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NAPA COUNTY BOARD OF SUPERVISORS Board Agenda Letter

TO: Board of Supervisors
FROM: Britt Ferguson for Watt, Nancy - County Executive Officer
County Executive Office
REPORT BY: Helene Franchi, Senior Management Analyst, 253-4820
SUBJECT: Update on Adult Correctional System Master Plan

RECOMMENDATION

County Executive Officer to provide an update on the Adult Correctional System Master Plan, including a baseline projection report of the adult probation population by the County's Correctional Planning consultants, a brief update on the potential impact of the Governor's Prison Reform proposal on Napa County's jail and probation needs, and a presentation by Mark Carey regarding evidence based practices.

EXECUTIVE SUMMARY

The Criminal Justice Committee (CJC) has been meeting at least monthly to define recommendations regarding system changes and alternative programs. As part of that process, the CJC reviewed the baseline projection report prepared by Carter Goble Lee, the County's correctional planning consultant, which was presented to the Board in July, 2006. The report concluded that, assuming no significant changes in policy or practice, the County will need an additional 61 to 111 jail beds by 2015 and a total of an additional 87 to 209 beds by 2025.

The CJC also reviewed a baseline projection report prepared by Carter Goble Lee regarding the impact on the adult probation caseload using similar assumptions as those in the jail bed projections which is presented to you today. Again the report assumes no changes in current policies and practices, projecting an increase of between 260 and 765 probationers in 2010 and between 2,342 and 4,988 probationers in 2025.

As one next step in the process, the CJC will review reports prepared by the consultant regarding the types of jail beds needed; for example, minimum security, maximum security, and so forth. In addition, recognizing the increased costs associated with this growth, the CJC is now considering alternative policies and practices which will then be provided to Carter Goble Lee who will further revise and refine the jail bed and probation projections. As part of this discussion, the County has hired Mark Carey, a nationally recognized consultant who provides training and technical assistance for justice and correctional professionals and community groups. Mr. Carey is helping the CJC to identify "evidence based practices" for handling people in the criminal justice system. Today he will be discussing with the Board principles of effective intervention, criminogenic need and appropriate response to that need, and the importance of assessing offender characteristics.

In addition to the foregoing, staff has asked Carter Goble Lee to provide a report regarding the impact of the Governor's Prison Reform proposal. While still very early in the process, the report does provide the Board with a baseline projection of the impacts to the County if this proposal is implemented. The report concludes that the Governor's proposal would result in an increase in the need for jail beds of between 148 and 247 in 2010 and between 248 and 351 in 2025. CGL projects that the Governor's proposal would increase the probation caseload by approximately 231 in 2010 and 450 in 2025.

FISCAL IMPACT

Is there a Fiscal Impact? No

ENVIRONMENTAL IMPACT

There is no Environmental Impact for this item.

BACKGROUND AND DISCUSSION

As part of the Adult Correctional System Master Plan process, the Board has received two reports to date. The first in December 2005 which contained the following information:

- | Profiles of jail inmates and individuals on probation;
- | Analysis of recent justice system trends;
- | Length of time offenders remain in the system;
- | Preliminary identification of "best practices" and other considerations regarding future system changes; and
- | Initial jail facilities assessment.

The second report in July 2006, was a baseline projection which provided a trend analysis and initial future projections of jail inmates and resulting bed needs **assuming no changes in current policies and practices** in the adult correctional system. This report included the following information:

- | Criminal justice trends;
- | Jail trends; and
- | Jail capacity needs projection.

As the Board knows, that report concluded that, assuming no significant changes in policy or practice, the County will need an additional 61 to 111 beds by 2015 and an additional 87 to 209 beds by 2025. Carter Goble Lee (CGL) is currently preparing an analysis of the types of jail beds needed in future years under the baseline projection (e.g., minimum security, medium security, maximum security, etc.) and will be reviewing those projections with the Criminal Justice Committee (CJC) comprised of Supervisor Luce, the Presiding Judge, the Sheriff, the District Attorney, the Public Defender, the Director of Corrections, the Director of Health & Human Services Agency, the Assistant County Executive Officer, the Court Executive Officer, the Chief of Police for City of Napa, and Dennis Handis, consultant.

The CJC has reviewed the two aforementioned reports as well as the baseline report prepared by CGL regarding the caseload projections for adult probation. Again assuming no changes in current policies and practices in the adult correctional system, the probation report contained the following information:

- | Probation Trends: The County's probation caseload increased at the rate of 11.4% per year since 2000. The total number of defendants added to Probation has grown by over 63% in five years from 693 in 2000 to 1,130 in 2005. The average annual caseload in 2006 is reported to be 2,318.
- | Historical Caseload Growth by Level of Offense: Of the number of defendants added during the five year period, the growth rate has been higher for misdemeanors at 85% compared to felony defendants which has only grown at 39.9%.
- | Probation Population Projection: The 2005 system caseload of 2,024 served as a base for annual data projections. The County can expect to have between 2,578 and 3,083 probationers by 2010 and between 4,660 and 7,306 probationers by 2025.

As mentioned in July, the next step in the Adult Correctional System Master Plan process is for the CJC, together with CGL and other consultants, to consider (after a review of established best practices) alternative policies and practices and revise and refine the jail bed projections based, in part, on decisions regarding those policies and practices; conduct a similar analysis with regard to the probation function; develop facility and corrections services planning options; estimate expansion space need and probably construction and operational costs; and assist in selecting a preferred development option, if appropriate. As part of that process, the County has hired Mark Carey, a nationally recognized consultant to provide training and technical assistance to the County through the CJC. Mr. Carey served as the Deputy Commissioner of Community and Juvenile Services in the Minnesota Department of Corrections from 1999 to 2003, the Director of Dakota County, Minnesota Community Corrections, the Director of Dodge-Fillmore-Olmsted County, Minnesota Community Corrections and, most recently, as the warden of MCF-Shakopee, the only state women's prison in Minnesota. He has over twenty years of experience in the correctional field serving as a counselor, probation/parole officer, planner, administrator, and consultant and has published over a dozen articles and two books. Mr. Carey is the current President of the American Probation and Parole Association (APPA.)

Mr. Carey is helping the CJC to identify "evidence based practices" for handling people in the criminal justice system. Today he will be discussing with the Board principles of effective intervention, criminogenic need and appropriate response to that need, and the importance of assessing offender characteristics.

In his discussion today, Mr. Carey will point out that research shows that there are certain interventions that are clearly effective in reducing recidivism and thus enhancing community safety. This approach calls for interventions that: (1) target criminogenic risk and need; (2) tend to be cognitive/behavioral in nature; (3) incorporate social-learning practices; (4) integrate and balance sanctions and interventions; (5) incorporate the principle of responsivity; and (6) have "therapeutic integrity." What does not work is interventions that emphasize (1) direct deterrence; (2) physical challenge programs; (3) models built on military discipline and physical fitness; (4) intensive supervision without treatment; (5) group counseling that is not action oriented; (6) client-centered, nondirective therapy; and (7) non-skill education.

The four most important things on which to intervene are: (1) history of anti-social behavior, by building non-criminal alternative behaviors to risky situations; (2) anti-social personality traits, by strengthening problem solving, self management, anger management, and coping skills; (3) anti-social cognition, by recognition of risky thinking and feelings, and creation of an alternative identity; and (4) anti-social companions, by reducing associations with criminals and enhancing pro social contacts.

The "next four," have a statistically much lower impact on criminogenic needs (ie., the factors that give rise to initial crime and then recidivism), but are still important. The next four are to intervene on are: (1) family and/or marital issues, by addressing and reducing conflict, building positive relationships and communication, and enhancing monitoring and supervision; (2) substance abuse, by reducing usage, reducing associated abusive behaviors, and enhancing alternatives to abuse; (3) education and vocation, by enhancing performance rewards and satisfaction; and (4) leisure and recreation, by enhancing involvement and satisfaction in pro social activities. In the case of substance abuse, the main purpose is to keep the person stable enough to benefit from the "big four."

At the present time, little service capacity exists in Napa County for the big four interventions.

At the same time the CJC has been working through the Adult Correctional System Master Plan process in an effort to address local correctional needs, the Governor, and more recently, the California State Sheriff's Association, have put forward proposals to substantially change the County's responsibility for dealing with sentenced offenders. While CSAC and others, continue to point out that it is very early in the State budget process to draw any conclusions, staff has asked CGL to identify possible impacts to the jail and probation populations if some form of the package were to be implemented. The report is based on data provided from the Courts and uses the following assumptions:

- | Calendar year 2006 was an average year;
- | Housing of State Prison commitments would begin in July 2007;
- | Projected growth for this group would follow the same growth rate as projected for the general population (mid-range 2.4%);
- | Average Length of Stay (ALOS) for defendants is approximately 2 years or 16 months (depending on whether they are subject to local jail policies); and
- | Sentencing practices for judges would not change in the future.

Based on the foregoing, CGL prepared two scenarios: the first projection assumes an average length of stay of 2 years for offenders sentenced to up to three years incarceration; while the second assumed an average length of stay of 16 months based on current jail policies. In either case, the impact on the local system is significant. In the first scenario, the County could need an additional 247 additional jail beds by 2010 growing to an additional 351 beds by 2025. In the second scenario, the impact would be slightly less - an additional 174 beds needed in 2010 growing to an additional 248 beds in 2025. The impact on probation would also be significant, with a projected increase in the adult probation caseload of approximately 360 new case by 2015 and 450 new cases by 2025.

The CJC will continue to meet to develop recommendations for the Board in the coming months regarding future jail and probation needs and will continue to monitor the Governor's proposals regarding prison reform updating the Board as necessary.

SUPPORTING DOCUMENTS

- A . Baseline Jail Population Projections July 2006
- B . Baseline Adult Probation Population Projections March 2007
- C . Prison Reform Projections March 2007

CEO Recommendation: Approve

Reviewed By: Molly Rattigan