



BOARD OF SUPERVISORS  
AGENDA LETTER

Agenda Number:

Clerk of the Board of Supervisors  
105 E. Anapamu Street, Suite 407  
Santa Barbara, CA 93101  
(805) 568-2240

Department Name: Sheriff's Department  
Department No.: 032  
For Agenda Of: April 7, 2009  
Placement: Administrative  
Estimated Tme:  
Continued Item: No  
If Yes, date from:  
Vote Required: Majority

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**TO:** Board of Supervisors

**FROM:** Department Sheriff, Bill Brown, Ext 4290  
Director(s):  
Contact Info: Lt. Mark Mahurin, Ext 5334

**SUBJECT:** **Authorize Submission of the Second Chance Act Prisoner Reentry Initiative Grant**

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**County Counsel Concurrence**

As to form: Yes

**Other Concurrence:** Select\_Other

As to form: Select\_Concurrence

**Auditor-Controller Concurrence**

As to form: Yes

**Recommended Actions:**

1. Adopt a Resolution Authorizing the submission of the application to the U.S. Department of Justice, Office of Justice Programs' Bureau of Justice Assistance under the Second Chance Act Prisoner Reentry Initiative;
2. Authorize the Sheriff to submit the application, and to enter into an agreement to accept an award on behalf of the County of Santa Barbara, and for the Sheriff to make non-substantive changes to the draft for the final Proposal for Submission.

**Summary Text:**

- Adopt a Resolution that demonstrates the County's resolve to participate in the Second Chance Act Prisoner Reentry Initiative, and authorizes the Sheriff authority to submit the application for demonstration project grant funds to the U.S. Department of Justice, Office of Justice Programs' Bureau of Justice Assistance to enhance service delivery of the Santa Barbara County Reentry Initiative, which includes expansion of the Sheriff Treatment Program (STP) at the jail and development of a day reporting center for offenders nearing the end of their sentence. The attached Resolution is a required step for application for the Grant Funding.
- Authorize the Sheriff to sign and submit the Application and to enter into an agreement to accept the award on behalf of the County of Santa Barbara, and to give him the ability to make edits to the draft for creation of the final Proposal that are non-substantive in nature.

The U.S. Department of Justice, Office of Justice Programs' Bureau of Justice Assistance is acting as the approval agency for the Second Chance Act Prisoner Reentry Initiative to authorize funding the County up to \$750,000 with a 25% cash match and a 25% In-kind match of existing staff services and facility costs by the County for the enhancement of service delivery of the Santa Barbara County Reentry Initiative, which includes expansion of the Sheriff Treatment Program (STP) at the jail and establishment of a day reporting center for offenders nearing the end of their sentence. The total demonstration project amount is approximately \$421,042, where \$208,850 would be financed under the grant by the U.S. Department of Justice, \$106,162.00 cash match would be funded by the Sheriff's Fund 0075, Inmate Welfare account, and the remaining \$106,030 In-kind match of existing staff services and facility costs. Awards under the initiative will be for a period of 12 months with the ability for no-cost extensions. A grantee may be eligible for continued funding for an additional two years contingent upon the availability of funds and demonstration of adequate progress toward meeting established goals of the program.

The deadline to apply for the grant is April 20, 2009.

The Board is faced with a policy decision to Adopt the Resolution, and to Authorize the Sheriff to enter into an agreement to apply for the award on behalf of the County of Santa Barbara.

**Option 1: The Board may elect to adopt the Resolution and submit the application, thereby demonstrating the full commitment of the County to support Prisoner Reentry.**

The *advantage* of this option is the County's affirmation of a strong commitment to the proposal – an advantage in the competitive application process. This is a rare opportunity for the County to receive 50% of the funding necessary to establish a day reporting center and enhance the service delivery of the Santa Barbara County Reentry Initiative. Creation of a Day Reporting Center was recommended by both the 2006 NIC assessment and the 2008 Blue Ribbon Commission on Jail Overcrowding as a viable strategy to reduce the number of jail beds needed.

If the grant were to be awarded in response to the application, the county would still have to act to accept the grant as a board action. The county could reject the grant at that time.

However, it is anticipated that data from operation of this program will show a significant impact to recidivism (returns to jail) of the served population. A significant reduction in the rate of return to jail would indicate a cost savings that would reduce the number of additional beds needed long term for the jail system in Santa Barbara County. This reduction in needed additional jail bed could actually indicate a long term cost savings to the county for investment in this program.

The *disadvantage* of this option is that while the initial 12 month cash match and the additional two years of cash match can be sustained by the Sheriff's Inmate Welfare Fund, it has not been determined how the long term ongoing operations may be funded. This may require the creation of new or expanded revenue streams through either the Inmate Welfare Fund or other standard County funding sources.

**Option 2: The Board may elect not to submit the proposal application.**

The *advantage* of this option is that the County will not be faced with having to create new or expanded revenue streams through either the Inmate Welfare Fund or other standard County funding sources to maintain the long term ongoing operations.

The *disadvantages* of this option are that the County will lose the opportunity to have the U.S. Department of Justice pay for 50% of the costs to enhance service delivery of the Santa Barbara County Reentry Initiative. The County will continue to be faced with the problem of jail overcrowding. Other steps taken to mitigate the problem of jail overcrowding will also continue and may need to increase.

These include:

- o Early release prior to completion of sentence
- o Restricted booking practices
- o Immediate citation release of many arrestees

The County will be unable to judge whether this type of program may actually create cost savings through reduced recidivism, which would then reduce the number of needed additional jail beds. This potential cost savings would be realized in reduced long term capital construction and operations costs for jail beds.

Based upon the two needs assessments (1999 and 2008 by Rosser International), a National Institute of Corrections Justice System assessment (2005), and the 2008 Blue Ribbon Commission on Jail Overcrowding Report, the problem of jail overcrowding cannot be effectively managed without the investment in prevention, intervention and recovery programs that address key factors contributing to crime and imprisonment. Failure to invest in these programs will, over time, lead to further erosion of safety to the general public, custody staff, and inmates alike.

#### **Background:**

The necessity for a new County Jail facility has been present for over twenty years. Since 1986 the County has been subject to court orders to limit overcrowding and the impacts therein. This has resulted in capacity limits to the Main Jail, the formulation of limitations to the intake of inmates into the jail system, and early release programs. These actions allow convicted criminals to avoid portions, if not all, of court ordered sanctions upon their behavior. Over 20 grand jury reports have reiterated the need for a new jail. Both the 1999 and 2008 jail needs assessments have indicated the need for more than 500 additional jail beds in the County by 2010(Ref 08-00131).

A Justice System Assessment conducted by the National Institute of Corrections was presented to the Board in April of 2006 (Ref. 06-00716). That report recommended a new jail in northern Santa Barbara County. It also recommended establishment of expanded programs that address key factors contributing to crime and imprisonment, including a Day Reporting Center.

In February of 2008, the Blue Ribbon Commission on Jail Overcrowding recommended to the Board a blended approach to jail overcrowding including construction of a 300 bed new jail in northern Santa Barbara County. (Ref. 08-00107) Expanded programs and services for those returning to the community from jail was its second concurrent recommendation. Investment in Community Corrections programs was highlighted, with a Day Reporting Center being specifically mentioned as a needed implementation.

In January, 2009, the Sheriff's Department formulated a strategic plan to identify and pursue appropriate grant funding for the development of expanded programs and services for those returning to the community. This plan includes the adoption of a Day Reporting Center program.

Public Law 110–199 was enacted by the 110th Congress on April 9, 2008. This authorized the “Second Chance Act of 2007: Community Safety Through Recidivism Prevention” to provide grant funding for reentry of offenders into the community in the Omnibus Crime Control and Safe Streets Act of 1968, to improve reentry planning and implementation. Section 101 of the Act authorizes grants to state and local governments that may be used for demonstration projects to promote the safe and successful reintegration into the community of individuals who have been incarcerated.

Awards under the initiative will be for a period of 12 months, with the possibility of no-cost extensions. A grantee may be eligible for continued funding for an additional two years contingent upon the availability of funds and demonstration of adequate progress toward meeting established goals of the program. Contingent upon the availability of funds and the number of offenders projected to be served, awards of up to \$750,000 will be made. Applications must be submitted no later than April 20, 2009.

As proposed, the County requests \$208,850 in grant funding, with a total annual operations project cost of \$421,042.

We are considering use of the up-stairs vacant portion of the Veterans Administration building located at the corner of Calle Real and Honor Farm Road for the Community Corrections (Day Reporting) Center. General Services estimates the capital costs to make this portion of the facility usable at \$ 119,000, not including the roof repairs. (Some of the interior refurbishment costs can be mitigated by the use of Jail Maintenance and inmate labor, and the repair expenditures will need to occur regardless of who inhabits this facility.)

In-kind matching funds of \$106,162 consist of the staff costs for one Custody Deputy Lieutenant @ 15% or \$23,530 (a collateral assignment in order to provide day to day management of the overall program) plus the value of rent and utilities in the existing county building of \$82,500.

The County’s 25% cash matching funds (\$106,162) will be supplied by the Sheriff’s Office, via the County Inmate Welfare Fund 0075 which has a fund balance of \$1 million. These costs include consultant services through Alternative Solutions Associates, Inc. (\$34,500 for 77 days of consulting time - \$450 per day, and \$5,500 for travel - including 4 on site trips for service.) The consultant will assist in the program development, staff training, data collection and analysis, and best practices implementation for the Reentry Program. Other expenses that will be paid through the cash matching fund include phones at \$800 and provision of a copier/fax machine. Staff travel, additional training, and electronic monitoring devices for the portion of the population that transition into the community are other operational costs paid with cash matching funds.

The proposal has targeted \$137,500 for contracted project personnel (from CBO’s). This includes one full time discharge planner, 1.5 substance abuse clinicians, and a part time (.25) job developer. It also sets aside funding for short term transitional housing beds for participants who are awaiting sober living or treatment facility beds. These transitional housing beds are estimated at 1400 bed days per year at approximately \$20.00 per day, including two meals; the total cost is \$32,850. The proposal also includes funding for Alternative Solutions Associates to help with the development, monitoring, and evaluation of Performance Outcome measures. Funding of \$34,000 is requested for the purchase of Life skills, Job Assessment and Job Development curriculum and curriculum training, drug testing supplies and

program materials, including instructional equipment such as a DVD player. \$3,000 has been budgeted for staffs travel expenses and \$1500 for the purchase of the LSI-R risk/needs assessment tools.

**Performance Measure:**

Second Chance Act Prisoner Reentry Initiative Goal is to Increase Public Safety and Reduce Recidivism by 50 percent over 5 years. The U.S. Department of Justice, Office of Justice Programs’ Bureau of Justice Assistance, will calculate performance measures. Performance measures are as follows:

| <b>Program Goal</b>                           | <b>Performance Measures</b>  | <b>Data Grantee Provides</b>  |
|---|--|---|
| Increase public safety and reduce recidivism. | Percent decrease in recidivism rates for the target population (TP) since the beginning of the initiative. | Number of new offenders added to the TP this quarter.<br>Total number of TP in the initiative.<br>Number of TP released this quarter.   |
|   |  | Total number of TP released since the beginning of the initiative.<br>Number of TP resentenced to prison with a new conviction this quarter.<br>Total number of TP resentenced to prison with a new conviction since the beginning of the initiative.   |
|   | Percent reduction in the crime rate.   | Total number of crimes reported during this quarter.<br>Total population for the area that the TP is returning to (i.e., statewide, county, city, neighborhood).<br>*Requested to produce a crime rate.   |
|   | Percent increase in employment among TP from the previous reporting period.                                | Number of TP who found employment this quarter.<br>Total Number of TP who are employed.   |
|   | Percent increase in TP enrolled in educational programs.   | Number of TP who have enrolled in an educational program this quarter.<br>Total Number of TP who are currently enrolled in an educational program.  |
|   | Reduction in the number of violations of conditions of supervised release.                                 | Number of TP who have violated the conditions of their release this quarter.<br>Total number of TP who have violated the conditions of their release since the beginning of this initiative.  |
|   | Percent increase in the number of TP who fulfilled their child support obligations.                        | Total number of TP that are required to pay child support.<br>Number of TP who paid their child support this quarter.   |
|   | Increased number of TP who have obtained housing.  | Number of target population who found housing this quarter.<br>Total Number of TP who have housing since the beginning of this initiative.  |
|   | Increase in the number of TP who participate in substance abuse services.                                  | Number of TP who were assessed as needing substance abuse services this quarter.<br>Total number of TP who have been assessed as needing substance abuse services since the beginning of this initiative.<br>Number of TP who enrolled in a substance abuse program this quarter.<br>Total Number of TP enrolled in a substance abuse program since the beginning of this initiative. |

|  |  |   |
|--|--|---|
|  | Percent increase in TP who participate in mental health services.                        | Number of TP who were assessed as needing mental health services this quarter.<br>Total number of TP who have been assessed as needing mental health services since the beginning of this initiative.<br>Number of TP who enrolled in a mental health program this quarter.<br>Total number of TP enrolled in a mental health program since the beginning of this initiative. |
|  | Percent reduction in drug usage among TP during the reporting period.                    | Total number of TP re-assessed regarding substance use during the reporting period.<br>Total number of TP re-assessed as having <i>reduced</i> their substance use during this reporting period.  |
|  | Percent reduction in alcohol abuse and consumption among TP during the reporting period. | Total number of TP re-assessed regarding alcohol use during the reporting period.<br>Total number of TP re-assessed as having <i>reduced</i> their alcohol use during this reporting period.  |

**Fiscal and Facilities Impacts:**

Budgeted: No

**Fiscal Analysis:**

| <u>Funding Sources</u> | <u>Current FY Cost:</u> | <u>Annualized On-going Cost:</u> | <u>Total One-Time Project Cost</u> |
|------------------------|-------------------------|----------------------------------|------------------------------------|
| General Fund           | \$ -                    | \$ -                             | \$ -                               |
| State                  | \$ -                    | \$ -                             | \$ -                               |
| Federal                | \$ -                    | \$ 208,850.00                    | \$ -                               |
| Fees                   | \$ -                    | \$ -                             | \$ -                               |
| Other: Fund 0075       | \$ -                    | \$ 212,192.00                    | \$ -                               |
| Total                  | \$ -                    | \$ 421,042.00                    | \$ -                               |

Narrative:

**In-kind matching funds** of \$106,162 consist of the staff costs for one Custody Deputy Lieutenant @ 15% or \$23,530 (a collateral assignment in order to provide day to day management of the overall program) plus the value of rent and utilities in the existing county building, at a value of \$82,500, will be provided by Santa Barbara County.

The County’s **25% cash matching funds** (\$106,162) will be supplied by the Sheriff’s Office, via the County Inmate Welfare Fund 0075. These costs include consultant services through Alternative Solutions Associates, Inc. (\$34,500 for 77 days of consulting time - \$450 per day, and \$5,500 for travel - including 4 on site trips for service.) The consultant will assist in the program development, staff training, data collection and analysis, and best practices implementation for the Reentry Program. Other expenses that will be paid through the cash matching fund include phones at \$800 and provision of a copier/fax machine. Staff travel, additional training, and electronic monitoring devices for the portion of

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The **Federal share** of funds requested for this Reentry project is **\$208,850**.

**Staffing Impacts:**

**Legal Positions:**

**FTEs:**

Proposal includes one full time discharge planner, 1.5 substance abuse clinicians, and a part time (.25) contracted job developer. All of these positions will be contract service provider employees for the term of the grant, and subsequent extensions. There is no increase requested in county authorized positions.

**Special Instructions:**

1. Original Resolution - File
2. Copy of Signed Resolution Sheriff's Dept. – Attn: Lt. Mark Mahurin

**Attachments:**

Attachment A: Original Resolution

Attachment B: Draft version of the Second Chance Act grant submission document

**Authored by:**

Mark Mahurin, Sheriff's Department Lieutenant, Ext 5334

**cc:**