

FINAL REPORT AND RECOMMENDATIONS

February 2008



Blue Ribbon Commission
on Jail Overcrowding

County of Santa Barbara

COMMISSIONERS

Aris A. Alexander, Ph.D.

Professor Emeritus of Psychiatry
University of Wisconsin Medical School
Former Consultant, Wisconsin State Prison System

Sylvia Barnard

Executive Director, Good Samaritan Shelter, Inc.

Bill Brown

Sheriff – Coroner, Santa Barbara County

William J. Crout

Crout & Sida Criminal Justice Consultants, Inc.
Corrections Consultant

David S. Dorsey

Undersheriff, Ret., Santa Barbara County

Georgina Duran-Conn

Deputy Chief Probation Officer
Probation Department, Santa Barbara County

Ann B. Eldridge

Mental Health Commission, Third District
NAMI South Santa Barbara President
Santa Barbara Mental Health Association Board Member

Michael Foley

Executive Director, Casa Esperanza

Susan J. Gionfriddo

Chief Probation Officer, Ret.
Probation Department, Santa Barbara County

Gary P. Keefe

City Administrator, City of Lompoc

James Laponis

Deputy County Executive Officer, Ret.
County Executive Office, Santa Barbara County

Gene Martinez

Assistant District Attorney, North County
District Attorney's Office, Santa Barbara County

Gregory C. Paraskou

Public Defender, Santa Barbara County

Darrel E. Parker

Assistant Executive Officer, North County Operations
Superior Court of California, Santa Barbara County

Joan Petersilia, Ph.D.

Professor, Criminology, Law and Society
School of Social Ecology, University of California, Irvine

Rick Roney

Retired Business Executive
Chairman, Santa Barbara Reentry Project

Robert Sanger

Attorney-at-Law, Sanger & Swysen

Stephen Underwood

Chief Assistant County Counsel
County Counsel's Office, Santa Barbara County

Thomas B. Urbanske

Former member of the Santa Maria City Council
Former Fifth District Supervisor, Santa Barbara County

Robert Walton

Division Chief, ADMHS Crisis Services Alcohol
Drug & Mental Health Services, Santa Barbara County

STAFF

Ken Shemwell

Undersheriff
Santa Barbara County Sheriff's Department

Geoff Banks

Chief Deputy, Custody Operations
Santa Barbara County Sheriff's Department

Tom Jenkins

Commander, Custody Operations
Santa Barbara County Sheriff's Department

Kelly Scott

Deputy County Counsel
Santa Barbara County Sheriff's Department

Doug Martin

Chief Financial Officer
Santa Barbara County Sheriff's Department

Mark Kulikov

Lieutenant, Custody Operations
Santa Barbara County Sheriff's Department

Mark Mahurin

Lieutenant, Custody Operation
Santa Barbara County Sheriff's Department

Steve Robel

Lieutenant, Research & Planning
Santa Barbara County Sheriff's Department

Xenia Tihomirova

Fiscal & Policy Analyst
Santa Barbara County Executive Office

Tom Walton

Sergeant, Research & Planning
Santa Barbara County Sheriff's Department

Jo Glisson

Crime Data Tech., Research & Planning
Santa Barbara County Sheriff's Department

Elisabeth Nybo

Crime Data Tech., Research & Planning
Santa Barbara County Sheriff's Department

Janie Taylor

Executive Secretary, Custody Operations
Santa Barbara County Sheriff's Department

Angela Antenore

Writer

Elissa Hurd

Office Assistant Senior
Santa Barbara County Sheriff's Department



Blue Ribbon Commission on Jail Overcrowding

February 12, 2008

To the Board of Supervisors and Citizens of Santa Barbara County,

Presented here for your consideration is the final report of the Sheriff's Blue Ribbon Commission on Jail Overcrowding. We believe you will find that this report contains a creative and achievable plan to reduce jail overcrowding and increase public safety in our communities. Implementing this plan will help sustain and extend the unique quality of life we share in our county.

The Commission consists of highly qualified individuals who represent a broad cross-section of the County – geographically, professionally, and politically. We thank Sheriff Brown for having the vision to bring this diverse group together, some of whom have been traditional adversaries, to address a problem that has confronted the County for years. In large measure due to the confidence the Commissioners had in the Sheriff, we were able to create an environment in which the Commission reached unanimous agreement on the recommendations in this report.

We strongly believe now is the time to implement these recommendations. We have a unique, perhaps a once-in-a-generation, opportunity to reverse the seemingly inevitable path that jail overcrowding has put the County on over the last 20 years.

I personally extend my thanks to all the Commissioners, the Sheriff and his staff for the hard work and the spirit of good will they invested in this project.

Sincerely,

A handwritten signature in blue ink, appearing to read "Rick Roney". The signature is fluid and cursive, with a large loop at the end.

Rick Roney, Chairperson
Blue Ribbon Commission on Jail Overcrowding



Blue Ribbon Commission
on Jail Overcrowding

*Goals of the Blue Ribbon Commission
on Jail Overcrowding*

- 1. Research current situation and problems*
- 2. Recommend solutions—short, medium and long-term*
- 3. Build support for the Commission's recommendations with the Board of Supervisors and the public*

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EXECUTIVE SUMMARY

To be effective, the criminal justice system must hold offenders accountable. Jail overcrowding and the subsequent early release of inmates result in less accountability. This practice erodes respect for the criminal justice system, threatens public safety and negatively impacts the quality of community life.

Santa Barbara County is facing this problem. Our jail system has been seriously overcrowded for at least 20 years. Since the early 1980's the jail has been under a court-ordered population capacity limit, requiring the Sheriff to release offenders early or not put them in jail at all. Despite the fact that 200-300 offenders are in jail-supervised alternative sentencing programs on any given day, there remain approximately 1,000 inmates housed daily in the County's jail facilities.

The County Jail facilities are rated by the State to hold only 818 inmates. This situation means they are operating at over 120% of rated capacity. Industry standards suggest that a jail should be populated at approximately 85% of rated capacity in order to appropriately handle surges in arrests and changes in the type of inmates incarcerated (e.g., gender, risk level, gang affiliation).

Demographics of inmates in the County Jail in 2007 were: 85% male, 15% female; 55% north county arrests, 45% south county arrests; 26.5 years median age; 30% sentenced, 70% pre-sentenced; and 12% were in the United States illegally.

Jail overcrowding has many negative effects on public safety:

- Inmates are continually being let out of jail before their sentences are complete. In 2007, 1,784 inmates were released early. There is great concern about the impact of these early releases on public safety.
- Overcrowding increases the safety risk to both inmates and staff.
- There are significant waiting lists for inmate participation in important jail programs designed to reduce recidivism, but jail overcrowding and funding constraints limit the space and staff available for these programs. For example, the Sheriff's Treatment Program (STP), which focuses on addiction, currently has a 30-60 day waiting period. In addition, local community colleges offer inmate education classes, but jail overcrowding limits program participation.
- Judges have little ability to "flash incarcerate" (put in jail for short periods of time) offenders in Therapeutic Justice treatment programs who violate their program and probation by relapsing. This power is an essential tool to motivate those with substance abuse problems to comply with the terms of their treatment programs and/or probation by maintaining their sobriety.
- Jail overcrowding has a negative impact on the probation system. In Santa Barbara County, there are 6,600 active probationers supervised by just 40 probation officers. Over 40% of all active probationers have had their probation revoked. Of these, 19% are sentenced to prison, 20% are sentenced to jail, and 61% have warrants issued for their arrest. Due to jail overcrowding, many of these inmates do not serve their full sentence.

Therefore, the Blue Ribbon Commission on Jail Overcrowding (Commission, BRC) concluded that jail overcrowding is negatively affecting our county's public safety and quality of life. The effective solution will involve increasing the capacity of the jail system, **and** addressing the conditions that contribute to people committing crimes and ending up in jail.

A blended strategy, which includes prevention, intervention and recovery programs as well as enforcement, is the core of the Commission's recommendations. Key social issues such as mental illness, homelessness, substance abuse and gang involvement directly impact jail overcrowding, but cannot be dealt with by building more jail capacity alone. Therefore, the Commission recommends a strategy that addresses both the capacity of the jail system and implementation of effective means to deal with these social issues. Recommendations 1 through 4 address this strategy.

The jail is one piece of a complex, interrelated criminal justice system. Policies and practices of the various departments in the system (e.g., Courts, District Attorney's Office, Public Defender's Office, Probation, Law Enforcement) directly affect jail overcrowding. The Commission believes improved communication and coordination between these key stakeholders, with a view of the criminal justice system as a whole, would also help reduce jail overcrowding. **Recommendation 5 addresses this issue.**

Finally, in Recommendation 6, the Commission discusses the costs of and funding for the first five recommendations.

The Commission recommends:

1. Increase jail system capacity by building a 300-bed jail facility in the north county.

Every assessment of the County jail system conducted in the last 15 years recommended that the County's jail capacity be increased.

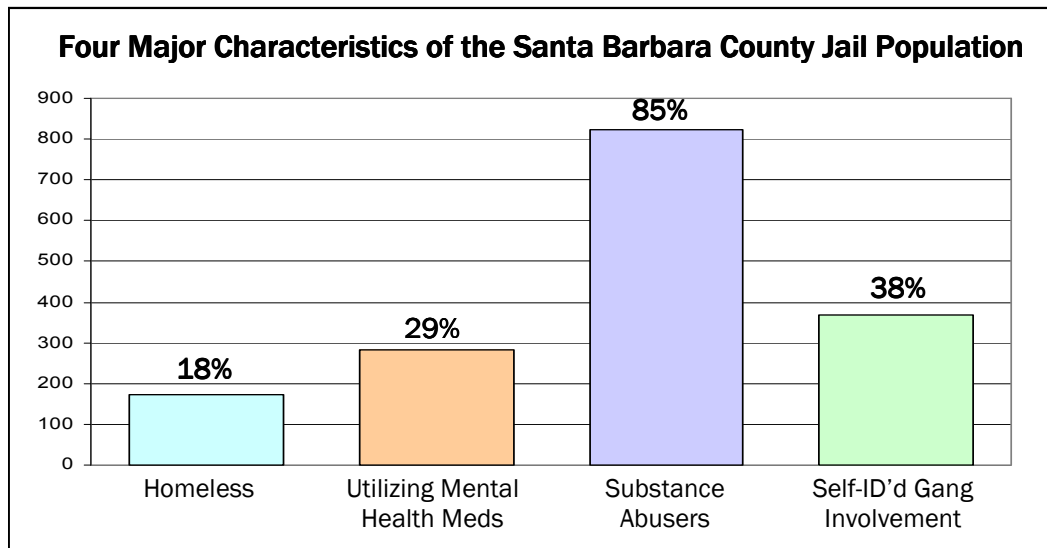
The BRC agrees. Public safety requires more jail system capacity. Although reliable projections show the required capacity of a new jail to be approximately 800 beds, the BRC does not presently recommend a facility that large. An 800-bed jail would be too costly to build and operate. Instead, the Commission believes a less costly and more effective solution exists and recommends the County build a 300-bed jail facility and also invest heavily in *preventing* the need for the additional 500 jail beds.

In 1999, Rosser International, a firm specializing in criminal justice planning and correctional facility design, was contracted to do an assessment of the County jail system capacity needs. The resulting **Santa Barbara County Adult Custody Needs Assessment** projected a need for an additional 800 beds by the year 2020. This projection is validated by the accuracy of the projection for 2006 (7 years after the writing of the report). The assessment projected a need of ~530 beds in 2006; the actual number of additional beds required was ~500, within 6% of the projection.

2. Invest in prevention, intervention and recovery programs that address key factors contributing to crime and imprisonment.

After examining information about the jail population, the BRC concluded that solving the overcrowding issue will require making significant community investments in the following four areas: drug & alcohol abuse, mental health & mental illness, homelessness, and gang prevention/intervention. It is understood that no reasonable amount of additional jail capacity alone will solve the problem of jail overcrowding. A blended approach of prevention, intervention and enforcement is required.

Reducing both the inflow of people into the jail and the rate of recidivism will result in a reduction in crime, victimization and the number of jail beds needed within the county. After examining information about the jail population, the BRC recommends pursuing programs that focus on the four major areas of substance abuse, mental illness, homelessness and gang affiliation.



Note: Numbers and percentages add to more than 100% because some inmates fall into more than one category.

3. Invest in new and enhance existing community corrections programs.

Expansion of probation and pre-trial release programs along with implementation of intermediate sanctions, such as Day Reporting Centers, a Work Furlough Program, Sobering Centers, and a state-of-the-art satellite-based (GPS) electronic monitoring system, would significantly help address jail overcrowding. Over time implementing these strategies would result in a reduction of jail beds needed.

Implementation of these programs is known by subject matter experts to be effective and was also recommended to the County by the National Institute of Corrections (NIC) in April 2006, when it conducted an assessment of the County Justice System. However, due to jail overcrowding, there is currently inadequate space in the facilities to operate effective recidivism reduction treatment programs including the Sheriff's Treatment Program for the inmates.

"The County should consider design and development of a Day Reporting Center for selected inmates.... Pre-trial services programs, electronic monitoring programs and other options can be utilized to make the most effective use of jail beds in Santa Barbara County."

*Santa Barbara County Justice System Assessment,
April 2006, National Institute of Corrections*

4. The Commission recommends an initial \$5.8 million per year be invested in jail overcrowding prevention funding (for Recommendations 2 and 3).

Spending \$5.8 million/year in new expenditures to prevent 500 jail beds from being needed equates to approximately \$11,600 per year per bed avoided. The amount of this investment was chosen by modeling \$1 of prevention funds for every \$2 of operating funds for the new jail. Over time, as jail operating costs increase with inflation, the jail overcrowding prevention funds should also increase by this formula. (See Recommendation 6 for details).

While this is a significant amount of money, it compares very favorably with the approximately \$39,000 annual projected cost per jail bed in the proposed facility (debt service on capital cost included). This cost does not include the cost of the crime committed, the law enforcement services required to apprehend the suspect, the cost of adjudication, or any cost to the victim. The BRC contends that crime prevention is more cost effective than enforcement and incarceration.

The BRC strongly recommends that existing county departmental programs which address these same social issues (homelessness, mental illness, substance abuse and gang prevention) continue to be fully funded and not be reduced because of the existence of these new funds. In the annual budget process, the jail overcrowding prevention funds should be kept proportionate to the new jail facility operating costs in keeping with the formula above.

The Commission discussed numerous alternatives of how these jail overcrowding prevention funds should be managed and how the results of their use be measured. The recommendation is to use a structure modeled on the First 5 Commission, which manages the County portion of the Proposition 10 Tobacco Tax revenue raised to help children under 6 years old.

- A Jail Overcrowding Prevention Commission should be appointed by the Board of Supervisors. The Commission membership would include the Sheriff, the District Attorney, Chief Probation Officer, the Public Defender, the Director of ADMHS, a County Supervisor, a representative from the Santa Barbara County Law Enforcement Chiefs Association, and representatives from several community-based organizations (CBO's).
- The operation of the Commission, like the First 5 Commission, would be independent of the Board of Supervisors.
- The Commission would have an extensive Advisory Committee that would include a broad cross-section of community organizations, the county philanthropic community and local law enforcement agencies.
- Monies from the agreed upon revenue stream (see Recommendation 6) would accrue to the Commission.
- The Commission would be responsible to:
 - ◊ Manage the allocation of these funds to the new prevention, intervention and recovery programs, and the new or enhanced community corrections programs.
 - ◊ Obtain matching funds from the county's philanthropic community.
 - ◊ Obtain independent evaluation of all the implemented programs relative to the goal of eliminating the need for 500 additional jail beds.

5. Establish a Criminal Justice Coordinating Council (CJCC) to focus on criminal justice system issues that may reduce jail overcrowding.

The CJCC will consist of department heads of the major stakeholders in the criminal justice system (the Court, Sheriff, District Attorney, Chief Probation Officer, Public Defender, and representation from private criminal defense attorneys, local law enforcement agency executives, and the County Executive Office.)

Modeled after similar groups in other counties, this group would prioritize issues and provide coordinated oversight and accountability of processes in the criminal justice system that impact

jail overcrowding. Proposed process improvements which could potentially reduce the need for jail beds would be managed and overseen by the CJCC. This is a “best practice” that has been successfully used by other counties within California and in other states. Establishment of a CJCC was also recommended by the 2006 NIC Assessment.

The BRC recognizes that in order to implement criminal justice system process improvements, it is essential that adequate resources and funding be provided to the justice system partners to accomplish the goals identified.

The CJCC will not be a fiscal agent, and therefore will not be able to be a formal part of the funding allocation and evaluation described in Recommendation 4. However, the CJCC will develop a working relationship with the Jail Overcrowding Prevention Commission. This will enable both groups to have a common view of priorities, programs and processes that impact jail overcrowding.

6. Pursue and implement strategies to pay for these investments.

Now is the time to invest in a new jail facility.

Current estimates of construction costs for a 300-bed facility are approximately \$80 million. Every year the County delays this commitment, construction costs go up a minimum of 5%, or \$4 million. For example, if Santa Barbara County had built a 400-bed jail in 1999, it would have only cost \$53 million.

Also, a unique new opportunity is now available that may save the county many millions of dollars. With the passage of Assembly Bill 900 (AB900), Santa Barbara County can apply for State money to fund \$58 million of the new jail facility. This funding opportunity may only exist in 2008.

Commitment to pursue and implement options for funding the proposed jail is required by the State no later than March 2008 to preserve the County's ability to receive State funds for jail construction. Quick action on the part of the Board of Supervisors will be required in order to apply for the related State funding.

A Secure Community Reentry Facility (SCRF) is designed to reduce the State's current 70% recidivism rate for parolees. A SCRF implemented in Santa Barbara County would be staffed and run by Sheriff's Department personnel. It would house State inmates who will eventually return home to Santa Barbara County for the last 9-12 months of their sentence and provide them with extensive programming services to prepare them to successfully return to the community.

To secure this funding, the County must work with the State to find a site for a Secure Community Reentry Facility (SCRF) in the County. The Commission recommends a 500-bed SCRF be co-located with the proposed 300-bed jail facility in order to reduce construction costs and ongoing operating costs.

Initial operating costs of the proposed jail are estimated at \$15 million/year (including debt service on the construction cost). However, if a SCRF is co-located with the proposed jail, both will need certain common functions such as maintenance, utility delivery, food services, medical and laundry. Costs of these common functions are estimated to be approximately \$5.3 million/yr. Because the State will be financially responsible for 5/8 of the combined facility (500 Reentry beds + 300 Jail beds = 800 beds), it would be responsible for 5/8 of those common facility operating costs, equaling \$3.3 million/year.

The Commission recognizes that the balance of the jail operating costs (\$11.7 million/year) plus the costs for the jail overcrowding prevention funds (\$5.8 million/year at 50% of operating costs) will need to be financed by a new revenue stream.

The Commission also recognizes that without a new dedicated revenue stream, there would need to be significant curtailments to existing County programs and services in order for its recommendations to be implemented. A list of potential curtailments is listed in the 2005 “New Jail Planning Study.” The BRC does not support such cuts to existing programs and recommends a new revenue stream be established. Sources discussed for a new revenue stream include an increase in the county sales tax, a parcel tax, or a mix of the two.

Cost* to County of a 300-bed jail facility Without a SCRF	\$ 80 million
Construction Cost* of a combined 300-bed Jail and SCRF:	\$ 230.0 million
Amount paid by State:	- <u>208.0 million</u>
Net Capital Cost to County:	\$ 22.0 million
Operating Cost* of 300-bed Jail:	\$ 15.0 million/yr
Less State (5/8 of common facility operating costs of \$5.3 m/yr)	<u>3.3 million/yr</u>
Net County jail operating cost	\$ 11.7 million/yr
Plus costs for prevention programming (@50%)	<u>5.8 million/yr</u>
Total Net County operating costs	\$ 17.5 million/yr

* These costs are estimates effective January 2008.

Conclusion:

Protecting public safety is the Commission's highest priority. While there is some risk involved in assuming that investment in prevention/intervention/recovery programs will eliminate the need for 500 jail beds, the BRC strongly recommends the County take this approach.

Proper management of this investment and ongoing evaluation of the results by the Jail Overcrowding Prevention Commission is critical. It is also important that the Jail Overcrowding Prevention Commission provide the community with periodic progress reports on the success of this blended strategy.

The BRC believes that by implementing these recommendations, the County will have sufficient jail capacity through 2020. However, at some point the original Main Jail will need to be extensively refurbished or rebuilt. Also, growth in county population and/or changes in crime rates may require more jail capacity to eventually be added. If more jail capacity is needed in the future, proposed jail facility design would allow for expansion at a lower cost per bed than the initial 300-bed facility.

The Commission urges the Santa Barbara County Board of Supervisors and the public to act **now** on these recommendations. Inaction will only exacerbate the current situation. By acting **now**, the BRC believes our communities will benefit with improved public safety and cost-effective solutions to problems related to jail overcrowding.

Why should we all care about the overcrowding in our local jail?

- Public Safety is in everybody's best interest. Public Safety is everybody's business.
- Jails are paid for and operated by our tax dollars.
- Jails reflect the community's interest in being safe by getting those who break the law and those who are dangerous off the streets.
- Every person sentenced to our local jail is released back into the community within a year.
- Inmates from our county who are released from State Prison will likely return to our county.
- Supporting improved facilities and adding new beds to our local jail benefits all law-abiding citizens. Holding law-breakers accountable for their actions and providing the necessary resources to prepare them for reentry into the community is in the best interest of public safety and, therefore, of all of us.

FINAL REPORT AND RECOMMENDATIONS

OVERVIEW

To be effective, the criminal justice system must hold offenders accountable. Jail overcrowding and the subsequent early release of inmates result in less accountability. This practice erodes respect for the criminal justice system, threatens public safety and negatively impacts the quality of community life.

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- Overcrowding increases the safety risk to both inmates and staff.
- There are significant waiting lists for inmate participation in important jail programs designed to reduce recidivism, but jail overcrowding and funding constraints limit the space and staff available for these programs. For example, the Sheriff's Treatment Program (STP), which focuses on addiction, currently has a 30-60 day waiting period. In addition, local community colleges offer inmate education classes, but jail overcrowding limits program participation.
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Finally, in Recommendation 6, the Commission discusses the costs of and funding for the first five recommendations.

I. APPROACH AND PHILOSOPHY OF THE BLUE RIBBON COMMISSION ON JAIL OVERCROWDING (BRC)

The overall goal of the Santa Barbara County Sheriff's Blue Ribbon Commission on Jail Overcrowding was to examine ways to decrease jail overcrowding, while maintaining public safety in Santa Barbara County.

The Commission was convened in April 2007, by Sheriff Bill Brown. The goals of the BRC were to:

- Research the current jail overcrowding situation;
- Recommend solutions – short, medium and long-term; and
- Assist the Sheriff in obtaining support from the Board of Supervisors and educating the public.

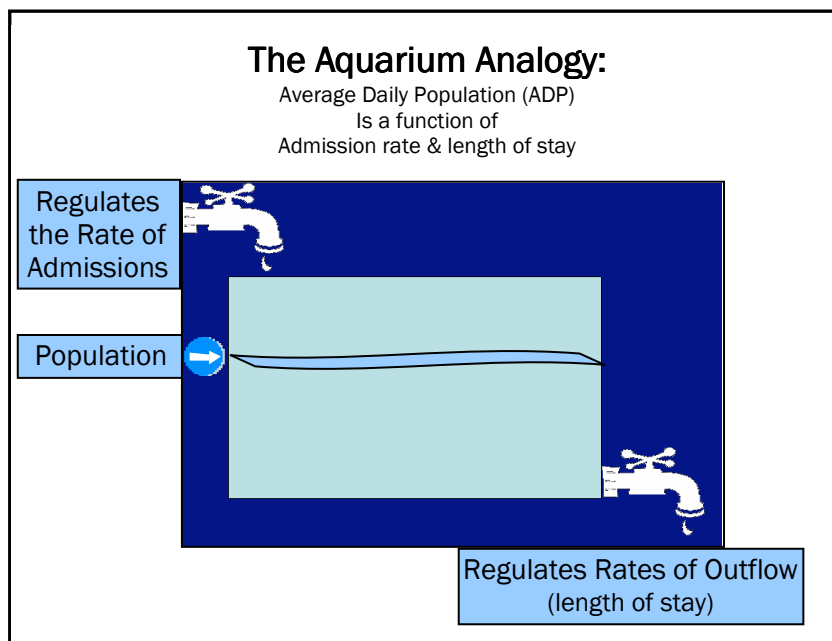
The Commission consisted of 20 individuals representing a broad cross-section of the criminal justice system and the community. The BRC commissioners represented a diversity of perspectives and experience including:

- Representation from the northern and southern regions of Santa Barbara County;
- Executives representing various elements of the criminal justice system including the Offices of the Sheriff, District Attorney, Probation, Court and the Public Defender;
- Public officials from the County and city governments, including elected officials; and
- Decision-makers from local not-for-profit organizations, community members and professionals in prevention, recovery and intervention services.

To describe the jail overcrowding issue, the BRC adopted the analogy of an aquarium. The water level in the aquarium is affected by both the inflow and outflow rate of water. If the aquarium is overflowing, simply building a larger aquarium will serve as only a temporary fix unless the rates of water flow are adjusted.

This is the same for the jail. Building more jail capacity does not provide a sustainable solution unless the rate of incarceration, the rate of release, and the rate of recidivism (returning to jail after conviction of a new crime) are brought into balance.

The Commission uses a working definition of recidivism as the conviction of a new crime within three years. This allowed us to distinguish between arrests for new crimes, convictions resulting from those arrests, returns to jail for new convictions, and probation violations.



Remedies that deal with recidivism will also address jail overcrowding (i.e., adjusting inflow/outflow of inmates) and should be incorporated together into a master facility and program plan to meet the needs of a changing county inmate population. This could save related costs and assure accountability and outcomes.

The Commission concluded that past public dialogue about jail capacity has often been framed in an “either/or” perspective: either build more capacity *or* invest in prevention/intervention/recovery programs that will reduce the need for additional capacity. Given that no reasonable amount of additional capacity alone will solve the overcrowding issue, **the Commission recommends utilizing a blended approach by actively pursuing both more capacity and more programs focused on prevention, intervention and recovery.**

The Commission met bi-monthly from April 2007 through January 2008. It created subcommittees and several short-term work groups to investigate issues and to develop recommendations for the consideration of the Commission as a whole.

The initial focus of the BRC was to thoroughly understand the issues impacting jail overcrowding. The Commission believes that the purpose of the County Jail is to contribute to public safety by:

- implementing court-ordered punishment for those who violate our laws;
- restraining those individuals who, although not yet convicted of their charged crime, are deemed by the courts to be a flight risk or potentially dangerous to the community; and
- helping inmates develop the ability to successfully reenter the community upon completion of their sentence.

The BRC:

- was presented with the history of court orders and remediation actions;
- toured the current jail facility;
- learned about the rules under which inmates are released prior to completion of sentencing;
- was presented with a great deal of data about the demographics of the current Jail population, the reasons inmates are in jail, their length of stay in jail and why certain inmates cannot be housed in the same cell blocks as others;
- was given a number of previous analyses and reports about the Santa Barbara County jail overcrowding issue that had been prepared for the Sheriff’s Office and County government over the years;
- asked numerous questions, and in response was provided detailed information from the Sheriff’s Department and other agencies engaged in the criminal justice system;

“There is no easy solution to jail overcrowding. We cannot simply build our way out of this problem, nor can we solve it by providing more services alone. The Commission determined that there needs to be a blended strategy. It explored immediate, intermediate and long-term issues and solutions to address the problem.”

Santa Barbara County Sheriff Bill Brown

- learned about the costs involved in constructing and operating the current jail facilities, and those associated with a new facility;
- was presented with detailed information about the potential for a combined local jail and State Secure Community Reentry Facility in the north county; and
- considered information and presentations provided by subject matter experts.

Through this process, the BRC discovered that overcrowding of correctional facilities is a significant issue faced by the State of California, numerous other counties in California and throughout the country. Commissioners read articles and reports that dealt with the issue of jail overcrowding at both a state and national level. These reports gave information and perspectives on what other communities have done and about “best practices,” which the Commission then considered when making its recommendations.

Examples of reports the Commission used for its analysis include:

Santa Barbara County Historical Analysis and Reports

- 1999 Adult Custody Needs Assessment
- December 2005 County New Jail Planning Study
- April 2006 National Institute of Corrections (NIC) Justice System Assessment
- December 2006 Current Needs Assessment

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- helping inmates develop the ability to successfully reenter the community upon completion of their sentence.

State Level Analysis of Jail and/or Prison Overcrowding with Recommendations

- June 2006 California State Sheriffs’ Association
- January 2007 Little Hoover Commission report

(See the Sources section for a more complete list of these reports.)

After several months of research, the BRC began to get a sense of both the causes and effects of jail overcrowding. The BRC asked for and received briefings on several areas that highly impacted jail overcrowding, including homelessness, substance abuse, mental illness and gangs.

Basic findings were agreed upon from which an overall strategy and approach were developed. Ultimately, this led to consensus on the Commission’s six key recommendations.

Note: While the operation of the County Jail is the responsibility of the Sheriff’s Department, very few of the factors that influence jail overcrowding are controlled by the Sheriff. Solving the jail overcrowding issue may well require changes in many aspects of the criminal justice system and in the community at large.

CASE STUDIES: “The Human Face of Jail Overcrowding”

The Commission believes it is important that Santa Barbara County have sufficient jail capacity to incarcerate those who break the law. However, the assumption that time in jail will motivate and enable a person to abandon his or her criminal behavior upon release is certainly called into question by a 70% recidivism rate. The BRC believes that without investment in intervention, prevention and recovery programs, no reasonable or affordable jail capacity will be sufficient to solve this problem. The following case studies are typical of many of the people passing through the jail and reinforce our view of the need for a blended approach to solving the jail overcrowding problem. The BRC believes this is the primary way these individuals will be able to break the cycle of crime and incarceration.

Note: Both of the county residents highlighted in these case studies were selected because they each have lived in and had multiple contacts with services and law enforcement agencies in both north and south county even though they currently reside in the south.

Case Study 1: “Serena”, a 25-year-old mother of four, illustrates the dynamics of recidivism (re-offending and coming back into the jail system) and its impact on jail overcrowding. She has had repeated contacts with law enforcement and the need for interventions go beyond a stay in jail. Her experiences and actions upon release back into the community illustrate the costs to both the offender and our communities when reentry is not handled effectively. By addressing these issues with a blended approach, a community can both maintain public safety and deal with the problem of jail overcrowding.

Serena’s mother was addicted to heroin from age 14 and did her best to provide for her family of seven children from five different fathers. However, at age 7, “Serena” began missing school in order to care for her siblings at home.

She became involved in gangs and drugs by age 13.

The following timeline, summarized from her words, lists the reasons for “Serena’s” arrests and multiple times served in “Juvi” (Juvenile Hall), California Youth Authority, the County Jail and State Prison:

- ◆ Age 9, went to “Juvi” for **stealing and drinking**. Spent 2 days there.
- ◆ Age 10, **ran away from home** - went to Juvi for 1 week.
- ◆ Age 12, went to Juvi for 2 weeks for **truancy from school**.
- ◆ Age 13, went to Juvi and was then sent to California Youth Authority for 4 years for **stabbing a woman** 7 times. Charged with assault with a deadly weapon with intent to cause bodily harm.
- ◆ Age 18, spent 4 months in jail for **drug sales**.
- ◆ Age 19, went to jail for **probation violation & drug possession** – sentenced to 1 year Jail time.
- ◆ Age 20, went to Jail for **burglary and vandalism** – 6 months jail time.
- ◆ Age 22, went to prison for **sale of drugs** – 1 year.
- ◆ Age 24, went to prison for a **smuggling** charge – 1 year, 8 months.
- ◆ Age 25, went to jail for **probation violation and possession of drugs**.
- ◆ Several other arrests included **DUI, drug possession, forgery, providing a false ID to a police officer, home invasion robbery, battery, domestic violence**, at least **10 probation violations**, and **gang activity** and associations.
- ◆ Had severe accidents in two different cars, which included **DUI** where she had major trauma and was hospitalized. She was also arrested for driving with a **suspended license** and **no insurance**.
- ◆ Made 2 **suicide attempts** with **hospitalization** and **being under the influence**.

Serena served several years in a California Youth Authority facility and was re-arrested and returned to Juvenile Hall multiple times between the ages of 13-18. She estimates that she has been in the County Jail approximately 25 times since age 18. She was in prison twice for a total of three years. During much of this time, she received essentially no reentry training or support.

Possibly contributing to the problems for Serena was her being released early from jail – “an early kick” - more than once; one 90-day sentence was reduced to 25 days due to “time credit” from a previous incarceration. A later sentence of one year was reduced to nine months for “good behavior.”

When she had her youngest child, she maintained two years and eight months of sobriety – the longest stint since age nine. Serena is now living in Bethel House, a 12-month residential treatment program and has been leading a clean and sober life for almost one year. She credits the Sheriff’s Treatment Program and reentry services for giving her the recent start and support she needed.

Feeling cared for by others is a recurring theme in Serena’s reflections on her difficult history and the future chapters of her life. During one episode with police, after she sobered up, an officer showed her photos of herself from each of her multiple arrests in a single year and said to her, “I know you don’t want this for your life.” Having people demonstrate that they cared for her impacted Serena to the degree that now, when speaking of her current residence, she says, “In one week at Bethel House people cared about me more than ever before in my life.”

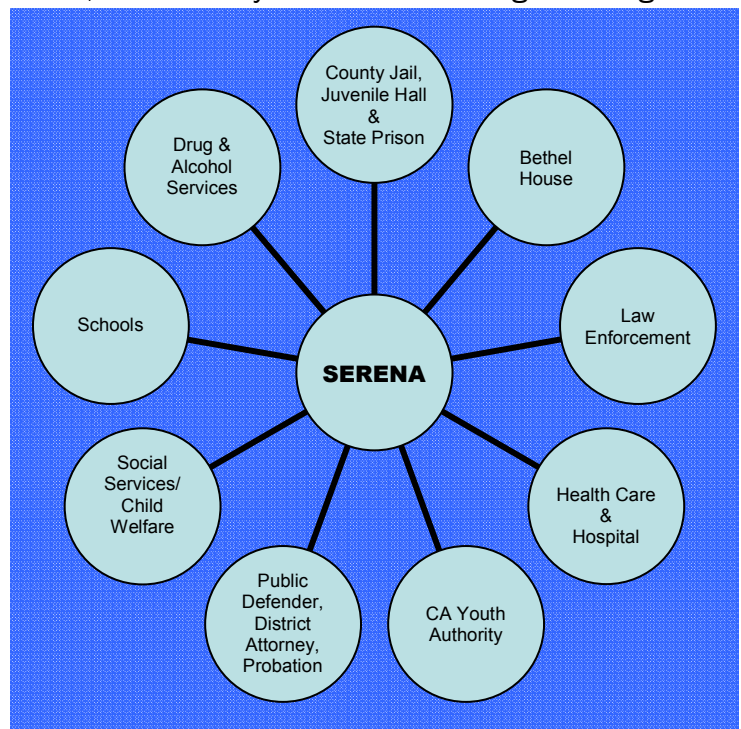
Recently Serena saw her mother on the street seeking money for drugs. She resisted speaking with her and instead returned home. Without Bethel House, she believes she would still be using drugs.

The various impacts of this life of incarceration on Serena, her children and our community are complex. There are numerous agencies with which this one family has had contact. Three of her children have been adopted out and the fourth lives with the parents of the child’s father.

Feeling that her experience has made her “old inside,” Serena says she is now willing to change and believes that while learning new things is difficult and painful, it could not be any worse than what she has already been through.

Serena recommends working with counselors who have personal experience with the issues faced on reentry and she herself speaks to the youth at Juvenile Hall. She believes that, with the residence and treatment at Bethel House, now is the time for her to grow, change and end the cycle. Serena looks forward to having lived one year clean and sober on March 13, 2008.

There are numerous impacts and costs to Serena, her children and our community in cases such as hers. This diagram illustrates a sampling of the numerous agencies with which this one family has had multiple contacts across multiple generations due to addiction, violence and other issues that started when she was 9 years old.

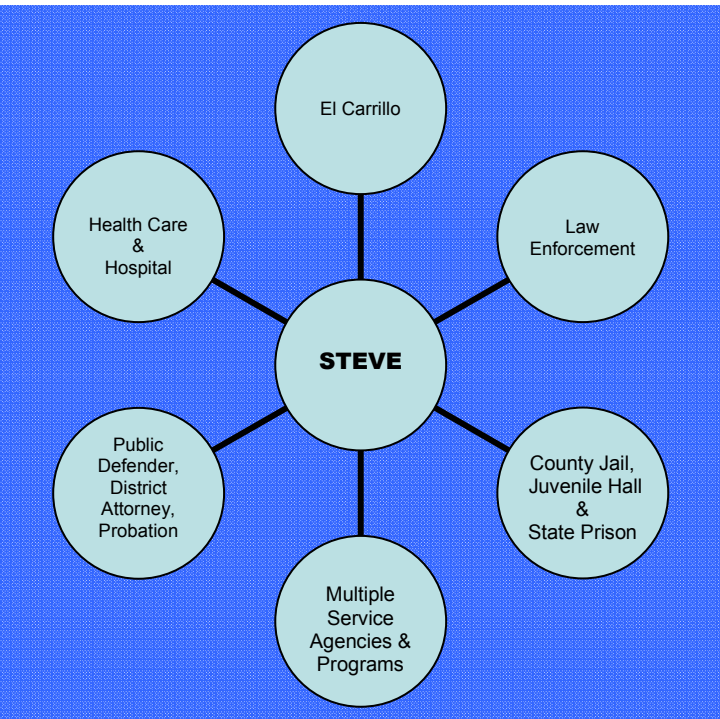


Case Study 2: “Steve”, a 54 year-old, is a current resident of El Carrillo, a facility built and operated by the Housing Authority of the City of Santa Barbara. Over the decades, he has had numerous encounters with law enforcement and has served many years in jail and State Prison for multiple offenses. Steve’s story underscores the potential for success with reentry programs, even for someone with a decades-long history of substance abuse and incarceration. Steve is in recovery from heroin addiction. At the time of this writing, he has been sober for approximately two years - his longest stretch of sobriety for decades. With approximately 20 arrests on his record, Steve has spent twelve years in state prisons, including those in Blythe, Chino, Chowchilla and San Diego. Upon release from prison in 2004, he started the one-year Men’s Program at the Rescue Mission. Later he

- The following, summarized from his words, lists “Steve’s” experiences and current status including his previous arrests and multiple times served in County Jail and State prisons:
- ◆ Started **using drugs** at approximately age 11.
 - ◆ As a juvenile **ran away from home** on numerous occasions.
 - ◆ Has approximately **20 arrests** on his record for various offenses mostly involving drugs.
 - ◆ Has charges involving **weapons, burglary, and assault** on his record.
 - ◆ Served 12 years in State **Prison**.
 - ◆ Participated in 1-year Men’s Program at the Rescue Mission.
 - ◆ Qualified for Section 8 Housing and was accepted into El Carrillo.
 - ◆ Currently on **Methadone** and Medical Marijuana (has Medical Marijuana ID Card).
 - ◆ Participates in active case management as part of the Supportive Services Program provided at El Carrillo.
 - ◆ Participates in a “12-Step” Program.
 - ◆ Has approximately 2 years sobriety.

qualified for Section 8 housing support and moved to El Carrillo. Currently he is taking methadone and medical marijuana. He wears a prosthesis on one leg – the result of an injury incurred when he was high and was hit by a train on the railroad tracks. His primary means of transportation is his bicycle. Steve actively participates in case management as part of the support services provided at El Carrillo, and he is in the “12-Step” Program. He believes he has done enough “research” now and

that El Carrillo has saved his life.



There are numerous impacts and costs to people like Steve, his family and our community in a case such as his. This diagram illustrates a sampling of the numerous agencies with which he has had contacts across decades due to addiction, violence and other issues that started when he was 11 years old.

II. COMMISSION RECOMMENDATIONS

Recommendations:

1. Increase jail system capacity by building a 300-bed jail facility in the north county.
2. Invest in prevention, intervention and recovery programs that address key factors contributing to crime and imprisonment.
3. Invest in new and enhance existing community corrections programs.
4. Invest an initial \$5.8 million per year in jail overcrowding prevention funding (for Recommendations 2 and 3).
5. Establish a Criminal Justice Coordinating Council (CJCC) to focus on criminal justice system issues that may reduce jail overcrowding.
6. Pursue and implement strategies to pay for these investments.

RECOMMENDATION 1: Jail System Capacity

Increase jail system capacity by building a 300-bed jail facility in the north county.

Rationale:

Every assessment of the County jail system conducted in the last 15 years recommended that the County's jail capacity be increased.

The BRC agrees. Public safety requires more jail system capacity. Although reliable projections show the required capacity of a new jail to be approximately 800 beds, the BRC does not presently recommend a facility that large. An 800-bed jail would be too costly to build and operate. Instead, the Commission believes a less costly and more effective solution exists and recommends the County build a 300-bed jail facility and also invest heavily in *preventing* the need for the additional 500 jail beds.

Data & Justification:

- Industry standards suggest that a jail should operate at 85% of its rated bed capacity. This allows the facility and staff to handle surges in different types of inmates (e.g., risk level, gender, gang affiliation). With a current rated capacity of the Jail system at 818, the Average Daily Population (ADP) is approximately 1,000 in custody (not including the additional 200 – 300 offenders participating in alternative sentencing programs). This means the jail facilities are operating at over 120% of rated capacity. The addition of 300 rated beds will bring the current Jail system much closer to reasonable operational practices.
- Because of the lack of jail space, certain offenders are released early or spend no time in jail at all.
- Transportation of inmates between the Main Jail and court is costly, inefficient and creates a safety risk.
- The problems associated with this transportation are compounded by a small jail facility in north county (39 beds) combined with the fact that 55% of the inmates attend court in the northern regions of the county.

Santa Barbara County Jail: Historical Analysis and Reports

- 1999 Adult Custody Needs Assessment
- December 2005 County New Jail Planning Study
- April 2006 National Institute of Corrections (NIC) Justice System Assessment
- Current local data validates need and projections including Rosser assessment conducted in 1999. Current Needs Assessment December 2006
- January 2008 Rosser International Jail Needs Assessment Study (Report pending)

A History of Santa Barbara County Jail: Bed Capacity and Overcrowding

Main Jail: The Main Jail was opened in 1971 with a Board of Corrections Rated Capacity of **353 beds**. Since 1987, several additions and remodels to the Main Jail have increased the bed capacity by **265 beds** bringing the total rated bed capacity to **618 beds**.

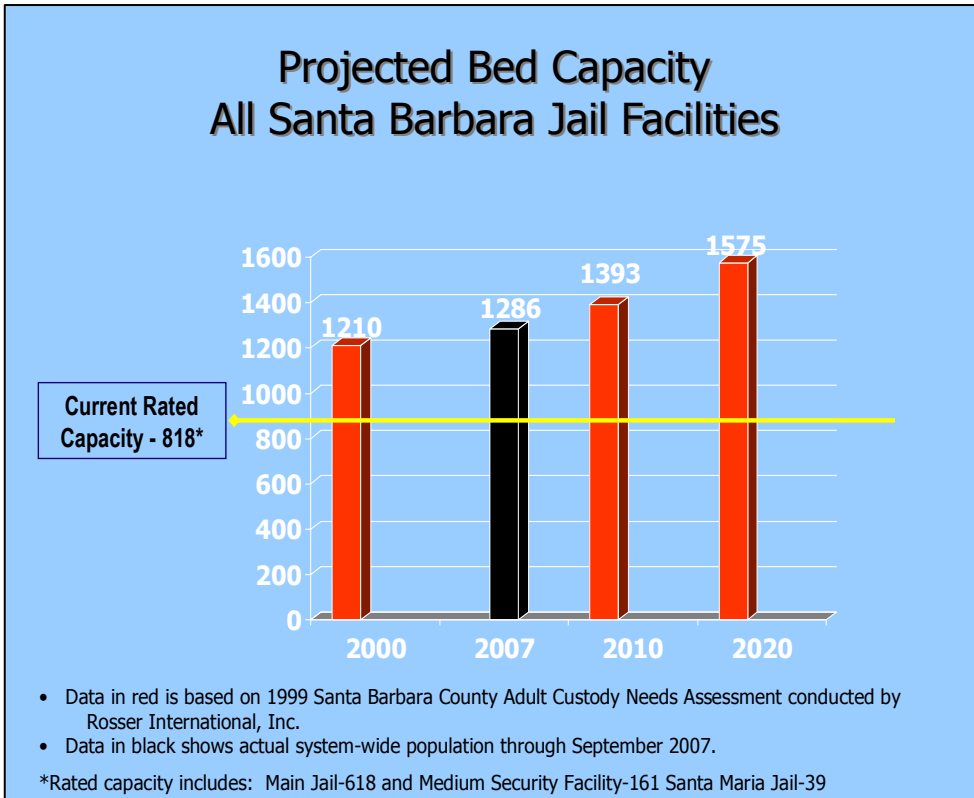
Medium Security Facility: The Honor Farm was opened in 1961 to house minor offenders/lower risk sentenced inmates. The facility had a rated capacity of **161 beds**. (The name of the facility was changed in 2006 to reflect the description of the facility more accurately.)

Due to the Main Jail overcrowding situation, the Honor Farm was re-configured to also house medium level offenders. This facility now has **285 beds**, which is 77% more than the rated capacity. While this facility at one time housed only sentenced inmates, the current population now averages a 57% population of pre-trial inmates.



Santa Maria Branch Jail: This jail was opened in 1971 as a temporary holding facility designed to hold inmates for no longer than 96 hours and has a rated capacity of **39 beds**. This facility has recently been remodeled to qualify as an approved California Department of Corrections and Rehabilitation (CDCR) “limited” Pre-Trial Facility. This status allows inmates to be held for longer periods of time. However, the facility is primarily used as a booking facility.

Data from the 1999 Jail Needs Assessment by Rosser International, Inc., originally indicated that by 2007, the local Jail system would need approximately 1,338 beds. An internal assessment reflected an actual need of 1,286 beds at the same time. In 2008, a new Needs Assessment is being conducted, but at the time of this writing the report is not yet completed. Early glimpses into the report indicate the projected demand for the Jail system has not diminished over time and has validated eight years of projected bed needs with actual daily population data.



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Jail Bed Shortfall:

The following data show the current rated beds at the Main Jail and the Medium Security Facility, along with the actual beds in use. The bed shortfall continues to grow from an actual 431 beds in 2000, to an estimated 796 beds in 2020.

Santa Barbara County <u>Rated Beds vs. Actual Beds</u>			
	Jail Rated Beds	Actual Beds in Use	Number over Capacity
Main Jail Rated	618	733	115
Medium Security Facility Rated	161	285	124
TOTAL RATED	779*	1018	239

* The 39 Santa Maria Branch Jail beds are not included.

Jail Bed Shortfall				
Year	2000	2007	2010	2020
Beds	431	468	514	796



Photo: Minimum Security Facility (MSF)

Because of overcrowding, beds for inmates are located in literally all areas of the housing facilities. At times, population conditions have resulted in inmates sleeping on triple bunks or on mattresses on the floor.

Court Orders Related to Jail Overcrowding:

Finding an effective solution to jail overcrowding is not only a matter of appropriate public policy, it is mandated by Court Order. In fact, the Santa Barbara County Jail has been under court order since the early 1980's.

The court orders concerning jail overcrowding originate from a lawsuit brought by county jail inmates in the early 1980's claiming cruel and unusual punishment due to overcrowded conditions. To relieve crowded conditions at the jail, the parties in the lawsuit have stipulated to, and the court has ordered a variety of measures to mitigate overcrowding. These court orders have been modified over the years, but remain in effect today. The court orders define when early release programs are implemented and allow for restricted booking criteria. Failure to resolve overcrowded conditions will result in a violation of the court orders. Should that occur, the Sheriff's Department and County could face substantial monetary sanctions. It is imperative that the Sheriff's Department resolve the overcrowded conditions in the jail to avoid violating the court's order and resulting liability. The following chart is an overview of the court orders:

Summary of Jail Overcrowding Court Orders	
DATE	ORDER SUMMARY
April 1986	Expanded eligibility criteria for work furlough and community service programs.
August 1988	Instituted Early Release Program.
February 1989	Implemented measures to reduce Jail overcrowding, including expanded release and booking criteria.
February 1990	Limited Female inmates to 65.
January 1996	Additional beds allowed. Increased Female Cap to 99.
September 1998	Reduced Male beds from 702 to 587 by removing unrated triple bunks for safety. Flex Cap* set at 530.
September 1999	Ordered early release of inmates to participate in alternative programs. Female Cap increased by 2 and Male by 18 (Female 101/Male 548).
December 1999	Allowed Sheriff to exceed Flex Cap* in times of emergency.
April 2001	Flex Cap* reduced from 548 to 520.
May 2005	Authorized changes in booking criteria and additional releases. Approved 44 additional Male Beds for a total of 649.
April 2007	Main Jail total Male Cap of 605; a Female Cap of 128**.

*Flex Cap is the trigger point to initiate early release procedures. Industry standards suggest that a jail should be populated at approximately 85% of rated capacity in order to appropriately handle surges in arrests and changes in type of inmates incarcerated (e.g., gender, risk level, gang affiliation).

** The 39 Santa Maria Branch Jail beds are not included. Totals for 2007 include non-rated beds.

Jail Population Review: Who is in jail?

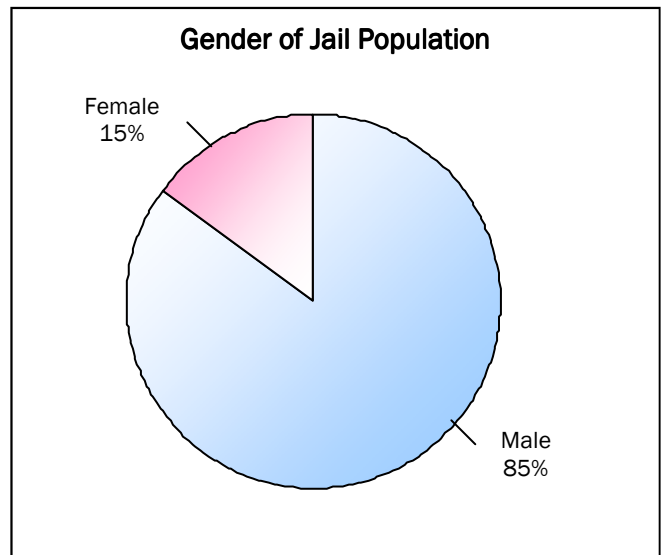
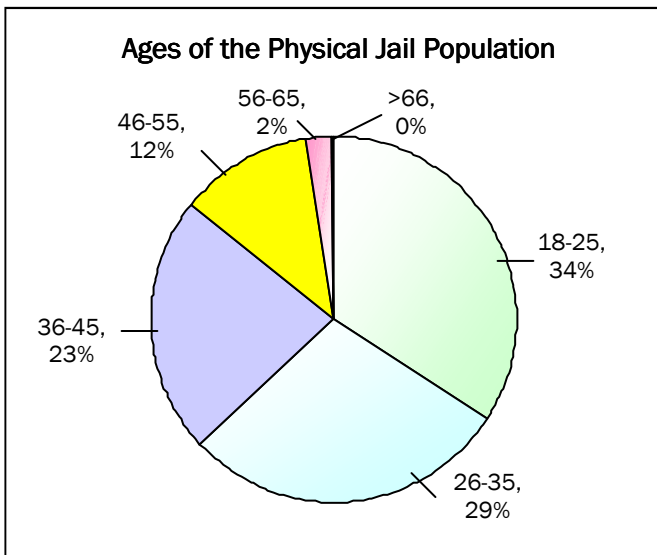
Understanding who is in jail, for how long, and for what reasons is critical in determining causes which contribute to jail overcrowding. Once the causes of jail overcrowding have been identified, then strategies to address the problem can be developed, prioritized and implemented.

A review of the County Jail demographics in 2007 revealed that inmates were: 85% male, 15% female; 55% north county arrests, 45% south county arrests; 26.5 years median age.

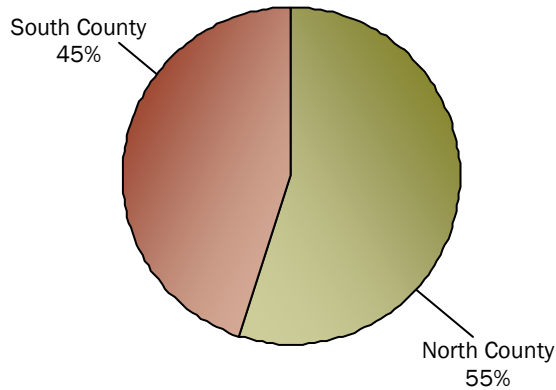
Santa Barbara County has an excellent record of timeliness in trying inmates in accordance with the standards of the State of California (within one year). Nevertheless, in 2007, 70% of its inmates were pre-trial/un-sentenced, while 30% had been sentenced. More staff time is needed and more safety risk is involved in managing those who are pre-trial due to the need to provide transportation to court hearings, facilitating attorney visits, etc.

Approximately 30% of the inmates were misdemeanants and 70% felons. Roughly 12% of all inmates in 2007 were in the country illegally.

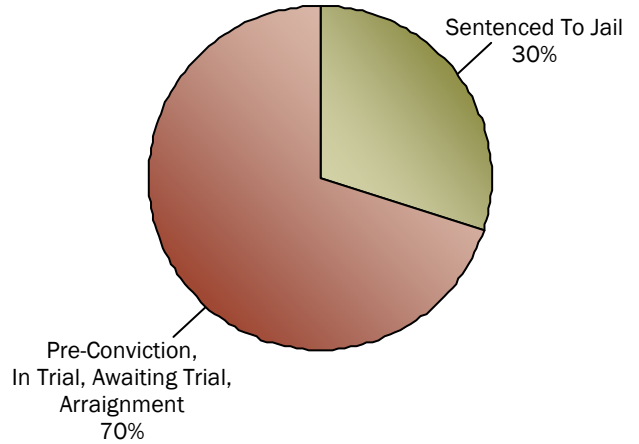
Note: The question of Illegal Immigration: Local law enforcement officers protect everyone, regardless of citizenship or residency status. Enforcement of immigration law is a federal, rather than a local responsibility. Local agencies enforce State and local laws and some offenders housed in the jail are subsequently found to be in the country illegally. In 2007, the number of undocumented immigrants in the jail was approximately 12% of the ADP. Foreign-born inmates are evaluated by Federal Immigration and Customs Enforcement (ICE) agents to determine if they have legitimate status to be in the United States. When ICE places an immigration hold, the inmate still proceeds through the local justice process. Upon acquittal, the inmate will then be released to ICE, or if convicted, turned over to ICE at the completion of the imposed sentence.



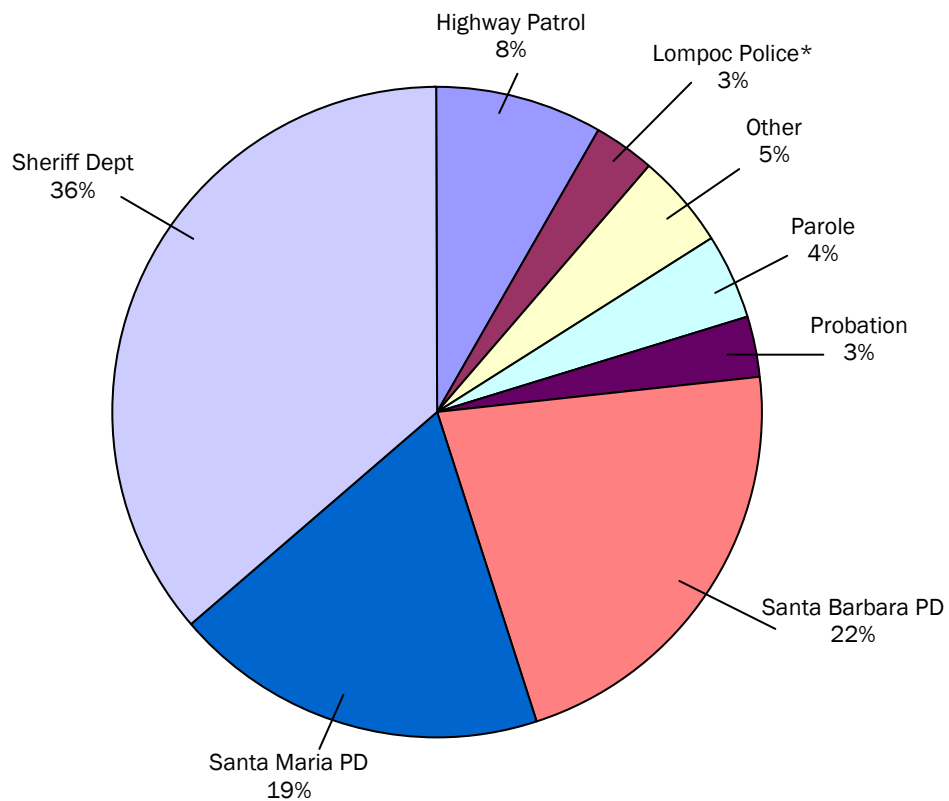
Transportation of inmates between north and south county, and back again for court, is costly. This practice is inefficient and creates a safety risk.



Sentenced / Pre-Sentenced Jail Population



Agencies That Booked Inmates Into Jail During 2007



* Lompoc operates the only city jail in the County. Many of those booked into their city jail are not transferred to the County jail; hence, 3% is disproportionate to Lompoc's population.

RECOMMENDATION 2: Prevention, Intervention and Recovery Programs

Invest in prevention, intervention and recovery programs that address key factors contributing to crime and imprisonment.

After examining information about the jail population, the BRC concluded that solving the overcrowding issue will require making significant community investments in the following four areas: drug & alcohol abuse, mental health & mental illness, homelessness, and gang prevention/intervention. It is understood that no reasonable amount of additional jail capacity alone will solve the problem of jail overcrowding. A blended approach of prevention, intervention and enforcement is required.

Rationale:

Reducing both the inflow of people into the jail and the rate of recidivism will result in a reduction in crime, victimization and the number of jail beds needed within the county. After examining information about the jail population, the BRC recommends pursuing programs that focus on the four major areas of substance abuse, mental illness, homelessness and gang affiliation.

There are many factors that influence the jail population. The BRC recommends that a blended approach be utilized in order to respond to and deal with the various elements and related complexities.



The BRC recommends that a blended approach and set of strategies be utilized given the complexities of the problem as well as the numerous factors that influence the jail population. These include the crime rate, sentencing practices, local politics and law enforcement arrest policies and practices, among others.

**Diagram above is from the NIC Report from April 2006.*

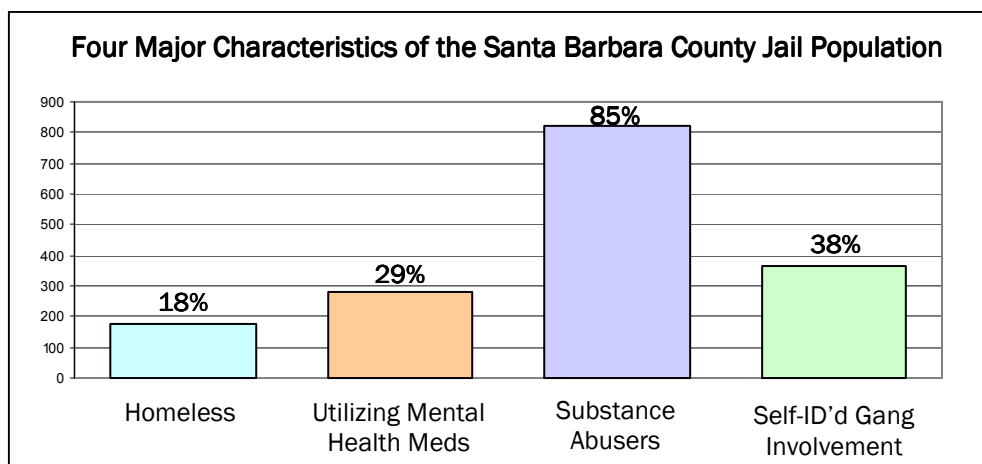
Effective delivery of prevention, intervention and recovery programs can result in less crime and positively impact recidivism. The reduction in crime will positively impact public safety and reduce the number of jail beds needed within the county.

The Commission recognized that issues related to these four key areas of drug & alcohol abuse, mental health & mental illness, homelessness and gangs in our communities are complex and long-standing. In all such situations there is no single quick or easy answer. Research has shown, and experience has taught, that enforcement alone provides only temporary relief from the related problems. Some who are incarcerated can bring their given subcultures (drugs and gangs) into the institution, where they often continue to influence and even direct activity outside the institution. Almost all of those incarcerated eventually return to their home community.

The BRC therefore recommends an approach of combined strategies, specifically, well designed and delivered prevention programs, strategic intervention programs and recovery services and programs. The BRC believes that effective use of these strategies can reduce the impact of these issues on the community and positively impact jail overcrowding.

Data & Justification:

The four key groups of the County Jail population that involve prevention, intervention & recovery:



Note: Numbers and percentages add to more than 100% because some inmates fall into more than one category.

Homeless: Based upon the percentage of inmates who were homeless during the last Jail survey (Nov. – Dec. '05). Definition of Homeless used was, “using the address of a shelter within Santa Barbara County, listing ‘transient’ as address, or having no listed address at time of booking.

On Mental Health Medications: Defined by the number of inmates who were using psychotropic medications and the related issued prescriptions during March & April 2007.

Substance Abusers: Based on the CDCR statistics of state paroles in need of substance abuse intervention.

Self-Identified Gang Involvement: Statistics based on inmates who were identified as gang involved during surveys conducted by jail staff in July and November 2007, included 42% of the male and 19% of the female ADP. (Specifically, 31% males and 9% females in custody admitted gang membership, while an additional 11% males and 10% females possessed tattoos that affiliated them with gang membership). In other words, 347 male and 31 female gang-affiliated inmates on an average day.

- I. **Drug & Alcohol Abuse** – Reducing the amount of substance abuse in Santa Barbara County would significantly improve the overall health of our communities while also reducing crime, recidivism and jail overcrowding. According to the California Department of Corrections & Rehabilitation, 85% of state parolees are likely in need of substance abuse intervention upon release. The BRC believes our County Jail population has similar needs. Furthermore, the value of prevention efforts will be realized by individuals and their families, as well as across multiple agencies and programs.

- II. **Mental Health & Mental Illness** – Although it has become the County’s defacto “mental institution,” the Jail is not an appropriate place for most people with mental illness. Finding alternatives to incarceration for certain people who are mentally ill is cost-effective and provides more effective treatment. These strategies may also reduce recidivism rates and therefore the need for jail beds. Local statistics show that at least 25 – 30% of those in custody are on psychotropic medications while in jail. However, it is acknowledged that this number understates the true picture, since it only counts those who agree to treatment and take jail-issued medication. There are also those who decline treatment, refuse to be medicated, or who are under care outside the facility and are not included in the estimated numbers. Therefore, the BRC recommends intervention and prevention services be utilized for those persons, and that these services need to be accessed pre-arrest and post-release to positively impact community safety and jail overcrowding.

- III. **Homelessness** – When strategies are used to provide homeless individuals alternatives to incarceration, fewer jail beds are needed. Many aspects of the problems related to homelessness are driven by substance abuse and untreated mental illness. Close to 20% of those in our jail are identified as homeless upon incarceration, and at least that many are likely to be so upon release. (It should be noted that this number may be over-estimated given that some inmates do not provide an address upon incarceration, and are therefore counted as “homeless.”) It is understood that there is a strong correlation between the chronic homeless and the chronic incarcerated, and that they are often the same population with similar underlying issues. Hence, a blended approach to dealing with these issues is necessary.

According to the Santa Barbara County 10-Year Plan to End Chronic Homelessness from 2006, the Sheriff’s Department has estimated it costs \$4,708,500 per year to house homeless individuals who have violated some law or ordinance (but most likely would not have if they had received appropriate intervention). The report also states, “Of the people who are homeless, 10-15%, or as many as 945 people, are chronically homeless. Santa Barbara County’s chronically homeless population is comprised of single adults and families with children who have either been continuously homeless for a year or more, or, have had at least four episodes of homelessness in the past three years, have a disabling condition and have been sleeping in a place not meant for human habitation (e.g., living on the streets) or in an emergency shelter during that time. Many of these individuals have serious mental illnesses; two-thirds of all people with serious mental illness have been homeless or have been at risk of being homeless at some point in their lives. People with untreated mental illness often lose their housing due to problems with neighbors; because they present a threat to themselves or others; miss rent, utility, or mortgage payments; or neglect their housekeeping.”

The 10-Year Plan to End Chronic Homelessness also highlights the realities that people who are homeless, or at risk of homelessness, and coping with mental illness and/or substance abuse issues traditionally face significant barriers in accessing treatment and finding support

necessary for long-term recovery. These obstacles often lead to a perpetual cycle of arrest, jail time, and minimal treatment without long-term supportive services, resulting in a relapse leading to further arrests.

Restorative Policing Programs, such as the one in south county, provide opportunities to maintain public safety and link homeless individuals to medical care, housing and other necessary services while breaking the cycle of jail and the streets.

In each of the areas of drug and alcohol abuse, mental illness and homelessness, the BRC acknowledges that the role of family and other support groups can be keys to reducing recidivism in the area of homelessness and particularly with drug, alcohol or mental health problems. Stability and recovery is greatly assisted by the presence and support of relatives, and friends, or others with similar issues who understand the challenges faced by this population.

For some, the involvement of family or family surrogates can be enabled by a Restorative Policing process. It is well known that the relationship formed between duty officers and those with alcohol and drug or mental health problems may serve as the only consistent and healthy relationship an individual living on the street may have.

For others, an assisted outpatient treatment program, such as provided under SB 1421 may be the key linkage to a case manager or worker, and be the first step towards recovery success.

After many years of substance/alcohol abuse or homelessness and mental illness, the family of origin may not be available as a realistic support system. Families experience years of stress, pain, and burn-out, and require time away.

To the extent that sponsors and networks of peer supports, family advocates, and consumer advocates exist, these surrogate family groups can become the family constellation for those who have lost connections with their family of origin.

A blended approach of prevention, intervention and enforcement is required to effectively deal with the four areas of drug abuse, mental illness, homelessness and gang involvement.

The BRC finds that support services are effective and key to a blended approach. Examples of such services and programs are those provided by Casa Esperanza, the C.A.R.E.S. (Crisis and Recovery Emergency Services) program, Good Samaritan Shelter and Bethel House/Rescue Mission, among others. These can be places where the individual who is struggling with recovery can develop healthy relationships. Evidence shows that support of family or surrogate family groups is a strong element to prevent recidivism.

IV. Gangs – Dealing effectively with gangs is a county-wide community issue. Gangs exist across all racial, ethnic, socio-economic and geographic boundaries. They are not gender specific and exist in urban, suburban and rural communities. While local law enforcement has approached enforcement as a regional issue and some cities are engaged in new strategies, at the time of this writing, there has been no county-wide effort specifically focused on the prevention of gang involvement or gang-related violence. Approximately 35-40% of the inmates in jail on a given day are self-identified as gang affiliated.

Santa Barbara County has experienced serious criminal activity and violence related to gangs. It is the opinion of this Commission that although our communities have not become as impacted as some others throughout the nation, the criminal street gang problem in Santa Barbara County is complex, deep-rooted, and often multi-generational. Experience has also taught that arresting and removing the older leaders sometimes opens the way for younger and more immature members to assume leadership roles, often resulting in more violent and impetuous behavior.

There are approximately 378 gang members in our County Jail on an average day. They comprise 42% of the male and 19% of the female ADP (average daily population). (Note: 31% males and 9% females in custody admitted gang membership, while an additional 11% of males and 10% of females possessed tattoos that affiliated them with gang membership.) *This data is from 2 surveys of inmates in custody conducted in July & November, 2007.*

To address the problem of gangs the BRC recommends a combined approach of:

- **well designed and delivered prevention programs;**
- **strong and comprehensive law enforcement; and**
- **strategic intervention programs.**

The BRC grappled with the reality that the decision of a young person to join a gang is a symptom of the societal, cultural, economic, family, and community problems in that young person's life. Therefore, our community needs prevention strategies that start with youth at an early age with after-school programs, clubs, groups, sports and music alternatives. The Commission suggests the development of diversified programs modeled on those that have been successful. Examples include: school-based programs that address bullying, the District Attorney's Truancy Program, the Sheriff's and Police Activity Leagues, Girl's, Inc., Ben Paige Youth Center, Boys and Girls Club, YSTRIVE (Youth Succeeding through Training Restorative Initiatives, Volunteering and Education) and DARE (Drug Abuse Resistance Education) programs. Programs centered on specific activities to raise self esteem and offer lifestyle choices not otherwise available are essential. These programs address the need for safety, opportunity, a "need to belong" and lack of self esteem which gang subcultures sometime offer, albeit in a negative way. As with many other aspects of the jail population, channeling energy away from criminal activity, drugs and truancy will have the positive effect of keeping people out of jail and avoiding the revolving door effect for many who would otherwise become repeat offenders.

Summary: A blended approach to address the issues related to the four areas of drug abuse, mental illness, homelessness and gang involvement needs to include enforcement, prevention and intervention strategies. They cannot be resolved by law enforcement and incarceration strategies alone. Law enforcement has a definite role to play, but ultimately, it cannot alone reverse the presence and impact of these societal problems. The personal, family and community factors need to be addressed. All segments of our community need to get involved in the solution - to learn more, to engage in meaningful and informed dialogue about the cause and effects of these problems, and to determine the best ways to provide alternatives to incarceration.

RECOMMENDATION 3: Community Corrections Programs

Invest in new and enhance existing community corrections programs.

Rationale:

Expansion of probation and pre-trial release programs along with implementation of intermediate sanctions, such as Day Reporting Centers, a Work Furlough Program, Sobering Centers, and a state-of-the-art satellite-based (GPS) electronic monitoring system, would significantly help address jail overcrowding. Over time implementing these strategies would result in a reduction of jail beds needed.

“The County should consider design and development of a Day Reporting Center for selected inmates.... Pre-trial services programs, electronic monitoring programs and other options can be utilized to make the most effective use of jail beds in Santa Barbara County.”

*Santa Barbara County Justice System Assessment,
April 2006, National Institute of Corrections*

Implementation of these programs is known by subject matter experts to be effective and was also recommended to the County by the National Institute of Corrections (NIC) in April 2006, when it conducted an assessment of the County Justice System. However, due to jail overcrowding, there is currently inadequate

space in the facilities to operate effective recidivism reduction treatment programs including the Sheriff’s Treatment Program for the inmates.

Data & Justification:

Day Reporting Centers

Day Reporting Centers offer an alternative to incarceration with both strict supervision and targeted treatment. According to the NIC, “...a Day Reporting Center is a program providing for intensive supervision and treatment of offenders and/or awaiting trial populations.”

In April 2006, the National Institute of Corrections recommended the County of Santa Barbara implement a Day Reporting Center. The Blue Ribbon Commission endorses this recommendation.

A Day Reporting Center established in coordination with a residential Work Furlough Program would provide alternative sanctions that can be cooperatively used by several agencies. Program applications that can be operated from this type of center include:

- Mental Health, Drug, and Alcohol diversion programs;
- Discharge support and planning programs;
- State Parole functions;
- Court Own Recognizance (O.R.) program support; and
- Intensive supervision for pre-incarceration and post-release inmates by Probation or other cooperative agencies.

A Day Reporting Center provides a location where the multiple agencies can implement coordinated treatment practices. This also provides the structure for both pre-incarceration and post-release programs, and where restorative justice practices can be exercised.

A comprehensive center would also provide a structure that allows for and supports further recommendation and program applications.

We must explore shorter-term programs that will work toward decreasing inmate recidivism without compromising community safety. The Day Reporting/Work Furlough Center concept is such a program. While these programs will not show an immediate decrease in jail overcrowding, they have been proven to provide and maintain safety for the community while providing a good return on investment by lowering recidivism and providing greater inmate accountability.

The Sheriff's Department currently has plans for Day Reporting and Work Furlough programs. Originally designed as separate programs for individual sites, they could be combined to minimize staff and infrastructure costs. Collaboration between several County departments and community-based organizations will be essential for the success of these programs.

The BRC recommends that the Day Reporting/Work Furlough programs are worthy of continued development by an integrated Jail Overcrowding Prevention Commission (see Recommendation 4). It is understood that in order to implement the DR/WF plan, a site location must be identified and funds must be obtained for staffing, programming, and facilities. Ideally, there should be a DR/WF in both the north and south; however, that would not initially be financially practical. Both areas have advantages for the pilot site. The north has the larger inmate pool making north county locations more economical and available. The south has stronger program and employment resources and is more geographically compact.

Key Elements of a Day Reporting Center

- Drug Testing
- Regular check-in times
- Community supervision
- Daily itinerary sheet
- Electronic monitoring/curfew monitoring
- Eligibility criteria
- Treatment components
- Employee development/life skills

Electronic Monitoring

The current Electronic Monitoring (EM) program appears highly successful and efficient. It is, however, heavily burdened and understaffed. In addition, there is a belief that the system tracks the client's real time during their tenure. This belief is erroneous, yet technology to accomplish real-time tracking does exist. The expansion and improvement of this system is necessary. The ability of other options to succeed may also be dependent upon this upgrade.

Enhancement from radio to Global Positioning System technology (GPS) provides greater ability for tracking clients, and also builds reliability of the system. This capability provides an infrastructure that would allow more offenders to be added to the program. Intensive supervision has greater opportunities of success. Use by Court O.R., Mental Health, Probation and Parole provides greater opportunities for success for each of their clients, and provides sanctions early on when needed. This new technology would allow use by the incarcerated homeless, and those who are assigned to alternative residence programs, such as Sober Living Centers.

Sobering Centers

Sobering Centers provide an option as an alternative to booking inebriates into jail. However, the driving force behind sobering centers has historically been financial. They were typically used by cities that might otherwise have had to pay jail booking fees. County contract agencies and the County did not have the immediate cost avoidance to drive such a program. The BRC recommends that the Jail Overcrowding Prevention Commission (see Recommendation 4) should investigate the potential indirect cost savings and recidivism impacts of such centers.

Other Models for Consideration

There are additional models worthy of consideration such as the Community Treatment Alternatives Program (CTA) which is an Assertive Community Treatment (ACT) Program. This model is designed for people who have serious mental illness, or who have been granted a conditional release after being found not guilty by reason of mental disease or defect.

One such CTA model is based in the Dane County Jail, Madison, Wisconsin. Referrals come from several sources: the Center's Jail Mental Health Team, the Public Defender's Office, the District Attorney's Office, probation and parole agents, parents, and occasionally the potential clients themselves. CTA provides assistance in finding the appropriate legal mechanism to obtain the person's release from jail (e.g., bail modification, sentence modification, competency evaluation, alternative to revocation of probation or parole, etc.). Upon release, clients are provided with comprehensive, ongoing services following the principles developed by the Program of Assertive Community Treatment (PACT). These services include: medication evaluation and monitoring, assistance in obtaining a source of income, locating housing, securing and maintaining competitive employment, counseling for alcohol and other drug abuse, and help with the activities of daily living (e.g., grocery shopping, cleaning apartments, transportation, etc.). This program has engaged clients in housing, psychiatric services, employment and helps people stay in treatment programs.

RECOMMENDATION 4: Overcrowding Prevention Funding

The Commission recommends an initial \$5.8 million per year be invested in jail overcrowding prevention funding (for Recommendations 2 and 3).

Rationale:

Spending \$5.8 million/year in new expenditures to prevent 500 jail beds from being needed equates to approximately \$11,600 per year per bed avoided. The amount of this investment was chosen by modeling \$1 of prevention funds for every \$2 of operating funds for the new jail. Over time, as jail operating costs increase with inflation, the jail overcrowding prevention funds should also increase by this formula. (See Recommendation 6 for details).

While this is a significant amount of money, it compares very favorably with the approximately \$39,000 annual projected cost per jail bed in the proposed facility (debt service on capital cost included). This cost does not include the cost of the crime committed, the law enforcement services required to apprehend the suspect, the cost of adjudication, or any cost to the victim. The BRC contends that crime prevention is more cost effective than enforcement and incarceration.

The BRC strongly recommends that existing County departmental programs which address these same social issues (homelessness, mental illness, substance abuse and gang prevention) continue to be fully funded and not be reduced because of the existence of these new funds. In the annual budget process, the jail overcrowding prevention funds should be kept proportionate to the new jail facility operating costs in keeping with the formula above.

The Commission discussed numerous alternatives of how these jail overcrowding prevention funds should be managed and how the results of their use be measured. The recommendation is to use a structure modeled on the First 5 Commission, which manages the County portion of the Proposition 10 Tobacco Tax revenue raised to help children under 6 years old.

- A Jail Overcrowding Prevention Commission should be appointed by the Board of Supervisors. The Commission membership would include the Sheriff, the District Attorney, Chief Probation Officer, the Public Defender, the Director of ADMHS, a County Supervisor, a representative from the Santa Barbara County Law Enforcement Chiefs Association, and representatives from several community-based organizations (CBO's).
- The operation of the Commission, like the First 5 Commission, would be independent of the Board of Supervisors.
- The Commission would have an extensive Advisory Committee that would include a broad cross-section of community organizations, the county philanthropic community and local law enforcement agencies.
- Monies from the agreed upon revenue stream (see Recommendation 6) would accrue to the Commission.

- The Commission would be responsible to:
 - ◇ Manage the allocation of these funds to the new prevention, intervention and recovery programs, and the new or enhanced community corrections programs.
 - ◇ Obtain matching funds from the county's philanthropic community.
 - ◇ Obtain independent evaluation of all the implemented programs relative to the goal of eliminating the need for 500 additional jail beds.

Data & Justification:

The BRC considered various models and structures for such a commission. The BRC suggests this structure will work because it allows for avoiding conflict of interests and ensuring independence from political pressures or influence. Given the County system, the priorities include the need for a structure that respects the use of public funds, while at the same time allowing responsiveness. After reviewing the effectiveness of the First 5 model and mission, it was agreed to recommend pursuit of a similar structure, including bylaws, how to manage conflicts of interest, and other business processes.

Only through creating this linkage of public and private community-based organizations and a seamless care delivery system can the required results be realized in order to drastically impact the revolving door of incarceration. Fortunately, this change will have benefits for the individuals, the community, public safety and our justice system.

Agencies throughout Santa Barbara County have demonstrated their ability and willingness to work collaboratively to deal with this problem. Many have experience in working across disciplines to seek to keep our communities safe, while providing services for individuals who have had encounters with the criminal justice system.

RECOMMENDATION 5: Criminal Justice Coordinating Council

Establish a Criminal Justice Coordinating Council (CJCC) to focus on criminal justice system issues that may reduce jail overcrowding.

Rationale:

The CJCC will consist of department heads of the major stakeholders in the criminal justice system (the Court, Sheriff, District Attorney, Chief Probation Officer, Public Defender, and representation from private criminal defense attorneys, local law enforcement agency executives and the County Executive Office.)

Modeled after similar groups in other counties, this group would prioritize issues and provide coordinated oversight and accountability of processes in the criminal justice system that impact jail overcrowding. Proposed process improvements which could potentially reduce the need for jail beds would be managed and overseen by the CJCC. This is a “best practice” that has been successfully used by other counties within California and in other states. Establishment of a CJCC was also recommended by the 2006 NIC Assessment.

The BRC recognizes that in order to implement criminal justice system process improvements, it is essential that adequate resources and funding be provided to the justice system partners to accomplish the goals identified.

The CJCC will not be a fiscal agent, and therefore will not be able to be a formal part of the funding allocation and evaluation described in Recommendation 4. However, the CJCC will develop a working relationship with the Jail Overcrowding Prevention Commission. This will enable both groups to have a common view of priorities, programs and processes that impact jail overcrowding.

The creation of this Council and assignment of subcommittees would provide the structure to immediately implement some general process improvements that were recognized by the Blue Ribbon Commission and the National Institute of Corrections. A key activity of this Council would be to manage and oversee changes and process improvements in the criminal justice system consistent with the goal of a fair and just system, which could potentially reduce the need for jail beds. One example of this might be an expanded Pre-Trial Release Program.

“The quality of the criminal justice system is not measured by the speed by which it processes cases, but rather its fairness and perception of the justice given.”

Gregory C. Paraskou, Santa Barbara County Public Defender

An additional benefit that could come from the Criminal Justice Coordinating Council might be that, as the agencies come to know one another better, they can work toward common goals. They would continue to develop confidence

and trust in each other’s programs, so that they have more options in their own decisions. For example, the District Attorney’s Office might make different charging choices if they knew there was an effective jail-diversion program for the mentally ill, homeless, or substance users.

Additionally, the CJCC could choose to measure elements such as recidivism and early releases due to the court-ordered jail population cap. The related performance measures might include the average number of days inmates are released early and the number of re-arrests/convictions within three years post arrest.

Through various discussions of the BRC, it is believed this model could be easily adapted to Santa Barbara County. Various Commissioners would be willing to serve on such a council.

Data & Justification:

The Blue Ribbon Commission searched for examples of existing Criminal Justice Coordinating Councils. National Institute of Corrections staff recommended the Criminal Justice Council of Dutchess County, New York. Santa Barbara County would want to develop its own vision, goals and processes which would likely highlight the importance of a just and fair system.

Sample Data and Performance Measures to Track Impacts on Jail Overcrowding:

1. Data Needed: Number of early/cap releases and total number of days released early.
 Recurring Performance Measures:
 Reduce by ___% the # of early releases
 Reduce by ___% the number of days released early
2. Data Needed: Average number of days people are released early.
3. Data Needed: Number of re-arrests + convictions 2 years post-arrest.
 Recurring Performance Measure:
 Reduce recidivism by ___% from prior 2 year period

It is believed tracking this information could provide insight into what is - or is not - feeding overcrowding should it continue after a new facility is built.

A new Jail Data Management System is due to be on line mid-2008 which could be utilized to provide data on these measures.

Solutions to jail overcrowding will best use a collaborative approach by the governmental functions and social agencies that either interact with those who make up the jail population or that provide services to them prior to arrest, during their stay or following their release. With a CJCC, communication must be ongoing and cooperative, and address the actual problems rather than only the symptoms. A structure must exist that promotes this collaborative effort, has the power to make decisions, and can influence proper funding priorities.

The following is a glimpse of the Dutchess County CJC and provides insight to the recommended model for the CJCC.

Vision Statement :

The Criminal Justice Council has become a system where the overriding concern is for the fair, equitable, cost-effective and efficient administration of justice for the immediate and long-term; preventive programming is being developed to minimize entry and reentry into the criminal justice system; planning is system-based with goals and outcomes; decisions are grounded in information, research and facts, not politics; all Criminal Justice Council members are committed to actively work together to achieve this goal.

Goals for the local criminal justice system:

- Ensure public safety;
- Ensure cost effectiveness;
- Enhance system effectiveness;
- Reduce recidivism; and
- Increase community involvement.

Duties of the Dutchess County CJC include:

- Promote cooperation among criminal justice system stakeholders;
- Establish committees or special task groups to advance the goals of the criminal justice system;
- Develop and recommend policies, as appropriate, to achieve improved management of the criminal justice system;
- Act as a planning group for relief of jail overcrowding;
- Research, develop and recommend new programs or initiatives based on evidence-based practices;
- Review and comment on program initiatives;
- Advise and assist with the development and administration of the Criminal Justice Management Information Systems;
- Provide statistical analysis and evaluation of data to enhance the criminal justice system's effectiveness;
- Measure the criminal justice system's effectiveness through evaluation of internal processes and outcomes; and
- Communicate findings to involved agencies and the public.

RECOMMENDATION 6: Strategies for Financing

Pursue and implement strategies to pay for these investments.

Rationale:

Now is the time to invest in a new jail facility.

Current estimates of construction costs for a 300-bed facility are approximately \$80 million. Every year the County delays this commitment, construction costs go up a minimum of 5%, or \$4 million. For example, if Santa Barbara County had built a 400-bed jail in 1999, it would have only cost \$53 million.

Also, a unique new opportunity is now available that may save the county many millions of dollars. With the passage of Assembly Bill 900 (AB900), Santa Barbara County can apply for State money to fund \$58 million of the new jail facility. This funding opportunity may only exist in 2008.

Commitment to pursue and implement options for funding the proposed jail is required by the State no later than March 2008 to preserve the County's ability to receive State funds for jail construction. Quick action on the part of the Board of Supervisors will be required in order to apply for the related State funding.

A Secure Community Reentry Facility (SCRF) is designed to reduce the State's current 70% recidivism rate for parolees. A SCRF implemented in Santa Barbara County would be staffed and run by Sheriff's Department personnel. It would house State inmates who will eventually return home to Santa Barbara County for the last 9-12 months of their sentence and provide them with extensive programming services to prepare them to successfully return to the community.

To secure this funding, the County must work with the State to find a site for a Secure Community Reentry Facility (SCRF) in the County. The Commission recommends a 500-bed SCRF be co-located with the proposed 300-bed jail facility in order to reduce construction costs and ongoing operating costs.

Initial operating costs of the proposed jail are estimated at \$15 million/year (including debt service on the construction cost). However, if a SCRF is co-located with the proposed jail, both will need certain common functions such as

maintenance, utility delivery, food services, medical and laundry. Costs of these common functions are estimated to be approximately \$5.3 million/yr. Because the State will be financially responsible for 5/8 of the combined facility (500 Reentry beds + 300 Jail beds = 800 beds), it would be responsible for 5/8 of those common facility operating costs, equaling \$3.3 million/year.

The Commission recognizes that the balance of the jail operating costs (\$11.7 million/year) plus the costs for the jail overcrowding prevention funds (\$5.8 million/year at 50% of operating costs) will need to be financed by a new revenue stream.

The Commission also recognizes that without a new dedicated revenue stream, there would need to be significant curtailments to existing County programs and services in order for its recommendations to be implemented. A list of potential curtailments is listed in the 2005 "New Jail Planning Study." The BRC does not support such cuts to existing programs and recommends a new revenue stream be established. Sources discussed for a new revenue stream include an increase in the county sales tax, a parcel tax, or a mix of the two.

Cost* to County of a 300-bed jail facility Without a SCRF	\$ 80 million
Construction Cost* of a combined 300-bed Jail and SCRF:	\$ 230.0 million
Amount paid by State:	<u>- 208.0 million</u>
Net Capital Cost to County:	\$ 22.0 million
Operating Cost* of 300-bed Jail:	\$ 15.0 million/yr
Less State (5/8 of common facility operating costs of \$5.3 m/yr)	<u>3.3 million/yr</u>
Net County jail operating cost	\$ 11.7 million/yr
Plus costs for prevention programming (@50%)	<u>5.8 million/yr</u>
Total Net County operating costs	\$ 17.5 million/yr

* These costs are estimates effective January 2008.

Data & Justification:

Why the BRC supports a Secure Community Reentry Facility (SCRF):

Reentry Programs

Reentry is a local issue because State parolees are released from State Prison back to their county of residence. It is in the interest of public safety that they successfully reintegrate. In addition, reentry programming is the future of corrections strategies. Inmates need to be taught the tools and techniques to function effectively in order for their reentry to be successful.

Recidivism amongst jail and prison inmates following release from incarceration is a serious problem. Ultimately, this failure is one of the primary sources of jail overcrowding and should be a primary target toward resolution of the problem. Transitioning these individuals back into the community requires the system take into account the reasons particular individuals re-offend as part of the solution. Coordinating this reintegration into the community needs to be done in collaboration with the various aspects and functions of the criminal justice system and the available community agencies and services. The cornerstone of reentry is that it provides inmates with the tools and opportunities to take responsibility for their success.

The practice of the California Department of Corrections and Rehabilitation (CDCR) is to release inmates back to their county of residence.

State Prison inmates return to a SCRF only in the geographic area closest to their home - where they will be released. Providers of corrective and rehabilitative programs come from local community services, social programs and faith based

providers. During the last 9-12 months of incarceration, the SCRF provides intensive programming opportunities for clients who are willing to change their pattern of behavior. A partnership is established with the surrounding community to allow the offender to reintegrate successfully into society.

It is in the community's best interest to help increase the probability of success for those returning parolees. The goals of the Santa Barbara County Reentry Project are to decrease recidivism, increase employment and job retention, establish housing stability, drug and alcohol abstinence (where appropriate), family reunification and other pro-social indicators. Reentry strategies are more than a solution to manage State inmates. They provide opportunities and means for positive life changes, which benefit offenders and public safety alike.

Effective reentry programs must start with a community commitment. Various program components were introduced to the Commission, including:

- Identification application assistance (Social Security, Driver License, etc);
- Housing placement; and
- Expanded vocational and educational programs.

Reentry programs assess:

- the risks a given inmate poses;
- elements that may support the individual's needs in order to be successful; and
- type of individualized case management believed to be most effective for the inmate's successful reentry into the community.

A key determining factor on whether a person is likely to recidivate is whether the person has a support system in the community, especially upon release.

The BRC believes proper study and tracking of these efforts, including comparing their successes in other venues, will provide the necessary guidance to the Jail Overcrowding Prevention Commission (Recommendation 4) to assist in prioritizing services and programs.

The State has expressed interest in working with Santa Barbara County to forge a coordinated effort for reentry programming. Therefore, the BRC recommends working closely with the State on reentry to develop programs that will decrease recidivism and support public safety.

The suggested design of the new jail facility incorporates secure inmate beds as well as space which may be used for these programs. The design builds on existing successful inmate programs and adds courses, skills and training that will assist the inmate in successfully transitioning back into the community. Negotiations with the State of California Department of Corrections and Rehabilitation (CDCR) are moving forward rapidly and an agreement is very possible. It is believed that an agreement could be in place for the development of such a project in Santa Barbara County this summer, and the facility could be built by 2010 - 2012.

CONCLUSION

Protecting public safety is the Commission's highest priority. While there is some risk involved in assuming that investment in prevention/intervention/recovery programs will eliminate the need for 500 jail beds, the BRC strongly recommends the County take this approach.

Proper management of this investment and ongoing evaluation of the results by the Jail Overcrowding Prevention Commission is critical. It is also important that the Jail Overcrowding Prevention Commission provide the community with periodic progress reports on the success of this blended strategy.

The BRC believes that by implementing these recommendations, the County will have sufficient jail capacity through 2020. However, at some point the original Main Jail will need to be extensively refurbished or rebuilt. Also, growth in county population and/or changes in crime rates may require more jail capacity to eventually be added. If more jail capacity is needed in the future, proposed jail facility design would allow for expansion at a lower cost per bed than the initial 300-bed facility.

The Commission urges the Santa Barbara County Board of Supervisors and the public to act **now** on these recommendations. Inaction will only exacerbate the current situation. By acting **now**, the BRC believes our communities will benefit with improved public safety and cost-effective solutions to problems related to jail overcrowding.

Why should we all care about the overcrowding in our local jail?

- Public Safety is in everybody's best interest. Public Safety is everybody's business.
- Jails are paid for and operated by our tax dollars.
- Jails reflect the community's interest in being safe by getting those who break the law and those who are dangerous off the streets.
- Every person sentenced to our local jail is released back into the community within a year.
- Inmates from our county who are released from State Prison will likely return to our county.
- Supporting improved facilities and adding new beds to our local jail benefits all law-abiding citizens. Holding law-breakers accountable for their actions and providing the necessary resources to prepare them for reentry into the community is in the best interest of public safety and, therefore, of all of us.

COMMISSIONER BIOGRAPHIES



ARIS A. ALEXANDER, Ph.D.

Professor Emeritus of Psychiatry, University of Wisconsin Medical School. Former consultant to Wisconsin State Prison System. Established and directed a University-based managed mental health system which cared for 22,000 subscribers. Vice-chair of Trinity Youth Services, a private, non-profit organization which cares for over 1,200 abused, neglected, disadvantaged children. Ph.D. in Psychology, University of Wisconsin.



SYLVIA BARNARD

Seven years as executive director and three years as grant writer for Good Samaritan Shelter, Inc. Fifteen years experience in social services and fundraising. B.A. in English with minor in Professional Writing, University of California, Santa Barbara.



BILL BROWN

Sheriff of Santa Barbara County since January, 2007. Law enforcement career of thirty years (Lompoc Chief of Police, 1995-2007). Chairman, Santa Barbara County Law Enforcement Chiefs Association. Executive Director, Santa Barbara Regional Narcotic Enforcement Team. President, California Police Chiefs Association, 2005-06. M.P.A., University of Southern California; B.A. in Management, University of Redlands; Graduate of the F.B.I. National Academy, Delinquency Control Institute and Northwest Law Enforcement Command College.



WILLIAM J. CROUT

Managing partner, Crout and Sida-Criminal Justice Consultants, Inc., for three years, and five years as a contract consultant with the National Institute of Corrections. Thirteen years with the California Board of Corrections as Deputy Director. Over seven years with the Los Angeles Police Department, and fourteen years with the San Luis Obispo County Sheriff's Department, retiring as Captain. B.S. in Social Sciences, Cal Poly University San Luis Obispo; graduate of the F.B.I. National Academy.



DAVID S. DORSEY

Retired Undersheriff with the Santa Barbara County Sheriff's Department. Thirty-seven years with the Sheriff's Department. Firsthand experience with jail overcrowding as a previous jail commander and as second-in-command of the Sheriff's Department. Attended Santa Barbara City College, Long Beach State and University of Southern California; graduate of the F.B.I. National Academy.



GEORGINA DURAN-CONN

Deputy Chief Probation Officer of Adult Services and Personnel and Training with the Santa Barbara County Probation Department. Twenty-eight years with the Probation Department working in all divisions; Juvenile Institutions, Administration, and Adult. B.A. in Social Welfare/Corrections, Chico State University.



ANN B. ELDRIDGE

Member of the Mental Health Commission for the Third District. Santa Barbara Mental Health Association Board Member. Retired Registered Nurse, registered in California and Massachusetts. Community volunteer, president of NAMI (National Alliance on Mental Illness), South Santa Barbara County. R.N., New England Deaconess/Boston University; A.A., Santa Barbara City College.



MICHAEL FOLEY

Executive Director for the Casa Esperanza Homeless Center. Previously served as Executive Director for the YMCA Youth & Family Services with the Channel Islands YMCA. Studied business management at the University of Phoenix.



SUSAN J. GIONFRIDDO

Retired Chief Probation Officer with the Santa Barbara County Probation Department. Thirty-seven years with the Probation Department, the last seventeen years as Chief Probation Officer. Previous member of the Chief Probation Officers of California, serving in 1992-1994 as President, and National Board of Directors for the American Probation and Parole Officer's Association. Appointed by Governor Wilson to the California Council on Criminal Justice, and to the State Advisory Group on Juvenile Justice/Delinquency Prevention. Served on several local non-profit boards: Fighting Back Drug & Alcohol Task Force, KIDS Network Policy Council, Santa Barbara Boys/Girls Club, Girl Scout Council, and United Against Crime Advisory Board. B.A. in Spanish and Sociology, University of California, Santa Barbara.



GARY P. KEEFFE

City Administrator, City of Lompoc, since 2002. Previous City of Lompoc Utility Director, Water Resources Manager, Wastewater Superintendent, Chemist, and Operations Supervisor. B.S. in Microbiology, Cal Poly San Luis Obispo.



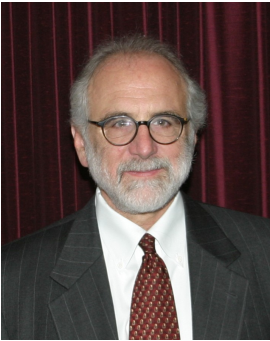
JAMES LAPONIS

Retired Deputy County Executive Officer. Thirty-two years County manager including District Attorney's Office, Courts, and County Executive Office. Participated in the initiation of numerous alternatives to incarceration, the 2006 New County Jail Study, and the Jail Overcrowding Task Force. B.A. in Economics, University of California, Santa Barbara.



GENE MARTINEZ

Chief Assistant District Attorney for the Santa Barbara County District Attorney's Office, North County, since 2007. Twenty years as a Senior Deputy District Attorney the D.A.'s Office. B.A. in History, University of California, Santa Barbara; J.D., Santa Clara University School of Law.



GREGORY C. PARASKOU

Public Defender, Santa Barbara County since 2006. Six years as Assistant Public Defender, Santa Barbara County, and Twenty-eight years as Deputy Public Defender with the Santa Clara County Public Defender's Office. B.A., San Francisco State; J.D., University of California, Hastings College of the Law.



DARREL E. PARKER

Assistant CEO, Superior Court of Santa Barbara, North County Operations, since 1998. Previous District Chief of the Southeast District, Los Angeles Superior Court, and Administrative Office of the Courts, Trenton, NJ. M.P.A., University of Southern California, Specialization in Judicial Administration; B.A., Drew University, Madison, NJ.



JOAN PETERSILIA, Ph.D.

Professor of Criminology at the University of California, Irvine, and a Visiting Professor of Law at Stanford Law School. Previously Director of the Criminal Justice Program at The RAND Corporation. Author of numerous books and articles, and consultant to the U.S. Department of Justice and state and local agencies. Director of the UCI Center for Evidence-Based Corrections, a center devoted to bringing a scientific, evidence-based approach to correctional programs. Served as the vice-chair of the National Research Council's Law and Justice Committee, and president of both the American Society of Criminology and of the Association of Criminal Justice Research in California. Latest book: *When Prisoners Come Home: Parole and Prisoner Reentry* (Oxford University Press). B.S. in Sociology, Loyola University; Masters in Criminology, Ohio State University; Ph.D. in Criminology and Law, University of California, Irvine.



RICK RONEY

Retired Executive, Cisco Systems. Currently, chairperson of the Santa Barbara County Re-entry Project. B.S. in Industrial Engineering, Cornell University. M.B.A., Stanford University, Graduate School of Business.



ROBERT SANGER

Criminal defense lawyer in Santa Barbara for over thirty-four years, and partner in the Law Firm of Sanger & Swysen. Member of the Sentencing Committee of the Criminal Justice Section of the American Bar Association, the Legislative Committee of California Attorneys for Criminal Justice and Member of the Board of Governors of CACJ. *Pro bono* lawyer for the Petitioner in the continuous litigation (first known as *Miller v. Carpenter* and now as *Inmates v. County*) over the last twenty-seven years concerning jail conditions. Member of the Jail Overcrowding Task Force. B.A. in Political Science, University of California at Santa Barbara. J.D., University of California at Los Angeles School of Law.



STEPHEN UNDERWOOD

Chief Assistant County Counsel for Santa Barbara County. Represented Sheriff in Jail Overcrowding issues for twenty-four years. Professor at the Santa Barbara College of Law and UCSB Extension. B.A., University of Minnesota; J.D., Santa Clara University School of Law.



THOMAS B. URBANSKE

Santa Barbara County Fifth District Supervisor 1995-2003. Former member of the Santa Maria Elementary School Board, and Santa Maria City Council. Retired from the Santa Maria School District as a School Teacher at Santa Maria High School. Previous Lieutenant in the USMC. B.A. and M.A. in Economics, University of California, Berkeley; M.A. in Education, Cal Poly San Luis Obispo.



ROBERT WALTON

Division Chief for Crisis & Customer Care, including the CARES programs, mobile crisis, Psychiatric Health Facility, and Jail Mental Health Services. Thirty-one years County Alcohol, Drug & Mental Health Administration, beginning with mobile crisis and inpatient management, moving into Quality Assurance/Utilization Review Compliance. Initially trained as a Psychiatric Technician. B.S. in Nursing, Cal State, Dominguez Hills; M.S. in Public Administration, Cal State University, Northridge.

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Blue Ribbon Commission
on Jail Overcrowding



Pictured from left to right. Seated: Aris A. Alexander, Georgina Duran-Conn, Rick Roney, Bill Brown, Susan J. Gionfriddo, Michael Foley, and Sylvia Barnard. Back row: Janie Taylor, Xenia Tihomirova, Tom Walton, Kelly Scott, Gregory C. Paraskou, Steven Underwood, Thomas B. Urbanske, James Laponis, Darrel E. Parker, Robert Sanger, Robert Walton, Mark Mahurin, Mark Kulikov, Tom Jenkins, and Geoff Banks.

Not pictured: William J. Crout, David S. Dorsey, Ann B. Eldridge, Gary P. Keefe, Gene Martinez, Joan Petersilia, Ken Shemwell, Doug Martin, Steve Robel, Jo Glisson, Elisabeth Nybo, Angela Antenore, and Elissa Hurd.

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