • Placer • Santa Barbara | <ul style="list-style-type: none"> • San Luis Obispo • Santa Barbara | <ul style="list-style-type: none"> • Marin • Monterey • Santa Cruz • Santa Barbara • Solano • Sonoma • Tulare | <ul style="list-style-type: none"> • Santa Barbara |

⁴ Andrew V. Papachristos, Two Decades of G.R.E.A.T., *Criminology & Public Policy*, 2013, **12**, 3, pp. 367-371.

| Reentry Aftercare | Domestic Violence | Day Reporting Center | Literacy | CBT | Drug Testing |
|--|--|--|--|--|---|
| <ul style="list-style-type: none"> • Santa Barbara • Santa Cruz • Tulare | <ul style="list-style-type: none"> • Santa Barbara • Sonoma | <ul style="list-style-type: none"> • Monterey • Santa Barbara • Solano • Sonoma • Tulare | <ul style="list-style-type: none"> • Santa Cruz • Solano • Sonoma • Santa Barbara | <ul style="list-style-type: none"> • Marin • Placer • San Luis Obispo • Santa Barbara • Santa Cruz • Solano | <ul style="list-style-type: none"> • San Luis Obispo • Santa Barbara |



| Gang Desistance | Parenting | Female Offender Reentry |
|--|--|--|
| <ul style="list-style-type: none"> • Santa Cruz | <ul style="list-style-type: none"> • Placer • Santa Barbara • Santa Cruz | <ul style="list-style-type: none"> • Santa Cruz • Santa Barbara |

All of the programs and interventions have shown, under certain circumstances, to have a modest impact on recidivism rates (in the range of 3%- 10%). Thus one can say that the programs and interventions selected by Santa Barbara are evidenced-based. But that is not to say that the specific programs and interventions currently being funded under Santa Barbara’s Realignment are having an impact on public safety and costs. Such conclusions would require rigorous impact studies on each intervention and program. Part of that work is being completed by the UCSB on-going evaluation. But even that study will not address these questions.

In some regards, the question of having an impact on public safety and costs is not relevant to the purpose of Realignment. Its primary goal was to depopulate the state prison system without adversely impacting public safety. As will be shown later in the report, it has succeeded in reaching that overall objective. As such Realignment (and Prop 47) may simply reflect a less expensive and humane method for managing these people. If there is a modest positive impact on their lives then it makes Realignment even more attractive.

Alternatives to Incarceration

Alternatives to incarceration funded with AB 109 funds include electronic monitoring, supervised pre-trial release, and community work programs. Five counties allocated funding to these programs. Sonoma had by far the highest level of investment, largely directed to its new supervised pre-trial release program.

Figure 6: Percent of CCP Funding Allocated to Alternatives to Incarceration

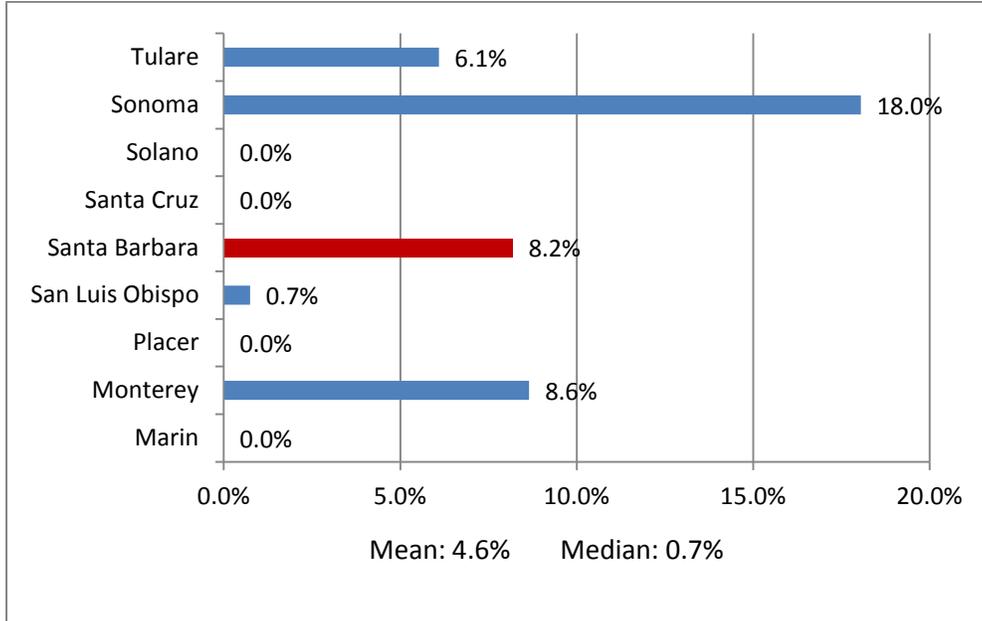


Table 12: Alternatives to Incarceration Programs

| Electronic Monitoring | Supervised Pre-trial Release | Community Work |
|---|--|--|
| <ul style="list-style-type: none"> • Monterey • San Luis Obispo • Santa Barbara • Sonoma • Tulare | <ul style="list-style-type: none"> • Monterey • Sonoma • Tulare | <ul style="list-style-type: none"> • Sonoma |

In-Custody Programs

In-custody programs included discharge planning, substance abuse treatment, education, cognitive behavioral therapy, and mental health services. Four counties (Sonoma, Santa Cruz, San Luis Obispo, and Marin) allocated approximately 10-18 percent of funds to these programs. The remaining counties, including Santa Barbara, allocated 2-4 percent of available funds to these services. Re-entry preparation and

substance abuse treatment are the most commonly funded in-custody programs funded by county CCP's. Santa Barbara in-custody programs are limited to reentry preparation and a small treatment program for dually diagnosed offenders (Table 13).

Figure 7: Percent of CCP Funding Allocated to In-Custody Treatment Programs

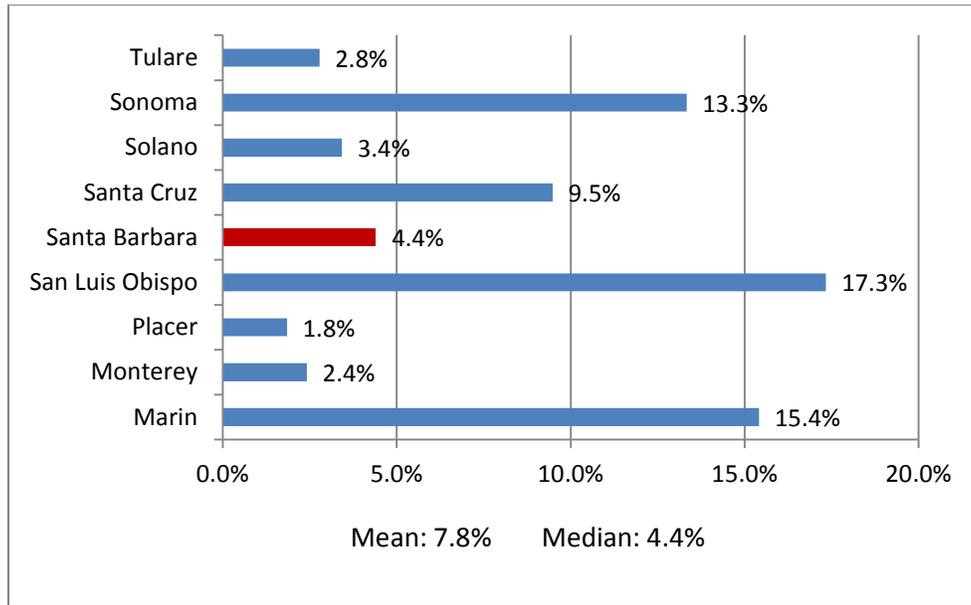


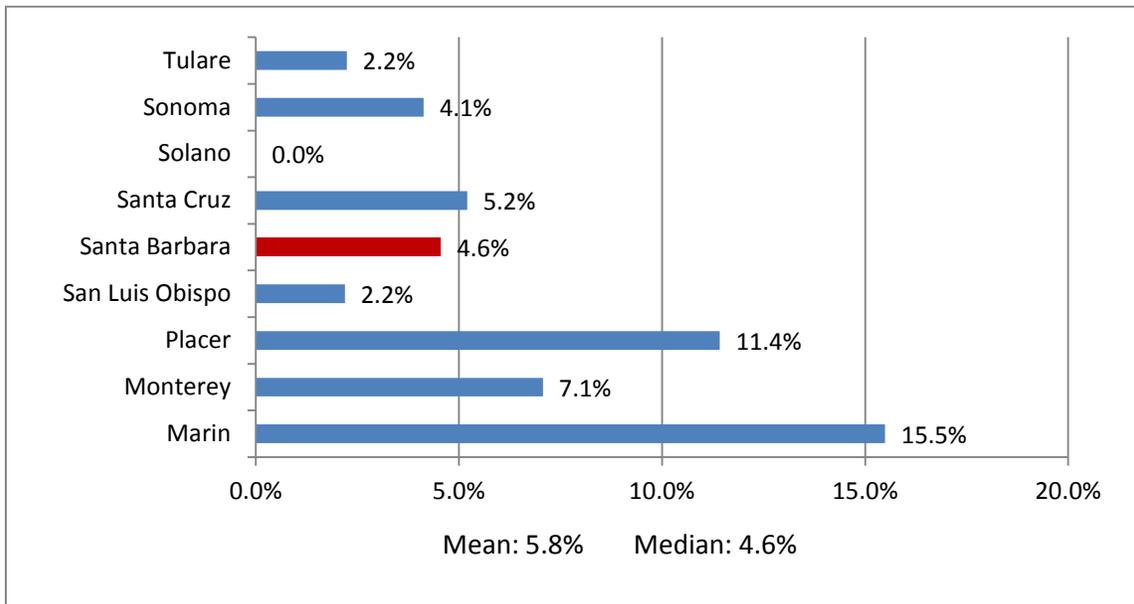
Table 13: In-Custody Treatment Programs

| Mental Health | Reentry Preparation | Substance Abuse Treatment | Dually Diagnosed Treatment | CBT | Education | Anger Management |
|---|--|--|--|--|--|--|
| <ul style="list-style-type: none"> • Marin • Santa Cruz • Sonoma | <ul style="list-style-type: none"> • Marin • Monterey • Placer • San Luis Obispo • Santa Barbara • Santa Cruz • Solano • Tulare | <ul style="list-style-type: none"> • Monterey • Placer • Santa Cruz • Sonoma • Tulare | <ul style="list-style-type: none"> • Santa Barbara | <ul style="list-style-type: none"> • Santa Cruz | <ul style="list-style-type: none"> • Placer • Santa Cruz • Solano | <ul style="list-style-type: none"> • Placer |

Direct Services to Released Offenders

Direct services for released offenders includes transitional housing, sober living centers, detox beds, employment assistance, program eligibility assistance, and direct funding for offender needs. Allocated funding levels for these services ranged from 0 to 15.5 percent. Santa Barbara's allocation of resources for these services ranks near the middle of the group (Table 14). Most of the counties fund transitional housing and sober living environments and some level of benefit reenrollment for released offenders. Monterey and Placer allocate most funding in this area to employment and job training.

Figure 8: Percent of CCP Funding Allocated to Direct Offender Services



These programs are designed to provide resources and tools to facilitate the reentry of offenders back into the community. The concept is that meeting basic needs will help offenders maintain compliance with probation terms and avoid recidivism. While this rationale makes intuitive sense, and as noted throughout this report, there is little research to document the long-term effectiveness of any of these programs. However, judged against more limited goals, providing short-term assistance to offenders in meeting daily living challenges, the programs do appear to have value.

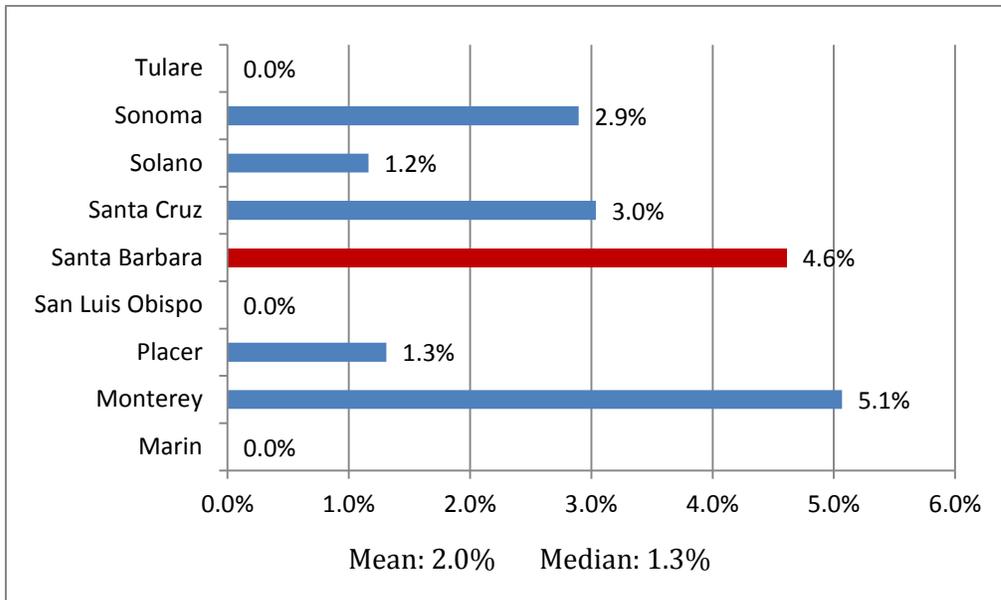
Table 14: Direct Services to Released Offenders

| Indigent Funds | Detox Beds | Tattoo Removal | Employment & Job Training | Legal Support | Driver's License Restoration | Benefit Enrollment | Transitional Housing/Sober Living Environments |
|---|---|---|---|--|--|---|--|
| <ul style="list-style-type: none"> • Marin • Santa Barbara • Sonoma • Tulare | <ul style="list-style-type: none"> • Marin • Santa Barbara | <ul style="list-style-type: none"> • San Luis Obispo • Tulare | <ul style="list-style-type: none"> • Marin • Santa Cruz • Santa Barbara • Solano • Sonoma | <ul style="list-style-type: none"> • Sonoma • Tulare | <ul style="list-style-type: none"> • Santa Cruz | <ul style="list-style-type: none"> • Marin • Monterey • Placer • Santa Barbara • Santa Cruz • Sonoma • Tulare | <ul style="list-style-type: none"> • Marin • Monterey • Placer • San Luis Obispo • Santa Barbara • Santa Cruz • Sonoma • Tulare |

Administration

Nearly half of the comparable counties do not allocate funds to administration or program overhead. It's not that these counties do not have overhead costs. They instead choose to maximize use of CCP funding for programs and services, in effect absorbing the additional administrative costs of these programs. Of those counties that do allocate funds for administration, Santa Barbara ranks as second highest, allocating 4.6 percent of resources to administration.

Figure 9: Percent of CCP Funding Allocated to Administration



Enforcement/Court Services

The most common use of CCP funds in law enforcement was to support interagency task forces of police and probation departments that focus on enforcement of the conditions of probation supervision and apprehension of violators. Santa Barbara, Marin, and Placer maintain such programs. Despite a smaller overall funding level, Marin County maintains a fairly robust CRT program (4 deputies and a sergeant) resulting in the largest allocation of resources to this type of program in this group. Sonoma, Placer, and San Luis Obispo also allocate funding to support parole revocation hearings. (Figure 10 and Table 15).

Figure 10: Percent of CCP Funding Allocated to Enforcement/Court Services

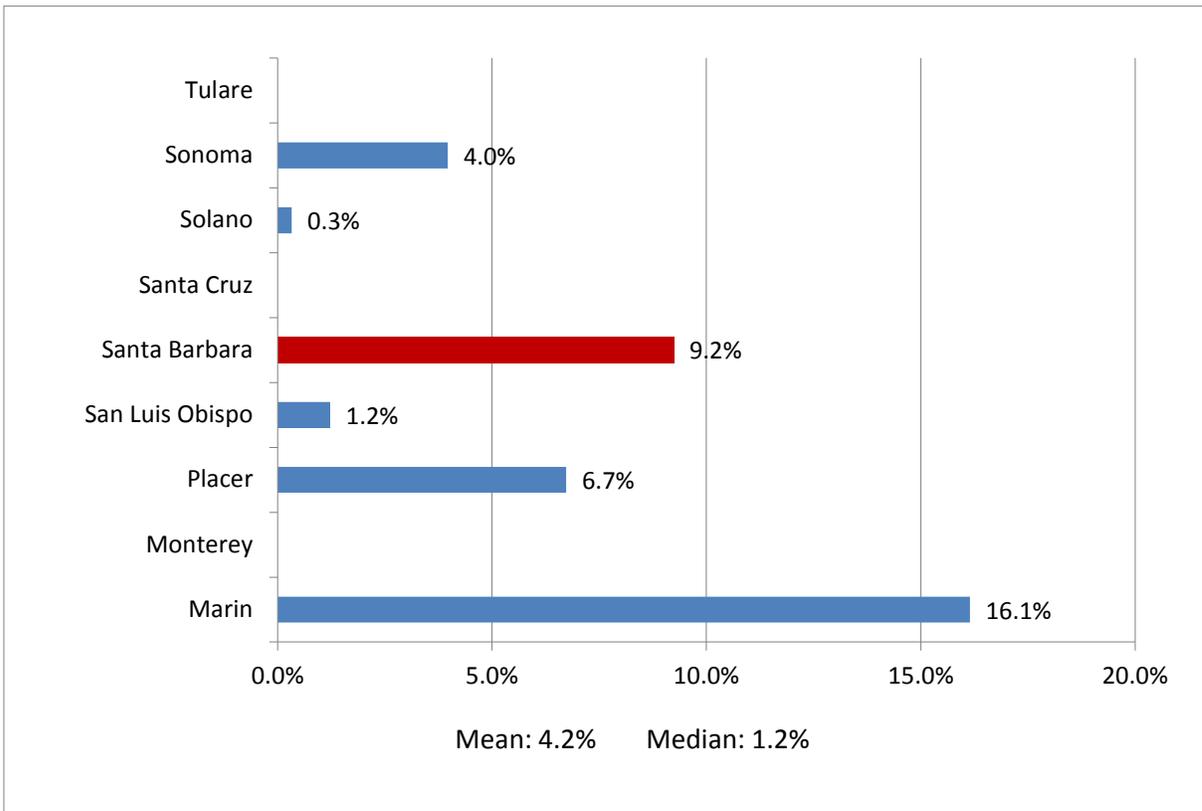


Table 15: Enforcement/Court Services

| Interagency Enforcement Teams | Parole Revocation Hearings Support | Gang Task Force |
|---|---|--|
| <ul style="list-style-type: none"> • Marin • Placer • Santa Barbara • Solano • Sonoma | <ul style="list-style-type: none"> • Placer • San Luis Obispo • Santa Barbara • Sonoma | <ul style="list-style-type: none"> • Sonoma |

Victim Services

Victim Services programs typically consist of a funded position in the DA’s office for a victim’s advocate or an attorney responsible for compliance with victim notification requirements. These types of programs are maintained by four counties. Placer County funds a full District Attorney position to provide these services, which accounts for their relatively high allocation of funding in this area. Santa Cruz County funds a Community Action Board that reviews offenders for approved reconciliation activities with victims (Figure 11 and Table 16).

Figure 11: Percent of CCP Funding Allocated to Victim Services

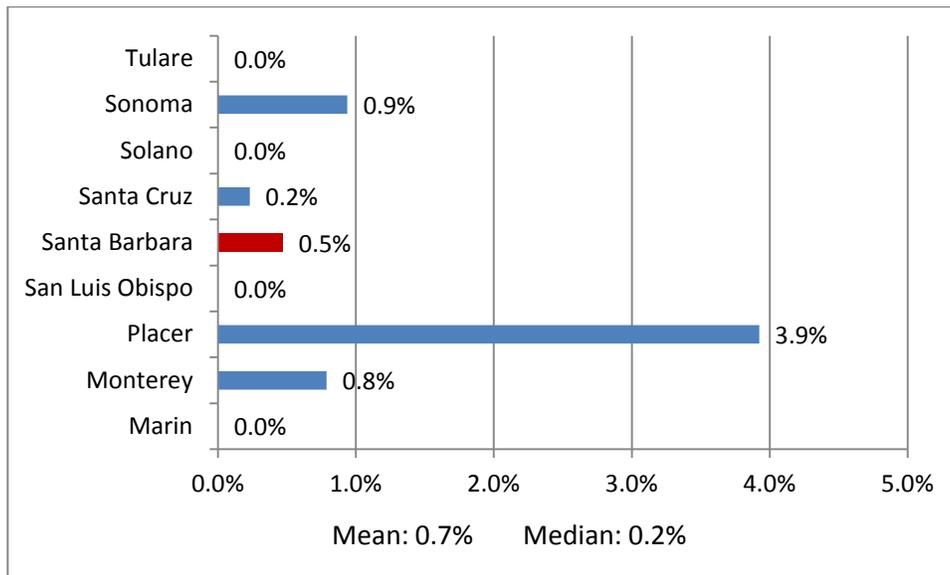


Table 16: Victim Services Programs

| Victim Advocate | Dedicated DA | Community Accountability Board |
|--|--|--|
| <ul style="list-style-type: none"> • Monterey • Santa Barbara • Sonoma | <ul style="list-style-type: none"> • Placer | <ul style="list-style-type: none"> • Santa Cruz |

Assessment of Santa Barbara County AB 109 Services

In general the County is funding a wide array of services for people who are sentenced and/or being supervised under Realignment. The following section is based on the data we received, observations of the major programs being offered, analysis being conducted by the UCSB research team, and interviews with the recipients of such services and supervision.

Jail Services

Other than incarceration, the primary service that is being funded via Realignment is a multiphase and multi-agency assessment and discharge planning process. In general this process is designed to assist AB 109 inmates re-enter the community and to assist probation supervision. The process is carried out in a joint effort by APD, SBSO, the Public Defender's office, and a community representative.

Two APD staff are assigned to the jail as Jail Assessors who serve as the gate keepers for the discharge planning process. This is a "passive" process where inmates or other persons must submit a referral request to be assessed. Based on the IST score and other factors decisions are made on the level of planning and service provision that is to be provided to the AB 109 inmate. Consistent with evidence-based principles, the greatest attention is directed to those people posing the highest risk to recidivate as dictated by the ROVAR score. Inmates who score Low Risk will receive minimal intervention (typically information via a community resource book). Those assessed as Moderate to High Risk will receive a more detailed discharge plan and perhaps program services while still incarcerated.

The Discharge Plan is finalized by the SBSO Discharge Planner who will interview the inmate, develop the discharge plan and review it with the inmate. Inmates are also counseled regarding post release follow-up education opportunities designed to encourage continued involvement in community based educational and vocational programs. For example, Santa Barbara City College offers a special STEP/jail post incarceration program. There are waivers that make the classes free.

The BRACE program (Breaking Recidivism and Creating Empowerment and Sanctuary House) is a community-based organization that provides individualized needs assessments for additional programming, counseling and treatment.

In terms of in-jail services, the only substantial in-house program operating in the jail is the STP which is not funded with Realignment funds. Currently there are approximately only 60 people enrolled in that program at any given time. Educational services are provided by the Santa Barbara City College in the areas of basic education and GED preparation. The program also provides anger management, cognitive behavior therapy, drug education, criminal thinking, relapse prevention services. STP classes run for 12 weeks. The qualifications for STP admission is that an inmate must have at least 60 days or more of expected incarceration, assigned to high-risk under the current classification system, pretrial, and an IST score of 5-8 points.

The SBSO wants to expand the STP by requiring additional classroom space, offering evening program sessions, and purchasing tablets to facilitate individual sessions that do not require group sessions. Significantly, the SBSO does not offer Milestone Credits for AB 109 sentenced inmates who participate in the STP or other programs. Currently, the only incentive program is placement of STP graduates in an alternate housing unit. Some inmates that are not STP graduates are still housed there, however. In this particular housing unit, there are larger TVs and hot water. They are working on additional unit upgrades such as microwaves. The inmates can voluntarily participate in additional programming through religious volunteers four days per week which are coordinated by a Community Outreach position funded by the SBSO.

According to the last Realignment report there were 866 discharge planning referrals between July 1, 2015 and January 31, 2016 which would equate to an annual number of nearly 1,500 per year. The total number of jail bookings/releases in 2015 was 18,272⁵. The level of planning a client receives is, in part, based on the offender's risk level and needs as determined by the assigned Discharge Planner and the assessment results.

Inmates complete a Discharge Planning Referral. Based on this referral, the Deputy Probation Officers, who are designated Jail Assessors, perform a needs assessment to make appropriate recommendations for programming upon release. Inmates are then assigned to a SBSO Discharge Planner who assists inmates to gain access to various programs taking into account the recommendations of the Jail Assessors.

The Public Defender's discharge planner responds to requests primarily from other attorneys, some probation officers, and inmates. The coordinator primarily helps inmates with an order from the court to be released once residential care has been secured. This method is sometimes used as alternative sentencing.

Electronic Monitoring/Alternative Sentencing for AB 109 Inmates

Alternative Sentencing continuously works with probation to provide a release plan. Clearly, alternative sentencing has lowered jail cost, jail overcrowding, giving the offender the ability to serve their sentence in a community based fashion provided inmates meet the eligibility criteria according to the ROVAR and IST. Currently, there are approximately 100 inmates on Electronic Monitoring (EM). Last year, there were approximately 200. The decrease is partially due to Prop 47 which has diverted people from jail who were EM eligible. There are approximately 2-3 violations per week by the EM inmates.

⁵ Carter, Goble, Lee. November 10, 2015. *Jail Staffing and Operating Cost Analysis. Santa Barbara County*. Pp. 1-8. Columbia, South Carolina.

The second Alternative sentencing program is the SWOP program, a work release program that currently serves 15 inmates at any given time. These inmates are performing community improvements, typically on the weekend.

The EM system for monitoring has proven to be helpful with getting inmates under control as a preventive measure rather than punitive. The Deputy Probation officers insisted that the process has come a long way towards a more organized process. Four deputies and two supervisors are assigned to the unit. In order to grow the EM program, the program Lieutenant would need an additional officer to monitor the program.

Jail Mental Health Treatment

Since 2013, mental health treatment has been provided by a private provider (Corizon Health) under a contract administered by the SBSO which expires on March 31, 2017. As of July 2016, there were 116 inmates in the jail who were on the mental health caseload. It was not possible to summarize the nature of the inmates' mental health illnesses.

Those that have severe mental health illnesses are assigned to Unit 100 which is not well designed for such inmates. In July 2016, there were 16 inmates in this unit. One of the major problems is tracking these inmates in terms of who they are, jail location, legal status and/or time left to serve. By all accounts, the communication between Corizon, APD, SBSO, and Behavioral Wellness is poor and needs improvement. A recently completed Grand Jury Report noted a number of deficiencies in the data systems, the intake assessment process, and oversight of Corizon activities.

Another key issue raised by the APD, SBSO, Behavioral Wellness and community-based organizations is the lack of transition from the jail to the community. A lack of in-county community based mental health treatment beds was a persistent theme raised by both criminal justice policy officials and community based organizations.

There is also an issue of continuation of the inmate's medication after release. APD and SBSO staff both advocate that a 30-day supply of medication for inmates with diagnosed mental health issues be a regular part of the discharge process to ensure this population will be able to take their medication without interruption.

There is also the issue of inmates who are classified as incompetent to stand trial (IST). As of October 6, 2016 there were 11 inmates (10 males and one female) in that status. Three were awaiting a competency review while the others were awaiting placement in the state facility.

Probation Services

Both our analysis and the UCSB evaluation is showing that the vast majority of AB 109 clients are receiving a wide array of mental health and other treatment based services. The UCSB study focused on people who had terminated from PRCS and PSS status as of 2015.

For PRCS, there were 355 people who have exited the program of whom the vast majority received either mental health or other forms of treatment services. It appears that only 76 (21%) did not receive any formal services. Those that did not receive services had significantly higher failure and violation rates. The same is true for the PSS cases who received a split sentence (161 exits thus far).

For this study we received a data file of the current PRCS and PSS Split-Sentenced clients. That file contained the number of services each group had received thus far. As shown in Table 17, nearly 1,300 services had been provided to the people currently under active supervision.

**Table 17. Summary of Services Provided To Date
Current PRCS and PSS Clients**

| Service Type | Services | % |
|---|----------|------|
| Active Supervision | | |
| Total | 1,272 | 100% |
| Alcohol and Other Drugs (AOD) | 310 | 24% |
| Cognitive Behavioral Therapy | 188 | 15% |
| Drop-In Education | 166 | 13% |
| Work and Gain Economic Self Sufficiency | 130 | 10% |
| Temporary Housing | 104 | 8% |
| Residential Treatment Program | 84 | 7% |
| Drop-In Employment | 50 | 4% |
| Custody to Community | 48 | 4% |
| Recovery-Oriented System of Care | 48 | 4% |
| Detoxification | 46 | 4% |
| Employment | 30 | 2% |
| Literacy Programming | 12 | 1% |
| Mental Health Treatment | 8 | 1% |
| Other | 36 | 3% |

The primary services being provided are alcohol and drug treatment, cognitive behavioral therapy, education, employment, housing and residential treatment. These are also services that have been found in other studies to have a moderate impact on recidivism rates. None have been found to have dramatic impacts on recidivism rates.

As noted earlier in Table 2, there are about 332 AB 109 people who are being actively supervised by the APD. Of that group, as many as 110 are in the jail serving their split sentences or for a violation of supervision requirements. This would mean that each person is receiving an average of 3-4 services thus far. This clearly exceeds what they were receiving under traditional CDCR parole supervision.

In terms of the “provider” of these services, the two Probation and Report Centers (PRRC), strategically located in Santa Barbara and Santa Maria, are the dominant entities (Table 18). The PRRC provide a rich array of services that range from food, clothing, employment, cognitive, alcohol and drug treatment services. In essence they are designed to be a “one-stop” shop for their clients.

Table 18. Providers of PRCS and PSS Split Sentence Services

| Agency | Services | % |
|------------------------------------|----------|-----|
| Probation Report & Resource Center | 892 | 69% |
| Coast Valley | 82 | 6% |
| Good Samaritan | 50 | 4% |
| Stalwart Clean and Sober Residence | 28 | 2% |
| Goodwill Industries | 20 | 2% |
| Willbridge | 20 | 2% |
| Salvation Army Hospitality House | 18 | 1% |
| ARC | 16 | 1% |
| Volunteers of America | 12 | 1% |
| New House | 10 | 1% |
| Other | 142 | 11% |

An effort was made to solicit the client’s views of these services from a couple of perspectives. The UCSB study included a kiosk base survey that consisted of 266 people under APD supervision. By and large those surveyed expressed positive opinions on their relationship with their Probation Officer and the services they were receiving. Like the official data most of them reported having received or currently being in a service/treatment program with the dominant program being AA/NA followed by group counseling. At the same time, the programs they disliked the most were AA/NA followed by the drug testing, GPS/EM and cognitive behavioral therapy.

The limited interviews of PRCS clients which were conducted at the PRRCs reinforce these survey findings. Most of these people expressed support for the services they were being provided. Those areas where suggestions for improvement were made included:

1. Transportation: Clients reported that they must rely on public transportation to attend the scheduled PRRC services. Bus tokens are offered to the clients but the clients indicated they were not sufficient.
2. Residency: Many of the interviewees were either residing with their families, in a residential service center, or in a few cases were homeless. The lack of a stable and independent residency was a common problem.

3. Excessive number of mandated classes: While the services being provided were appreciated, the number of services that clients need to attend on a weekly basis can be excessive. One client who was revoked and in the jail for a failed drug test stated that he was glad to be back in the jail saying that the service requirements were overwhelming.

Finally, our observations of the group sessions at the PRRC showed sporadic attendance with some groups consisting of only 3-4 people. The average attendance during our limited site visits was about six people. Part of the problem in sessions not being filled at full capacity is the APD policy of separating the sessions by whether clients are in PRCS or PSS status. The basis for this was that the APD sees the two groups as different in terms of their criminal sophistication with the PRCS being so defined. As was shown earlier there was a slight difference in the ROVAR scores between the PSS and PRCS. This may be, but program participation should be based on risk level and not legal status.

Key UCSB Evaluation Results to Date

As noted earlier, the UCSB is performing a multi-year evaluation of the AB 109 initiative. To date, three very detailed reports have been produced that provide very valuable descriptive information on certain aspects of the AB 109 spending plan. The research is focused on the PRCS and PSS components of AB 109. A significant gap in the evaluation is the Sheriff's STP and other in-custody programs. One recommendation from this assessment is to expand UCSB's evaluation to include the STP and other treatment programs.

In terms of determining the impact of currently funded programs and services to PRCS and PSS clients, the evaluation must rely on multivariate analysis to attempt to make definitive conclusions about the effectiveness of program services. Such a design is not nearly as powerful as a quasi or true experimental design where a true control group is established. Further, the number of cases that the UCSB study has been able to analyze is insufficient at this time to make definitive statements about program effectiveness. This problem should be mitigated somewhat in subsequent reports which are based on larger numbers of clients. But absent control group(s) of some kind conclusions about program effectiveness will be difficult to make.

Since all AB 109 participants are involved in some level of treatment there is no contemporary control group to create. The only option would be to create a pre-AB 109 population which would largely be people who were convicted of similar crimes and were sentenced to prison. That group would also have received some form of undocumented treatment and supervision. But at least some analysis could be done to see if the prior use of prison and parole at the state level was more effective than the local

form of imprisonment and probation supervision under AB 109. This design is being recommended by other researchers and may be underway in several counties.⁶

Nonetheless, there are several valuable findings that are worth summarizing. In terms of impacting recidivism rates (as measured by new felony and misdemeanor convictions), the following preliminary impact related findings are worth noting:

1. Positive changes in a) Criminal Thinking and b) Stabilization in Residency COMPAS scores are associated with lower recidivism rates for PRCS clients⁷ (p. 64).
2. In general, treatment services for PSS clients have not yet been found to be related to recidivism (p.94).
3. For both PSS and PRCS, GPS/EM monitoring has not yet been found to be a stable predictor of rates (p.35). The PSS clients had high program failure rates (p. 93).
4. PSS People who were assessed as low risk were more likely to receive services as opposed to moderate and high risk (p. 93). The risk-need-responsivity model indicates that treatment and supervision should be focused on high-risk clients. Providing services and high supervision to low risk people will serve to increase recidivism rates.
5. There were no statistically significant group differences in recidivism rates (as measured by one year e-conviction) between PSS offenders with Split Sentences and those assigned to Jail Only (p. 91).
6. If a PSS or PRCS are re-arrested and convicted it is most likely for a non-violent crime (pp. 45 and 85).

Regarding finding #5, it is consistent with other research that showed released prisoners with no parole or post-release supervision do as well as those who are supervised.⁸

⁶ Lofstrom, Magnus , Joan Petersilia, and Steven Raphael. August 2012. *Evaluating the Effects of California's Corrections Realignment on Public Safety*. Sacramento, CA: Public Policy Institute of California.

⁷ University of California, Santa Barbara. 2015. *Santa Barbara County Annual Report*. Public Safety Realignment Act, October 2011 – December 2014. Santa Barbara, CA.

⁸ Urban Institute, 2008. *Does Parole Supervision Work? Research Findings and Policy Opportunities*. Washington, DC: Urban Institute,. Jackson, Patrick. 1983. *The Paradox Of Control: Parole Supervision Of Youthful Offenders*. Santa Barbara, CA: Praeger.

PPIC Study of PRCS Releases

The Public Policy Institute of California recently released a study of Realignment in California that included county level data on PRCS risk levels and recidivism rates. The recidivism rates were calculated as two-year re-arrest and re-conviction rates. Compared to all other counties, Santa Barbara County had the fifth highest re-arrest rate (over 70%) and the ninth highest re-conviction rate (about 50%).⁹

The same report showed the overall risk and violent risk levels for the PRCS people based on the validated CDCR risk instrument known as the California Static Risk Assessment (CSRA) instrument. Similar to the ROVAR results, the overall recidivism risk levels were high for PRCS releases (about 60% rated high risk), but the violent risk levels were much lower (about 25-30%) as compared to the ROVAR levels (79% - see Table 6).¹⁰

The lower violent risk levels seem more appropriate given that when PRCS people are re-arrested and convicted, it is most likely for a non-violent crime, as shown by the UCSB study. This would suggest that the ROVAR violence scale is not accurate and is over-estimating the actual risk to commit a violent crime.

Use of “Results First” Data

Collectively, the above findings emphasize the difficulty in effectively treating large numbers of this population. Various meta analyses on the effects of treatment services consistently show that the effective programs can only lower recidivism rates by 5- 10 % in terms of an absolute rate reduction. Such rate reductions can only be realized for programs that are properly implemented and use evidenced based principles.

Santa Barbara County is one of several jurisdictions that are relying on such meta analyses to guide the funding of its Realignment and other rehabilitative programs. Referred to as the “Results First” program, which is jointly funded by the MacArthur Foundation and the PEW Charitable Trusts. Results First is based on a novel theory that the results of quasi-experimental and experimental studies in other jurisdictions can be directly employed to other locations meaning that recidivism reduction and cost benefit results would apply at the same levels as reported in other studies in other locations. The source of these estimates are based on the meta-analysis conducted by Steve Aos and his colleagues at the Washington State Institute of Public Policy (WIPP)¹¹

⁹ Lofstrom, Magnus , Mia Bird, and Brandon Martin. (2016). California’s Historic Corrections Reform. Technical Appendix, p. 6-7.

¹⁰ Lofstrom et al., 2016: 19.

¹¹ Aos, Steve, Mama Miller and Elizabeth Drake. (2006). *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs and Crime Rates*. Olympia: Washington, State Institute for Public Policy. Sherman, Lawrence, Denise Gottfredson, Doris MacKenzie, John Eck, Peter Reuter, and Shawn Bushway. (1997). *Preventing Crime: What Works, What Doesn’t, What’s*

This methodology is “novel” for a number of reasons. First and foremost, the Results First approach has never been validated meaning that the idea that you can take recidivism reduction findings in one jurisdiction and assume similar results in another has not been tested in any jurisdiction. This is the test of “portability” or external validity which has been discussed in several scholarly reports. In general, these external peer reviewed studies have found the concept of portability to be problematic.

Secondly, there have been methodological critiques of the meta-analysis methods as opposed to a simple literature review. Richard Berk argued that meta-analyses may be useful in terms of providing *descriptive* information on the collective effects of treatment interventions, but they should not be used to make sweeping statements about *causality* or the overall power of the intervention. He shows there are substantial problems in meta analysis such as how the studies are selected, the assumption that they represent the types of programs that exist in the real world, and the mixing of studies that use random assignment with those that do not. Among other things, literature reviews such as those conducted by Sherman et al., would suffice to identify promising intervention, but not to make any precise estimates of overall intervention effects.¹²

Third, the cost benefit calculations that are associated with the presumed risk reduction results. The model assumes that the benefits greatly outweigh the costs of the program even if it can only achieve moderate recidivism effects. For example, in the case of Reasoning and Rehabilitation (R&R) which is cited in the Santa Barbara AB 109 report as a program that is cost beneficial. More directly, it states that for every dollar invested in R&R, the County “generates approximately \$20 in benefits to taxpayers and victims”.

In order to reach this conclusion, a number of assumptions must be made. First, there is the assumption about recidivism reduction which the WSIPP model assumes is a 6 percent reduction as compared to a control group. To put this number in perspective, one can use the metric of “number needed to treat” or NNT. This statistic is used to estimate how many people need to be treated in order for one person to benefit. It is calculated by taking the inverse of the absolute rate reduction. So, in the example of the 6% reduction for R&R, the NNT is 0.6, meaning that 100 people have to go through the program in order to prevent six people from recidivating.¹³

Promising. A Report to the United States Congress by the National Institute of Justice, Washington, DC.

¹² Berk, Richard (2007). Statistical inference and meta analysis. *Journal of Experimental Criminology*. 3:237- 270. Sherman, Lawrence, Denise Gottfredson, Doris MacKenzie, John Eck, Peter Reuter, and Shawn Bushway. (1997). *Preventing Crime: What Works, What Doesn't, What's Promising.* A Report to the United States Congress by the National Institute of Justice, Washington, DC.

¹³ Nuovo, J.; Melnikow J., Chang D. (2002). Reporting number needed to treat and absolute risk reduction in randomized controlled trials. *JAMA* 287 (21): 2813-4.

Our review of R&R studies suggest it is not an unrealistic statement to assume that the overall average rate reduction is 6 percent. But what should be added is that several of the evaluations that the 6% rate is based, were randomized experimental studies that showed no recidivism rate reductions.¹⁴ The vast majority of the WSIPP studies that the meta-analysis is based on were the less rigorous quasi-experimental studies, the six percent reduction estimate should be viewed with some caution, but it is not unreasonable.

The most interesting part of the R&R estimates is the cost-benefit estimate. It assumes that for each program participant, program costs are only \$215. The benefits to taxpayers and victims are \$4,488. This produces a cost benefit ratio of \$20.87 for every taxpayer dollar funded for R&R.¹⁵ This large cost/benefit ratio is reached by assuming the marginal costs of each arrest, court processing, and correctional outcome (jail, prison, and/or probation that is avoided by the 6% reduced recidivism rate over a seven year horizon.

The use of marginal costs is proper to use, but even with that caveat, there are questions about how real they are. In order to reduce criminal justice costs, budgets need to be reduced or budget increases averted due to the recidivism reductions being estimated. However, there are many examples where correctional populations, arrest, criminal cases being filed and processed have been reduced, but no savings have materialized. This is largely due to the fact that many criminal justice costs are fixed and do fluctuate in relation to the amount of “business” being done. Most recently, the Public Policy Institute of California reported that due to Realignment and Prop 47 the CDCR prison population has declined by over 40,000 inmates, but its budget has increased from \$9.7 billion to \$10.6 billion.¹⁶

The other large cost factor is victimization costs. The averted victim costs are separated into two categories. One is direct victim costs such as loss of property, medical costs, and other costs that can be derived from National Victim Survey (U.S. Department of Justice, Bureau of Justice Statistics, 2003). The other costs are based on estimates of “pain and suffering” as reported by Cohen (1988) and Miller et al., (1996). These victim costs were derived from published civil case settlements. At best, they are symbolic, but serve to increase the victim costs estimates.

These cost-benefit estimates should be viewed with great caution. The “Results First” estimates are only theoretical in nature, and do not consist of actual savings that have been documented in follow-up studies of promising interventions. As such, they are

¹⁴ These studies include Van Voorhis, P., Spruance, L.M., Ritchey, P.N., Listwan, S.J., Seabrook, R. (2004). The Georgia cognitive skills experiment. a replication of reasoning and rehabilitation. project. *Criminal Justice and Behavior*. 31(3):282-305.

¹⁵ County of Santa Barbara Community Corrections Partnership. Public Safety Realignment Act. FY 2016-2017 Plan. P. 44.

¹⁶ Lofstrom, Magnus, Mia Bird, and Brandon Martin. (September 2016). *California's Historic Corrections Reform*. Sacramento, CA: Public Policy Institute of California. p. 4.

useful in showing relative magnitudes in effects that may, or may not occur. But they are useful identifying programs and policies that could have a modest impact on recidivism. For these reasons, we would recommend the cost-benefit results presented in the annual report should not be published until they can be validated on Santa Barbara County programs.

Key Criminal Justice Trends Post Realignment

In this section of the report, we present major criminal justice trends both pre and post AB 109 and Prop 47 to see what, if any, effects can be associated with these two major reforms.

Jail Population Trends

What has been the impact of AB 109 and the above programs on the jail population? Figure 12 shows the AB 109 population that has developed since October 2011. There was, as expected, a sharp increase from October 2011 to April 2013 when the total incarcerated AB 109 jail population reached 160 and the alternative sentencing population reached about 30 for a total of 190. Since then, the population has declined, largely due to two reasons. One was an increase in the use of “split-sentencing” and the other was the passage of Prop 47. More recently, there has been an uptick in the AB 109 jail population, which is fueling the overall jail population.

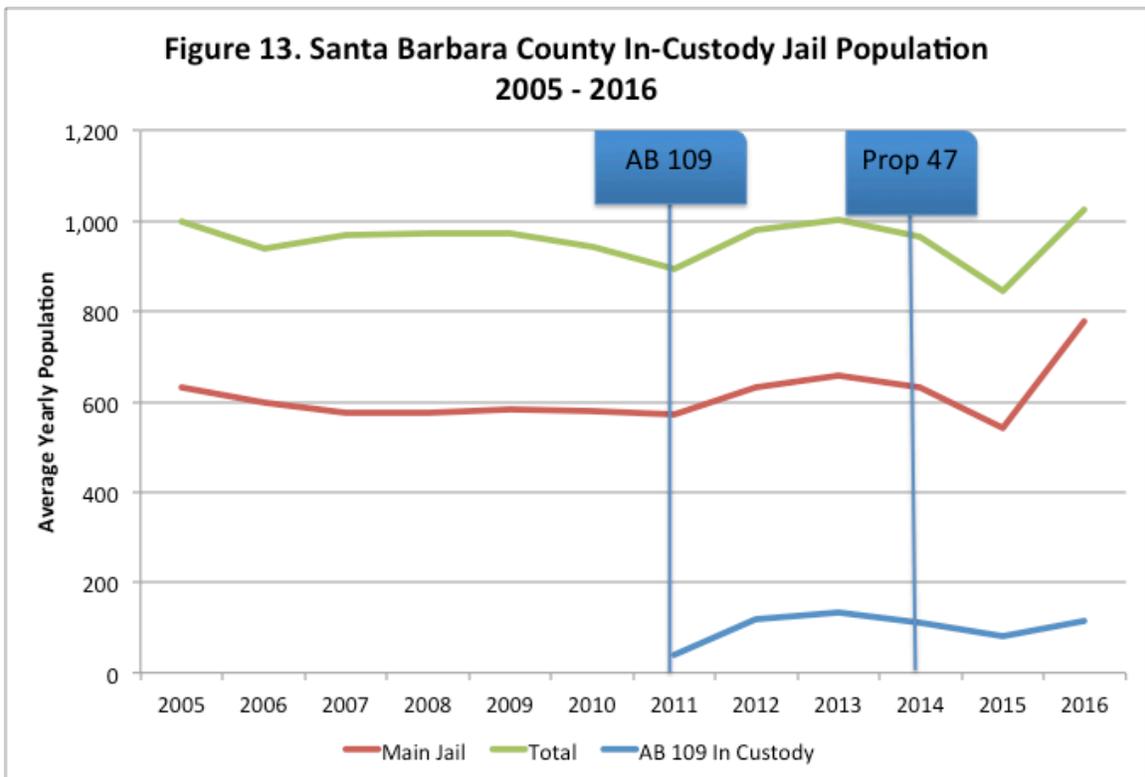
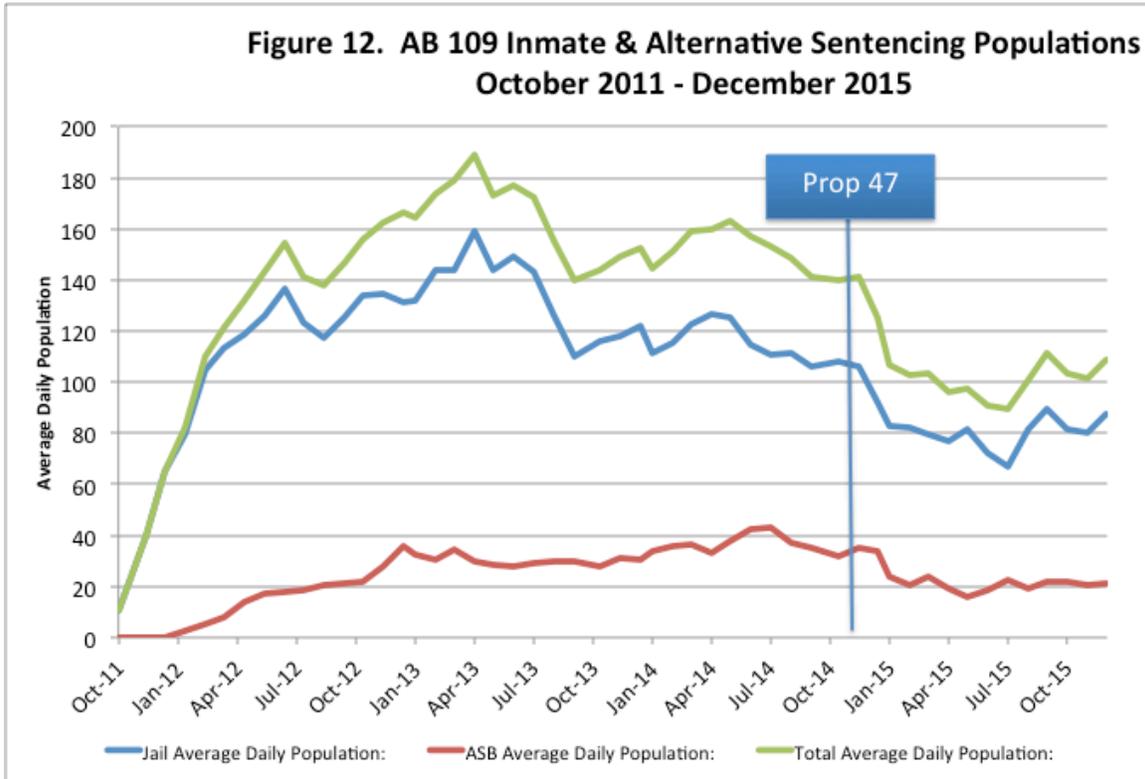
As shown in Figure 13, the overall custody jail population has been fluctuating in the 800 to 1,000 range. There was the mild increase after October 2011 followed by a decrease after Prop 47. But, the population through June 2016 has returned to its historic high level of over 1,000 inmates. In general terms, the population while fluctuating somewhat, has been relatively stable over the past ten years. There has been a sharp increase in 2016, but the jail population stabilized at about 1,000 inmates. It would be about 110 or so lower if the AB 109 population were not incarcerated in the jail.

Adult Probation Department Population Trends

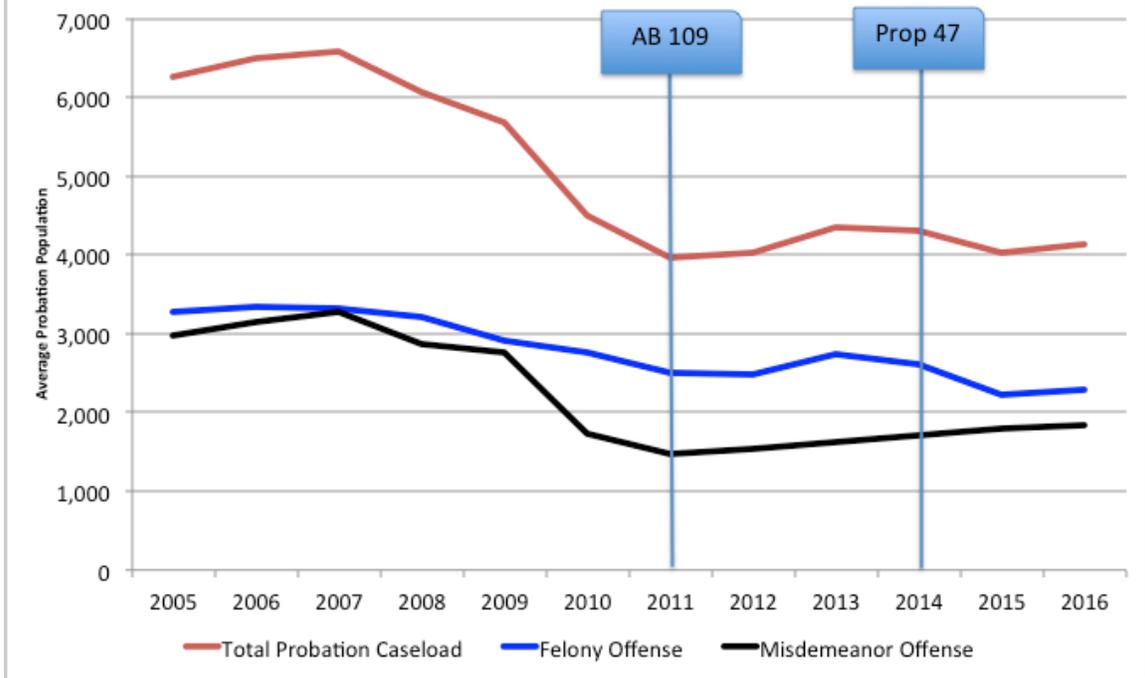
The APD population experienced a sharp decline between 2005 and 2016. After AB 109 there was a gradual, but moderate increase, in both the misdemeanor and felony level caseloads. After Prop 47 was passed, the felony probation population declined, but that decline was offset by a continued increase in the misdemeanor level population.

It is noteworthy that there was a sharp decline in the probation population between 2007 and 2011. Most of the decline was due to a reduction in the misdemeanor population which declined from over 3,000 to about 1,500. The reasons for this decline are not known at this time. That increase was tempered by Prop 47. The adult probation and jail populations shows a decline prior to AB 109 driven by the adult probation population reduction (mostly misdemeanors). But since AB 109, there have been no major changes in adult probation and jail populations (Figure 15). AB 109 seemed to

have moderate impact on the jail population. At the same time, revenues from the state via AB 109 are over \$10 million per year.



**Figure 14. Trends in Probation Population Caseloads
2005-2016**



**Figure 15. Total Correctional Populations
2005-2016**



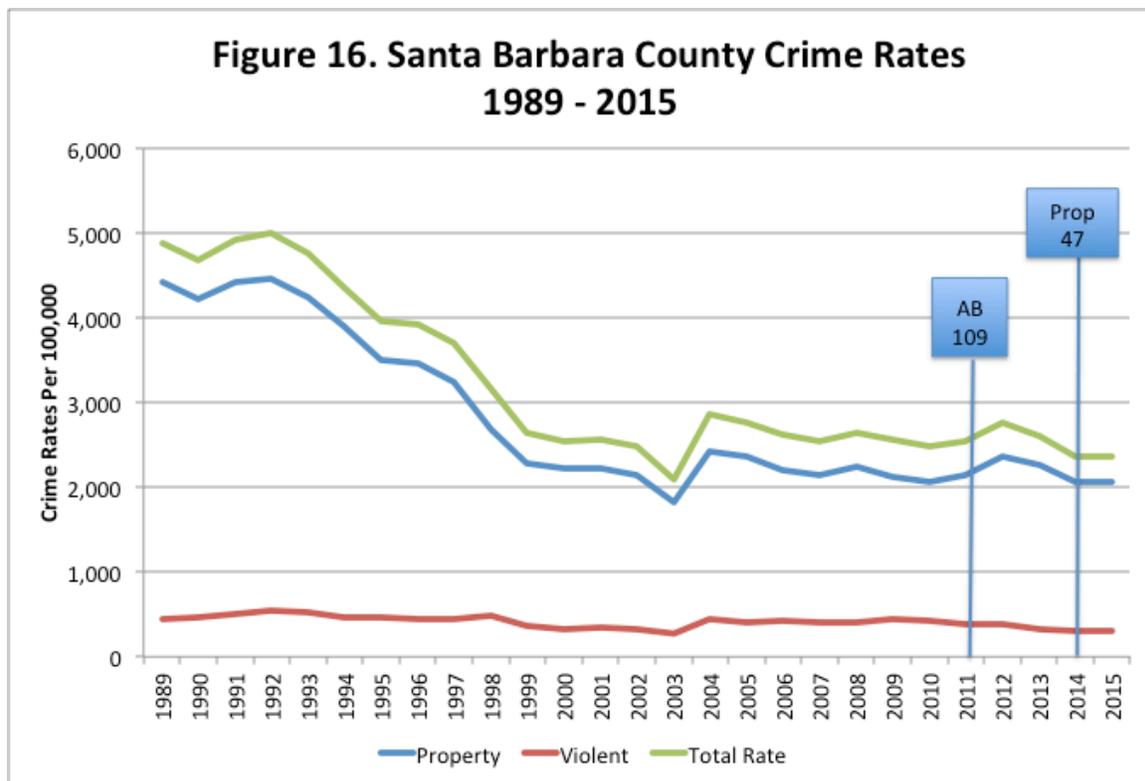
Crime and Arrest Trends

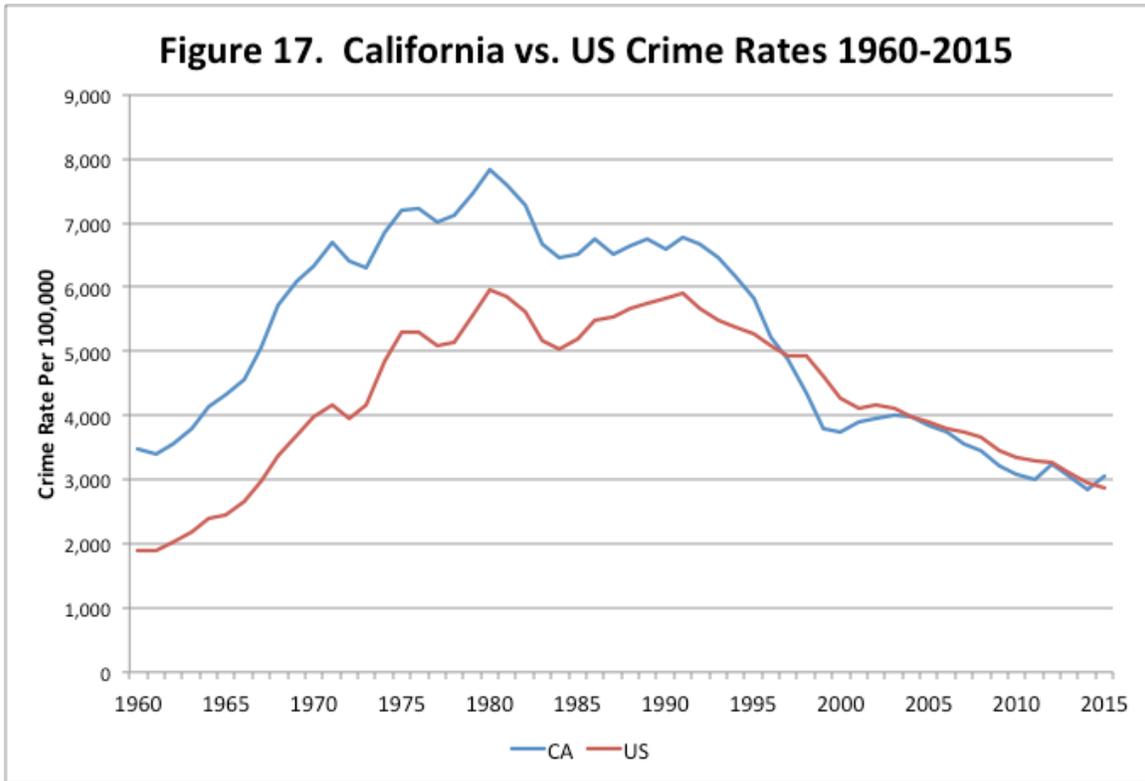
Similar to national and statewide trends, crime rates (expressed rates per 100,000 population) in Santa Barbara County have declined over the past three decades (Figure 16). There was a slight increase in the property crime rate in 2012 after AB 109 was passed, but that rate dropped again in 2013 and 2014. In 2015 the rate remained unchanged. The 2015 property and violent crime rates are the lowest they have been for many decades. There has not been any long-term impact on the crime rates since AB 109 was passed in October 2011. This finding of no impact for AB 109 is similar to the recently released report by PPIC which stated the following:

“Dramatically reduced incarceration from realignment did not lead to a broad increase in crime rates.” (PPIC, 2016: 3).

There has been a concern that crime rates have increased slightly in 2015 which occurred after Prop 47 was passed in 2014. The same PPIC report noted the uptick in California’s rate – especially its property rate increase. But, the authors stated that it was too early to make such comparisons. Unlike some other counties, the reported crime rate for 2015 has remained unchanged. But it is too early to make any assessment on that measure’s effect on crime rates.

California’s overall rate remains equivalent to the national rate (Figure 17). If one expresses the crime rate as the percent of the population reporting a crime to police each year, it has remained at the 3% level meaning that 97% do not report a crime to law





enforcement each year. And, as noted earlier, Santa Barbara County’s rates are below the California and US rates.

Comparisons were also made between Santa Barbara and California crime and arrest rates (Table 19). The County enjoys a slightly lower rate than the state for both property and violent crimes. Relative to adult arrests, the overall adult rate is more than twice the state rate which is driven by a very high misdemeanor rate.

In terms of the major correctional populations, its jail rate in 2014 was higher than the state’s, but it had a lower state imprisonment rate (Table 20). The probation rate per adult population is higher than the State’s again due to the high number of misdemeanors being supervised on probation. Overall, the aggregate correctional control rate is slightly higher than the state rate.

Figure 18 shows the trend lines in the two major criminal justice agencies with regard to spending and staffing levels since AB 109 was passed. There has been a steady increase in probation staff and the associated costs of that agency. For the SBSO, their budget increased through 2014, contracted in 2015 (as Prop 47 was passed) and increased in 2016.

**Table 19. Crime and Arrest Rates – Santa Barbara County vs. California
2014¹⁷**

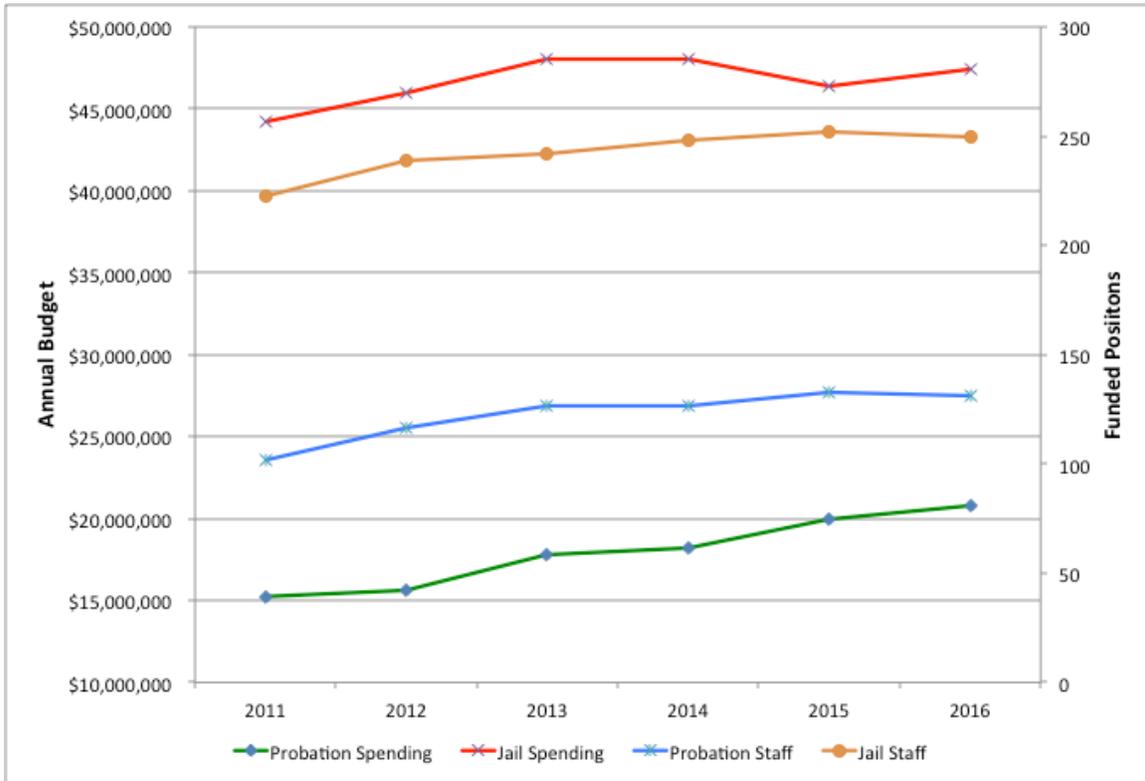
| Measure | California | Santa Barbara |
|-------------------------|------------|------------------|
| Population | 39,144,818 | 444,769 |
| Adults | 30,024,075 | 345,141 |
| Crime rate per 100,000 | 2,805 | 2,334 |
| Property | 2,418 | 2,043 |
| Violence | 387 | 291 |
| Adult Arrests | 1,126,022 | 22,786 |
| Misd. | 713,715 | 18,778 |
| Rate | 2,377 | 5,441 |
| Felonies | 412,307 | 4,008 |
| Rate | 1,373 | 1,161 |
| Total Adult Arrest Rate | 3,750 | 6,602 |

**Table 20. Correctional Populations – Santa Barbara County vs. California
2015**

| Measure | California | Santa Barbara |
|--------------------------------|------------|------------------|
| Jail Population – In Custody | 73,890 | 964 |
| Pretrial | 46,907 | 707 |
| Jail Rate Per 100,000 | 246 | 279 |
| Prison Population | 130,064 | 1,203 |
| Prison Rate per 100,000 | 433 | 349 |
| Adult Probation | 285,681 | 4,313 |
| Felony Probation | 244,122 | 2,603 |
| Misd. Probation | 41,559 | 1,710 |
| % Misdemeanor | 15% | 40% |
| Probation Rate | 952 | 1,250 |
| Parole | 51,271 | 506 |
| Parole Rate per 100,000 | 171 | 147 |
| Total Control Rate Per 100,000 | 1,802 | 2,024 |

¹⁷ 2014 is the most recent year that all of these standardized data are available.

**Figure 18. Probation and Jail Budgets and Staffing Levels
2011 - 2016**



Victim Compensation

The current strategic plan allocates few funds for victim services and none for direct victim compensation. Given there has been an increase in the number of formerly incarcerated people now being supervised in the community, there is a small, but discernable increased risk to public safety which translates into increased victimizations which are mostly in the property/theft category.

Currently, there are 479 active victim restitution accounts that are being managed by APD. The total amount of restitution ordered by the courts is \$3.3 million. Of that number, 56% (270) have restitution orders under \$1,000 with an average of \$309 (Table 21).

Victims are not being fully compensated in a timely or complete manner. Restitution payments take excessive time, and are often never fulfilled for a variety of reasons.

Table 21. Current Adult Victim Restitution Accounts

| Beginning Balance | # of Accounts | Total Amount | Average | Paid To Date |
|----------------------|---------------|--------------|-----------|--------------|
| \$100,000 and higher | 5 | \$1,772,697 | \$354,539 | \$24,091 |
| \$50,000 to \$99,999 | 4 | \$267,441 | \$66,860 | \$22,235 |
| \$25,000 to \$49,999 | 12 | \$412,537 | \$34,378 | \$56,667 |
| \$10,000 to \$24,999 | 13 | \$173,933 | \$13,379 | \$68,731 |
| \$5,000 to \$9,999 | 39 | \$275,719 | \$7,070 | \$56,983 |
| \$1,000 to \$4,999 | 136 | \$322,528 | \$2,372 | \$105,240 |
| \$Under \$1,000 | 270 | \$83,457 | \$309 | \$50,503 |
| Total | 479 | \$3,308,312 | \$6,907 | \$384,450 |

Source: Santa Barbara Adult Probation Department

Information Flow Between And Data Gathering Among Criminal Justice Partners

During the course of this study, the issues that confront the users of the various data systems that support the operations of the major criminal justice agencies were solicited. While a formal technical assessment of each data system was not conducted, a comprehensive over-view of the major weaknesses of the current data systems was completed.

If there was one common theme among the key criminal justice partners (Courts, District Attorney, Public Defender, Adult Probation and Sheriff) it was the inability to access and view each other's data systems. For example, the SBSO jail staff are unable to view the probation database. This is a severe limitation given that such a large proportion of the jail population is also under the jurisdiction of the APD. In essence each criminal justice partner operates their own data system which have not been designed to interact with one another. This results in a massive level of duplication in data entry and analysis.

Both the Courts and SBSO are in the process of migrating to new systems that will ease some of these major systems. The Courts will be migrating to the Tyler Technologies Odyssey suites product line by the early part of 2017. Odyssey is a well-known court data management system that will facilitate information exchange and management within the courts and among its criminal justice partners.

Similarly, the SBSO is upgrading its current system (ATIMS - Advanced Technology Information Management System). The target date for completing the upgrade is June 2017. The SBSO also operates a needs assessment database (ACTS or Applied Correctional Transition System). This is a case management system for jails that includes a risk and needs and assessment system which is different that probation's COMPAS system. ACTS is currently installed, but not fully functioning due to technological issues. The SBSO (and its partners) are also unable to quickly determine

the medical and mental health status of the inmate population, as that data are stored on the private provider's database.

The District Attorney office is using another antiquated database called Damion that was purchased over 20 years ago. The agency is currently evaluating its options for replacing the current system but has not made any decisions. However, the District Attorney staff will be making its recommendation based on the need to be compatible with the Odyssey case management system.

The Public Defender recently migrated to a case management system developed by Journal Technologies (eDefender). There are no current plans to replace this system which is a well-known and widely distributed database for the courts, prosecutors and public defenders. Steps are being taken to improve the sharing of data and documents with the Courts in the early part of 2017.

The APD seems to have an excellent capacity to extract and analyze data from its current data system. All of the requests for extract files with the data needed to conduct much of the analysis reported here and by the UCSB reports have been promptly and accurately provided.

The data sharing problems in Santa Barbara County are the direct result of a lack of coordination at the county level. While there is a county-level IT group, there seems to be a lack of control over what agencies are allowed to purchase what database software. Further, there is no data warehouse where even distributed case management systems could store key data elements that could be accessed by other criminal justice and county agencies.

Directly related to the inability to share data among the criminal justice partners is the lack of a standardized and mutually exclusive ID number that would be assigned to each individual at the point of booking and or charges being filed. Without such an ID, it is very difficult to track individuals as they are processed by the courts and corrections. Further, since a large number of people are re-arrested, incarcerated, convicted, and resentenced to probation and the jail multiple times, it's important to accurately track the entire history of criminal justice contacts.

There is a Data Sharing Workgroup that was recently created to resolve these and other issues. The workgroup has been meeting on a monthly basis. The major tasks they are working on are how to create the mutually exclusive person-based ID number and how to move forward with a data warehouse/hub.

Once those two tasks are completed (hopefully by the end of this year), it is recommended that the county consider creating a Central Project IT Manager position whose sole job would be to oversee and coordinate the purchase and upgrading of database software for the criminal justice partners. The other obvious need is to create a data warehouse.

Gaps In The AB 109 Strategic Plan

In general, the Santa Barbara County Strategic Realignment Plan represents a sound approach for investing the approximately \$10 million in funds allocated by the State of California as part of the Realignment legislation. However, compared to other county Realignment Plans, statistical data reviewed here, and interviews with criminal and community advocates, and people sentenced under AB 109, there are significant gaps in the current Realignment strategic plan that should be addressed. Some of these gaps apply to both AB 109 and non-AB 109 offenders and are listed below:

1. In-House Jail Program for All AB 109 Inmates

There is broad agreement that there is insufficient programming available to people who are spending extended periods of time in the jail. This applies to both AB 109 designated inmates and non-AB 109 inmates (both pretrial and sentenced).

2. Jail Classification System

The SBSO lacks a comprehensive jail classification system that addresses the custody, program needs and re-entry process for all people booked and released from the jail. There is no formal reclassification process that rewards inmates for good behavior and program participation. A centralized system is required that would substitute for, and enhance the current assessment and discharge process that only impacts a small percentage of the jail bookings and releases. This unit would have access to the Superior Court and APD databases.

3. Transitional Residential Treatment Beds for People with Mental Health Problems

There is broad agreement that inmates with significant mental health issues are being released to the community without an opportunity to be placed in a transitional treatment bed. This applies to both AB 109 and other inmates.

4. Forensic Beds for Current Inmates with Severe Mental Health Disorders

Within the jail, there are at least 10 -15 inmates with significant major mental health disorders (most declared as incompetent to stand trial). Due to a lack of state facilities, these people languish in the jail for extensive periods of time. All of these inmates are not Realigned inmates.

5. Supervised Pretrial Release Program

There is broad agreement that the County lacks an adequate pretrial services capacity that could provide effective supervision to pretrial defendants who are unable to secure pretrial release. Such a capacity would serve to lower the pretrial jail population and reduce FTA and pretrial arrest rates. The County has retained the services of a consultant group (The Carey Group) to address this same issue. JFA contacted this organization and it concurs with this recommendation.

6. Employment, Job Readiness, Residential, and Transportation Services

There are some, but in our view, insufficient basic services being made available to meet the basic living needs of the AB 109 population. It was not uncommon for people we interviewed (clients, criminal justice officials, mental health staff and community advocates) to cite this as an on-going problem not only for the AB 109 population but also for other people in the jail or under probation supervision. These are in the areas of securing and maintaining employment, stable residency, and transportation. We recognized that this can be a very difficult population to meet such needs, but additional resources in these three key areas should be funded until there is consensus that the needs have been met.

7. Victim Compensation

One must recognize that with AB 109, there will be an increased number of people being victimized each year. Most of these losses are for property crimes with low economic values. But, the County has an obligation to better compensate these victims for their losses in a timely and complete manner.

8. Scope of UCSB Evaluation

There is no ongoing formal evaluation on the extent and conditions of confinement for people sentenced to jail or admitted for violations. The SBSO STP program is not being evaluated at this time. The UCSB evaluation should be expanded to cover the proposed SBSO program areas. UCSB also needs to attempt to establish a pre-AB 109 cohort to measure the impact of AB 109 on recidivism rates (re-arrest and reconviction) for both the PRCS and PSS populations.

9. Information System Needs

The County's criminal justice system's data systems are not properly designed and coordinated with one another. This situation greatly impairs the ability of each agency to properly monitor, evaluate and supervise people and criminal cases under their jurisdiction. AB 109 Funds should be allocated to address these deficiencies.

Recommended Changes To Current Strategic Plan

This section summarizes the major recommendations for reinvesting current AB 109 funds toward new initiatives. We believe these initiatives will provide a more balanced use of AB 109 funds to better manage the AB 109 population and other aspects of the County's criminal justice, behavioral wellness and community-based services. If implemented, they would serve to lower the jail population (both pretrial and sentenced) and possibly lower PRCS and PSS revocation rates. At this time, it is not possible to determine whether recidivism rates (arrests and convictions) will decrease.

Administrative Recommendations (No Cost Implications)

1. Invest In Other Areas Of Criminal Justice That Are Indirectly Related To AB 109

Rationale: The review of other county spending plans and documents provided by other state officials confirm that AB 109 funds can be used for a variety of purposes (like pretrial diversion) that are not directly linked to just the AB 109 population. Further, the amount of funding allocated for just the AB 109 offenders is more than required, and surplus funds can and should be used for other purposes.

2. Transfer Contracting Oversight for Direct Services from Probation to the CEO.

Rationale: One of the tasks in this assessment was to determine if direct services being delivered under AB 109 were as anticipated and were being adequately monitored? Our assessment found this to be the case. However, we also found some level of fragmentation in the areas of mental health services in the jail, short-term community treatment bed utilization, work force services, and contracted rehabilitative services. Part of the problem is that many of the service providers for AB 109 clients and other APD cases also provide services for other County agencies. Better efficiencies and management of these service providers would be realized if the contracts were centrally managed in the County Executive Office (CEO).

3. Require the Department of Public Health and Behavioral Wellness to Administer the New Medical Contract for the Sheriff

Rationale: The SBSO is not the proper agency to monitor a contract that delivers medical and mental health services in the jail. The County's Departments of Public Health and Behavioral Wellness should administer the contract to ensure inmates are being properly assessed and treated in the jail, and to ensure the transition from the jail to the community does not interrupt the services that were being provided in the jail.

4. Base assignment to group counseling sessions solely on the person's risk level and not their legal status.

Rationale: There is no scientific basis for segregating people for treatment by legal or sentence status. By doing so, scheduling people for sessions is complicated, inefficient and participation rates compromised.

5. Reduce the Number of CCP Work Group, Full CCP Meetings, and Increase Public Participation

Rationale: As part of AB 109, each county is expected to use its CCP to formulate and monitor its AB 109 strategic plan. There are no legislative requirements on how often the full CCP or its various work groups must meet. The current schedule is for the CCP work group to meet monthly while the full CCP group is meeting at least quarterly. While these meetings may be of some value they are extremely time consuming for the APD to

prepare for and administer. Our limited observations of both meetings, suggest that the schedule could be modified to fewer meetings without compromising their value. Specifically, we would recommend quarterly CCP work group meetings and semi-annual full CCP meetings. A reduced schedule would ensure better attendance and greater value in the information being provided. Additionally, concerted efforts should be made to increase the participation of the public. Rotating the meetings to Santa Maria and Santa Barbara, and, occasionally holding the meetings in larger venues in the evenings would help increase public participation.

6. Relax the policy of discouraging out-of-county residential placement of defendants in pretrial status

Rationale: The APD expressed a policy of not approving, with some exceptions, residential placements that have been secured by the Public Defender’s staff if the bed location is outside of Santa Barbara County. The rationale was that such placements often result in the person absconding from the placement. Thus far, we have been unable to secure any data that would show a higher absconding rate for out-of-county placements. Suitable candidates for pretrial release should be placed in any suitable residential placement, regardless of the geographic location.

Programmatic Recommendations (Cost Implications)

7. Expand the current STP and other in custody programs for all inmates with significant periods of imprisonment to better prepare them for release and transition to community supervision

Rationale: The jail lacks such a comprehensive program. Implementing an expanded and more comprehensive in-custody program would a) reduce violence in the jail and b) better prepare inmates for transition to the community which may have a modest impact on recidivism rates. The expanded program would increase the number of inmates who could participate in the limited (72 person capacity) program that now exists (Appendix A). It would rely on acquiring a number of Edovo secure tablets that would allow inmates to access a variety of program services without having to attend a group session (see Appendix B for a listing of the curriculum available from Edovo). Milestone credits should be awarded to program participants as is being done in many California jails. These credits would serve as an incentive to participate and to lower the sentenced jail population. In order to implement a sound program the SBSO will need to implement a centralized classification and risk assessment process for all admitted inmates who are not released within a few days of arrest. This process will need to utilize an objective classification system to guide inmate housing and program referrals.

8. Establish a supervised pretrial release program for detainees who have been unable to post bail or secure release

Rationale: While such a program will not directly impact the AB 109 sentenced population it would, if properly designed and implemented, have an impact on lowering the pretrial jail population. Such a reduction would enhance the ability of the SBSO to

expand its STP in what is now a crowded facility. With a reduced jail population the resources required for an expanded STP would be marginally reduced. In order to implement such a program, a validated risk instrument will need to be designed and tested to guide the supervision levels of the released defendants.

9. Ensure the Department of Behavioral Wellness long term strategic plan will remove the acute mental health care inmate (approximately 10-12 inmates), and increase the number of crisis, residential and supported living mental health beds

Rationale: The jail currently houses 11 IST inmates, eight of whom are awaiting placement in the state facilities for treatment. The DBW has developed a long term plan to increase the County's mental health bed capacity ranging from acute to supported living. That plan should be inclusive of the need to remove the acute mental health cases from the jail. It will also ensure that DBW has taken direct administrative and programmatic control over these clients.

10. Expand Employment Opportunities via the Santa Barbara County Workforce Development Board

Rationale: Currently, there is limited opportunity for AB 109 people to receive high quality work readiness and employment services. The County has a Workforce Development Board (WDB) that develops innovative workforce strategies that businesses, individuals, and industries achieve and sustain economic vitality across all communities in Santa Barbara County. The WDB is available to County residents, laid off workers, and businesses through its two Workforce Resource Centers located in Santa Barbara and Santa Maria. This agency could enhance its presence with the AB 109 population who are being released from the jail system. Special attention would be directed to those AB 109 offenders who will have no supervision requirements upon release. This program would ensure a direct link and connection to the County's existing workforce system and its extensive resources.

help

New Technology (Cost Implications)

11. Develop a smart phone app for people placed on community supervision or assigned to the Sheriff's Alternative to Incarceration program

Rationale: The future for community supervision will shift from a cumbersome and expensive centralized face to face model, where people must report to a remote location to meet supervision and treatment requirements, to a distributive model based on smart phone technology. Santa Barbara could become one of the pioneering beta sites where such technology is tested and refined. Developing a community supervision smart phone application would be the first step. Such an application would allow people to more easily interact with the probation officer, receive notices about required appointments, job opportunities, residential opportunities, increase family contacts, download self-help lectures and group sessions, make restitution payments, monitor the person's current and history of geographic location and phone calls, and reduce transportation costs.

Suggested Re-Allocations To Current Strategic Plan

On a long term basis, any resources for investment into new programs should come from reallocation of existing AB 109 funded program allocations. Even though there is a substantial surplus from previous years of under-spending, it would not take too many years of accelerated spending on programs or capital projects to deplete the current surpluses. As noted previously, the distribution of AB 109 revenues has been fairly constant since commencement of the program. Our assessment of the current spending allocations identified the several opportunities for reallocations, that if followed, would redirect over \$2 million per year for new initiatives that would fill the gaps noted earlier and have a greater impact on overall criminal justice costs and public safety (Table 22).

1. Compliance Response Teams

Rationale: The two AB 109 funded Compliance Response Teams (CRT) provide 6 staff for enhanced monitoring of realigned probationers. This includes a full-time deputy probation officer for each unit which is an unusual use of probation staff. Typically, the supervising probation officer accompanies the CRT on such aggressive compliance checks. There is a third CRT that is funded by non-AB 109 funds but performs the same core functions (compliance checks, assist in cross jurisdictional arrests, and seizures of weapons and drugs associated with such activities). In 2015 there was a total of 113 compliance checks, 65 arrests of AB 109 offenders, another 71 other non-AB 109 arrests, nine firearms seized and 104 grams of meth or heroin confiscated. It is not known what portion of the firearms and drug seizures were associated with AB 109 offenders. The numbers for 2016 to date are significantly higher despite a stable AB 109 population.

As noted earlier, the relative level of investment in CRTs in other comparable counties (with the exception of Marin County) is either zero or much lower. The percent of total arrests made by the three CRTs is less than one percent of the total adult arrests made. The need for this level of enforcement activity is further mitigated by the relatively low caseloads for probation officers assigned to supervise these offenders.

2. Re-allocate Probation Staff

Rationale: With ten probation staff dedicated to AB 109 offender supervision, caseloads average approximately 1:45. This workload should allow sufficient monitoring activity, particularly as only 273 offenders are under active supervision and the county's risk assessment instruments show that 34-40 percent of the realigned probation population is low to medium risk to recidivate. Reducing the number of CRT's to one would save \$482,021 per year. Eliminating both of the AB 109 CRT's would free up \$964,401 per year for other investment opportunities. In particular, re-assigning these positions to a supervised pre-trial program would have a more effective use of these resources.

3. Alternatives to Incarceration

Rationale: As a result of Proposition 47, the electronic monitoring population is down 50 percent from its peak level of 200 offenders on the program. Moreover, the program has a high failure rate. Reducing the program by 50 percent to meet current population levels

would save approximately \$427,000 per year which could be reinvested in new and more important initiatives.

4. Transitional Housing

Rationale: In each of the last four years, the spending plan has allocated \$320,000 sober living environments and detox services. Actual spending has averaged approximately \$220,000. This is a valuable service but there simply are not enough AB 109 clients who can benefit from that service. They may and often do have other residential needs that may be more effective and useful. Or there may be some value in recruiting new contractors that can provide more effective housing levels. This was one of the issues raised by the community advocates who felt that some contractors have too restrictive criteria. Reducing the allocation to reflect this experience would allow the county to redirect \$100,000 into new residency initiatives each year.

5. Administration Costs

Rationale: Santa Barbara County allocates 3.5 percent of AB 109 funds to administration, which is high relative to other counties. Those counties with lower administrative fees are simply absorbing these costs. Reducing the administration allocation to 1.5 percent, which represents the median level of administration spending by other counties, would make \$210,000 available for other programs.

6. Probation Staff

Rationale: As noted in the county comparisons in Realignment funding plans, the percent allocated to probation is significantly higher than observed in other counties. Part of the difference may be due to administrative and other support tasks that APD assumed at the start-up of Realignment activities. But it also seems that the number of deputies performing and administering active supervision to PRCS and PSS clients could be reduced without impacting public safety.

We have also noted that the use of misdemeanor probation supervision and the length of felony probation (more than three years) are significantly higher in Santa Barbara as compared to other counties.

We would suggest that some positions be re-assigned to other functional caseload supervision areas that would have a greater impact on criminal justice operations and costs. For example, they could be re-assigned to the proposed pretrial services program or felony caseloads. Our estimate is that approximately 4 officers could be re-assigned at a savings of \$562,104 (\$140,526 per officer) without jeopardizing public safety.

According to the APD, there are nine deputies assigned to caseload supervision with three additional deputies performing intake functions for a total of 12 officers. It is unusual for counties to assign dedicated intake functions for only AB 109 cases. Reducing the total number from 12 to 8 would be more than adequate to manage the active AB 109 community supervision caseload of approximately 300. This takes into account the current risk levels of this population. The APD indicates that its administratively set caseload standard is set at 40 probationers per officer.

Projected Costs of New Initiatives

Preliminary estimates have been made on the costs of funding those initiatives that would fill the current gaps in the County's strategic plan (Table 22). These estimates will need to be revised as more specific data are provided. The selection of these investment strategies are based on the assumption that basic housing, employment, financial support and mental health care are priorities that must be met not only for people in the AB 109 population, but also for others who may later become sentenced under AB 109 if earlier preventive actions aren't taken (e.g., upstream investments).

As noted earlier, the over-all balance for FY 2016-17 is exceeding \$1 million, and the existing balance is approximately \$8 million. There are restrictions on how these large AB 109 fund balances can be spent, but its clear that the County has sufficient resources to support all of these new initiatives on an on-going basis.

The suggested one-time allocations reflect initiatives that would serve to enhance the overall performance of the criminal justice system. These include the following initiatives:

1. Develop a smart cellphone application for people on any form of supervision (pretrial, probation, or other forms of community supervision).

Rationale: The future of community supervision will increasingly rely on smart phone cellular phone technology not only as means of monitoring defendants and offenders but also as a tool for them to use to help them manage their supervision requirements. It can also be used to locate needed services, employment and training opportunities, available residency, and low cost transportation. It can also be used to reduce the need to attend in person treatment related programs that have structured curriculums. This idea was also recommended by the Santa Barbara County "Team Reboot" group.

2. Install a Tablet WiFi Infrastructure

Rationale: In order for the SBSO expanded in-custody treatment program to function properly, it must be able to distribute its proposed *Edovo* secure tablet curriculum to the tablets. In order for this to occur, a one-time installation of a secure WiFi system will be needed.

3. Design, Validate and Implement a Pretrial Risk Instrument

Rationale: The courts do not have a validated risk instrument to guide decisions governing pretrial release decision-making. In order for the supervised pretrial release program to function, it will need the risk assessment system to be fully operational.

4. Design, Validate and Implement an Objective Jail Classification System

Rationale: The SBSO does not have a reliable or valid inmate classification system that meets industry standards as promulgated by the National Institute of Corrections. Nor does it have a centralized initial assessment and reclassification process that can be used to determine the most efficient and effective use of existing and future rehabilitative resources. In order for the APD jail assessors to be redeployed, the

**Table 22. Proposed Reallocations and Re-Investments in
FY 2016-2017 Plan**

| Item | Amount |
|--|--------------------|
| Reallocations - Annual | |
| 2 CRT Teams | \$964,402 |
| Alternative Sanctions | \$427,000 |
| Transitional Housing | \$100,000 |
| Administrative Costs | \$210,000 |
| Probation | \$562,104 |
| Total Reductions | \$2,263,506 |
| | |
| New Investments -- Annual | |
| Expanded In-Custody Treatment Program | \$645,000 |
| Work Force Program | \$194,925 |
| Pretrial Supervised Release | \$500,000 |
| Expand Transportation and Living Support | \$25,000 |
| Expand UCSB Evaluation | \$100,000 |
| Speedy Victim Compensation Fund | \$250,000 |
| Mental Health Supportive Beds | \$400,000 |
| Total Re- Investments | \$2,114,925 |
| | |
| One Time Funding | |
| Smart Supervision Application | \$65,000 |
| Tablet Wi-Fi Infrastructure | \$115,665 |
| Design and Validate Pretrial Risk Instrument | \$35,000 |
| Implement Objective Jail Class System | \$35,000 |
| Prop 47 Petition Reviews | \$132,000 |
| Total One-Time Funding | \$382,665 |

SBSO will need to implement a centralized classification unit that uses objective and valid criteria for the housing and programming all inmates.

5. Prop 47 Criminal Record Review Project

Rationale: Since the passage of Proposition 47, the Public Defender has filed nearly 2,000 Petitions to remove felony convictions for those impacted by Prop 47. To date, these petitions have reflected people on lists provided by the CDCR, persons in local custody, or requests from clients or family. There has been some limited outreach to the community via flyers and other methods. The Public Defender estimates there are at least another 30,000 who are potentially eligible for reducible charges. The requested funds would allow the Public Defender to attempt to locate these people and have their felony convictions reduced as provided by the law over a two year period.

All of these one-time investments will not come close to exhausting the current surpluses in the AB 109 funds. In addition to these initiatives the County should use the additional surpluses to augment plans to construct community based and secure mental health facilities, renovate the Santa Barbara PRRC, and other infrastructure needs.

Other Cost Savings Suggestions

Sentencing and Probation

As noted earlier, the County's per capita probation rate is higher than the state rate. This is due to 1) high use of probation for misdemeanor offenders and 2) use of the five-year probation term for felony cases by some judges. There are two reasons to reduce the use of misdemeanor probation and reduce felony probation terms from 60 months to 24-36 months.

First, the use of probation terms for misdemeanor convictions is not proportional to the severity of the misdemeanor crime. These crimes are, by definition, minor in nature. Sufficient punishment has already been delivered via a physical arrest, pretrial booking, short period of detention, and the associated fines that will be imposed by the courts. Further, lengthy supervision by a probation officer for an extended period of time would have little punitive/deterrent and treatment effects. Excessive use of misdemeanor probation also diverts the resources of the APD from its more important duties for felony probation supervision.

Regarding felony probation terms, there is evidence that California counties that use shorter (24-36 month) terms as opposed to 60 month terms do not suffer in their crime rates. This is largely because most probationers will be re-arrested or violate the terms of their supervision within the first 12 months of their supervision. Using shorter probation terms and/or developing a compliance-based system for early termination would serve to reduce the APD caseload and allow it to focus on more serious and high risk cases.

If the courts were to 1) restrict the use of misdemeanor probation and 2) start using shorter probation terms in the range of 24- 36 months, the current probation population would drop considerably and the APD could focus on the moderate top high risk caseloads.

Finally, we noted a number of AB 109 inmates who have received lengthy jail sentences that far exceed the standard two year range. Such sentences should be avoided for two basic reasons. First and foremost, they run contrary to the intent of the AB 109 legislation which was to divert state prisoners convicted non-violent and non-serious crimes with short sentences (typically two years or less) to local jails and probation departments. Second, jails are not designed nor staffed to hold prisoners with lengthy prison terms. Sentencing people to lengthy periods of incarceration is neither cost-effective nor safe to staff and other inmates.

Technical Violation Sanctions

Although a systemic study of AB 109 technical violators was not part of the scope of this project, in the course of our analysis of the AB 109 jail inmates, we encountered many people who had been admitted to the jail for technical violations such as failed drug tests. These are people sentenced as PRCS and have violated their conditions of supervision. A large number of PRCS offenders are jailed for technical violations each year. In FY 2015-16, there was a total of 448 such incarcerations. The overall length of stay for both “flash incarcerations” and formal technical revocations is 41 days. The tendency is to use the maximum amount of incarceration allowable under the law (10 days for flash and 180 days for a revocation). Shorter (or no) periods of incarceration have been shown to be as or more effective than longer periods of imprisonment for such violations. Shorter (or no) periods of incarceration have been shown to be as or more effective than longer periods of imprisonment for such violations. Further, incarceration for such behavior as repeated failed drug tests and failure to report is not proportional to the behavior.

Misdemeanor Arrests, Jail and Probation Populations

Santa Barbara has a very high number of misdemeanor arrests as compared to other jurisdictions. One of the major reasons for this high rate is the growing number of arrests for disorderly conduct which has increased from 73 in 2005 to 2,260 by 2014. The high number of arrests seems to be feeding the high proportion of misdemeanor jail inmates (about 200 inmates or 20% of the total jail population) and adult probationers (about 1,850 or 45% of the total adult probation caseload).

Accessing other State and County Resources for those Qualified as Disabled

There are additional state and county services that can be accessed that could enhance the level of care needed for high-risk offenders and people who have qualified as disabled. This can be a lengthy and complicated process, but once declared as disabled, a wide array of health, employment, and in-home assistance services can be accessed (Medi Cal – Health; Social Security Disability- Financial Assistance; Department of Rehabilitation - Job preparation and job search; and In Home Supportive Services- In home assistance). These are available to all California residents including AB 109 PRCS released inmates. The person will need an Advocate in the community to help them enroll in the programs, and to assist in managing the programs being offered. The advocate could be a government employee (Probation, Mental Health, Sheriff), or a trusted community/family member.

Overall Jail Population Reduction and Projections

It’s worth noting that several of the recommendations in this report should serve to reduce the current jail population. These include an SPR program, an expanded in-custody jail program that reduces time served for participants and feeds the SPR program, removal of acute mental health cases, reductions in the length of time to serve for technical violators, and reductions in recidivism rates as probation terms are shortened. As these initiatives are implemented, revised jail and probation population projections should be completed to better estimate the future size and needs of the County’s local correctional system which should show a decline and thus other operational savings.

Appendix A.

Description of Expanded In Custody Jail Program Proposal Developed by the SBSO

The services of an additional Correctional Counselor would allow the SBSO to increase STP programming by one cohort of approximately 15 inmates on 8-10 week cycles; this would be for the Main Jail Male General Population and provide the following classes:

- Thinking for a Change
- Relapse Prevention
- Criminal & Addictive Thinking
- Alcohol & Drug Education
- Release & Reintegration with Discharge Planning Services
- Anger Management

Utilization of an additional space requires the need for escorting inmates to and from their housing unit, and providing security during their class time. The type of inmate that we would be able to reach is the male, main jail general population, with a pool of approximately 300 inmates to draw. This population currently does not have access to this program.

Additional educational abilities would be available on the Edovo Tablet that could also supplement STP and expand our program delivery capacity throughout the jail. Implementation of the Edovo Tablets would require personnel to manage the program as well as implementation costs:

- Distribution and collection of tablets (throughout the jail)
 - Tablet use would be six hours daily (approximate)
- Tablet operation training for inmates
- Maintenance/management of tablets
- Identification of additional tablet programming needs

Tablets could be used as an incentive for desired behavior, and have the ability to reach inmates that are currently not able to attend traditional classes due to their housing level. When used on an incentive basis, inmates would earn credits towards a fun activity available on the tablet (i.e. games, movies, etc.).

Appendix B.

Edovo Secure Tablet Curriculum

Courses in italics are in development

1. Basic Education and Literacy

- a. ORCA and Saddleback publishers - short novels written for struggling readers complete with reading comprehension questions
- b. ReadingPlus – leveled reading program that transforms how, what, and why students read while broadening interests and building knowledge
- c. Edovo literacy library - library of videos and readings organized by ability level, ranging from the learning the alphabet to classic literature
- d. Edovo reading comprehension courses – short, non-fiction readings complete with questions to test understanding (targeted at grade levels 3-8, grades K-2 and 9 – 12 in development)
- e. Edovo Foundational Literacy course in development: explicit instruction for beginning readers, starting with phonics and the alphabet
- f. Edovo “Build to Read” Foundational Literacy – explicit instruction for beginning readers, starting with phonics and the alphabet
- g. Introductory phonics videos for beginning readers

3. GED and other high school equivalency

- a. Introductory course explaining what the GED is and how to prepare for it on Edovo
- b. i-Pathways – personalized test preparation curricula used to prepare students for a high-school equivalency exams, including GED, TASC, or HiSET
- c. Two additional full GED practice tests
- d. Over twenty subject-specific courses that teach and test the GED material
- e. “Dropping Back In” Series on people who went on to success from earning a GED

4. English as Second Language

- a. Video-based introductory courses for Spanish-speaking ESL students complete with practice questions
- b. Transparent Language Online program offering:
 - i. Beginner English for speakers of 27 languages (including Spanish)
 - ii. Intermediate English for all English learners
- c. Full Spanish interface in development

4. Employment

- a. Certification preparation courses for Cisco Networking, Commercial Driver’s License, and ServSafe

- b. Digital literacy course covering the basics of word processing software (Microsoft and Google Docs) and the Internet
- c. Video introductions to career paths and detailed information about the job responsibilities and qualifications
- d. Video-based courses on the job search and application process. Includes sample resumes and cover letters, as well as detailed tips on how to prepare for an interview and answer frequently-asked questions
- e. Video-based courses on how to succeed in the workplace, network, and achieve career goals
- f. Vocational programs on a variety of topics including automotive mechanics, plumbing, food safety, electrical trade, computer skills, and carpentry
- g. Introductory courses on customer service and customer service management
- h. Two entrepreneurship programs (Illegal to Legal and SquareUp), one of which was designed by an ex-offender who is now a successful business man. Includes sample business plans and step-by-step guides
 - i. Roots of Success environmental literacy and job skill training
Introduces the user to basic environmental concepts and issues, explores career opportunities in environmental fields, and prepares the user for entry into green jobs
 - ii. Users can earn a certificate upon completion

5. Personal Finance

- a. Introductory course covering many aspects of personal finance, including making a budget, saving, understanding and using financial institutions, and debt.
- b. Introduction to credit reports and credit scores

6. College Courses

- a. Continuing Your Education: An Introduction to College Courses
- b. College credit courses; examples of course topics include:
 - i. Beginning Algebra
 - ii. Real World Math
 - iii. Principles of Management
 - iv. Business Law and Ethics
 - v. Intro to Business Communications (not credit earning)
 - vi. Intro to Legal Studies (not credit earning)
 - vii. Econ 101: Principles of Microeconomics
 - viii. Political Science

6. Health and Wellness

- a. Neila Ray - fitness and nutrition information
- b. Headspace
 - i. Introduction to meditation and health benefits of meditation
 - ii. Audio-guided meditation program
- c. Introduction to health literacy
 - i. Health insurance basics
 - ii. Properly utilizing health services

- d. Reproductive health
 - e. Women’s health topics
 - f. Substance abuse treatment
 - i. How to find a treatment program
 - ii. 12 Step program
 - iii. Mindfulness-based program
7. Religion and Spirituality
- a. Bible correspondence course
 - i. Text-based courses on Christianity complete with guiding questions
 - ii. Certificate available upon completion
 - b. Video-based courses on Judaism complete with guiding questions
 - c. Text and audio-based courses on Islam complete with guiding questions
9. Treatment-Oriented Programming
- a. Parenting while Incarcerated, a video-based course we produced featuring Ann Adalist-Estrin, Director of the National Resource Center on Children and Families of the Incarcerated, and Carol Burton, Executive Director of Centerforce and Director of Alameda County Children of Incarcerated Parents.
 - b. Cognitive Behavioral Therapy: Addressing Criminogenic Factors, a video-based course we produced featuring incarcerated men engaged in therapeutic group sessions led and moderated by Paula Smith and Jennifer Luther of the University of Cincinnati Corrections Institute.
 - c. Houses of Healing - emotional literacy course specifically designed for incarcerated individuals, using videos, daily exercises, and a guiding text to help users make better decisions, stay in control, and set life goals
 - d. Michael G. Santos Foundation - video-based courses created by a formerly incarcerated individual who turned his life around
 - e. Prison Mindfulness Institute - non-sectarian Buddhist course designed to give inmates the tools to achieve personal development goals, rehabilitation, and eventual success in society
 - f. Anger management course based on SAMSHA materials
10. Legal
- a. Full legal library available
 - b. In-house legal sessions that include information about the criminal justice system and basic tips for avoiding conflict with the law. Topics include:
 - i. Criminal process

- ii. Courtroom etiquette
- iii. Civil vs criminal systems
- iv. Going pro se
- v. How to read a court opinion
- vi. The law of accountability
- vii. Aggregating criminal charges
- viii. The role of a public defender
- ix. Consequences of a suspended license
- x. Avoiding technical parole/probation violations
- xi. User fees
- xii. Consequences of unpaid child support

- c. Introductory course to the criminal process
- d. Introductory course to the courtroom
- e. Introduction to Constitutional rights

11. Edovo Exploration Content

- a. Bank of thousands of educational and instructional videos, including Khan Academy Lite and additional GED preparation materials
- b. Podcasts and documentaries on topics such as history, cars, sports, and more
- c. Library of e-books containing many classics in English and Spanish
- d. Manuals and resources to support vocational training
- e. Written and spoken-word poetry
- f. Religious -- texts, sermons, inspirational content from a wide array of faiths
- g. Library of inspirational and thought-provoking videos focusing on turning one's life around from incarceration