

CROUT & SIDA
CRIMINAL JUSTICE CONSULTANTS
INCORPORATED

86 Gibson Street #9

Templeton, CA 93465

Tel: 805 434 9882

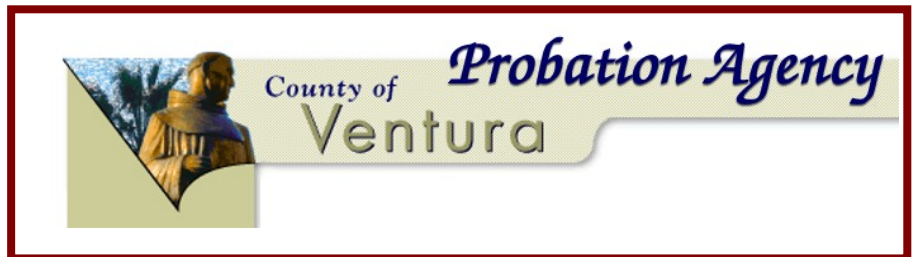
Tel: 888 641 7334

Toll Free Fax: 888 641 7334

Fax 702 346 4376

www.crout-sida-consulting.com

**Ventura County Probation Agency
Adult Service Master Plan**



**Ventura County
Probation Agency**

August 2008

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Executive Summary

The Ventura County Probation Agency has a long history of proactive planning, especially in the area of juvenile justice. Recent developments, including limiting commitments to the State of California's Department of Juvenile Justice (formerly the California Youth Authority), returning DJJ parolees, mostly in the age range of 18-24 years old, for county supervision, and the possibility of large scale releases of "low level" state prison inmates to counties, served as the impetus for Probation to engage in a master plan process for its adult operations in an effort to address these future developments.

To oversee this planning process, the Agency convened an Executive Steering Committee (ESC) consisting of key stakeholder leadership. The ESC provided guidance regarding the report format and content, reviewed draft documents, participated in the stakeholder interviews and approved the final report. The utilization of this process speaks to the sincere effort of the Probation Agency management to include and reach consensus with those agencies and individuals important to the improvement of the adult division operations. Ultimately, the goal of this effort is to engage in the continuous improvement in the services provided by the Probation Agency for the citizens of Ventura County.

This report provides the Probation Agency with a road map, through suggestions for program improvements, expansion and additions, which will assist in preparing for the future and positioning the department for opportunities as they may arise regarding the transfer of state parole responsibilities.

The following represents the major program and quality improvement recommendations:

Program Recommendations

- Institute a Day Reporting Center
- Develop an Adult Electronic/GPS Monitoring Program
- Improve and Expand Education, Literacy and Employment Services
- Participate with Public Health in a "One Stop Shop"
- Expand Work Furlough/Work Release Program Participation

Recommendations for Quality Improvements

- Improve Pre-sentence Report Process
- Improve Risk/Needs Assessment Process

- Consider Consolidating Sex Offender Caseloads in One Supervision Unit
- Co-locate Staff with Drug and Alcohol Programs
- Enhance Communications with Mental Health Services
- Enhance PRISM's Workload Measurement and Management Information Capability
- Increase VCIJIS Document and Information Sharing Capability
- Assign Liaisons with Stakeholders

Additionally, as the information gathering process unfolded during the development of this report, additional issues not rising to the level of a specific recommendation, yet important enough to merit consideration, were also identified and are included in this document.

While some of the recommendations contained herein may require additional county fiscal resources, most can be implemented with the reallocation of existing resources, training of staff, modification of current practices, collaboration with criminal justice partners, fees for service and other practical non-fiscal approaches.

The Probation Agency's executive leadership and its staff are competent professionals prepared to react and adjust to circumstances as they may arise in the future and to be advantageously positioned for unknown opportunities. It is the intent of this report to assist the Agency and the County to that end.

Chapter 1 - Introduction

Dynamic changes in California's system of criminal justice, particularly as they relate to the California Department of Corrections and Rehabilitation (CDCR) and other issues of crime and punishment have prompted leaders in county government to assess the residual impact of those dynamics on the community. Some of these issues involve the inevitable release of many adult offenders currently incarcerated in state correctional facilities back to local communities.

Anticipating the serious impact on the quality of life in Ventura County as a result of the challenges identified with current and future changes in the criminal justice arena, the executive and management staff of the Ventura County Probation Agency identified a need to engage in the assessment of current probation operations and future needs. This assessment will serve as a springboard in strategic planning needed to address forecasted service needs.

In early 2008, the Ventura County Probation Agency requested a proposal from Crout and Sida Criminal Justice Consultants (CSCJC) to assess the current operation of the Agency's Adult Services Division and provide a framework enabling the Agency to develop a comprehensive Adult Division Master Plan for current and future operations. Having completed a similar plan for the Juvenile Services Division, the Chief Probation Officer and management staff was of the opinion that such an assessment of adult services would assist the Agency in assessing current operations, identifying service gaps and preparing the Adult Services Division for potential funding opportunities and increased responsibility regarding State parolees. The Agency is particularly interested in targeting programs for those probationers in the 18 to 24 year old range.

The Ventura County Probation Agency is a full service contemporary correctional agency providing a variety of investigative, detention, rehabilitative and public safety services to the Courts and for citizens of the County. Supported by 441 employees with an annual budget of \$62 million, the Agency operates a 420 bed juvenile detention facility, supervises 16,700 adult and 2600 juvenile probationers and conducts in excess of 4200 investigations annually for the Courts assisting in sentencing determinations.

Organizationally, the Adult Services Division consists of Court Services (Adult Investigations) and Field Services (Adult Probation Supervision) and is part of the Probation Services Bureau reporting to a Chief Deputy Probation Officer. In April 2008 CSCJC was awarded a contract to assist the Agency in developing its Adult Services Master Plan, with a final report due to the Agency by August 15, 2008.

Chapter 2 - Background

Ventura County, with an estimated population of 832,000, is located on the southern Pacific coast of California, between Los Angeles and Santa Barbara, and ranks 11th in size among the state's 58 counties. During most of the 1990's, population growth slowed in Ventura County. The growth rate rose slightly in the later 1990's and slowed again at the turn of the century to just fewer than 2% per year. That rate is slower than the surrounding areas of Southern California. Moorpark had the largest percentage gain in population with a 37% increase since 1990, followed by Fillmore with 26%.

According to the 2000 Census, the median age of the County was approximately 34 years, a slight increase from 1990 when it was approximately 32 years. Most cities had age characteristics similar to the county as a whole. Moorpark had higher percentages of children (ages 5–14) and persons ages 35–44. Some jurisdictions (Ojai, Port Hueneme, and Santa Paula) had a higher percentage of persons over 65 than the County as a whole.

About 57% of the county's residents are White (non-Hispanic); 33% Hispanic; 5% Asian and Pacific Islander; 2% Black; 2% indicating two or more races; and less than 1% other ethnic groups. These percentages represent a substantial shift from the 1990 Census. The White (non-Hispanic) population decreased 3%; the Black (non-Hispanic) population decreased about 8%; and the Hispanic population grew 42%. The County has also experienced a significant growth in its Asian population. While the 2000 Census indicated only 5% of the population as Asian, this represents more than a 25% increase above the 1990 Census.

Population projections from the State's Department of Finance Demographic Research Unit indicates that these trends will continue and it is expected by 2010 the Caucasian population will decrease to 53%, with corresponding increases in Hispanics (37.2 %), and Asian/Pacific Islander (5.7%). The African-American population will continue to decrease to approximately 1.6% of the County's population.

Three cities in the County, Oxnard, Fillmore and Santa Paula, have populations that are mostly Hispanic. Moorpark, Ojai and the County unincorporated area have populations that are mostly White. Port Hueneme has slightly more White than Hispanic residents.

Ventura County's unemployment rate was 5.2 percent in April 2008, down from a revised 5.6 percent in March 2008, but above the year-ago estimate of 4.3 percent. This compares with an unadjusted unemployment rate of 6.1 percent for California and 4.8 percent for the nation during the same time period. During the last year, the County experienced a loss of 4,800 jobs resulting in 318,000 total available jobs in April 2008. Despite increases in the unemployment rate from a year ago, the labor

market remains relatively tight. The workforce is well educated, as 80% of the residents had a high school diploma or higher, and 27% had a bachelor's degree or higher in 2000. The County's median family income (MFI) for a family of four is \$77,400 (January, 2004) according to the Department of Finance.

Focusing on crime, Ventura is among the safest Counties in California and some of its cities are amongst the safest in the nation. (Table 1:U.S. Federal Bureau of Investigation Criminal Justice Statistics Center 2005 & 2006).

Violent crime constitutes a small portion of all crime, but is of greatest concern for personal safety. Violent crimes include homicide, rape, robbery and aggravated assault. The greatest number of violent crimes, as expected, occurred in the largest city, Oxnard, but the highest rate of crime is in Port Hueneme, the seventh largest city. Port Hueneme and Camarillo had the same number of violent crimes (sixth of the ten cities), however Port Hueneme has only a third of the population of Camarillo. The lowest violent crime rate is in Moorpark, with the second lowest number of crimes in the ten cities.

Table 1 – Ventura County Cities, Violent Crime Offenses Known to the Police and Reported Crimes 2005-2006 Rank Order, Rate Per 100,000

City	2005 Offenses	Rate per 100,000	2006 Offenses	Rate per 100,000
Moorpark	45	124	45	124
Thousand Oaks	174	138	182	145
Simi Valley	172	144	199	166
Camarillo	94	153	114	183
Unincorporated	185	181	209	195
Ojai	19	234	19	236
Ventura	297	283	335	313
Santa Paula	100	346	96	334
Fillmore	63	418	61	405
Oxnard	830	449	841	454
Port Hueneme	96	432	114	512

Table 2 – National/California/Ventura County 2005/2006 Crime Rate per 100,000
(California Attorney General, Criminal Justice Statistics Center, California Crime Statistics, Table 11)

Region	2005 Rate Per 100,000	2006 Rate Per 100,000
USA	469	473
California	526	532
Ventura County	255	Not Available

Table 3 – Violent Crimes Committed per 1000 residents 2006 Rank Order

City	Rate Per 1000
Moorpark	1.2
Thousand Oaks	1.4
Simi Valley	1.7
Camarillo	1.8
Unincorporated	1.9
Ojai	2.4
Ventura	3.1
Santa Paula	3.3
Fillmore	4.0
Oxnard	4.5
Port Hueneme	5.1

During the preparation of this report the Federal Bureau of Investigation released its Preliminary Uniform Crime Report for 2007. That data identified Thousand Oaks and Simi Valley as being among the top 10 national midsize and large cities reporting the fewest violent and property crimes during 2007. That report further demonstrated, while the city of Ventura's crime rate increased slightly, the bulk of the county's cities, including Oxnard, followed the national trend of decreasing crime.

With regard to how Ventura County responds to its crime issues, a review of the 2005 California Department of Justice's Adult Felony Arrest Dispositions provides insights reflecting the State of California's overall felony arrest dispositions compared to Ventura County. This comparison is displayed in Figure 1 and 2.

Major differences include virtually no Law Enforcement Releases, fewer Complaints Filed, and a corresponding higher level of Complaints Denied for felony arrests. Ventura County also has a slightly higher percentage of convictions when compared to the State data.

This figure further demonstrates the County is sending fewer individuals to State Institutions and uses the county jail system as a primary punishment option, both when jail is a term of probation and as a stand alone sanction, as compared to the overall State dispositions. Ventura County's use of probation alone as a sentencing option is virtually identical to the statewide usage.

Figure 1 – California Adult Felony Arrest Dispositions Comparison:

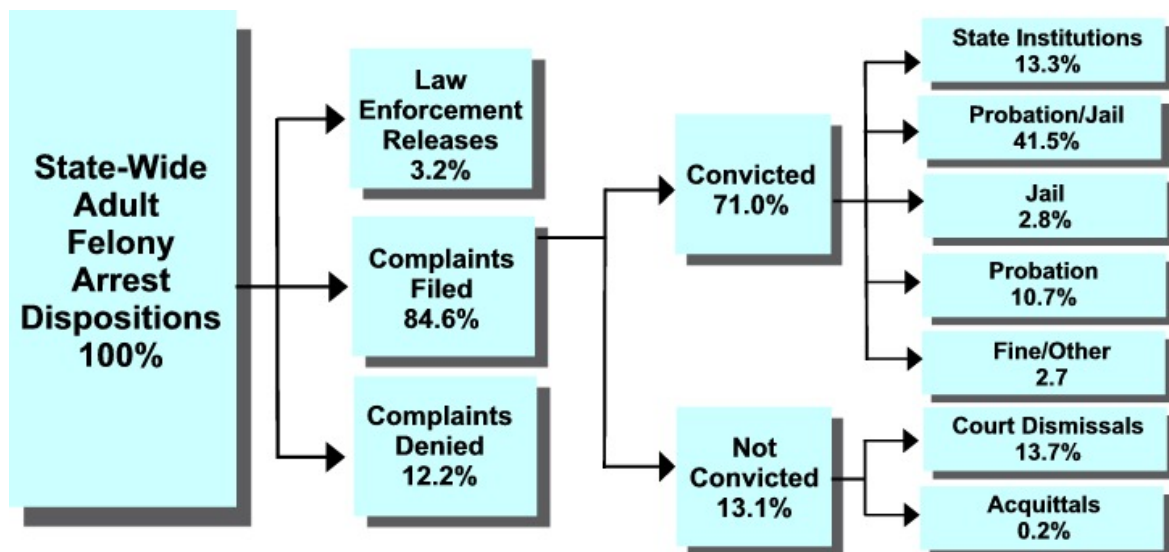
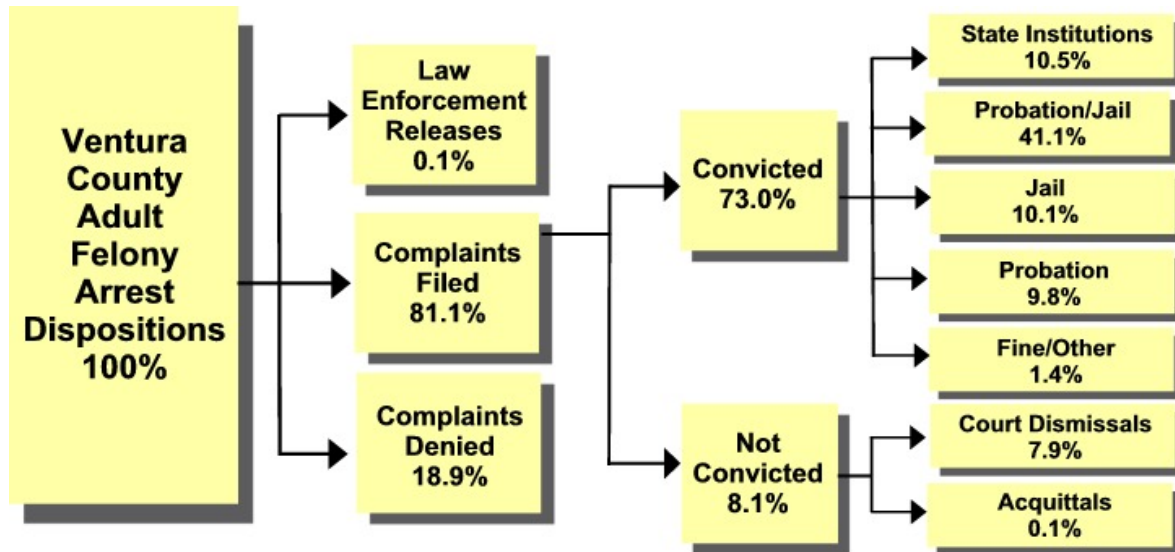


Figure 2 – Ventura County Adult Felony Arrest Dispositions Comparison:



Finally, in January 2008 a report entitled *Benchmarking Staffing and Expenditure Analysis* directed at the Ventura County public safety agencies including the Sheriff, District Attorney, Public Defender and the Probation Agency was released. That analysis conducted by Management Partners, Inc. and commissioned by the County Executive and Board of Supervisors, compared Ventura County's public safety workload, budgets, revenues, crime rates and demographics with 16 other California Counties.

When compared to "peer" counties, the Probation Agency generally fell within the average range in cost of service, staffing and adult probation officer caseload size. Significant comparative differences were noted in relation to felony caseloads (62% of average) and in the misdemeanor caseload which was the second highest in the survey (286% of average).

The Benchmarking Analysis concluded by noting the public safety agencies are interlinked regarding workloads and that resources need to be balanced to the overall workload. The report recommended developing specific workload measurements for these departments to assist in resource allocation and to analyze felony case processing to determine if "bottlenecks" exist which required procedural changes.

Chapter 3 - Project Goals and Objectives

The Ventura County Probation Agency determined that while considerable strategic planning and operational resources had accrued to its juvenile division, due in part to the proliferation of programs such as the *Juvenile Justice Crime Prevention Act* and other state and local initiatives, adult operations had not achieved the same level of attention or success for a variety of reasons.

Recognizing the potential for shifting responsibilities regarding State parolees and the importance of addressing social, educational and vocational needs of the existing 18-24 year old offender population, the Chief Probation Officer sought to address these challenges through a detailed planning process. Therefore, this Adult Master Plan process was undertaken to accomplish certain goals and objectives to improve current and future services to adult clients by expanding and modifying existing programs and adding new programs where needed and feasible.

Further, probation management determined that a review of existing programs with an eye to improving quality was necessary to make a good department even better. Finally, the Probation Agency wanted to assess its relationship and level of coordination and cooperation with members of the criminal justice system and other stakeholders.

The Probation Agency, in coordination with Crout and Sida Criminal Justice Consultants, developed the following list of goals to be addressed as the foundation of this study and report.

1. Develop a road map with regard to the direction of current and future adult services.
2. Conduct a “gap analysis” to determine where opportunities may exist for further program development or enhancement.
3. Develop strategies to bring about a greater level of cooperation and coordination among members of the Criminal Justice System and other stakeholders.
4. Develop strategies to take advantage of future State funding relating to services for the 18 to 24 year old group returning from the Department of Juvenile Justice.

5. Anticipate emerging trends with the California Department of Corrections and Rehabilitation that will likely have an impact on public safety in Ventura County and prepare to provide services as necessary.
6. Position and prepare the Probation Agency to take advantage of State or Federal funding should it become available.

Chapter 4 - Methodology

The assessment of the functioning of the Probation Agency's Adult Division was accomplished by a series of interviews with management, staff and key stakeholders outside the Agency, research on specific issues and the use of basic strategic planning techniques. The process began with the development of an Executive Steering Committee (ESC) established by invitation of the Chief Probation Officer. The membership is contained in Appendix A.

The ESC's function is to oversee the project and provide executive level guidance to the consultants and Probation Agency. Such participation is important for success of the project as it provides balance and encourages stakeholder participation in the interview process. The Committee is also charged with providing information about the functioning of the adult division and reviewing and approving the draft and final report to the Chief Probation Officer. The Executive Steering Committee first met in late May to review and approve the plan of action, task list and time frames for the consultants.

During a week in June 2008, the consultants met with 44 individuals representing a broad spectrum of probation staff, criminal justice system executives, directors of mental health, education, drug and alcohol and public health programs. All the participants were asked to answer several strategic questions about current and future operations. It was particularly important that all functions of the Adult Division were represented by line and supervisory staff to receive input from those who know the day to day work best.

Further, buy-in to the process and the recommendations by line and supervisory staff can only be accomplished by their participation in the process. Likewise the responses from outside agency leadership provided valuable insights regarding the Probation Agency's collaborative relationships and its readiness to address future challenges. The questions presented to participants of this process are contained in Appendix C.

Following the interview process, the consultants analyzed the data to determine what the Probation Agency was doing well, recommended course corrections and identified gaps in adult services that exist in Ventura County. Further information was obtained by follow up interviews, consultation with other criminal justice professionals and research into certain program areas.

For example, research was conducted on sex offender treatment and supervision by accessing the websites of the *California Coalition on Sexual Offending* (CCOSO) and the *National Institute of Justice*. Further discussions were held with the Vice-chair of the CCOSO on the best practices approach to the supervision and treatment of sex offenders. The web sites for the National Institute of Corrections, the California Department of Corrections and Rehabilitation and the National Institute of Justice were searched for risk/needs assessment systems.

Discussions and meetings were also held with other Southern California Probation Departments on the automated and manual risk/needs mechanisms. Documents reviewed in the preparation of this report are contained in Appendix E.

The draft report was submitted to the Executive Steering committee for review, discussion and consensus at the meeting in late July 2008, in preparation for delivery to the Chief Probation Officer no later than August 2008.

Chapter 5 - Stakeholder Interviews

Stakeholder interviews were conducted in Ventura County from June 9-13, 2008, with 44 individuals representing the Ventura County Probation Agency, District Attorney's Office, Public Defender, Behavioral and Public Health, Library, Sheriff's Department, Oxnard and Ventura Police Departments, the Superior Court, Ventura Unified School District's Adult Education and community based providers from the Intervention Institute. Uniformly, the Probation Agency is well respected by its collaborative partners and is viewed as a vital part of the criminal justice system in the county.

Interviews were conducted at the Probation Agency's administrative offices and at a variety of locations throughout the County. A common set of questions were asked of all interviewees (Appendix C). Responses often elicited additional questions and all participants were genuinely engaged and interested in providing their respective observations, opinions and comments in an attempt to assist the Probation Agency in attaining the goals of this project.

While many discussions centered on potential future programming, especially relative to the possibility of shifting responsibilities pertaining to parolees, several suggestions for improvements to existing operations and programs emerged. Some of these recommendations were immediately acted upon by the Agency or meetings were planned to resolve specific problems/issues. Recommendations, both strategic and those of lesser scope nonetheless important, are outlined in Chapter 7 - *Program Recommendations* and 8 - *Recommendations for Quality Improvements*.

Chapter 6 - Gap Analysis

As part of the process of preparing the Agency's Adult Division for future development, it is essential that existing programs are examined and consideration be given to expansion where appropriate. It is also important to look outside the Agency to programming utilized in other jurisdictions which advance the Agency's overall goals to provide effective correctional services leading to a safer community.

While Ventura County Probation has a variety of adult programs available for its clients, program alternatives and advancing technologies successfully deployed elsewhere should also be considered for implementation. Electronic monitoring, with or without GPS tracking, for pre-trial release or as a punishment sanction in conjunction with house arrest, day reporting programs providing GED, job preparation, and social development classes, in-custody drug and alcohol programming, mental health medication monitoring and other programs have proven effective in deterring criminal behavior and providing for public safety when deployed appropriately.

In addition to the expansion or adaptation of current programming and/or implementation of new programs, several opportunities for a more efficient use of existing resources through the use of other technological innovations are available. Ventura County was one of the first counties in the State to utilize a "kiosk" reporting system to allow some offenders to routinely check in with their probation officer.

Current technology exists to monitor clients through random or pre-scheduled telephonic check-ins at a client's home, work, school or other approved location. Supervising officers can select and tailor protocols for the clients based on risks, needs and schedules.

Other systems exist in which "banked" caseloads utilize a telephonic self report through an automated system allowing the client to report status changes, compliance with the conditions of release or probation, basic changes in employment, attendance in treatment programs and the like.

Yet other technology can remotely detect the use of alcohol by an offender and report such violations accordingly. Some programs, if adopted, will require additional resources, others can be accomplished by redeployment of existing staff, charging fees for service and seeking additional revenue from decision makers.

The issue of appropriate resource deployment is best addressed through the use of a validated risk/needs instrument. Currently the risk of individual probationers is assessed, but other needs, such as education/literacy, vocational training, drug and alcohol and other social services are not sufficiently addressed. The inability to accurately assess risk to the community and identify the specific needs of an individual leads to an inefficient allocation of resources and does not maximize the benefits of existing programs. The Agency acknowledges its need for a validated,

“user-friendly” risk/needs assessment process. The following is a brief discussion of the potential programs which would fill “gaps” in the existing continuum of adult services in Ventura County.

Expansion/Improvement/Utilization of Existing Programs

Drug and Alcohol Treatment Services

Interviews with Probation staff and other members of the criminal justice system revealed that while drug and alcohol treatment conducted by both public and private entities exist, there are serious gaps in the coordination of available programs and providing feedback from the provider to probation officers and vice versa.

The result is that the various programs (ie.1000PC, Proposition 36, Domestic Violence Caseloads) are not operated efficiently and cannot maximize potential benefits. During the interviews, several areas of concern were identified and suggestions were made by County Alcohol and Drug Program personnel. One suggestion was that previously held coordination meetings be reinstated and that regular reports regarding client progress be provided to probation.

Education and Literacy Programs

Completing one’s high school education and maintaining gainful employment has demonstrated time and time again to be a significant contributor to deterring future criminal behavior. The County Library has recently started GED and literacy programs at the Work Furlough Facility operated by the Probation Agency and in the Jail.

Ventura Unified School District’s Adult Education staff indicated they currently operate a robust adult vocational/educational program including upwards of 40 specific vocational programs. These programs, however, have been underutilized by those individuals, specifically the 18-24 year old offenders, involved in the criminal justice system. The Library and Adult Education staff expressed an interest in meeting with Probation to discuss these opportunities.

Employment Services

There is a general need for effective job seeking and retention services for adult probationers. In addition to educational/vocational training, the VUSD Adult Education program also offers job preparation classes and placement services. They are, however, precluded by jurisdictional boundaries from providing these services at the Work Furlough Facility and other areas of the county. Such program expansion and use by probationers county-wide would enhance the opportunity of those individuals to succeed on probation and avoid further criminal activity.

Mental Health

A need for more and better mental health services for adult probationers is evident. The Mentally Ill Offender Crime Reduction Grant program in Ventura County (MARRT) has capacity for approximately 50 individuals, yet only 22 are currently involved. The decreased usage is largely attributed to the strict entry rules and reduced public defender referrals, which eliminates many individuals who would otherwise benefit from this program.

Further, not unlike other jurisdictions, Ventura County provides good mental health services for those in-custody, where appropriate medications can be prescribed, distributed, and monitored. However upon release, individuals often, for lack of resources or intensive case management, do not continue on medications and shortly decompensate only to again enter the justice system. Streamlining medication process, developing monitoring systems and providing required mental health services would reduce the 'revolving door' effect and promote crime free independence for many mentally ill offenders.

Additionally, probation staff voiced frustration with finding appropriate mental health services for individuals, while mental health staff indicated referred probationers did not have mental health issues in the classic sense, but rather presented with behavioral and other personality disorders not qualifying for services. It was clear work needs to be done to better communicate among mental health professionals, probation and the courts in dealing with the mentally ill offender.

Health Care

Due to the exposure to potential health hazards while incarcerated and due to previous unhealthy life choices, probationers and their families may need adequate health care services upon the probationer emerging from jail. Currently the Ventura County Public Health Agency provides a "One Stop Shop" health and social service referral and linkage resource available to all citizens of the county. Referral to this resource relies on coordination between Probation and Public Health.

Sex Offender Treatment and Supervision

Presently, sex offender caseloads are distributed to the field on a geographical basis. It was the opinion of some Probation staff that the treatment and supervision of sex offenders would be better handled in one supervision unit even though the officers may be geographically separated. A centralized supervision Sex Offender Unit and supervisor may be better informed on resources and current practices than three different supervisors whose effectiveness may be diluted by other duties.

Risk/Need Classification System

There is a need to update the existing Risk/Need system used by the Probation Agency. While one exists, only the risk portion is used and the use is inconsistent at best. The Agency uses the COMPAS system in the juvenile division. This is the same system used by the California Department of Rehabilitation and Corrections. Some Probation staff stated that it is overly complicated and is difficult to use and therefore is not being used to its full potential.

Automated Telephonic Reporting

Several programs currently available provide a variety of levels of service ranging from the collection of routine probationer status information to determining the whereabouts of probationers and their compliance with terms of release through a combination of inbound and outbound calls. The use of this automation can increase the effectiveness of both field officers and those carrying banked caseloads.

New Programs

Day Reporting Centers

Day Reporting Centers (DRC's), in which critical services such as GED, job preparation, life skills, drug and alcohol counseling and cognitive behavioral programs designed to effect positive lifestyle changes, also emphasize strict surveillance often utilizing electronic monitoring devices.

DRC's target the 18-24 year old offender group that would benefit from the various programming options. This intermediate sanction is an alternative sentencing option that has been used successfully with minors throughout California and the nation however not widely for adults. Currently over 100 such centers operate nationally, providing services to adults. Only one such adult center is known to be operating in a California county.

In addition to the obvious benefits of providing programs geared toward changing criminal behavior, DRC's also can provide a cost effective alternative to incarceration, thus making available scarce jail bed space for those more serious and dangerous inmates.

Electronic/GPS Monitoring

Electronic monitoring has been successfully used in the juvenile supervision division of the Probation Agency, however there is not a like component for the adult clients. Current GPS tracking systems provide accurate, timely and programmable features providing a high degree of flexibility and reliability.

Systems exist which can actually determine the use of alcohol by the probationer. The uses of this technology range from pre-trial monitoring to serving as a sanction in lieu of incarceration. It can be applied in virtually any stage of an individual's progress through the justice process and serves to provide a heightened level of supervision.

In addition to serving as a supervision tool for probation, its deployment can assist in regulating jail populations, whereby individuals not suitable for OR and unable to make bail can be appropriately monitored. The consultants found that there is a general acceptance of the concept by the Courts and other members of the criminal justice system as long as there is effective monitoring and supervision. The investment in personnel and technological resources to insure public safety is critical to the success of this option.

Chapter 7 - Program Recommendations

Corrections during the past 50 years transitioned from the rehabilitation era characterized by social/psychological type intervention in the 1950-70's, to the more recent punishment model characterized by the emphasis on custody and control. Both models proved lacking, the former for the absence of empirical data supporting its effectiveness and the latter from the extraordinary cost of building, staffing and maintaining jails and prisons. Singularly focusing on either approach has not netted effective results.

Clearly, a more measured approach, particularly in a cost sensitive environment, bears consideration. Intermediate sanction programs are innovations that serve as a step between the security and punishment of prisons and jails and the supervision without the security offered in probation and parole. Such programs as Day Reporting Centers (DRC), Intensive Supervision, House Arrest and Electronic Monitoring (now with GPS tracking and the ability to detect alcohol use), have become accepted alternatives to incarceration in many jurisdictions. When appropriately organized, staffed and administered these programs offer a safe, cost effective alternative to incarceration while also assisting offenders in overcoming educational, vocational, employment and social shortcomings and challenges. These types of programs are particularly useful for the 18-24 year old offender and those who are in danger of going to prison, not for the heinousness of their crimes, but rather from the sheer number of non-violent crimes they've committed.

Relative to cost effectiveness, it is critical that intermediate sanctions be compared to the cost of incarceration. It is, therefore, equally important that DRC and electronic monitoring clients be individuals who would otherwise be bound for incarceration. DRC, being an intermediate sanction that utilizes smaller caseloads than would be found in probation, will naturally not compare favorably to probation costs. If offenders who would have been sentenced to probation are instead selected to be supervised by Day Reporting, the end result is a costly widening of the net of social control.

In any event, cost effectiveness is a secondary concern to the safety of the community and a program will not prevail, no matter the cost savings, if it seriously threatens the well-being of citizens. Since community protection is of paramount importance to corrections, a great deal of attention needs to be given to the decision on who is treated in the community under the rubric of intermediate sanctions. The importance of matching offenders with programs gives rise to the significance of using a validated risk/needs assessment system discussed later in this report.

As indicated in the preceding Chapter, the Probation Agency and its collaborative partners provide a variety of programs and service levels, yet some gaps in service do exist and program modifications could enhance overall effectiveness. The following represent recommendations for the expansion/modification of existing

programs and the addition of new programming to fill the identified gaps and to prepare the Agency for future growth and development.

Recommendation 7.1:

Institute a Day Reporting Center

Day Reporting Centers (DRC) have been used in several jurisdictions, although infrequently in adult corrections in California, as an alternative to jail for low and medium risk offenders convicted of a variety of offenses and as a re-entry transition program for higher risk parolees upon their release from prison. In general, a DRC is a highly structured, non-residential facility that provides programs to probationers consisting of supervision, reporting, employment, counseling and education and community resource referrals. Depending on an individual participant's risk, DRC's may employ the use of electronic monitoring and/or GPS tracking to enhance supervision and surveillance. DRC's are also used to augment community correctional services by extending programming to those under intensive and regular supervision and individuals in residential treatment and can also be used as a sentencing sanction in and of itself.

The criteria for participation and goals of a particular DRC are, of course, influenced by the philosophy of the sponsoring agency, which will dictate the amount of flexibility in the center's violation policy. Programs that place a priority on rehabilitation and addressing the barriers leading the participant to a more law-abiding, less self-destructive lifestyle tend to use a range of sanctions for violations of rules, rather than simply depending on incarceration of the offender. Conversely, centers that act as extensions of prisons or jails will likely be less tolerant of program violations, such as drug use or losing employment.

Depending on the jurisdiction and the specific programming offered, the cost of the DRC's range from roughly \$18-\$25/day, usually paid by the participant. When compared to the reported \$89/day/inmate cost of jail, DRC is an obvious choice for selected offenders who would have otherwise been bound for incarceration and who can be strictly supervised in the community.

The implementation of a DRC in Ventura County will offer some relief to the overcrowded jail, while also providing opportunities for inmates to gain skills leading to a more lawful existence.

Recommendation 7.2:

Develop Adult Electronic/GPS Monitoring Program

Electronic monitoring is yet another intermediate sanction which can be deployed for pre-trial and sentenced inmates and/or as an adjunct to other community corrections programs, or as a stand alone sanction. Technology, as it exists today, provides a wide spectrum of electronic surveillance options. These alternatives include passive supervision, whereby reports are provided daily to probation officers, to real time active tracking of individuals. Also, exclusion zones can be established and officers notified when individuals, for example sex offenders, enter areas such as schools and other places where children gather. Systems utilizing automated telephonic reporting and others able to detect the presence of alcohol in the wearer's system also exist and are in wide use throughout California. The cost of these programs, depending on the specific features, ranges from \$5-\$18/day/probationer. Again, the costs of these programs are substantially less than the cost of incarceration for those selected offenders, who often are required to pay for these services.

The Probation Agency should begin discussions with the Courts, Sheriff, District Attorney, Public Defender and the County Executive to explore how, and under what conditions, such technology could be deployed in Ventura County.

Recommendation 7.3:

Improve and Expand Education, Literacy and Employment Services

The consultants have chosen to deal with adult education, literacy and employment as one topic because they are so closely aligned. The ability to read and write is essential to getting and maintaining a good job. The efforts of the Probation Agency, the Sheriff and their educational partners, in instituting GED and literacy programs in the jail and Work Furlough facility are to be commended. As stated earlier in this report, completing a high school education and maintaining gainful employment has been shown time and time again to be a significant contributor to deterring future criminal behavior.

While efforts in this regard thus far are great first steps, there is a general need for the expansion of effective educational, job seeking and job retention services for adult probationers. Ventura Unified School District (VUSD) staff indicated that they offer a diverse adult educational/vocational program with over 40 specific vocational programs at a central site. In addition to this training, the VUSD program offers job preparation classes and placement services. These programs have been underutilized by those that need the services most, the 18-24 year olds involved in the criminal justice system. Because of geographical boundaries, VUSD is precluded from providing programs at the Work Furlough facility, which is located in the city of Camarillo, or in other areas of the County. Similar program options should be investigated with all County high school districts offering adult education programming.

VUSD and the Library staff did express a willingness to work with the Probation Agency to provide educational opportunities for their clients. It is important to eventually include other educational resources, such as Santa Barbara City Collage and the Ventura County Department of Education into the discussion so program expansion and greater use by probationers county-wide could be achieved. This would enhance the opportunity of those individuals to be successful and avoid further criminal activity. A meeting among the Library, VUSD and the Probation Agency to determine what is feasible is another move in the right direction

Recommendation 7.4:

Participate with Public Health in a “One Stop Shop”

Discussion with the Health Officer of Ventura County revealed a concern for the health of probationers and paroles returning to the community following periods of incarceration. The emphasis of the Health Care Agency (HCA) is on the prevention of disease before it happens and the HCA would like to have all those leaving jail or prison be examined for communicable diseases. The Health Officer was equally concerned about the families of offenders who may be exposed to potential health hazards after being reunited with their formally incarcerated family member. Specifically, the potential for sexually transmitted diseases and latent tuberculosis, due to previous unhealthy lifestyles and exposure to pathogens while incarcerated, was noted.

A potential solution set forth by the Health Officer is a “One Stop Shop” they operate in the city of Ventura every Tuesday. This program provides linkages to such services as medical screening and treatment, food and housing assistance, behavioral health and other social services. Public Health indicated that they can enroll probationers and their families in these and other services on site. Referral to this available resource relies on coordination between Probation and Public Health. Also it was indicated that perhaps some other yet to be determined option, may be helpful with the problem of probationers who received psychotropic medication in jail, but fail to connect to community-based mental health services in a timely manner. A short term prescription to keep the person stabilized until a permanent solution was found, is a possibility. Such an intervention would have the effect of precluding the patient from de-compensating and exhibiting behavior leading to yet another period of incarceration, all for the lack of appropriate medication.

It was suggested that a Deputy Probation Officer could potentially be present at the “One Stop Shop” to coordinate services to probationers and their families. The consultants recommend that the Probation Agency evaluate this potentially valuable resource for their clients and consider placing an officer at the facility if it proves to be feasible. At the final ESC meeting it was announced that a visit had been made to the OSS by probation staff and it was found to have promise for their clients.

Recommendation 7.5:

Expand Work Furlough/Work Release Program Participation

The Probation Agency currently operates a Work Furlough (WF) facility and an independent Work Release program. The Work Furlough program has selected inmates living at the WF facility, which has been developed on a former military base, and being released to their employment location during work hours. This program accepts men and women that may not be initially employed, however to remain in the program an inmate must find gainful employment within a reasonable period, usually within two weeks. Inmates can serve up to 1 year in the facility and are required to pay for their participation (\$73/day/inmate). In addition to housing WF inmates, the program also provides tutoring towards the achievement of a GED, employment and substance abuse courses. The facility, at the time of the consultants visit, had approximately 100 participants. It was noted the capacity of the actual physical plant, with some modifications, was over 200 inmates. It appears entrance criteria and cost has contributed to recent reductions in participant levels.

The Probation Agency should give consideration to increasing participation in the WF program, which would have the effect of easing pressure on the overcrowded jail system and serve as a positive influence in an offender's reintegration to society. The use of electronic monitoring, perhaps with GPS tracking, would provide an extra level of supervision for those inmates who under the present criteria would not be eligible for participation. Further, consideration should be given to examining the "fee for service" approach fiscally supporting the program. For many inmates, especially for those with families and working in lower paying jobs, the \$73/day cost of the program is simply not realistic.

Similarly, the Work Release program has also seen a reduction in participation. This program, which consists of individuals "working off time" by participation in public works projects, is essentially the diametric opposite of WF, whereas the participants live in their own homes, but report to Work Release during the day to be assigned to work projects supervised by Probation staff. This program also charges the inmate \$48/day to participate in addition to a \$150 initial charge. While a total of 915 defendants are currently enrolled in the program, on a daily basis only 30 individuals participate, down from 50/day in the preceding year. Again, in an effort to increase participation, thus reducing jail population levels, consideration should be given to easing the barriers of the fees and eligibility criteria.

Chapter 8 - Recommendations for Quality Improvements

Adult Division Investigations

The mission of the adult investigation units is to provide accurate, timely, legal and, depending on the complexity of the case, comprehensive reports and recommendations to the Courts regarding the sentencing of adult felons and misdemeanants. Investigation Officers also make an assessment of the defendant's risk to the community using an adaptation of the National Institute of Corrections risk instrument.

The adult investigations functions remain under the Probation Agency's "Probation Services" section, however in a recent reorganization, to better equalize the span of control at the Division Manager level, a manager position was reassigned and this function was combined with the Juvenile Court Investigations Division under one Division Manager. Adult Court Investigations consists of the following unit configurations:

Unit	Supervisors	Senior DPO	Deputy PO
Adult Investigation 1	1	1	9
Adult Investigation 2	1	1	9
Adult Investigation 3	1	1	7
Prop 36/DV	1	2	3
Total	4	5	28

These units provide a variety pre-sentence reports and memoranda to the Courts, ranging from complex reports involving serious felonies, several defendants, and multiple counts, to shorter misdemeanor reports and other brief documents, such as calculations for credit for time served.

Improve Pre-Sentence Report Process

In an average month, over the period of the last year, this division was assigned 240 felony cases and 87 misdemeanor and miscellaneous reports. Due to this workload the adult investigations units required 6% of its work to be done on an overtime basis. Further, in 14% of these cases the Probation Agency requested the Court to continue the case after its referral, in order for Probation to complete the report.

While the requests for continuances are down somewhat from the previous year, any delays in dispositions contribute to a growing trend of decreases in felony dispositions within a 12 month period. This phenomenon was the subject of a recommendation contained in the recent Benchmarking Analysis of Ventura County's public safety departments conducted by Management Partners, Inc. in January of 2008. That report noted such delays result in;

- Increased pre-sentence incarceration costs
- Cost of witness time, especially law enforcement
- Court costs
- DA and Public Defender staff time and costs

Although requests for continuances may contribute somewhat to the felony disposition delays, it is suspected the delays are more related to bottlenecks in the system due to the allocation of public safety departments resources for the processing of a high number of misdemeanor cases. The expectation that the Probation Agency can conduct investigations and do a pre-sentence report on some misdemeanor and all felony dispositions, albeit abbreviated in many cases, is beyond the capacity of the current resources allocated to the Agency.

Inasmuch as the actual sentence of the defendant is often within a prescribed range determined before the pre-sentence report is requested, the value of the report for sentencing purposes is diminished. For example, in those cases where it is a foregone conclusion the defendant is going to be sentenced to state prison for a specified period, a pre-sentence report in its full form appears unnecessary.

Many counties have adopted a "prison follow-up" report format, in which the probation officer gathers pertinent information required by CDCR immediately following sentencing, includes it in a short form report and submits it directly to the jail to accompany the defendant to the CDCR reception center. This approach expedites the transfer of the inmate from county jail, meets the legal requirements and the time saved allows probation to reallocate resources to address other pre-sentence report demands in a more timely fashion. At the final ESC meeting the Public Defender expressed concern that a prison follow up report could contain information detrimental to its client that would not be subject to challenge in court, as is the case with a pre-sentence report.

It is clear that the effectiveness of the Probation Agency is somewhat constrained by the Courts and, to an extent, the District Attorney's Office, relative to its pre-sentence report workload. It is expected, as is the case in many similar counties, the quality of justice and public safety would not be compromised by waiving the requirement for a pre-sentence report in selected felony cases and most misdemeanor cases.

Recommendation 8.1:

The Probation Agency should enter discussions with the Court, District Attorney and Public Defender for the purpose of exploring systematic changes reducing the referral of all felony and many misdemeanor defendants for pre-sentenced reports.

Supervision

The mission of the adult field supervision division is to enhance public safety in a cost effective way by holding probationers accountable and providing them an opportunity for positive change through access to appropriate services. This division provides differentiated levels of supervision based on the risk of the offender to the community while focusing monitoring and enforcement efforts on dangerous and high risk probationers. Additionally, the division attempts to maximize the collection of restitution, child support, fines and fees, while employing interagency approaches to service delivery and case management.

Depending on the level of service required for the individual probationer, field supervision officers carry cases ranging from one to three thousand (banked and “kiosk” caseloads) to 40-50 cases assigned to the armed Intensive Supervision officers. A regular “medium risk” supervision caseload consists of approximately 140 cases. Specialized caseloads for grants MIOCRG, Drug Court and the Prop 36 program usually have fewer assigned cases than the intensive supervision caseloads.

The adult supervision functions remain under the Probation Agency’s “Probation Services” section. However in a recent reorganization, to better equalize the span of control at the Division Manager level, a Division Manager’s responsibilities were reassigned and this function has been set aside as a stand alone division. Previously, 6 adult supervision units and 4 investigations units were under the same Division Manager position.

The Adult Field Division consists of the following unit configurations:

Unit	Supervisors	Senior DPO	Deputy PO
Intensive Supervision	1	1	7
West Co. Substance	1	2	8
East County Field	1	1	7
Ventura Field	1	1	9
Oxnard Field	1	1	7
West County DV	1	1	8
Total	6	7	46

Improve Risk/Needs Assessment Process

Risk/Needs Assessment for probation field supervision has a long history in California — During the 1980s the Chief Probation Officers of California (CPOC), in cooperation with the California Department of Corrections (CDC, now the California Department of Corrections and Rehabilitation), attempted to develop a risk/needs case classification system common to all California Counties and the CDC. It is based on the National Institute of Corrections (NIC) model, which was originally developed in the State of Wisconsin. The risk instrument is designed to help the probation officer determine the level of supervision and surveillance based on the potential for re-offending and victimizing the community.

The needs instrument was developed as an effective way to measure the social and personal conditions of the client that may prevent success on probation. Both of these instruments are meant to be used together to assist in the development of a personalized case plan for the probationer. The system also has a workload dimension that could assist management in determining the resources needed to handle the caseloads.

The assessment system has been moderately successful, in that it was adopted by many of the counties in California. With budget cuts and inadequate funding over the years the project faltered. For both financial and philosophical reasons, most counties stopped using the “needs” aspect of the model. They focused instead on the risk of re-offending by the probationer which was indicative of the increased law enforcement role that Probation was assuming.

Currently there are three validated risk/need systems that are predominately used in California they are — the NIC model, the *Level of Service Inventory-Revised* (LSIR) model and the *Correctional Offender Management Profiling Alternative Sanctions* (COMPAS) model. Ventura County Probation uses the COMPAS system in the Juvenile Division and the NIC model in the Adult Division.

According to management and line staff in the Adult Division, the NIC systems use is inconsistent at best and as in other counties using this system, only risk scores are considered. The initial assessment is made at the investigation stage of the proceedings and sent on to the field. The NIC system guidelines call for the initial assessment to be made within 45 days of the person being placed on probation and reassessment 6 months thereafter. All probation staff interviewed expressed an understanding of the necessity for having a risk/need assessment, but many thought that experienced officers did as good a job of assessment as the instrument. Other staff was concerned that any new or revised system may be too complicated, which would only add additional work to an already overworked staff.

The California Department of Corrections and Rehabilitation reports that it has begun using the COMPAS assessment system developed in New York in all 12 reception centers. However, only a limited number of new inmates are going through the newly adopted assessment process due to the number of staff available to

complete the assessments. CDCR has indicated that most offenders leaving prison on parole will have received a COMPAS evaluation upon their re-entry to the community. COMPAS is a standardized risk/needs assessment process that measures the risk of violence, recidivism, failure to appear and community non-compliance. It also measures 18 different criminogenic need factors. A software package is available to automate the system.

The Level of Service Inventory–Revised measures 54 risk/needs factors that are designed to provide officers with information about custody, supervision and services needed by the client. According to Federal Probation, the research literature on the LSIR indicates that it is a valid predictor of correctional outcomes with all types of offenders and in all settings.

There are a variety of reasons why the Probation Agency would consider utilizing a valid risk/needs system for their adult operations.

- It serves as a tool for supervisors to assign cases to even the workload among officers
- It helps management in the distribution and use of scarce resources
- It removes much of the subjectivity about when to move a case to a higher or lower level of supervision
- Automatic reassessment dates assure that the case is reviewed on a regular basis for the intensity and level of supervision
- It is a caseload tool for staff to help them manage their clients
- It is an objective predictor of probation outcomes

Since the Probation Agency already has experience with two of the models discussed, it would seem logical to review those systems first for possible update and/or use in Ventura’s adult operations. The consultants have no bias for or against any of the validated systems and any decision about which one to adopt or revise should be based on Ventura County’s willingness to adopt such a system. Some of the systems operating in California are fully automated which enhances its utility and therefore an electronic system is recommend as a long term goal for Ventura County.

Recommendation 8.2:

Establish a Risk/Needs Operational Committee including line and supervisory staff from both Investigations and Supervision to explore the development and or acquisition of an automated risk/needs assessment tool.

Consolidate Sex Offender Caseloads

The Probation Agency currently distributes sex offender caseloads to the field on a geographical basis. These caseloads have been in existence from two and one half to four years and are supervised by officers especially trained for this purpose.

During our discussions some staff said that they believed that these cases would be better handled in a specialized sex offender unit. The staff, specially trained to work with these offenders, would have the benefit of a single supervisor who focuses exclusively on sex offender cases. The supervisor could be better informed on counseling resources and be able to coordinate law enforcement activities more efficiently than three different supervisors. On the down side, there could be a lack of hands-on supervision and oversight if the cases are too geographically far flung. Furthermore, the number of sex offender cases may make consolidation into one unit impractical at this time.

According to *The California Coalition on Sexual Offending (CCOSO)* the number of sex offenders behind bars is steadily growing, however, most eventually are placed on some form of community supervision when released. The community is better served when there is a mechanism in place that allows these offenders to legally and productively participate in the community, while at the same time protects citizens from further victimization and holds these offenders accountable for the harm they may cause.

The Probation Agency does have specialized caseloads, up-to-date training and a collaborative working relationship with treatment providers, polygraphist, defense and prosecution and a connection with the CCOSO. The unique characteristics of sex offenders and the particular harm that they cause, much of it to children, calls for the kind of probation supervision which is provided in Ventura County.

Research provided by the National Institute of Justice indicates that adults who commit sex offences should be managed, treated and supervised differently than other types of offenders. A best practices program which maximizes community safety, minimizes the probability of further assaults and helps further the interests of victims is called the Containment Approach. (See Appendix F for the complete CCOSO model outline) This model consists of 5 parts:

- 1) A consistent multi-agency philosophy focused on community safety
- 2) A coordinated multi-disciplinary implementation strategy
- 3) Case management and control plans individualized for each sex offender
- 4) Consistent public policies and agency procedures
- 5) Quality control that maximizes the probability that the policies will be implemented as planned and provides feedback for enhancing program functioning

In this model, sex offenders are contained in a triangle of supervision, monitoring and treatment. The supervision includes referral to appropriate support services, verifying offender self reports and seeing that the offender participates in treatment, education and takes screening tests as directed. The supervising officer is also responsible for community protection action when behavior or tests indicate increased risk of re-offending. Monitoring consists of verifying self reports, drug and alcohol testing and periodic polygraph screening. Treatment consists of cognitive behavior therapy and support services. The Probation Agency has been working

toward the full implementation of the Containment Model and is either at or near completion.

Although it is not part of the Containment Model per se, some jurisdictions have fitted offenders with electronic monitoring devices, including those with GPS tracking capabilities, as an added security measure.

As of July 1, 2008, State Parole and all County Probation Departments are required to administer the Static 99 risk assessment evaluation to all probationers convicted of a 290 Penal Code registerable offense. This instrument determines the risk of sexual re-offending by measuring a group of static (unchanging) factors that predict risk from a low to high level. On January 1, 2009 most of those individuals who have a high risk score will have to be fitted with a GPS tracking device as part of their supervision program.

Recommendation 8.3:

Consider consolidating sex offender caseloads into a specialized sex offender supervision unit and continue working on the implementation of the “containment approach” in handling such cases.

Co-locate Probation Staff with Alcohol and Drug Programs

Given the large percentage of people on probation with drug and alcohol problems, treatment services for these individuals are one of the essential programs for investigations and field supervision. Drug and alcohol services are a vital part of the probation rehabilitation process. Both private and public entities provide these treatment services in Ventura County. Two community based agencies provide the bulk of the treatment following referral from Alcohol and Drug Programs' (ADP) Quick Start assessment program.

There are a variety of cases and situations in which Probation staff interact with assessment and treatment programs. Probation Investigators need assessment information to present to the Court in specialized cases such as Domestic Violence, Driving under the Influence, Delayed Entry of Judgment (PC 1000), Proposition 36 and other matters. Supervision officers need treatment resources to refer cases for effective treatment. One mechanism to facilitate this is the Quick Start program developed by ADP. While the Quick Start program is very popular with the judges, because of its immediate access to Court personnel and clients, some probation line staff expressed frustration in not getting timely feedback on cases.

Others stated that the process needs someone to shepherd clients through, ensuring they receive services and are referred to the right program with the correct instructions. One minor issue, discovered while gathering information for this report, was a referral letter that provided clients with incorrect information regarding their requirement to report to Probation. The need to correct the letter was brought to

Probation Management's attention during the interview process and action was taken to resolve the issue.

A common issue probation staff reported was the need for accurate and timely notification reports regarding attendance and progress. Several suggestions were made to resolve this issue by interviewees. Representatives from community based organizations indicated that if Probation could provide a list of clients on a regular basis, the programs could report on which ones had shown up for treatment. ADP staff also said that regular meetings were once held with the Deputy Probation Officers carrying DUI cases and their supervisors where progress reports were shared. Other staff said that having a liaison person from both Probation and ADP would help improve the flow of clients and information.

Communication and coordination is needed amongst Probation and the public and private assessment and treatment providers. While it is difficult to add additional duties to existing staff workloads it appears essential that the responsibility for this coordination be assumed by staff from both Probation and ADP. The consultants suggest that the previously held meeting and progress reporting should be resumed. Also, the consultants think that a liaison person from probation could better serve the interests of the Agency by being co-located with the Quick Start personnel stationed in the Courthouse.

Recommendation 8.4:

Create a liaison position to work closely with ADP to facilitate probationer access and participation, and explore the co-location of the liaison with Quick Start personnel.

Enhance Communications with Mental Health Services

Mental health is another vital service for probation investigation and supervision services. Investigation officers need mental status reports to make informed recommendations to the Court for sentencing purposes. A recommendation for treatment and custody can change dramatically in one direction or the other depending upon the defendant's mental condition.

The need for mental health services for probation supervision purposes is obvious. During interviews with Probation staff it became evident that there is a need for more and better mental health programs for adult probationers. On the one hand, Probation staff voiced frustration with their inability to find appropriate mental health services for their clients. On the other hand, Behavioral Health staff indicated that many of these referrals do not meet the definition of classic mental illness. They are more likely to have behavioral or other personality disorders that do not qualify for service. It became clear to the consultants that there is an honest difference in definition of who is an appropriate referral for mental health services and who is not. Clarifying the definition is a good step in reducing frustrations, but it does not solve the problem of what to do with these cases.

The Mentally Ill Offender Crime Reduction Grant (MIOCRG), known as MARRT in Ventura County, was cited by Probation as an example of a program that has not fulfilled its promise. The program has a capacity for 50 individuals, but at present only 22 are involved. According to Behavioral Health, the decreased usage is largely attributable to a reduced number of Public Defender clients being referred. Probation on the other hand attributes the decrease to the entrance criteria (a mental illness diagnosis and formal probation with restriction on qualifying convictions), which may disqualify some individuals who could benefit from this program.

In either case, MIOCRG will be ending after September 30, 2008 due to a loss of funding. There are two other existing programs that have been funded through Proposition 63 (Mental Health Services Act), that also target populations that may involve probationers. Expanded Program 2 (XP2) is a 20 slot treatment program for individuals who have been released from jail, are mentally ill and are at risk for homelessness. Expanded Program 3 (XP3) is a 25 person program that does not require jail as a condition of acceptance, but requires clients who are acutely mentally ill and have been released from hospitalization.

Behavioral Health indicated that a request for proposal has been issued, as a result of Proposition 63 funding, for a new 50 slot program that does not require a recent jail or hospital stay as a requirement for acceptance. However, program participants will still need to be diagnosed as severely mentally ill.

The consultants have also been made aware of a new transitional age youth program operated by Pacific Clinics for 18 to 25 year olds. Even though the program is funded by Proposition 63 Family and Youth funds, the participants are chronologically young adults and if they get into trouble with the law they would be subject to the adult system of justice.

When fully operational, these programs may help alleviate some of the service gap problem. However, a solution is still needed for Probation's most significant need for mental health services, that being services for the character disorders and sociopath clientele that find their way to probation caseloads.

It was also indicated that planning was currently underway for the Proposition 63 Prevention and Intervention funding. It is recommended that the Chief Probation Officer contact the Health Care Agency Director with an eye to working cooperatively with Behavioral Health in developing mental illness intervention and prevention programs for adult probationers. Perhaps membership on any current planning or steering committee would help accomplish this goal.

Not unlike other jurisdictions, Ventura provides good mental health services for those in custody where appropriate medications can be prescribed, distributed and monitored. Unfortunately, upon release, individuals often, for lack of resources as mentioned above, do not continue medications and shortly decompensate and return to the criminal justice system.

One solution to the interruption of psychotropic medication was offered by Public Health. Physicians associated with Public Health could dispense a short term supply of medication to stabilize the client until regular mental health care could be instituted. The details of such an offer would need to be worked out amongst Probation, Behavioral Health and Public Health.

In addition, streamlining the medication process, developing monitoring systems and providing more services as indicated, would reduce the “revolving door” effect. It is clear that work needs to be done among probation, mental health professionals, and the Courts in dealing with the mentally ill offender. It was also clear to the consultants that Behavioral Health management and probation want to find solutions to this problem area.

One idea was to establish specialized caseloads of mental health cases using existing resources. By consolidating these cases into a few caseloads with trained supervision officers, Probation could develop officers who would be familiar with mental health resources and be available to help navigate clients through the system, thus receiving the services designed to keep them from re-entering the criminal justice system.

Recommendation 8.5:

Actively pursue involvement in the Proposition 63 planning process to represent the need for services for adult mentally ill probationers.

Recommendation 8.6:

Consolidate mentally ill probationers into specialized caseload(s); train Probation Officers in the handling of the mentally ill and accessing service delivery.

Staff Training and Development

The Ventura County Probation Agency has consistently maintained compliance with the guidelines set forth by the State of California’s Corrections Standards Authority’s (CSA), Standards and Training for Corrections (STC) program. In addition to delivering required training, the Agency provides a variety of training modules to address emerging issues on specific topics. Although a formal “officer development program” is not in place, many units utilize skill development check sheets and training of new officers is facilitated and monitored by Senior Deputy Probation Officers.

Preparation for future developments, additions to programming, expansion of services and creation of specialized caseloads, as recommended in this report will all likely require training of staff. Based on past performance and the obvious

competence of the Agency's staff, it is with confidence we feel the Agency is prepared to meet future training challenges.

Data Collection and Information Sharing

The backbone of client data collection and information sharing for Ventura County public safety agencies is the Ventura County Integrated Justice Information System (VCIJIS). This system provides the users (Sheriff, District Attorney, Public Defender, Courts, and Probation) with a common client identification number and other common data elements. It also provides each agency with modules to serve as repositories for department specific information, some of which may or may not be shared with other users.

The general impression of this system is positive and is reported to be "light years" ahead of the independent, unconnected systems of the past. While a considerable improvement over past systems, improvements in VCIJIS may have the effect of making the system more efficient and also enhancing management information relative to workload measures for the individual participating agencies, and for the system as a whole.

Internal

Enhance PRISM's Workload Measurement and Management Information Capability

The Probation module within VCIJIS is known as the Probation Records Information System Management (PRISM). PRISM is the primary tool used by Probation to deposit and retain electronic client documents and information, including reports, client contacts, field notes, chronological entries, etc. Also built into the system, are a number of static management information reports relative to a wide variety of issues, including case assignments, case type, demographic information and many others.

Unfortunately, the system is not very "nimble", that is, it requires reprogramming to develop discrete reports that may be time sensitive and important for determining the reallocation of resources. Finding programming resources that are familiar with probation operations and the nuances of a system that is becoming technologically dated, has been a challenge.

By having resources dedicated to this function, it is opined that Probation could move from a narrative based case history format to a system that is more designed to capture specific workload activities and measurements.

A narrative component has its importance, particularly regarding such issues as officer safety, but a more data driven system would capture workload measurements and information, serving to enhance management's (at the department and county

level) ability to allocate necessary resources within their agencies and across the system.

Recommendation 8.7:

Identify and acquire necessary programming resources to enhance the workload measurement and management information capability of the existing PRISM system.

External

Increase VCIJIS Document and Information Sharing Capability

As indicated, VCIJIS is available to County public safety agencies and the Courts to track individuals as they progress through the criminal justice system, allowing for independent data modules specific to each agency's needs. These modules, such as Probation's PRISM, serve as a repository for agency specific information and data. Currently the system does not provide for the electronic transfer of documents, such as pre-sentence reports, violation petitions and other documents, between agencies.

The Probation Agency continues to provide hard copy reports to the Courts, Public Defender, District Attorney and others. The electronic transmission of these documents and others would greatly expedite the process, cut distribution costs, increase accountability and generally make the report sharing process more efficient.

Recommendation 8.8:

In collaboration with VCIJIS partners, seek enhancements to the system which would provide for the electronic transfer of documents between and amongst system users. At the final ESC meeting a discussion took place among the Probation Agency, the Public Defender, the District Attorney's Office and the Sheriff's Department regarding an email based system for electronic document sharing as a first step. All agreed to follow up on the suggestion.

Organizational and Key Stakeholder Relationships

Strategies for Increasing Cooperation

Assign Liaisons with Stakeholders

One of the project goals is to develop strategies to bring about a greater level of cooperation and coordination among members of the criminal justice system and other stakeholders. To assist the Probation Agency in accomplishing this goal, the consultants tested the relationship among Probation and its partners during the strategic interviews. Overall, the relationships are very positive with only a few areas

in which they might be improved. Even these were often the result of a lack of understanding of the respective roles and responsibilities.

When discussing issues of cooperation during the interview process, a solution was often proposed by one agency or the other. These solutions frequently only required that liaisons be established, attendance at each others meeting takes place, or that role clarification through mutual training is undertaken. One such stakeholder described Probation as “top drawer, none better”. Some examples of these relationship issues include the following:

Law enforcement described good cooperation with Probation at the Justice Policy Council level and that a strong relationship existed throughout the ranks. One representative sent out emails to staff seeking problem areas but none were reported. However, collectively they thought that the line level was not as coordinated as it might be.

The Gang Violence Suppression model and Deputy Probation Officers attendance at the Narcotics Officer meetings were cited as examples of former areas of cooperation that they would like resumed. It was recognized that some former programs were grant funded and did not continue after the funding stopped. It was also suggested that familiarity and information sharing may be facilitated by having Deputy Probation Officers attend some daily briefings.

The Public Defender and District Attorney both expressed respect for the work of the Probation Agency. Both departments indicated that at times they had disagreements with Probation on the handling of individual cases but overall their efforts are good. The Public Defender indicated that Probation is progressive and pragmatic, but they would like to see more treatment and programs for adults as there are for juveniles. Probation’s Investigation staff said that a change in the case handling in the District Attorney’s Office would help them perform their tasks more efficiently and effectively.

ADP are a vital link in the probation rehabilitation process. Private and public entities are both essential resources for Probation in providing service to probation clients. At times there has been friction between some of the agencies on the provision of service, but the relationship with Probation remains very good. Probation was described by one agency as a strong force in the provision of services.

Notwithstanding these positive relationships, a greater level of understanding is needed between Probation and ADP in the management of cases. It was suggested that a single liaison person could smooth the referral and feedback process to the betterment of all concerned. It was also suggested that having that liaison person at the Quick Start program could facilitate the exchange of information and feedback on performance.

The Probation Agency cooperation with the educational community was said to be good due to the provision of tutoring and literacy programs in the Work Furlough facility, however the interaction has been limited. All parties indicated interest in expanding services to probationers, either through participation in existing programs or finding ways to create new education and job readiness opportunities. Due to the jurisdictional limitations of independent school districts, a coalition of different school districts and the County Library would be necessary to provide services which would cover the entire geographic area of the county.

Public Health's relationship with the adult probation division has also been limited at best, but a whole new area was brought to our attention during the interviews. Probation was invited to attend and participate in the "One Stop Shop" which provides referrals and linkage to an array of social services.

As with drug and alcohol services, mental health programming is thought to be one of the most valuable services for appropriate clients. There is a history of frustration on the line level because clients referred for help have been ineligible. Both agencies need to meet and agree on a definition of who is eligible to reduce the frustration on the part of line staff. Further, until it is clear who will be treated by Behavioral Health it is difficult to try to find services for those who are not seen. It is believed that both agencies want to come up with a cooperative constructive solution to the problem.

Recommendation 8.9:

Consider assigning specific supervisors or line level staff to serve as liaisons between the Probation Agency and County Behavioral Health, Public Health, Alcohol and Drug Programs, and adult education/literacy programs. Encourage field officers to attend law enforcement briefings and participate in special task force operations.

Chapter 9 - Emerging Trends

The prominent emerging issue for local corrections and treatment services is the State's current trend toward divesting itself of adult and juvenile inmates. The Department of Juvenile Justice is returning to counties of origin 18 to 24 year old inmates sent to them under 707(a) of the Welfare and Institutions Code (less serious felonies) and refusing to accept new state commitments.

Even though these inmates are subject to the jurisdiction of the Juvenile Court, they are chronologically adults and will migrate to the adult system if they are involved in further criminal behavior.

Programs and system improvements suggested by the consultants are important steps in handling the return and retention of this group of offenders. There is no question that they represent an entirely new workload for the Probation Agency that will require additional resources. Fortunately, the return of these inmates is accompanied by some funding which will help mitigate the cost associated with this transfer of responsibility.

The other emerging issue which could have a dramatic impact on Ventura County is the current litigation in Federal Court involving crowding in the California Department of Corrections and Rehabilitation's institutions. The Federal Court has, in previous action, taken over the medical and mental health services in the prison system on constitutional grounds and appointed an administrator.

A three judge Federal Panel has recently threatened to cap the number of inmates being held in prison, to bring the population down to what the Court considers to be constitutional levels, if the State cannot mitigate the crowded conditions.

Various options have been discussed and reported in the media, ranging from the Counties assuming supervision of these returnees with funding from the State, to an outright unsupervised early release of drug abusing and other non-violent inmates serving less than a one year sentence. It was estimated that Ventura County could expect to receive as many as 1400 individuals under this criteria. None of the plans put forward have been acceptable to all of the parties to the action and it appears that the matter is currently at a stalemate. Unless a negotiated settlement is reached in the near future, this matter is scheduled for trial later this year.

In the meantime, the Probation Agency's work towards a strategic adult master plan will put Ventura County in a better position to respond no matter which way the issue is resolved. This level of forward thinking is to be commended and vigorously supported.

Chapter 10 - Issues for Further Consideration

During the course of this project, particularly through interviews with key stakeholders and Agency personnel, a wide range of topics were discussed and solutions to a variety of issues contemplated. The preceding chapters of this report have endeavored to respond to the project's specific goals and objectives, to make recommendations assisting the Agency to prepare for future growth and development and to recommend actions leading to quality improvements in their internal operations and with their collaborative partners.

In addition to the recommendations outlined above, and while perhaps not as substantive, a few other items the Agency may want to consider for implementation are outlined below.

- Consider the development of a paraprofessional position, such as a “probation assistant” to handle the more office-related tasks associated with large banked caseloads and other activities that do not require a sworn officer's attention. These may include UA testing, record checks, and phone calls to monitor employment or participation in treatment programs, etc.

The deployment of such personnel would provide time for Deputy Probation Officer staff to conduct field operations, write reports, conduct searches and home visits and a myriad of other activities that would enhance both public safety and probationer accountability. Many police agencies and a few probation departments have developed these assistant positions and have experienced both cost savings and sworn officer efficiencies.

- Consideration should be given to instituting a “resident probation officer” assigned to the criminal master calendar Court. Such a position, with real time access to probation and records information, would enhance relationships and communications with the Courts, DA, and Public Defender. But moreover, having a credible probation presence in the Court could perhaps lead to streamlining current practices, reducing the need for continuances, expediting information without the necessity of a full pre-sentence report and otherwise making for a more efficient operation relative to pre-sentence investigations and violation of probation matters.
- It was reported that it is very difficult for investigating officers to get information from the District Attorney's Office. Access to the DA's file during the preparation of the pre-sentence report is essential in
- Obtaining information relevant to the specifics of the case and to the development of a timely report. Often, probation officers have great difficulty in even determining which Deputy District Attorney is handling the case.

Discussions should be held at the executive and management level to ensure processes are put in place which overcome these reported barriers.

- Transportation, particularly to the Work Release and Work Furlough facility, and other beneficial programs is often very difficult for those probationers who do not have vehicles or who have had their privilege to drive restricted.

Obviously, if a defendant cannot get to program locations, they cannot benefit from the program's positive components. In the case of Work Release, it is reported the public transportation bus stop is several blocks, if not miles away. Perhaps, using one of the existing Work Release vans as a shuttle to and from the bus stop would enhance success and increase participation in the program, thus relieving some crowding pressure on the jail.

- Consideration should be given to automating "speed letters". These memoranda are utilized by probation officers to refer probationers to ADP and unfortunately do not always arrive at the program location in advance of the probationer. This sets up an immediate issue regarding the probationer's participation in the program. A review of this process leading to automating referrals and compliance/completion reports is warranted.

Chapter 11 - Conclusions

The penal system in California is going through a revolution as a result of court action against the State prison system and Counties, as political subdivisions of the State, are tied to its decisions. Recently, the Department of Juvenile Justice has returned 18 to 24 year old inmates with “lesser” felonies (707a WIC) to the Counties and refuses to take any new commitments, unless they are much more serious and violent. This transfer of responsibility represents an entirely new workload for the Probation Agency and its stakeholders. Fortunately, fiscal resources have been made available by the State to assist Counties in meeting the challenges associated with this new mandate.

At the adult level, there is little doubt the Federal litigation on crowding and other issues in the State prisons is going to result in felons being returned to the counties, potentially under the supervision of the Probation Departments statewide. The litigation could result in an orderly transfer with resources to handle the job, or the judges may put a cap on the prison population and order the wholesale release of thousands of low risk inmates serving less than a year sentence.

One estimate projects Ventura County could receive as many as 1400 of these released felons. Should mass releases of state prisoners come to fruition, it would represent a need for a substantial number of new staff to handle the work, or a dramatic restructuring of existing caseloads to absorb these State prisoners.

Behavioral Health estimates that approximately 10% of the prison population is mentally ill. If true, this would mean 140 new clients or 3 new caseloads for them. It is also projected that as much as 70% of the prison population has a substance abuse problem. Inasmuch as low level drug offenders have been suggested as a target population for release, it is likely ADP would also be severely impacted.

At present the matter appears to be at a stalemate and a trial date has been set for later this year. One way or the other there will be an impact on Ventura County. The questions are when, what magnitude and under what conditions?

Planning for uncertainty is difficult at best and continues to be a moving target. Paramount amongst factors to be considered is the State’s dire budget situation and the consequences to local government. When resources are available; problems such as the State’s current correctional crisis can be solved by some critical thinking, a little time and money. Without funding it will be critical to reevaluate traditional workloads. What were once cases local corrections was prepared to handle, may be pushed out in favor of those cases which were formerly a State responsibility.

Ventura County has done a commendable job of protecting the community judging from the recent FBI statistics. The crime rate is very low and two of the safest cities in the nation are here. Ventura County is obviously doing something right. This

report commissioned by the Probation Agency and completed with the assistance of its criminal justice partners and other stakeholders attests to the foresight of Ventura County in anticipating and planning for the future.

This document, in addition to suggesting new programs and quality improvements in the Probation Agency, also serves as an alert to the other affected agencies of things to come. With this level of advanced planning and self analysis, the community will be better served, safer, and have a roadmap to guide them no matter how the uncertainties are resolved.

Appendix A – Executive Steering Committee

**Karen Staples, Chief Probation Officer
Ventura County Probation Agency**

**Alan Hammerand, Chief Deputy Probation Officer
Ventura County Probation Agency**

**Mark Varela, Chief Deputy Probation Officer
Ventura County Probation Agency**

**Patrick Neil, Adult Division Manager
Ventura County Probation Agency**

**Judge Colleen Toy White, Presiding Judge
Ventura County Superior Court**

**Judge Kevin McGee, Assistant Presiding Judge
Ventura County Superior Court**

**Mike Frawley, Chief Deputy District Attorney
Ventura County District Attorney’s Office**

**Duane Dammeyer, Public Defender
Ventura County Public Defender’s Office**

**Linda Oksner, Commander
Ventura County Sheriff’s Department**

**Scott Whitney, Assistant Chief
Oxnard Police Department**

**Linda Henderson, Director
Ventura County Department of Public Health**

**Cyndi Christenson, Adult Division Manager
Ventura County Behavioral Health Department**

**Dr. John Schipper, Behavioral Health Manager II
Ventura County Behavioral Health Department**

Executive Steering Committee Membership Continued

**Carol Chapman, Program Manager
Ventura County Library**

**Laurie Sanders, Director
Intervention Institute**

**Laura Lee Jones, Program Manager
Intervention Institute**

Appendix B - Acknowledgements

Crout and Sida Criminal Justice Consultants (CSCJC) would like to acknowledge and thank the many individuals representing Ventura County from the public and private sectors that contributed to this report.

A special thank you to Chief Probation Officer Karen Staples for her complete and total cooperation in meeting with (CSCJC), making staff and resources available and for her commitment to developing a plan for the future development of the VCPA Adult Division operations.

Also, we would like to extend a special thanks to VCPA Adult Division Manager, Patrick Neil. During this entire process Pat served as the liaison to CSCJS and has been the “go to guy”, gracious host and activities coordinator. Pat’s tenure with VCPA, knowledge of the system and commitment to providing quality correctional services, proved to assist greatly in our efforts and is a valuable asset to the Ventura County Probation Agency.

We would also like to thank the members of the Executive Steering Committee for their guidance and commitment to improving programming within Ventura County. Their efforts, review of this report and suggestion are greatly appreciated.

Finally, we would like to thank the individuals listed below for their time, valuable insights, comments, candor, suggestions and commitment to serving to the citizens of Ventura County.

Alan Hammerand	Chief Deputy	VCPA
Barbara Garcia	Deputy PO	VCPA
Bill Haney	Supervising DA	VC District Attorney
Bob Shank	Senior Officer	Oxnard Police
Carol Chapman	Program Manager	VC Library
Carolyn Vang-Walker	Assistant Principal	VUSD Adult and Continuing Education
Carrie Vredenburg	Senior DPO	VCPA
Cindy Hookstra	Graffiti Abatement Pgm.	City of Oxnard
Cyndi Christenson	Adult Division Manager	VC Behavioral Health
Dr. John Schipper	Behavioral Health	VC Behavioral Health
Duane Dammeyer	Public Defender	VC Public Defender

Gina Simonsgaard	Deputy PO	VCPA
Greg Knight	Senior DPO	VCPA
Heidiann Cobos	Senior DPO	VCPA
Howard Asher	Chief Deputy	VC Public Defender
Jean Farley	Chief Deputy	VC Public Defender
Jeff Burgh	Executive Officer	VCPA
Joan Splinter	Chief Deputy	VCPA
Joe Moore	Supervising DPO	VCPA
Judge Colleen Toy White	Presiding Judge	Superior Court
Judge Kevin McGee	Asst. Presiding Judge	Superior Court
Laura Lee Jones	Program Manager	Intervention Institute
Laurie Kitchens	Division Manager	VCPA
Laurie Sanders	Director	Intervention Institute
Letecia Bazaldua	Senior DPO	VCPA
Linda Henderson	Director	VC Public Health
Linda Oksner	Commander	VC Sheriff
Mark Varela	Chief Deputy	VCPA
Martin Tristan	Deputy PO	VCPA
Mike Frawley	Chief Deputy DA	VC District Attorney
Mike L'Ecuyer	Supervising DPO	VCPA
Patrick Zarate	Division Manager	VC Behavioral Health
Peter Martinez	Senior DPO	VCPA
Quinn Fenwick	Lieutenant	Ventura Police
Reginald Valencia	Deputy PO	VCPA
Robert Barna	Senior DPO	VCPA
Sandra Nelles	Behavioral Health Manager II	VC Behavioral Health
Scott Hebert	Commander	Oxnard Police

Scott Whitney	Asst. Chief	Oxnard Police
Steve Lipson	Asst. PD	VC Public Defender
Teresa Johnson	Principal	VUSD Adult and Continuing Education
Van Millan	Supervising DPO	VCPA

Appendix C – Stakeholder Questionnaire

Ventura County Probation Department
Adult master Plan Project
Interview Questions

Interviewee _____
Agency _____

1. If you could develop a road map for the future direction of adult services, including both current and future needs in the Department, what would do first? Second?
2. We are conducting a “gap analysis” to determine where opportunities exist but have not been taken advantage of. What do you think are the strengths and weaknesses that exist in the Department that will either help or hinder improving services to adults?
3. What do you think of the levels of cooperation and coordination among criminal justice departments relating to adult services? Can you think of strategies that would develop greater levels of cooperation?
4. As you know the State/CDCR is in a turmoil about how to handle their over crowding problem. Various plans have been suggested, including releasing thousands of inmates back to the Counties. When and if the CDCR or the Federal Court does send non-violent and drug abusers serving less than a year, what strategies can you think of to handling these cases? What about strategies to help Probation take advantage of the funding for 18 to 24 year olds returned from the Department of Juvenile Justice?

Appendix D – Stakeholder Group Participants

Ventura County Probation Agency	
Karen Staples	Chief PO
Alan Hammerand	Chief Deputy
Joan Splinter	Chief Deputy
Mark Varela	Chief Deputy
Patrick Neil	Division Manager
Laurie Kitchens	Division Manager
Jeff Burgh	Executive Officer
Joe Moore	Supervising DPO
Mike L'Ecuyer	Supervising DPO
Van Millan	Supervising DPO
Carrie Vredenburgh	Senior DPO
Greg Knight	Senior DPO
Heidiann Cobos	Senior DPO
Letecia Bazaldua	Senior DPO
Peter Martinez	Senior DPO
Robert Barna	Senior DPO
Barbara Garcia	Deputy PO
Gina Simonsgaard	Deputy PO
Martin Tristan	Deputy PO
Reginald Valencia	Deputy PO
Ventura County Superior Court	
Judge Colleen Toy White	Presiding Judge
Judge Kevin McGee	Assistant. Presiding Judge

Ventura County District Attorney

Mike Frawley	Chief Deputy DA
Bill Haney	Supervising DA

Ventura County Public Defender

Duane Dammeyer	Public Defender
Steve Lipson	Asst. PD
Jean Farley	Chief Deputy PD
Howard Asher	Chief Deputy PD

Police and Sheriff

Linda Oksner	Commander	VC Sheriff
Scott Whitney	Asst. Chief	Oxnard Police
Scott Hebert	Commander	Oxnard Police
Cindy Hookstra	Graffiti Abatement	City of Oxnard
Quinn Fenwick	Lieutenant	Ventura Police
Bob Shank	Senior Officer	Oxnard Police

Behavioral Health/Public Health

Linda Henderson	Director	VC Public Health
Dr. John Schipper	Behavioral Health Manager II	VC Behavioral Health
Cyndi Christenson	Adult Division Manager	VC Behavioral Health
Patrick Zarate	Division Manager	VC Behavioral Health
Sandra Nelles	Behavioral Health Manager II	VC Behavioral Health

Education/Library

Carol Chapman	Program Manager	VC Library
Teresa Johnson	Principal	VUSD Adult and Continuing Ed.
Carolyn Vang-Walker	Assistant Principal	VUSD Adult and Continuing Ed.

Community Based Providers

Laurie Sanders	Director	Intervention Institute
Laura Lee Jones	Program Manager	Intervention Institute

Appendix E – Literature Review

California Corrections Standards Authority – Jail Profile Survey	www.bdcorr.ca.gov/joq/jps/QuerySelection.asp
California Department of Finance – Demographic, Economic and Financial Research	www.dof.ca.gov/Research/Research.php
California Department of Rehabilitation and Corrections	www.cdcr.ca.gov/
California Penal Code	www.leginfo.ca.gov/calaw.html
California Welfare and Institutions Code	www.leginfo.ca.gov/calaw.html
County of Ventura – Benchmarking Staffing and Expenditures Analysis Report	Management Partners, Inc.
County of Ventura – Probation Agency	www.probation.countyofventura.org/
Crime in California – 2006	California Department of Justice Bureau of Criminal Information and Analysis Criminal Justice Statistics Center
Effective Management of Sex Offenders Residing in Open Communities	California Coalition on Sexual Offending

NIC - Level of Service Inventory-Revised (LSIR) model and the Correctional Offender Management Profiling Alternative Sanctions (COMPAS)	www.nicic.org/
Title 15, California Code of Regulations	www.cdcr.ca.gov/Divisions_Boards/CSA/
Todd Road Jail Needs Assessment	HDR Architecture, Inc.
United States Department of Justice – Bureau of Justice Statistics	www.ojp.usdoj.gov/bjs/pubalp2.htm

Appendix F - CCOSO Document

California Coalition on Sexual Offending



Public Policy

Objectives

Job Postings

Research

Guidelines & Positions

Feature Articles

Conferences

Membership

CCOSO Chapters

Links

Library

Contact CCOSO

Home

CCOSO Members Only

EFFECTIVE MANAGEMENT OF SEX OFFENDERS RESIDING IN OPEN COMMUNITIES

(click on **green headings** to **expand**)

I. INTRODUCTION:

- A. Although the [number](#) of sexual offenders behind bars [continues](#) growing, most eventually spend a portion of their sentence under some form of community supervision. Communities are best served when they have mechanisms in place that allow these offenders to participate productively in community life while holding them accountable for the harm caused by sexual assault and minimizing the likelihood of further assaults on their part. When sexual crimes are committed within families, relationships between victims and abusers may be especially multi-dimensional and complex, necessitating exceptionally sensitive and sophisticated management.
- B. **The California Coalition on Sexual Offending supports managing sexual offenders who are serving community sentences in ways that:**
 1. Maximize community safety while the offender serves his or her sentence
 2. Minimize probability of further assaults after the offender is discharged from supervision
 3. Further the best interests of already victimized individuals and their families, without unduly compromising community safety.

II. THE CONTAINMENT MODEL IN BRIEF:

- A. Under present conditions, communities can best meet the above objectives by utilizing an interdisciplinary management model becoming known as, The Containment Approach. This model reflects a specific, case-by-case strategy implemented within the context of community-wide initiatives for achieving the stated objectives. (1)
- B. **The Model includes:**
 1. A consistent multi-agency philosophy focused on community and victim safety

2. A coordinated, multi-disciplinary implementation strategy
3. Case management and control plans individualized for each sex offender
4. Consistent and informed public policies and agency protocols
5. Quality control that maximizes the probability of policies being implemented as planned and provides feedback for enhancing program functioning

III. CONTAINMENT MODEL—UNDERLYING PHILOSOPHY:

- A. Each sexual crime has significant potential for immediate and chronic harm to direct victims, their families and communities.
- B. The great majority of sexual crimes are planned acts, committed within the context of an identifiable pattern integral to the offender's life.
- C. Working together, criminal justice and forensic mental health professionals can effectively identify, monitor, interrupt and modify this pattern in many cases.
- D. Official response to sex crimes can assist or impede victim recovery in many cases.
- E. A victim-oriented philosophy for managing offenders that consistently asks, "What is best for the victim?"
- F. Sensitive laws and practices can provide adequate safeguards without re-victimizing family members.

IV. COLLABORATION:

- A. **Collaboration takes the form of intra-agency, interagency, and interdisciplinary teams made up of professionals who specialize in sex offender cases. Teamwork tends to overcome the fragmentation that is often generated by the multi-disciplinary, layered nature of the criminal justice system. As teamwork improves, offender management gaps begin to disappear.**
 1. Depending on the task, each team may meet at different points and with different frequency during the management of a single case.
 2. Team training of prosecution and law enforcement is crucial to ensure that the necessary information is obtained to successfully prosecute cases.
 3. Case management teams for community supervision may be led by probation or parole officers and are comprised of:
 4. A specially trained supervising officer
 5. A specially trained treatment provider
 6. A specially trained polygraph examiner
- B. **Other relevant individuals including but not limited to**
 1. Victim therapists
 2. Child Welfare social workers
 3. Family therapists
 4. Physicians
 5. Specialized law enforcement officers

- 6. Other individuals with primary involvement in the case
- C. Job specialization is central to multi-disciplinary teams because it minimizes containment gaps that can be actively sought out by perpetrators for the sake of avoiding accountability measures.
- D. Cross training allows team members to appreciate and understand the functions of other team members; it also tends to minimize containment gaps.

V. **CONTAINMENT-FOCUSED CASE MANAGEMENT**

- A. The scope and recalcitrance of a sex offender's deviance is not necessarily related to the crime he was caught committing.
- B. Effective containment is based on carefully gathered information documenting each offender's unique arousal and behavior patterns.
- C. The information is used to generate a plan that adequately monitors and manages the offender in the community while persuading and teaching the offender to think and behave differently.
- D. **Effective containment includes three inter-related, mutually enhancing activities:**
 - 1. **Criminal supervision and surveillance plans appropriate to each offender is idiosyncratic offending patterns**
 - a. Containment focused management can only be effective with small caseloads for supervising officers.
 - b. 25 or less is the recommended standard
 - c. The cost for containment focused community management compares very favorably with the cost of imprisonment, even without considering the cost of constructing ever more prison cells
 - d. Offenders should be assessed normal supervision fees, but should not be charged additional fees because they are sexual offenders and placed on smaller caseloads.
 - 2. **Specialized treatment conforming to standards of care established by the Association For Treatment Of Sexual Abusers.** (<http://www.atsa.com/>)
 - a. Offenders should pay for their own treatment.
 - b. Financial assistance should however, be available to men unable to maintain employment by virtue of medically established, physical, intellectual, or psychiatric conditions.
 - 3. **Polygraph examinations conducted by examiners who meet special experience and education standards established by the American Polygraph Association.** (<http://www.polygraph.org/>)
 - a. Full disclosure of pre-conviction behavioral history is essential for effective containment.
 - b. Offenders cannot be expected to self-report

- information about previous crimes when such information will lead to further prosecution and additional sentences.
- c. To develop effective containment teams and procedures, a community must develop across-the-board policies that assure offenders their self-reported historical information will be used for supervision and treatment purposes only.
- d. Offenders should pay for their own polygraph examinations.
- e. Financial assistance should be available for offenders unable to maintain employment by virtue of medically established, physical, intellectual, or psychiatric conditions.
- f. Information should be appropriately shared among supervising officers, treatment agents, polygraph examiners and other team members.

VI. **INFORMED & CONSISTENT PUBLIC POLICIES:**

- A. The containment approach requires development and implementation of informed, consistent, and collaboratively generated public policies and agency protocols. Local criminal justice and forensic mental health practitioners should be actively involved in creating public policy at all levels of government.
- B. Informed policy requires that line-level experts work with legislatures, governors, judicial and corrections personnel to assure that policies reflect the best thinking in the field.
- C. Consistency is key.
- D. **Written guidelines should include, but are not limited to:**
 - 1. Timelines for victim reporting
 - 2. Plea bargaining
 - 3. Denial as a sentencing consideration
 - 4. Protocols for dissemination and use of polygraph information
 - 5. Family reunification protocols
 - 6. Confidentiality waivers
 - 7. Investigative procedures
 - 8. Crisis intervention
 - 9. Pre-sentence report information
 - 10. Failure to progress in treatment
 - 11. Revocation procedures
 - 12. Duty to warn potential victims
 - 13. Employment restrictions for offenders under supervision
 - 14. Length of community supervision
 - 15. Management strategies for dealing with burnout and secondary trauma
 - 16. Modifying supervision conditions as treatment and polygraph examinations generate additional information
 - 17. Consequences for failing to register with law enforcement
 - 18. Immunity for containment team members who act in good faith to implement community notification

laws

19. Protocols for enhancing team functioning when breakdowns occur

VII. **QUALITY CONTROL:**

- A. **Rearrest rates alone may not be an adequate quality control measure for the containment approach. Systematic monitoring of service delivery is vital to successful implementation of the containment model. Quality control includes but is not limited to:**
 1. Honest communication among team members and strict adherence to protocols.
 2. An Evaluation Process that brings stakeholders together to:
 - a. Collectively define the most important aspects of the evaluation process
 - b. Identify questions to be addressed
 - c. Identify measures to be used
 3. **Quality control measures can include:**
 - a. Clear descriptions of the target population
 - b. Compliance, treatment progress, dropout and revocation rates
 - c. Subjective reports from individuals who know an offender
 - d. Staff training
 4. Analysis and utilization of quality control data to improve program services
- B. Most sex offending goes unreported. An objective of the containment system is to detect and deter offenders who fail to comply and when necessary, revoke community supervision status before the commission of a new assault.

VIII. **EVOLUTION:**

- A. Containment strategy is based on empirical data and theoretical concepts consistent with the best available information from the field. As new research emerges and additional experience is gained, containment strategy will reinvent itself, always prioritizing victims while influencing and being influenced by larger public policy debates.

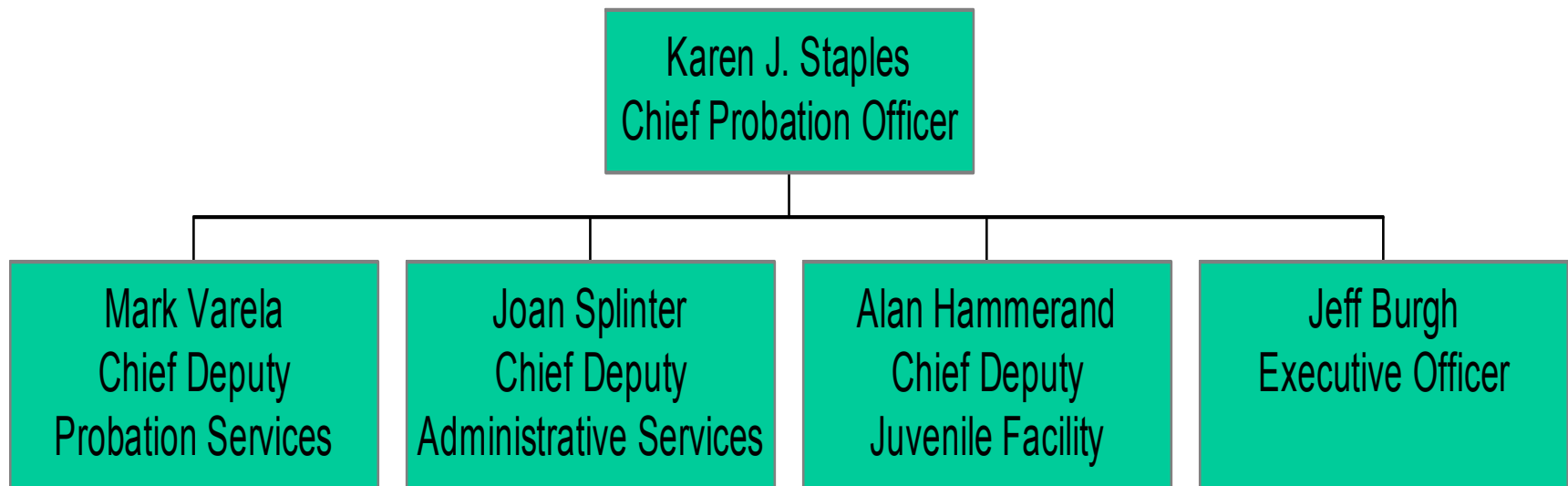
(1) English, Kim, The Containment Approach: An Aggressive Strategy for the Community Management of Adult Sex Offenders, *Psychology, Public Policy and Law*, 1998, 4(1 & 2), 218-235,

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Appendix G – Ventura Probation Agency Organization Chart

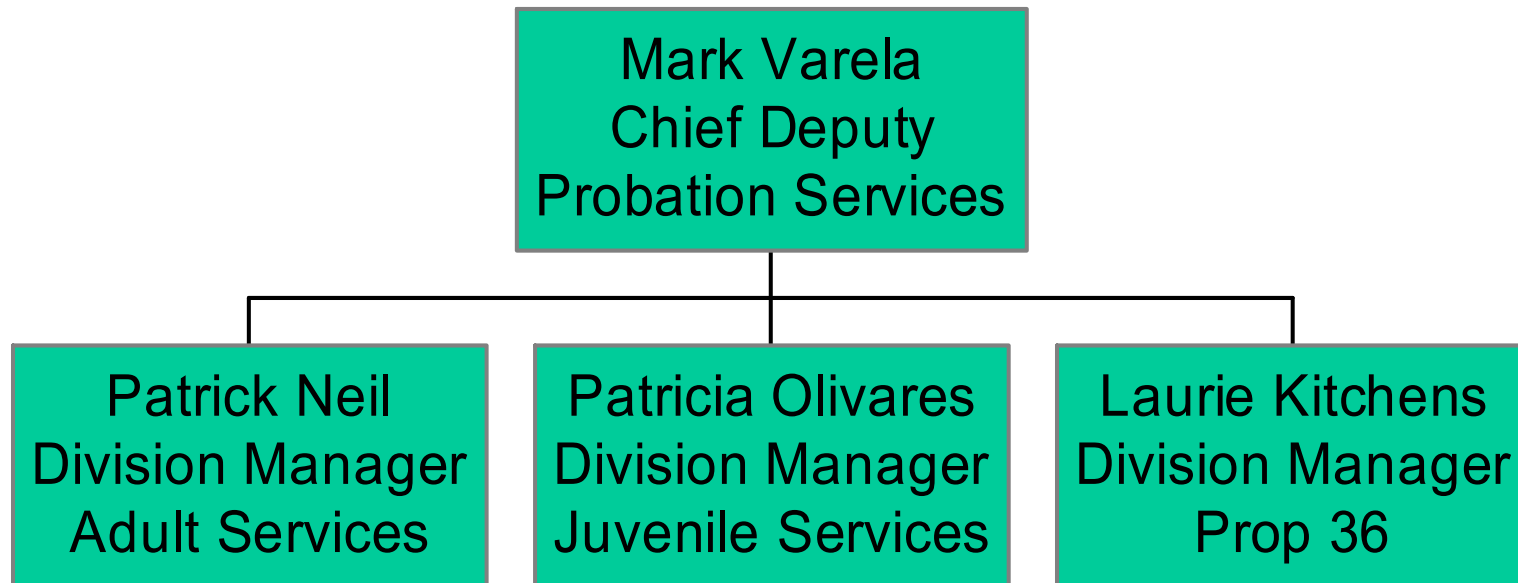
Probation Agency Organizational Structure

Probation Agency



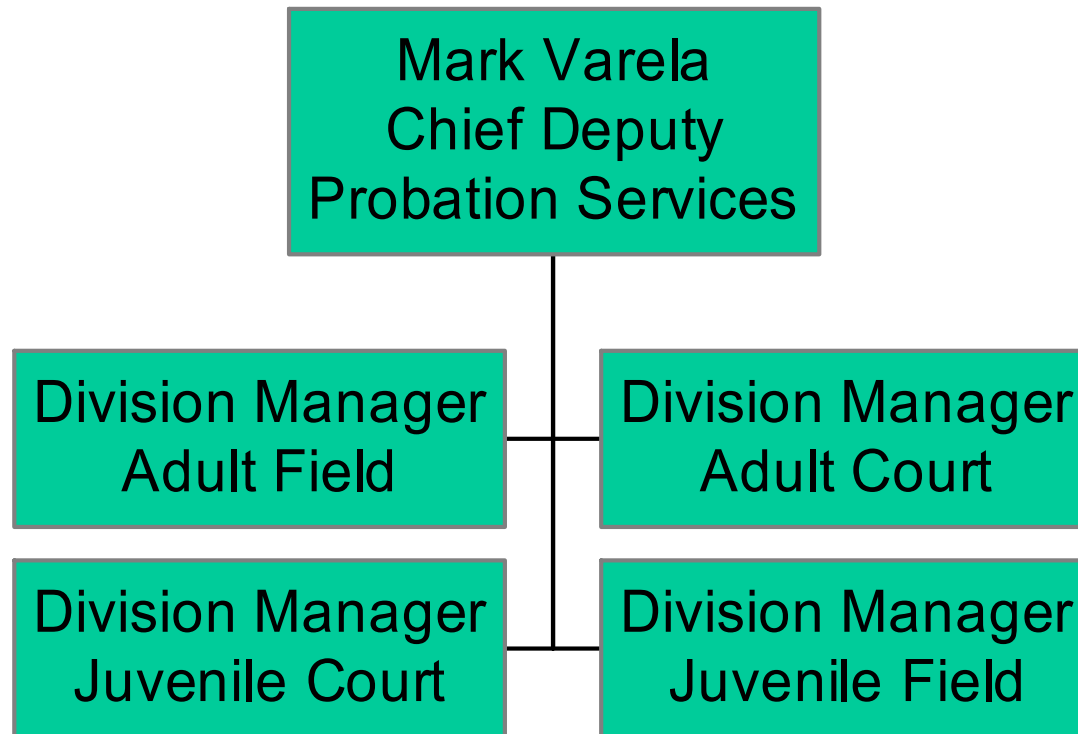
Probation Agency Organizational Structure

Current Organization



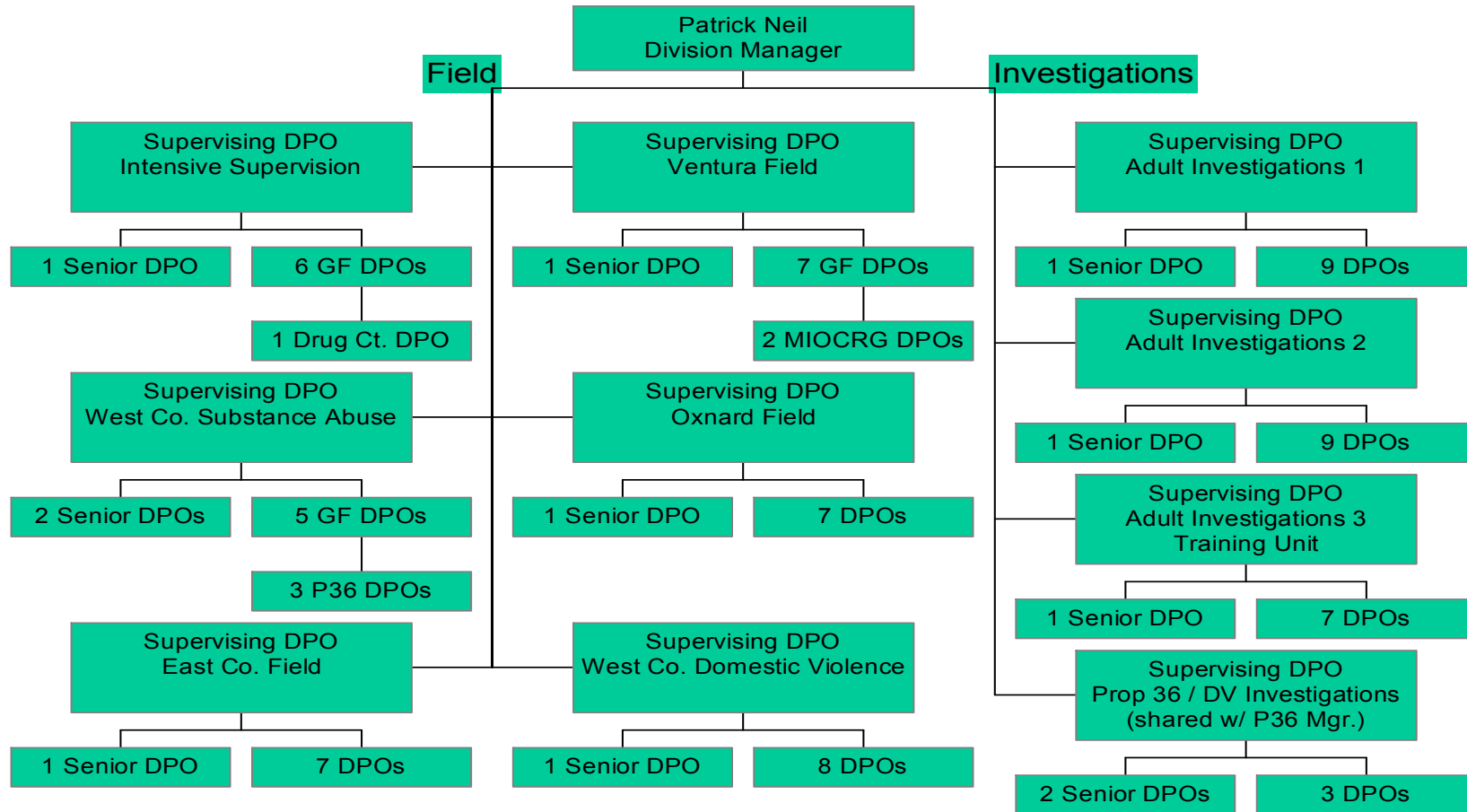
Probation Agency Organizational Structure

Proposed Reorganization



Probation Agency Organizational Structure

Adult Services



Adult Division - Staffing Overview

- 1 Division Manager
- 9 Supervising DPOs (+1)
- 10 Senior DPOs (+2)
- 69 DPOs (+5)
- 2 Clerical Supervisors (+1)
- 12 Support Staff (+5)