



BLUE RIBBON COMMISSION ON PUBLIC SAFETY

*Report to the Los Angeles County
Board of Supervisors*

November 2018

CONTENTS

Introduction	1
Criminal Justice Reform in California	1
Blue Ribbon Commission on Public Safety Tasks	2
Commission Membership and Structure	3
Membership.....	3
Election of Chairperson and Co-Chairperson.....	3
Establishment of Ad Hoc Subcommittees.....	3
Commission and Ad Hoc Subcommittee Work	4
Presentations and Reports.....	4
Motions Approved by the Commission	6
Motion 1 – In-Custody Substance Use Disorder (SUD) Treatment.....	7
Motion 2 – Coordination of Funding Sources	10
Motion 3 – Custody Liaison Program.....	12
Motion 4 – Data Collection Protocols and Metrics Related to Flash Incarceration and Revocation Policies	14
Motion 5 – Research Strategy and Data Infrastructure.....	16
Motion 6 – Data Collection on Impact of Proposition 47 and Treatment Options	18
Motions Not Approved by the Commission	22
Attachments	25
Attachment I – Summary of AB 109, Proposition 47, and Proposition 57.....	26
Attachment II – Board of Supervisors’ Establishment of the Commission	31
Attachment III – Members of the Commission.....	36
Attachment IV – Ad Hoc Subcommittees and Participants	38
Attachment V – Summary of Commission Tasks and Related Work	39
Attachment V-2 – Los Angeles County AB 109 Budget Overview.....	41
Attachment VI-1 –Sheriff’s Department’s Proposition 47 Data Report.....	46
Attachment VI-2 – Los Angeles Regional Reentry Partnership (LARRP) Presentation	57
Additional Reports and Presentations	69

Introduction

On August 15, 2017, the Los Angeles County Board of Supervisors (Board) approved a motion to establish a Blue Ribbon Commission on Public Safety (Commission). The Commission was tasked with conducting a robust and in-depth analysis of department-specific strategies, challenges, and opportunities presented by Public Safety Realignment (AB 109), Proposition 47, and Proposition 57.

In establishing the Commission, the Board outlined several deliverables and requested quarterly progress reports and a final one-year report. This final one-year report discusses the Commission's formation and launch, work conducted, and recommendations made.

While the Blue Ribbon Commission on Public Safety sunsets with the submission of this report, the dedicated work by many stakeholders – including Commission members in their respective roles – does not. To that end, findings and recommendations provided by the Commission can inform continuing efforts to improve the implementation of recent justice reforms – and by extension, the justice system as a whole.

Criminal Justice Reform in California

California has enacted significant justice system reforms in recent years. These reforms have aimed to reduce incarceration, prioritize the provision of rehabilitative services, and/or transfer specified public safety functions from the state to local jurisdictions.

While many reforms have been enacted, the Board of Supervisors identified three for the Commission to review:

- **Public Safety Realignment (AB 109):** Signed into law in 2011, Public Safety Realignment included the following major components:
 - established local custody for certain non-violent, non-serious, non-sex felony offenders who were subject to prison sentences prior to AB 109;
 - modified state parole and created local “Post-Release Community Supervision” (PRCS) for certain offenders upon release from state prison; and
 - shifted parole (and newly created PRCS) revocation processes to the county court system.
- **Proposition 47:** In November 2014, California voters approved Proposition 47, the Safe Neighborhoods and Schools Act. The initiative reduced certain non-serious and non-violent drug and property offenses from felonies to misdemeanors and, beginning FY 2016-17, redirected anticipated State savings into programs for victim services, truancy prevention, and recidivism reduction.
- **Proposition 57:** In November 2016, California voters approved Proposition 57, the Public Safety and Rehabilitation Act of 2016. This initiative: 1) allows parole consideration for persons convicted of non-violent felonies and early release based on credits for education and good behavior; and 2) provides juvenile court judges greater

flexibility when deciding whether juveniles age 14 years and older should be prosecuted and sentenced as adults.

Additional information provided to the Commission summarizing the main provisions of these reforms is provided in Attachment I.

Blue Ribbon Commission on Public Safety Tasks

Recognizing the significance of the identified reforms and the breadth of current implementation efforts, the Board motion's introductory language discussed the impetus for the establishment of the Commission and its work:

“Extensive work has already been accomplished by various Departments and workgroups within the County. Much of this work continues, including that underway by the Public Safety Realignment Team (PSRT), the Justice Metrics Workgroup, and the Probation Department’s Critical Incident Review Team (CIRT).

“Building upon these efforts will enable the Board to lead our County to achieve meaningful and thoughtful reforms to both advance rehabilitation and also protect public safety; goals that are not mutually exclusive.”

The motion further guided the Commission's work by identifying specific tasks, as outlined below. The full motion approved by the Board is provided in Attachment II.

The Board directed the Commission to conduct a robust and in-depth analysis of department-specific strategies, challenges, and opportunities presented by AB 109, Proposition 47, and Proposition 57, including, but not limited to:

- i. Working with stakeholders to recommend model programs and best practices to achieve successful outcomes for the justice involved population
- ii. An analysis of violent crimes that may be considered for parole pursuant to Proposition 57
- iii. Enhancing information sharing between CDCR and the Probation Department by building on the relationship already established and developing and training Probation staff on a list of "key" terms used in CDCR documents to ensure accurate understanding of their clients' complete risk and needs
- iv. Developing clear policies and procedures for meaningful revocation and flash incarceration for the Post Release Community Supervision (PRCS) program
- v. Conducting a focused study of randomly selected "very high risk" AB 109 Post-Release Supervised persons to identify successes and challenges of supervision, based on factors such as participation and compliance during PRCS, and providing recommendations to improve treatment outcomes and enhance public safety
- vi. Conducting an analysis of the top 100 misdemeanants under Proposition 47 with the highest recidivism rates and provide recommendations to improve rehabilitative services as well as options for detention
- vii. Developing a matrix to track the recidivism rate and successes of those released under Proposition 57, Proposition 47 and AB 109 and incorporating the findings into Probation's quarterly AB 109 report
- viii. Review the process by which funding is allocated to community-based organizations for rehabilitative and re-entry services
- ix. Conduct an analysis of the allocation of AB 109 funds to government and nongovernment entities.
- x. Consult with and consider other relevant stakeholders and studies for a holistic perspective, including:
 - a. Crime trends, impacts on victims and local jails, and challenges for law enforcement partners;
 - b. The County's Justice Metrics workgroup and the Public Safety Realignment Team (PSRT); and
 - c. The Public Policy Institute of California for their study of AB 109 commissioned by the State

Commission Membership and Structure

Membership

Per the approved Board motion, the Commission was comprised of representatives from designated justice, public safety, health, and government agencies, as well as appointments from each Board office, which included various members of the community. The Office of the Countywide Criminal Justice Coordination Committee (CCJCC) was directed to staff the Blue Ribbon Commission on Public Safety.

CCJCC worked with the specified agencies identified in the motion, and each formally designated its member representative to the Commission. Board appointments to the Commission were confirmed at the October 24, 2017 Board meeting. The Commission member roster is provided in Attachment III.¹

Election of Chairperson and Co-Chairperson

Pursuant to the Board motion, the chair and co-chair were elected by the Commission's membership. Members elected Commissioner Stephen Larson as Chair of the Commission. A former United States District Judge and former Chief of the Organized Crime and Racketeering Section of the U.S. Attorney's Office in Los Angeles, Chair Larson is currently a partner in the law firm of Larson O'Brien, LLP. He also serves on the Board of Directors of National Community Renaissance, a national non-profit organization that aims to promote healthy communities through the development of affordable housing and the provision of other social services.

Members elected Commissioner Troy Vaughn as Co-Chair. Co-Chair Vaughn has over 20 years of experience in executive roles for Los Angeles area non-profits, including Shields for Families, Lamp Community, and Weingart Center for the Homeless. He is currently the Executive Director and Chair of the Los Angeles Regional Reentry Partnership, a network of organizations throughout Los Angeles County dedicated to creating viable housing and employment solutions and system-wide change for formerly justice-involved individuals.

Establishment of Ad Hoc Subcommittees

To help address the specific deliverables identified by the Board, the Commission also established five subcommittees. These subcommittees met on an ad hoc basis throughout the duration of the Commission to review material and generate recommendations on certain topics for consideration by the Commission. Each ad hoc subcommittee was comprised of members who could advise on the specific matters that the subcommittee was formed to address.

The ad hoc subcommittees established by the Commission were as follows:

¹ The Board motion identified the California Department of Corrections and Rehabilitation (CDCR) as a member agency. However, CDCR was unable to participate on the Commission. The motion also established one member seat representing the labor-law enforcement community. At its first meeting, the Commission selected the Association for Los Angeles Deputy Sheriffs (ALADS) to fill the labor-law enforcement community membership seat on the Commission.

- **Subcommittee on Violent Crimes Statutes** – This subcommittee was tasked with conducting an analysis of violent crimes that may be considered for inclusion under California Constitution Section 32, Article 1 (Proposition 57 parole eligibility).
- **Subcommittee on Flash Incarceration and Revocation Policies** – This subcommittee was tasked with reviewing and developing recommendations for policies related to the effective use of flash incarceration and revocation of individuals on Post-Release Community Supervision (PRCS) pursuant to AB 109.
- **Subcommittee on Very High Risk AB 109 Supervised Persons** – This subcommittee was tasked with reviewing PRCS cases with very high risk individuals, identifying supervision successes and challenges, and providing recommendations to improve treatment outcomes and enhance public safety.
- **Subcommittee on the Analysis of Misdemeanants Under Proposition 47** – This subcommittee was tasked with conducting an analysis of 100 misdemeanants under Proposition 47 with the highest recidivism rates and providing recommendations to improve rehabilitative service impacts and accountability.
- **Subcommittee on Model Programs and Best Practices** – This subcommittee was tasked with reviewing existing services and recommending model programs and best practices to achieve successful outcomes for the justice-involved population. The subcommittee also reviewed resource allocation needs to support program implementation.

The roster for each subcommittee is provided in Attachment IV.

Commission and Ad Hoc Subcommittee Work

The Blue Ribbon Commission on Public Safety held its first meeting on October 30, 2017 and met mostly on a monthly basis thereafter. Its thirteenth and final meeting was held on November 1, 2018.

Matters brought before the Commission included administrative items, such as the establishment of Commission bylaws; informational presentations and updates; motions introduced by subcommittees or commissioners; and public comment.

Presentations and Reports

Information presented to the Commission covered the full breadth of the topics that the Commission members were directed to review. The following is a listing and summary of information presented to and reviewed by the Commission during the course of its work.

December 20, 2017

- Overview of Probation’s community supervision operations, policies, and practices
- Sheriff’s Department overview of law enforcement/patrol and custody operations

January 24, 2018

- Office of Diversion and Reentry (ODR) overview of its mission, programs implemented, and plans
- Los Angeles Regional Reentry Partnership (LARRP) presentation on community-based partnerships in justice reform implementation efforts
- Los Angeles County Public Safety Realignment Team 2017 implementation report submitted to the Board of State and Community Corrections, summarizing key issues in the area of AB 109 supervision, custody, and rehabilitative/treatment services, as well as system-wide goals for 2018.

February 28, 2018

- County Chief Executive Office (CEO) presentation on the County's AB 109 budget process and current budget allocation

March 28, 2018

- Presentation on the "Reducing Crime and Keeping California Safe Act," a voter initiative that has since qualified for the November 2020 ballot
- District Attorney's Office presentations on prosecution operations, Proposition 57 parole impacts, and victims' rights

April 25, 2018

- Sheriff Department's presentation on departmental Proposition 47 data reports

May 23, 2018

- CDCR overview of the department's implementation of Proposition 57 and its impacts
- Californians for Safety and Justice presentation on justice reform efforts
- Presentation of University of California, Irvine study, "Proposition 47 and Crime"

June 27, 2018

- Presentation of two Public Policy Institute of California studies:
 - "The Impact of Proposition 47 on Crime and Recidivism"
 - "Realignment and Recidivism in California"

September 26, 2018

- Presentation of data highlighting patterns of Los Angeles County health services use among specified AB 109 and Proposition 47 populations, as requested by the Ad Hoc Subcommittee on Very High Risk AB 109 Supervised Persons and the Ad Hoc Subcommittee on the Analysis of 100 Misdemeanants Under Proposition 47.

October 24, 2018

- Presentation on the Probation Department's information sharing efforts with CDCR

All of the presentations, accompanying reports, meeting agendas, minutes, and other material reviewed by the Commission are available online at:

<http://ccjcc.lacounty.gov/Blue-Ribbon-Commission>

Motions Approved by the Commission

The Blue Ribbon Commission on Public Safety approved six motions during the course of its work. The motions are presented below for the Board of Supervisors' consideration. They are also summarized in Attachment V in relation to the Board directed tasks.

The Commission utilized a common form for the submission of motions by subcommittees or individuals commissioners, including 1) a summary of the issue, 2) background or analysis, and 3) the motion's actual recommendations.

It should be emphasized that actions taken by the Commission pertain only to the actual recommendations in each respective motion. The summary and background language that was included with the motions is included for context. However, votes are not reflective of any position by the Commission on the background language.

Motion 1 – In-Custody Substance Use Disorder (SUD) Treatment

By: Ad Hoc Subcommittee on Model Programs and Best Practices

Issue

At any given time, over 70% of the County jail population is estimated to be in need of substance use disorder (SUD) treatment services (approximately 12,000 inmates). While the County began delivery of in-custody SUD treatment services in 2017 and continues to identify expansion opportunities, the current capacity of 500 SUD treatment slots does not meet treatment needs in the county jail system. Expanding SUD treatment capacity would better meet the needs of the existing population already in the county jail system and would also align with priority goals to reduce recidivism, advance public safety, and improve health outcomes.

Subcommittee Discussion/Analysis

In-custody mental health (MH) treatment is required by regulation, but SUD treatment is not. This has resulted in disparities in access to these services in the custody setting. Additionally, the MH and SUD systems are distinct Medi-Cal carve outs in California and thus are distinct systems of care. As a result, it cannot be assumed that because someone is receiving MH services that they are also receiving SUD services. There is a common misperception that providing MH treatment means that SUD treatment is also being provided, which is often not the case. As a result, there is a need to prioritize SUD treatment at parity with the focus on MH and physical health services in the criminal justice population.

The California Society of Addiction Medicine (CSAM) lists SUD treatment in an incarcerated setting as a general standard, including the use of medications for addiction treatment in in-custody settings. SUD treatment is also an essential benefit under the Affordable Care Act (ACA).

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) Provide in-custody SUD treatment services – including the delivery of medications for addiction treatment, counseling, and recovery support services – at a level consistent with federal parity requirements across the health system, so that equivalent efforts are made to link inmates with SUD treatment as with MH and physical health service in the correctional and post-release community treatment settings.*
- 2) Develop policies and procedures to ensure that all inmates – including those on restricted status – receive all medically necessary and appropriate health care services related to addiction and related disorders as appropriate for their conditions, including withdrawal management, treatment of addiction related medical conditions, treatment of addiction that includes evidence based psychosocial treatments, a comprehensive range of medications for addiction treatment specifically including opioid agonist pharmacotherapies, and education related to harm reduction and abstinence. Individuals who receive maintenance opioid agonist medications for opioid use disorder in the community should have access to these medications in corrections. Individuals at risk for opioid overdose should have access to naloxone upon release.*

- 3) *Work with the Department of Health Services – Correctional Health, the Sheriff’s Department, and other partner agencies to identify resources to scale up SUD treatment services to the level of need and facilitate successful re-entry into the community, including necessary custody space requirements and security staffing and linkages to community-based SUD treatment upon release.*

References

Shaner, R., Barr, A., Driscoll, P., Goldenberg, M., Hurley, B., Karan, L., Leipa, D., Ordorica, P., Tsai, G., Abramowitz, S. (2018). CSAM Standards for Access to Addiction Medicine Services. California Society of Addiction Medicine. (https://csam-asam.org/sites/default/files/File/csam-standards_of_access_approved2-2018.pdf)

Joint Public Correctional Policy Statement on the Treatment of Opioid Use Disorders for Justice Involved Individuals (2018) A Joint Statement by the American Correctional Association (ACA) and the American Society of Addiction Medicine (ASAM). (<https://www.asam.org/advocacy/find-a-policy-statement/view-policy-statement/public-policy-statements/2018/03/20/joint-public-correctional-policy-statement-on-the-treatment-of-opioid-use-disorders-for-justice-involved-individuals>)

Belenko, S., Hiller, M., & Hamilton, L. (2013). Treating substance use disorders in the criminal justice system. *Current psychiatry reports*, 15(11), 414.

Green, T. C., Clarke, J., Brinkley-Rubinstein, L., Marshall, B. D., Alexander-Scott, N., Boss, R., & Rich, J. D. (2018). Post incarceration fatal overdoses after implementing medications for addiction treatment in a statewide correctional system. *JAMA psychiatry*, 75(4), 405-407.

Rich, J. D., McKenzie, M., Larney, S., Wong, J. B., Tran, L., Clarke, J., ... & Zaller, N. (2015). Methadone continuation versus forced withdrawal on incarceration in a combined US prison and jail: a randomized, open-label trial. *The Lancet*, 386(9991), 350-359.

Hedrich, D., Alves, P., Farrell, M., Stöver, H., Møller, L., & Mayet, S. (2012). The effectiveness of opioid maintenance treatment in prison settings: a systematic review. *Addiction*, 107(3), 501-517.

Lee, J. D., Friedmann, P. D., Kinlock, T. W., Nunes, E. V., Boney, T. Y., Hoskinson Jr, R. A., ... & Gordon, M. (2016). Extended-release naltrexone to prevent opioid relapse in criminal justice offenders. *New England journal of medicine*, 374(13), 1232-1242.

Kouyoumdjian, F. G., McIsaac, K. E., Liauw, J., Green, S., Karachiwalla, F., Siu, W., ... & Korchinski, M. (2015). A systematic review of randomized controlled trials of interventions to improve the health of persons during imprisonment and in the year after release. *American journal of public health*, 105(4), e13-e33.

Freudenberg, N., & Heller, D. (2016). A review of opportunities to improve the health of people involved in the criminal justice system in the United States. *Annual review of public health, 37*, 313-333.

Clemans-Cope, L., Kotonias, C., Marks, J., Center, J. P., & Health Policy Center (Urban Institute). (2017). *Providing Medications at Release: Connecticut and Rhode Island*. Urban Institute. (https://www.urban.org/sites/default/files/publication/88041/meds_at_release_1.pdf)

Barry, Colleen L., Ph.D., and Huskamp, Haiden A., Ph.D. (2011). Moving beyond Parity – Mental Health and Addiction Care under the ACA. *New England journal of medicine*, 365:973-975. (<https://www.nejm.org/doi/full/10.1056/nejmp1108649>)

Commission Vote (Approved)

Ayes (19): Erika Anzoategui, Jenny Brown, Kellyjean Chun, Michael Davitt, Peter Espinoza, Josh Green, Bob Guthrie, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, Sean Malinowski, Terri McDonald, Brian Moriguchi, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, and Andrea Welsing (proxy for Barbara Ferrer)

Nays (0): None

Abstentions (0): None

Absent (6): Peter Bibring, Scott Gordon, Mark Holscher, John Raphling, Robert Sass, and Brendon Woods

Motion 2 – Coordination of Funding Sources

By: Ad Hoc Subcommittee on Model Programs and Best Practices

Issue

Individuals involved in the justice system present treatment/rehabilitative needs that may not be tied to their case status. It is important that services can be accessed at multiple access points, that county partners effectively leverage multiple funding streams, and that transition plans between programs/funding be considered to promote continuity of care.

Subcommittee Discussion/Analysis

Recent justice reform efforts and County actions have helped expand the local infrastructure for providing rehabilitative and support services to justice-involved individuals. However, funding streams to support that infrastructure – such as AB 109, Proposition 47, and SB 678 – can offer different focus areas. It is important that individuals in need of services be able to access them at multiple access points and with continuity.

As an example, in 2014, in recognition of the fact that a change in case status does not necessarily equate to a change in service needs, the Board approved a motion authorizing AB 109 funds to be used to provide services to individuals who were terminated from AB 109 supervision/custody in order to ensure needed services were not discontinued prematurely.

Along these lines, there is opportunity for the County to ensure that the County utilizes funds in an effective and efficient manner to provide services needed and to promote continuity of care, as appropriate.

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) Promote policies and plans that enable justice-involved individuals' treatment needs to be met, regardless of their case status.*
- 2) Conduct a review of core funding sources supporting the delivery of treatment/rehabilitative services and applicable eligibility criteria.*
- 3) Develop policies and procedures that promote a coordinated and seamless transition between services provided via different funding sources, as appropriate, so that the provision of needed services is uninterrupted by a case status change.*

Commission Vote (Approved)

Ayes (19): Erika Anzoategui, Jenny Brown, Kellyjean Chun, Michael Davitt, Peter Espinoza, Josh Green, Bob Guthrie, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, Sean Malinowski, Terri McDonald, Brian Moriguchi, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, and Andrea Welsing (proxy for Barbara Ferrer)

Nays (0): None

Abstentions (0): None

Absent (6): Peter Bibring, Scott Gordon, Mark Holscher, John Raphling, Robert Sass,
and Brendon Woods

Motion 3 – Custody Liaison Program

By: Ad Hoc Subcommittee on Flash Incarceration and Revocation Policies

Issue

A high number of Post-Release Supervised Persons (PSPs) face multiple returns to custody due to violations, and there are often challenges in engaging them in the treatment and rehabilitative services needed. One strategy to help engage individuals with their case plan is to enhance jail in-reach opportunities and connect with individuals while they are in custody through the development of a Custody Liaison Program.

Subcommittee Discussion/Analysis

Effective jail in-reach, including adequate assessment of needs, creation of service plans and connection to appropriate services, is best done by a multi-disciplinary team consisting of Probation, trained social work professionals, other justice partners, community based providers, and people who share lived experiences with AB 109 supervised people.

Jail in-reach for AB 109 supervised persons in county jail during their returns to custody could increase an individual's engagement with his/her case plan and connection to services. Such an approach could be achieved with a team meeting, assessing, and referring an individual to appropriate services in custody, and assisting as the supervised person transitions back into the community.

Custody liaisons would be co-located in jail facilities and would provide orientation, assessments, linkages to in-jail services, and linkages to services upon release in cooperation with the assigned field deputy probation officer (DPO) of record. Custody liaisons could perform this function in conjunction with other partners, offering additional support to supervised individuals.

Currently, Probation already aims to connect with supervised persons on a limited scale at the Twin Tower's Community Reentry Resource Center (CRRC) when individuals are being released from jail. This proposed effort would supplement the existing CRRC program. This proposed effort would engage individuals prior to their release and ensure a warm hand off into the community.

The subcommittee recognizes that resources would be needed to implement this strategy. The County should look at existing programs that have experience in this type of work and consider expanding their capacity, such as drug treatment and mental health services in custody.

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) Explore opportunities to implement a Custody Liaison Program – with teams comprised of Probation staff and County/Community partners – that would conduct jail in-reach with supervised persons in custody in order to increase their engagement with their case plans and improve connections to services.*

- 2) *Develop a data collection plan and evaluation process to measure the efficacy of the Custody Liaison Program.*
- 3) *Identify resources needed and potential resource options to implement the Custody Liaison Program.*

Commission Vote (Approved)

Ayes (20): Erika Anzoategui, Jenny Brown, Kellyjean Chun, Michael Davitt, Peter Espinoza, Scott Gordon, Josh Green, Bob Guthrie, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, Sean Malinowski, Terri McDonald, Brian Moriguchi, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, and Andrea Welsing (proxy for Barbara Ferrer)

Nays (0): None

Abstentions (0): None

Absent (5): Peter Bibring, Mark Holscher, John Raphling, Robert Sass, and Brendon Woods

Motion 4 – Data Collection Protocols and Metrics Related to Flash Incarceration and Revocation Policies

By: Ad Hoc Subcommittee on Flash Incarceration and Revocation Policies

Issue

There is no data available to make an objective evaluation of the effectiveness of the Flash Incarceration and Revocation Policies.

Subcommittee Discussion/Analysis

Subcommittee members have requested data and asked if Probation or any other county department collects data or has otherwise studied outcomes of individuals on Post-Release Community Supervision (PRCS), including program outcomes and outcomes for those who have been flash incarcerated or had their probation revoked.

The subcommittee has learned that data on outcomes, success and failure, has not been collected or is otherwise not available.

The subcommittee is tasked with making recommendations about policy around Flash Incarcerations and Revocations, but cannot make an informed decision without information about the effectiveness of current policy. This information would help county policy-makers make better informed decisions about which programs are effective and which are not.

Data collected should include information about how often probation officers are requesting imposition of jail sentences through Flash Incarceration or Revocation and under what circumstances. It should include information about how much jail time probation officers are requesting.

This data must be gathered in such a way that it does not infringe on the privacy rights of probationers and should be available to the public.

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) Develop data collection protocols and metrics for evaluating outcomes relative to Flash Incarceration and Revocation and the services and programs designed to help the PRCS population.*
- 2) Collect data concerning Flash Incarcerations and Revocations per the established protocol and that the data be reviewed by an independent entity not involved or associated with the implementation of AB 109. This independent entity should receive input from the various county agencies involved in the implementation of AB 109, as well as community based organizations and formerly incarcerated people.*
- 3) Prioritize services in the community that address the specific needs of supervised individuals based on the data collected.*

Commission Vote (Approved)

Ayes (20): Erika Anzoategui, Jenny Brown, Kellyjean Chun, Michael Davitt, Peter Espinoza, Scott Gordon, Josh Green, Bob Guthrie, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, Sean Malinowski, Terri McDonald, Brian Moriguchi, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, and Andrea Welsing (proxy for Barbara Ferrer)

Nays (0): None

Abstentions (0): None

Absent (5): Peter Bibring, Mark Holscher, John Raphling, Robert Sass, and Brendon Woods

Motion 5 – Research Strategy and Data Infrastructure

By: Ad Hoc Subcommittee on Very High Risk AB 109 Supervised Persons and the Ad Hoc Subcommittee on the Analysis of Misdemeanants Under Proposition 47

Issue

The establishment of a responsive research strategy and the continued improvement of the County’s data infrastructure are needed to effectively evaluate challenges, successes and outcomes of justice reforms and policies, including but not limited to, AB 109 and Proposition 47.

Background/Analysis

The Blue Ribbon Commission on Public Safety was tasked by the Board with:

- a) conducting a focused study of randomly selected “very high risk” AB 109 Post-Release Supervised persons to identify successes and challenges of supervision, based on factors such as participation and compliance during PRCS, and providing recommendations to improve treatment outcomes and enhanced public safety; and
- b) conducting an analysis of the top 100 misdemeanants under Prop 47 with the highest recidivism rates and providing recommendations to improve rehabilitative services as well as options for detention.

To conduct this work, the Commission established an Ad Hoc Subcommittee on Very High Risk AB 109 Supervised persons and an Ad Hoc Subcommittee on the Analysis of Misdemeanants under Proposition 47 with the highest recidivism rates. CCJCC, on behalf of the BRC, requested a study by the County’s Office of the Chief Information Officer (OCIO) to match anonymized data on these sub-populations with other administrative data in order to identify patterns and trends of each sub-population’s interaction with County health and behavioral health agencies.

In conjunction with recidivism data generated by the Information Systems Advisory Body (ISAB), this project presented an initial view of subject populations over a three-year period. This effort provides various data on service contacts with County health agencies and helps provide a framework for further analysis. Probation, the Sheriff’s Department and other impacted agencies will continue to work with OCIO and ISAB to explore potential future data matching projects and opportunities.

However, while much can be gained from this analysis and continued work, the study was limited by two main challenges. First, because the OCIO research was outlined years after implementation of the Proposition 47 and AB 109 reforms, it was guided by what data was available from operational systems rather than by the research questions most meaningful for policymakers. Second, current technical and operational barriers made it difficult to integrate anonymized data from across the health and justice domains. This prohibited a holistic review of service provision balanced against recidivism or return to custody data.

To address these and other challenges, the County needs a research strategy and enabling data infrastructure to swiftly measure justice outcomes and to evaluate program effectiveness. For example, research could help ensure that targeted interventions are meaningful and that services are being provided based on the individualized risk and needs of the county’s supervised

population. Critically, research would also help assess the consequences and results of justice initiatives, identify specific impacts unique to the County, and help inform policy making and legislative advocacy efforts.

The need to better measure outcomes of various policy interventions and the challenges to doing so have been recognized by, and the focus of, multiple County efforts, including the Justice Metrics Project, ISAB's Justice Automated Information Management System initiative, and the 2016-2021 Los Angeles County Strategic Plan.

The following motion builds on these existing efforts.

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) Prioritize the establishment of a research strategy, in conjunction with current efforts, that identifies the key research questions and metrics needed to assess outcomes of various criminal justice policies and County practices to improve treatment outcomes, enhance public safety, and improve rehabilitative services as well as options for detention. This strategy should outline how existing data can be utilized to answer key questions and should inform new data collection and sharing needed to realize the research. This strategy should be revisited and updated as laws, policies, and practices change to ensure that the County has a plan to continually measure outcomes and has the data needed to do so.*
- 2) Continue to prioritize the development of data infrastructure that enables justice data to be legally and responsibly connected to data from health and other domains so that the research strategy can be implemented.*
- 3) Identify resources needed to carry out these actions, such as staff capacity needs and partnerships with criminal justice research entities needed to help develop the short-term and long-range research strategies that maximize the use of existing data and guide the deliberate enhancements to existing systems.*

Commission Vote (Approved)

Ayes (19): Erika Anzoategui, Peter Bibring, Jenny Brown, Kellyjean Chun, Peter Espinoza, Scott Gordon, Josh Green, Bob Guthrie, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, Sean Malinowski, Terri McDonald, Brian Moriguchi, Jose Osuna, Robert Sass, Christopher Thompson, and Troy Vaughn

Nays (0): None

Abstentions (1): John Raphling

Absent (5): Michael Davitt, Barbara Ferrer, Mark Holscher, Priscilla Ocen, and Brendon Woods

Motion 6 – Data Collection on Impact of Proposition 47 and Treatment Options

By: Commissioner Stephen Johnson

Issue

Data is not available to make an objective evaluation of the effectiveness of the Safe Neighborhoods and Schools Act (Prop. 47) and its intent to provide services to those who need mental health or substance abuse treatment, and/or victim services.

Background/Analysis

Passed by voters in 2014, Prop. 47 reduced certain crimes from felonies to misdemeanors and provided for the delivery of rehabilitative and victim services funded by the savings generated by the reduction in the California State prison population.

Under the initiative, the savings were intended to be used to provide additional funding for truancy prevention, mental health and drug abuse treatment, and other programs designed to keep offenders out of prison and jail. If such funding increased participation in these programs and made participants less likely to commit future crimes, the initiative would result in future additional savings to the state and counties.

The Board requested that the Commission:

- Work with all stakeholders to recommend model programs and best practices to achieve successful outcomes for the Prop. 47 population.
- Conduct an analysis of the top 100 misdemeanants under Prop. 47 with the highest recidivism rates and provide recommendations to improve engagement and rehabilitative services as well as options for detention.
- Develop a matrix to track recidivism rates and successes for those arrested under Prop. 47 offenses and incorporate the findings into strategies for reducing recidivism, as well as potential legislative remedies.

Several presentations and reports were provided to the Commission and its subcommittees related to these tasks:

- The University of California at Irvine (UCI) Study presented to the Commission evaluated crime data and projections of crime data in California and a virtual California (created as a comparison model for the research) since the passage of Prop 47. The study stated that prison savings were less than what was anticipated and that violent crimes had risen, but the rise in crime was not caused by Prop. 47. The study also stated that larceny and motor vehicle thefts had increased following the implementation of the initiative. However, the study was not able to determine whether or not the increase was due to Prop. 47.
- The Public Policy Institute of California (PPIC) presented to the Commission on its Prop. 47 study, finding no evidence that violent crime increased as a result of Prop. 47 but some evidence that Prop. 47 impacted property crime, particularly leading to an increase in larceny thefts.

- The Sheriff’s Department presented to the Commission on anonymized Prop. 47 arrest data published in a monthly report provided to the Board of Supervisors. (Refer to Sheriff’s Department data provided in Attachment VI-1)
- The Office of Diversion and Reentry presented on programs being developed and implemented to reduce recidivism and improve the reentry of justice-involved individuals. Data will be collected to evaluate the efficacy of these programs.
- The Los Angeles Regional Reentry Partnership presented on community-based partnerships in justice reform implementation efforts (Attachment VI-2).
- The County’s Chief Information Office presented on service utilization data among the highest recidivating Prop. 47 offenders.

Still, there is a lack of available data to evaluate the Prop. 47 population, with regard to engagement of services, available points for engagement, and the outcomes of that engagement. Specifically, there remains a lack of data to evaluate the effectiveness of the initiative to engage and provide services to those offenders who are repeatedly arrested for Prop. 47 offenses, especially the top 100 repeat offenders. Further there is no data yet available to evaluate the effectiveness of those services in reducing recidivism as the initiative intended when it was passed by the voters.

Furthermore, there is no data available to evaluate if the current funds allocated by the State to Los Angeles County is sufficient to engage and provide services to those offenders arrested for Prop. 47 offenses.

The state awarded a total of \$34.5 million in grant funds for services for Prop. 47 offenders to be dispersed over a three year period (FY 2016/2017 – 2018/2019.) This was in four separate awards to Los Angeles City, \$12 million total (two awards - \$6 million to Los Angeles City Attorney and \$6 million to Los Angeles Mayors Office); Los Angeles County Department of Health Services, \$20 million; and the City of Pasadena, \$2.5 million. Based on the number of offenders arrested for Prop. 47 offenses from November 5, 2014, to February 28, 2018, this equates to approximately \$147 per arrestee each year. (Refer to LASD presentation made to the commission)

The data required to be reported on the efficacy of these programs has not been reported on yet and is not available for analysis.

As a result, the Commission cannot make informed recommendations about how to engage Prop. 47 offenders into services and which programs are effective and which are not. Additional data is needed to address this issue.

Data collected should include information about first time offenders and repeat offenders who are arrested. It should include any information with regard to available intercept points and how to evaluate outcomes and develop strategies to engage services for those in need.

The data, which must be gathered in a manner that does not infringe on the privacy rights and should be available to the public, would assist the county in evaluating if the initiative is working in Los Angeles County in the way it was intended by the voters when it was passed.

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) *Develop data collection polices and research plans, as data is available, to measure the impact of Proposition 47, the level of service engagement for all Proposition 47 offenders, and the effectiveness of the services and programs designed to assist that population.*
- 2) *Evaluate the dispersal of funds in Los Angeles County from the Proposition 47 state savings to determine if funding is sufficient, and the extent to which funds have been designated for substance abuse, mental health, and victim services, as was intended by the initiative when it was passed by the voters.*
- 3) *Conduct an environmental scan to identify best practices in the state related to the services identified above. The data collection policies and research plans should allow for a comparison with other jurisdictions and avoid duplication with existing evaluation efforts.*
- 4) *Utilize an independent entity not involved or associated with the implementation of Proposition 47 for this review. This independent entity should receive input from the various county and local agencies involved in the implementation of Proposition 47, as well as community based organizations and formerly incarcerated people.*

Proposed Amendment To Motion 6

By: Commissioner Robert Sass

During Commission discussion, Commissioner Sass offered an amendment to Motion 6 to address supervision/navigation needs among Proposition 47 offenders who recidivate most frequently. The amendment offered stated:

- 5) *“Part of the evaluation will be to explore the feasibility of a support program for Proposition 47 offenders to direct repeat offenders into programs that monitor the progress through those programs.”*

Commission Vote On Proposed Amendment To Motion 6 (Not Approved)

Ayes (4): Kellyjean Chun, Terri McDonald, Brian Moriguchi, and Robert Sass

Nays (13): Erika Anzoategui, Peter Bibring, Jenny Brown, Michael Davitt, Peter Espinoza, Michael Garcia (proxy for Scott Gordon), Josh Green, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, John Raphling, and Andrea Welsing (proxy for Barbara Ferrer)

Abstentions (0): None

Absent (8): Bob Guthrie, Mark Holscher, Sean Malinowski, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, and Brendon Woods

Commission Vote on Motion 6 (Approved)

Ayes (16): Erika Anzoategui, Peter Bibring, Jenny Brown, Kellyjean Chun, Michael Davitt, Peter Espinoza, Michael Garcia (proxy for Scott Gordon), Josh Green, Cherylynn Hoff, Stephen Johnson, Jamie Kyle, Stephen Larson, Brian Moriguchi, John Raphling, Robert Sass, and Andrea Welsing (proxy for Barbara Ferrer)

Nays (0): None

Abstentions (1): Terri McDonald

Absent (8): Bob Guthrie, Mark Holscher, Sean Malinowski, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, Brendon Woods

Motions Not Approved by the Commission

In addition to the recommendations approved by this Commission, two additional motions were considered but not passed.

Enhanced County-State Information Sharing

By: Ad Hoc Subcommittee on Flash Incarceration and Revocation Policies

Issue

Probation supervises individuals on PRCS who were previously under CDCR jurisdiction in institutions and possibly on parole. In situations when an individual is placed on PRCS following a previous grant of parole, enhanced information sharing between CDCR and Probation would assist in developing appropriate case plans for him or her.

Subcommittee Discussion/Analysis

With the implementation of AB 109, Probation began supervising individuals who were previously under CDCR jurisdiction. In many cases, individuals on PRCS have had prior supervision periods on state parole. In those cases, information sharing with parole could assist the county in developing case plans and providing effective supervision and service-delivery approaches.

This recommended shared information would include risk and needs assessments, case plans, history of compliance and non-compliance with supervision, completion or failure to complete treatment programs, anti-narcotic testing results, and any additional information that may be beneficial to the rehabilitation of the supervised person and safety of the community.

This would benefit the supervised individuals in that this would strengthen the ability to meet their rehabilitation needs. It would also assist the supervising agencies at the state and county levels by providing a better understanding of each person's supervision history.

Probation has been in discussion with CDCR about opportunities for such information sharing.

Motion

It is recommended that the Blue Ribbon Commission on Public Safety:

- 1. Recommend that the County advocate for and work with state partners on strategies and efforts through which information on supervision history, compliance and non-compliance during supervision, completion of programs, risks and needs determinations, case plans, and any other relevant information can be shared between CDCR and Probation.*
- 2. Recommend that Probation staff include any such relevant information in revocation reports or supplemental reports that are submitted to the Court.*

Commission Vote (Not Approved)

The motion was referred back to the Ad-hoc Subcommittee on Flash Incarceration and Revocation Policies, and no further action was taken.

Evaluation of Program Effectiveness

By: Commissioner Brian Moriguchi

Issue

As the delivery of effective rehabilitative services and programs is key to the success of recent justice reforms, the County's ability to assess the effectiveness of specific programs and interventions is critical.

Background/Analysis

The Board of Supervisors requested that this Commission make recommendations regarding model programs and best practices to achieve successful outcomes for the justice involved population. However, the Commission was unable to obtain sufficient information about effectiveness of existing programs due to a variety of reasons, including a lack of standards and a lack of existing data to determine effectiveness and recidivism of those participating in such programs.

At its September 26th meeting, the Commission approved a motion related to the development of the County's data infrastructure and research strategy in order to better assess outcomes of justice reform efforts. It is important that such research and evaluation efforts also be conducted at a programmatic level.

Motion

The Blue Ribbon Commission on Public Safety recommends that the County:

- 1) *Develop standards by which current, as well as future programs in Los Angeles County can be evaluated for effectiveness to determine which programs should be supported and funded by the County of Los Angeles. These standards may be applied to in-custody and community-based programs serving all justice-involved individuals.*
- 2) *Periodically review effectiveness of programs and fund those programs which achieve the most successful outcomes for justice involved individuals.*

Commission Vote (Not Approved)

Ayes (7): Kellyjean Chun, Michael Davitt, Stephen Johnson, Stephen Larson, Terri McDonald, Brian Moriguchi, and Robert Sass

Nays (9): Erika Anzoategui, Peter Bibring, Jenny Brown, Peter Espinoza, Josh Green, Cherylynn Hoff, Jamie Kyle, John Raphling, and Andrea Welsing (proxy for Barbara Ferrer)

Abstentions (1): Michael Garcia (proxy for Scott Gordon)

Absent (8): Bob Guthrie, Mark Holscher, Sean Malinowski, Priscilla Ocen, Jose Osuna, Christopher Thompson, Troy Vaughn, and Brendon Woods

Attachments

PUBLIC SAFETY REALIGNMENT (AB 109) –
SUMMARY OF KEY PROVISIONS

Main Components

- Established local custody for certain non-violent, non-serious, non-sex offenders who were subject to possible prison sentences prior to AB 109
- Made changes to state parole and created local “Post-Release Community Supervision”
- Shifted parole (and newly created PRCS) revocation process to county court system.

Local Custody

- Revised felony sentencing – specified lower-level felonies are punishable in jail or another local sentencing option for more than one year
- Convictions/priors for the following are still subject to possible state prison term:
 - Prior or current serious or violent felonies as described in PC 1192.7 (c) or 667.5 (c)
 - Defendants required to register as a sex offender pursuant to PC 290.
 - Other specified crimes (approximately 60 additional exclusions from “low-level” definition) are still subject to a potential term in state prison.
- For all others (non-serious, non-violent and non-sex offenses), sentence is served in County jail instead of State prison
- Maintains length of sentences (e.g. for the realigned population, what was once a 3 year prison sentence is now a 3 year county jail sentence)
- Allowed courts the option to impose a “split sentence” consisting of a period of time served in jail followed by mandatory community supervision.
- Established enhanced local custody and supervision tools:
 - Home detention for low-level offenders (EMP, GPS)
 - Local jail credits mirror current prison credits (day-for-day)
 - Expanded authority for the use of electronic monitoring by Sheriff, with approval of Board of Supervisors.

Post-Release Community Supervision (PRCS)

- As of October 1, 2011, county-level supervision by Probation for offenders upon release from State prison includes:
 - Non-violent commitment offense (irrespective of priors)
 - Non-serious commitment offense (irrespective of priors)
 - Certain sex offenders
- CDCR has no jurisdiction over any person who is under PRCS.
- No person shall be returned to prison on a violation of PRCS except for persons previously sentenced to a term of life (and only after a court order).

- Established ability of the PRCS agency (Probation) to impose graduated sanctions on individuals under supervision without court order including periods of “flash incarceration” in the county jail for up to 10 consecutive days. There is no aggregate maximum of flash incarceration days identified.
- Probation can consider an individual for discharge from PRCS with six consecutive months of supervision without a violation (no court order needed).
- Those under PRCS continuously for one year with no violations shall be discharged from supervision within 30 days (no court order needed).

State Parole

- CDCR parole continues to assume supervision for newly released offenders:
 - whose committing offense is a serious or violent felony as described in PC §1192.7(c) or 667.5(c);
 - who have been convicted of a third strike; or
 - who have been classified as a high-risk sex offender.

Revocation Processes (Parole and PRCS)

- The revocation process is now a county, Court-based process for both the parole and PRCS populations.
- Revocations are served in county jail – not in state prison.
- Only persons previously sentenced to a term of life can be revoked to prison.
- Length of a jail custody sanction is limited to 180 consecutive days.
- Those remanded to jail custody on a sanction receive 1-for-1 credit.
- For the remaining low level offenders on parole after implementation of realignment, parole has the authority to discharge after six months if no violations have occurred.

PROPOSITION 47 – SUMMARY OF KEY PROVISIONS

In November 2014, California voters approved Proposition 47, the Safe Neighborhoods and Schools Act. The initiative reduced certain non-serious and non-violent drug and property offenses from felonies to misdemeanors and, beginning FY 2016-17, redirects anticipated State savings into programs for victim services, truancy prevention, and recidivism reduction. Specifically, Proposition 47:

- Requires misdemeanor sentences for petty theft, receiving stolen property, and forging/writing bad checks when the value is \$950 or less; and for certain drug possession offenses, except for those convicted of severe crimes including rape, murder, and child molestation;
- Allows persons serving felony sentences for the above offenses to be resentenced as misdemeanors, unless the Court finds they pose an unreasonable public safety risk. Until November 4, 2022, allows for persons previously sentenced to felonies to petition for reclassification of their records; and
- Beginning FY 2016-17, redirects anticipated State savings into grants for K-12 truancy prevention programs, victim services, and local programs aimed at reducing recidivism (see below).

PROPOSITION 47 FUNDING

- State corrections savings due to Prop 47 will fund the programs below.
- Annual savings will be calculated based on corrections expenditures for the year preceding implementation of Prop 47 (i.e. FY 2013/14 will be the benchmark of comparison).

Timeline:

- The Director of Finance will calculate savings by July 31 of each fiscal year, beginning FY 2016.
- The calculation must be certified to the State Controller by August 1 of each fiscal year.

**Board of State and Community Corrections (BSCC)
65%**

Grant Administration
AB 1056 requires BSCC to administer funding through a competitive Second Chance Fund grant.

Funding must be used for:

- *Proposals designed to serve people who have been arrested, charged with, or convicted of a criminal offense and have a history of mental health or substance use disorders.*
- *Proposals that offer mental health services, substance use disorder treatment services, misdemeanor diversion programs, or some combination thereof.*
- *Proposals that have a public agency as the lead applicant.*

**Department of Education
25%**

Grant Administration
The Department of Education will administer a grant program to public agencies aimed at improving outcomes for public school pupils in kindergarten and grades 1 to 12.

Funding must be used for:

- *Reducing truancy.*
- *Supporting students who are at risk of dropping out of school.*
- *Supporting students who are victims of crime.*

**Victim Compensation Government Claims Board (VCGCB)
10%**

Grant Administration
VCGCB will administer grants to trauma recovery centers to provide services to victims of crime pursuant to Section 13963.1 of the Government Code.

The trauma recovery center must:

- *Ensure victims of crime receive timely and effective mental health treatment.*
- *Demonstrate that it serves as a community resource by providing services, including making presentations and providing training to law enforcement, community-based agencies, and other health care providers on the identification and effects of violent crime.*

PROPOSITION 57 – SUMMARY OF KEY PROVISIONS

In November 2016, California voters approved Proposition 57, the Public Safety and Rehabilitation Act of 2016.

This measure: 1) allows parole consideration for persons convicted of nonviolent felonies and early release based on credits for education and good behavior; and 2) provides juvenile court judges greater flexibility when deciding whether juveniles age 14 years and older should be prosecuted and sentenced as adults. Specifically, Proposition 57:

- Authorizes the State Board of Parole Hearings to consider granting parole to non-violent offenders who have served the principle term of their time, regardless of additional sentences, such as sentence enhancements.
- Provided the California Department of Corrections and Rehabilitation (CDCR) with additional authority to grant prison inmates credits for good behavior and completion of rehabilitative programming, and authorized CDCR to develop the regulations to implement this change.
- Repealed provisions that allow a prosecutor to directly file charges against a minor in adult court, and instead required that minor defendants have a hearing in juvenile court before they can be transferred to adult court. In addition, Proposition 57 allows minors to be tried as adults only when the defendant is accused of committing a felony when they were 16 years of age or older, or are accused of committing certain major crimes (such as murder, robbery, and certain sex offenses) when they were 14 or 15 years of age.

Additional information on CDCR's implementation of Proposition 57 is available at the department's website: <http://www.cdcr.ca.gov/proposition57/>



**STATEMENT OF PROCEEDINGS FOR THE
REGULAR MEETING OF THE BOARD OF SUPERVISORS
OF THE COUNTY OF LOS ANGELES HELD IN ROOM 381B
OF THE KENNETH HAHN HALL OF ADMINISTRATION
500 WEST TEMPLE STREET, LOS ANGELES, CALIFORNIA 90012**

Tuesday, August 15, 2017

9:30 AM

2. Recommendation as submitted by Supervisors Barger and Hahn: Establish a Blue Ribbon Commission on Public Safety comprised of an appointee from each of the Board offices (5), a representative from the Los Angeles County Police Chiefs' Association (1), the League of California Cities Association (1), the California State Association of Counties (1), a representative from the Los Angeles Regional Reentry Partnership, the Office of Diversion and Re-Entry, the Departments of Mental Health and Public Health (4), and a representative from each of the following justice partners: the Los Angeles County Sheriff's Department, the District Attorney's Office, Los Angeles Police Department, the Probation Department, the California Department of Corrections and Rehabilitation, the Superior Court, the Public Defender's Office, the Alternate Public Defender's Office, and the Labor-Law Enforcement Community (9); direct the Blue Ribbon Commission to take actions as listed below; report back to the Board in writing every 90 days with the final report due in one year, with each status report to include a list of immediate, short and long-term recommendations to allow ongoing improvements and modifications to the County's practices, policies and procedures; and with the Blue Ribbon Commission on Public Safety to sunset upon the issuance of their final report:

Be staffed by the Countywide Criminal Justice Coordination Committee (CCJCC) with any additional support needed from other County Departments, including the Chief Executive Office and County Counsel;

Be co-chaired by the Chief Probation Officer and District Attorney's Office;

Work with Departments to conduct a robust and in-depth analysis of Department-specific strategies, challenges, and opportunities presented by Assembly Bill 109: *The Public Safety Realignment Act* (AB 109), Proposition 47: *The Safe Neighborhoods and Schools Act* (Prop 47), and Proposition 57: *The Public Safety and Rehabilitation Act of 2016* (Prop 57), including, but not limited to:

- 1) Working with all stakeholders to recommend model programs and best practices to achieve successful outcomes for the justice involved population;
- 2) An analysis of violent crimes that may be considered for inclusion under the California Constitution Section 32, Article 1 along with an outline of the steps necessary to accomplish this change;
- 3) Enhancing the exchange of information shared between California Department of Corrections and Rehabilitation (CDCR) and the Probation Department by building on the relationship already established and developing and training Probation staff on a list of "key" terms used in CDCR documents to ensure accurate understanding of their clients' complete risk and needs;
- 4) Developing clear policies and procedures for meaningful revocation and flash incarceration for the Post Release Community Supervision (PRCS) program;
- 5) Conducting a focused study of randomly selected "very high risk" AB 109 Post-Release Supervised persons to identify successes and challenges of supervision, based on factors such as participation and compliance during PRCS, and providing recommendations to improve treatment outcomes and enhance public safety;
- 6) Conducting an analysis of the top 100 misdemeanants under Prop 47 with the highest recidivism rates and providing recommendations to improve rehabilitative services as well as options for detention; and
- 7) Developing a matrix to track the recidivism rate of those released under Prop 57 and incorporating the findings into Probation's quarterly AB 109 report; and

The Commission should also consult with and consider other relevant stakeholders and studies for a holistic perspective, including crime trends, impacts on victims and local jails, as well as challenges for law enforcement partners; the County's Justice Metrics workgroup and the Public Safety Realignment Team; and the Public Policy Institute of California for their study of AB 109 commissioned by the State.

Joe Vinatieri, Juanita Trujillo, Robert Keller, Bea Dieringer, Alex Saab, Jose Osuna, Pastor Eddie Anderson, Reverend Zachary Hoover, Tim Korngey, Ingrid Archie, Michael Bierman, Jeremy Frierson, Lami

Glenn, Yolanda Frias, Ivette Ale and other interested persons addressed the Board.

Jim McDonnell, Sheriff, Terri McDonald, Chief Probation Officer, and Judge Peter Espinoza, Director of Office of Diversion and Re-Entry, addressed the Board and responded to questions.

Supervisor Ridley-Thomas made a motion to continue this item for one week to August 22, 2017. The motion failed due to lack of a second.

Supervisor Solis made a motion to amend Supervisors Barger and Hahn's joint motion to:

- 1) Establish a Blue Ribbon Commission on Public Safety comprised of:
 - a. An appointee from each of the Board offices - (5);
 - b. A representative from the Los Angeles County Police Chiefs' Association - (1) ;
 - c. A representative from the California Contract Cities Association - (1);
 - d. ~~A representative from the League of California Cities Association (LCC);~~
 - e. ~~A representative from the California State Association of Counties (CSAC) (4);~~
 - d. A representative from the Los Angeles Regional Reentry Partnership (LARRP), the Office of Diversion and Re-entry, the Departments of Mental Health and Public Health, Workforce Development, Aging and Community Services - (4) (5);
 - e. A representative from the following justice partners: the Los Angeles County Sheriff's Department, the District Attorney's Office, Los Angeles Police Department, the Probation Department, the California Department of Corrections and Rehabilitation, the Superior Court, the Public Defender's Office, the California Public Defenders Association, the Alternate public Defender's Office, and Labor-Law Enforcement Community - ~~(8)~~ (10);

-
- f. One (1) at-large seat appointed by each board office comprised of advocates or stakeholders including from the reentry community, such as private defense counsel, service and treatment providers, labor, workforce or individuals directly benefitted by AB 109, Prop 47 and Prop 57 (5);

2) Direct the Blue Ribbon Commission to:

- a. Be staffed by the Countywide Criminal Justice Coordination Committee (CCJCC) with any additional support needed from other county departments, including the Chief Executive Office and County Counsel;
- b. Be co-chaired by two individuals as elected by the membership of the commission with a 51 % vote. ~~Co-chaired by the Probation Chief and the District Attorney's Office;~~
- c. Work with Departments to conduct a robust and in-depth analysis of department-specific strategies, challenges, and opportunities presented by AB109, Prop 47, and Prop 57 including but not limited to...
 - vii. Developing a matrix to track the recidivism rate and successes of those released under Prop 57, Prop 47 and AB 109 and incorporating the findings into Probation's quarterly AB-109 report.

Supervisor Hahn made an amendment to her and Supervisor Barger's motion to add language to Directive 2, Section c: A review of the process by which money is allocated to community based organizations seeking to provide rehabilitative and re-entry services in the County, and an analysis of the allocation of AB-109 funds to government and nongovernment entities.

After discussion, this item was approved as amended as detailed above and was duly carried by the following vote: (17-3747)

- Ayes: 3 - Supervisor Solis, Supervisor Hahn and Supervisor Barger
- Abstentions: 1 - Supervisor Ridley-Thomas
- Absent: 1 - Supervisor Kuehl

-
- Attachments: [Motion by Supervisors Barger and Hahn](#)
[Motion by Supervisor Hahn](#)
[Motion by Supervisor Soles](#)
[Report](#)
[Video I](#)
[Video II](#)
[Video III](#)

The foregoing is a fair statement of the proceedings of the regular meeting held August 15, 2017, by the Board of Supervisors of the County of Los Angeles and ex officio the governing body of all other special assessment and taxing districts, agencies and authorities for which said Board so acts.

Lori Glasgow, Executive Officer
Executive Officer-Clerk
of the Board of Supervisors

By 

Lori Glasgow
Executive Officer

Los Angeles County Blue Ribbon Commission on Public Safety

Members

Erika Anzoategui, Esq.

Chief Deputy – Alternate Public Defender’s Office

Peter Bibring, Esq.

*Director of Police Practices/Senior Staff Attorney – ACLU of Southern California
(Board of Supervisors – Third District Appointee)*

Jenny Brown, Esq.

Acting Chief Deputy – Public Defender’s Office

Kellyjean Chun, Esq.

Bureau Director, Prosecution Support Operations – District Attorney’s Office

The Honorable Michael Davitt

*President – California Contract Cities Association
(La Canada Flintridge Mayor Pro Tem)*

The Honorable Peter Espinoza

Director – Office of Diversion and Reentry, Department of Health Services

Dr. Barbara Ferrer

Director – Department of Public Health

The Honorable Scott Gordon

Supervising Judge, Criminal Division – Los Angeles Superior Court

Josh Green, Esq.

*Director of Criminal Justice Programs – Urban Peace Institute
(Board of Supervisors – Second District Appointee)*

Bob Guthrie

*President – Los Angeles County Police Chiefs Association
(Arcadia Police Chief)*

Cherylynn Hoff

Human Services Administrator II – Workforce Development, Aging, and Community Service

Mark Holscher, Esq.

*Partner – Kirkland & Ellis, LLP
(Board of Supervisors – Fifth District Appointee)*

Stephen Johnson

Chief, Detective Division – Sheriff’s Department

Jamie Kyle

*Community Advocate – The Reverence Project
(Board of Supervisors – Fourth District Appointee)*

Stephen Larson, Esq. (Chair)

*Partner – Larson O’Brien, LLP
(Board of Supervisors – Fifth District Appointee)*

Sean Malinowski – July 2018 to October 2018

Deputy Chief, Detective Bureau – Los Angeles Police Department

Justin Eisenberg – October 2017 to July 2018

Deputy Chief, Detective Bureau – Los Angeles Police Department

Terri McDonald

Chief Probation Officer – Probation Department

Brian Moriguchi

*President – Professional Peace Officers Association
(Board of Supervisors – Fourth District Appointee)*

Priscilla Ocen, Esq.

*Professor – Loyola Law School
(Board of Supervisors – First District Appointee)*

Jose Osuna

*Principal Consultant – Osuna Consulting
(Board of Supervisors – First District Appointee)*

John Raphling, Esq.

*Senior Researcher – Human Rights Watch
(Board of Supervisors – Third District Appointee)*

Robert Sass

Vice President – Association for Los Angeles Deputy Sheriffs (ALADS)

Christopher Thompson, M.D. – July 2018 to October 2018

Medical Director, Juvenile Justice Mental Health Program – Department of Mental Health

Brian Hurley, M.D. – October 2017 to July 2018

Medical Director of Substance Use Related Care Integration – Department of Mental Health

Troy Vaughn (Co-Chair)

Executive Director – Los Angeles Regional Reentry Partnership

Brendon Woods, Esq.

*President – California Public Defenders Association
(Alameda County Public Defender)*

**Blue Ribbon Commission on Public Safety
Ad Hoc Subcommittees and Participants**

Analysis of Violent Crimes Statutes	Flash Incarceration and Revocation Policies	Study of "Very High Risk" AB 109 Supervised Persons	Analysis of 100 Misdemeanants Under Prop. 47	Model Programs and Best Practices
Justin Eisenberg/ Sean Malinowski	Erika Anzoategui	Jenny Brown	Erika Anzoategui	Erika Anzoategui
Peter Espinoza	Jenny Brown	Stephen Johnson	Peter Bibring	Peter Bibring
Joshua Green	Kellyjean Chun	Terri McDonald	Mike Davitt	Peter Espinoza
Mark Holscher	Bob Guthrie	Jamie Kyle	Peter Espinoza	Barbara Ferrer
Stephen Johnson	Stephen Johnson		Stephen Johnson	Josh Green
Brian Moriguchi	Reaver Bingham (for Terri McDonald)		Terri McDonald	Cherylynn Hoff
Robert Sass	Jose Osuna		Brian Moriguchi	Brian Hurley/ Christopher Thompson
Brendon Woods	John Raphling		Robert Sass	Stephen Johnson
			Brendon Woods	Reaver Bingham (for Terri McDonald)
				Priscilla Ocen
				Jose Osuna
				John Raphling
				Troy Vaughan

**Blue Ribbon Commission on Public Safety
Summary of Tasks and Related Work**

TASK		STATUS
1.	Working with all stakeholders to recommend model programs and best practices to achieve successful outcomes for the justice involved population	<u>Motion 1 -- In-Custody Substance Use Disorder (SUD) Treatment:</u> The Commission passed a motion recommending that the County provide in-custody substance use disorder (SUD) treatment services at a level that meets the needs of the County jail population.
		<u>Motion 2 -- Coordination of Funding Sources:</u> The Commission passed a motion recommending that the County review various funding sources that support services for the justice-involved population and develop processes/practices to transition individuals from one to another based on status and eligibility, as needed, to support continuity of care.
2.	An analysis of violent crimes that may be considered for inclusion under the California Constitution Section 32, Article 1 along with an outline of the steps necessary to accomplish this change	The Commission and relevant subcommittee reviewed information related to the list of charges eligible for Proposition 57 parole consideration. However, no recommendations were presented for the Commission to consider.
3.	Enhancing the exchange of information shared between CDCR and the Probation Department by building on the relationship already established and developing and training Probation staff on a list of "key" terms used in CDCR documents to ensure accurate understanding of their clients' complete risk and needs	Probation continues to collaborate with CDCR on information sharing opportunities and shared training re transition practices.
4.	Developing clear policies and procedures for meaningful revocation and flash incarceration for the Post Release Community Supervision (PRCS) program	<u>Motion 3 -- Custody Liaison Program:</u> The Commission passed a motion recommending that the County explore opportunities to implement a Custody Liaison Program in which Probation staff and other County/community partners conduct jail in-reach with individuals on Post-Release Community Supervision (PRCS) who are serving time in county jail in order to increase their engagement with their case plans and improve connections to services.
		<u>Motion 4 -- Data Collection Protocols and Metrics Related to Flash Incarceration and Revocation Policies:</u> The Commission passed a motion recommending that the County develop data collection protocols and metrics for evaluating outcomes relative to flash incarceration and revocation and the services and programs designed to help the PRCS population.
5.	Conducting a focused study of randomly selected "very high risk" AB 109 Post-Release Supervised persons to identify successes and challenges of supervision, based on factors such as participation and compliance during PRCS, and providing recommendations to improve treatment outcomes and enhance public safety	CIO conducted a data analysis effort on specified AB 109 and Prop. 47 subject populations to identify 1) the types of service contacts/engagements made by individuals. CIO staff presented on service utilization trends among the specified populations.
		<u>Motion 5 -- Research Strategy and Data Infrastructure:</u> Recommendation that the County prioritize the development of short- term and long-range criminal justice research strategies that identify key research questions and metrics needed to assess outcomes; and that the development of data infrastructure continue to be prioritized to enable justice, health, and other data to be connected in order to support such research.
		<u>Motion 6 -- Data Collection on Impact of Proposition 47 and Treatment Options:</u> Recommendation that the County develop data collection policies and research plans to measure the impact of Prop. 47, the level of service engagement for Prop. 47 offenders, the effectiveness of services and programs to serve the population, and the adequacy of funding provided by the state.
6.	Conducting an analysis of the top 100 misdemeanants under Prop 47 with the highest recidivism rates and providing recommendations to improve rehabilitative services as well as options for detention	

7.	Developing a matrix to track the recidivism rate and successes of those released under Prop 57, Prop 47 and AB 109 and incorporating the findings into Probation's quarterly AB-109 report	Motion 5 (Research Strategy and Data Infrastructure) applies.
		Motion 6 (Data Collection on Impact of Proposition 47 and Treatment Options) applies.
8.	A review of the process by which money is allocated to community-based organizations seeking to provide rehabilitative and re-entry services in the County	CEO presented on County's AB 109 budget process (See Attachment V-2)
9.	An analysis of the allocation of AB-109 funds to government and nongovernment entities.	Motion 2 (Coordination of Funding Sources) applies.
10.	Consult with and consider other relevant stakeholders and studies for a holistic perspective, including:	
10.a	Crime trends, impacts on victims and local jails, as well as challenges for law enforcement partners;	The Commission sheduled multiple presentations on these issues, including from county, state, and community partners
10.b	The County's Justice Metrics workgroup and the Public Safety Realignment Team (PSRT)	The Justice Metrics workgroup (CIO) assisted with data analysis above. BRC recommendations related to data and research were informed by status of current efforts.
10.c	The Public Policy Institute of California (PPIC) for their study of AB 109 commissioned by the State	PPIC presented on both its AB 109 multi-county study and its study on the impact of Prop. 47 on crime trends.

PUBLIC SAFETY REALIGNMENT (AB109) BUDGET OVERVIEW



COUNTY OF LOS ANGELES
CHIEF EXECUTIVE OFFICE

FEBRUARY 28, 2018

PUBLIC SAFETY
REALIGNMENT
(AB109)



Chief Executive Office

OVERVIEW

- Funding Sources
- State Budget Process
- County Budget Process
- FY 2017-18 County Adopted Budget by Department

2

AB109

STATE FUNDING SOURCES



Chief Executive Office

1. State Sales Tax Rate = 1.0625%
2. Motor Vehicle License Fee = \$12

Los Angeles County receives 31.1036% as base funding

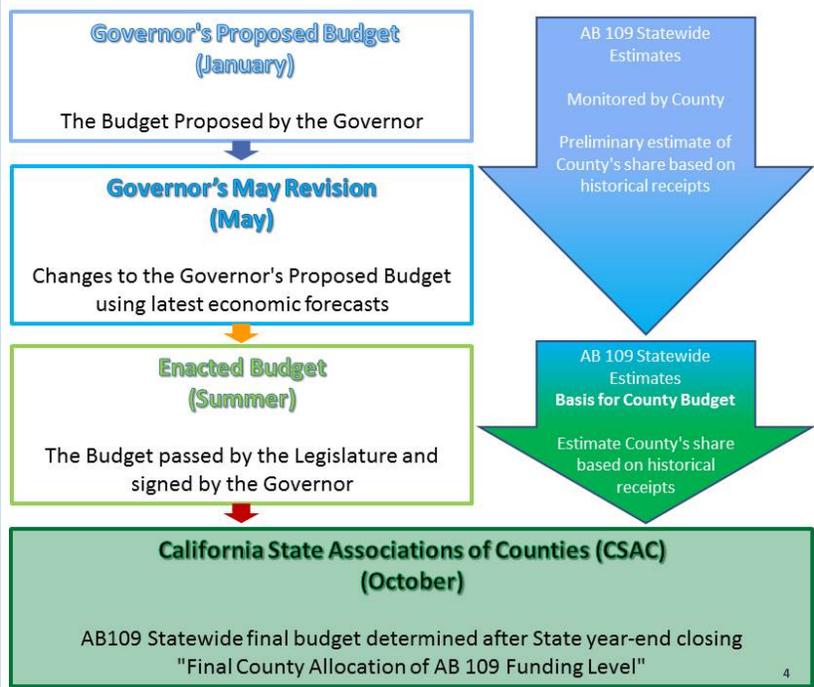
Base funding amount is not guaranteed

AB109

STATE BUDGET PROCESS



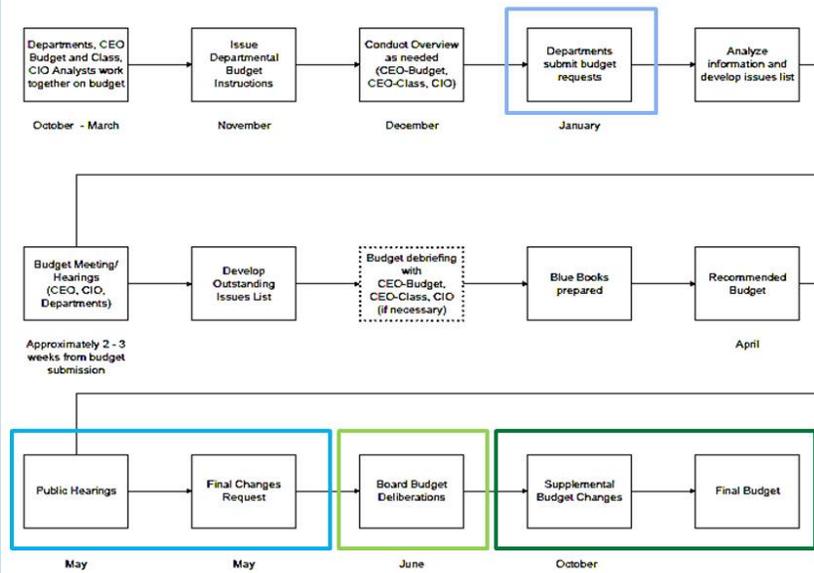
Chief Executive Office



COUNTY BUDGET CYCLE



Chief Executive Office



5

AB109

FY 2017-18 FINAL STATE ALLOCATION



Chief Executive Office

	<u>2017-18 Base*</u>	<u>2016-17 Prior-Year Growth**</u>	<u>Total</u>
General Operations			
California	\$ 1,241,062,434	\$ 79,447,570	\$ 1,320,510,004
Los Angeles	386,014,858	22,298,545	408,313,403
LA % of Allocation	31.1036%	28.0670%	30.9209%
Revocation Legal Proceedings			
California	\$ 29,620,000	\$ 5,296,505	\$ 34,916,505
Los Angeles	9,409,978	1,682,647	11,092,625
LA % of Allocation	31.7690%	31.7690%	31.7690%

* FY 2016-17 Base + FY 2016-17 Growth (paid in arrears) = FY 2017-18 Base

** LA's allocation of prior year growth varies based workload and performance measures

6

AB109

BUDGET PRIORITIZATION



Chief Executive Office

GENERAL OPERATIONS BUDGET

- Public Safety
- Treatment and Support Services

REVOICATIONS BUDGET (restricted to legal proceedings)

- Prosecution
- Defense Representation

7

AB109

DEPARTMENT BUDGET REQUEST PROCESS

(AB109 budget increase scenario)



Chief Executive Office

AB109 BUDGET PROCESS

- Step 1: Each department's baseline is their prior-year budget allocation
- Step 2: Add County cost of living adjustments (e.g. salary and benefits)
- Step 3: Add Board priorities (e.g. OD&R)
- Step 4: Department's submit budget proposals to CEO for additional AB109 funding
- Step 5: CEO evaluates all budget requests and makes recommendations to the Board of Supervisors

8

AB109

FY 2017-18 BUDGET BY DEPARTMENT

*Board of Supervisors August 11, 2015 Motion: Allocate 50% of all new PSR funds that are received in excess of prior year budget to OD&R.

**Government Code section 30029.07: 10% percent of growth funds transferred to Local Innovation Fund.

***Reserve for contingencies, Cost-of-living, and countywide initiatives as approved by the Board.

DEPARTMENT	Base On-Going	Growth One-time	PY Carryover One-time	Total AB109	Positions
	(in Millions)				
GENERAL OPERATIONS					
Auditor-Controller	0.253	-	-	0.253	1.0
Board of Supervisors	-	-	0.236	0.236	-
Citywide Criminal Justice Coordination Committee	0.242	-	3.062	3.304	1.0
Information Systems Advisory Board	1.471	-	.236	1.707	1.0
Chief Executive Office	0.300	-	-	0.300	-
District Attorney	0.607	-	0.090	0.697	5.0
Diversion & Re-Entry*	20.933	-	30.028	50.961	-
Fire District	5.045	-	2.730	7.775	-
Health Services	17.357	1.459	27.497	46.313	92.0
Mental Health	16.508	2.919	6.989	26.416	38.0
Probation	86.097	0.730	-	86.827	506.0
Public Health	12.677	1.459	0.154	14.290	14.0
Sheriff's	189.988	0.730	-	190.718	603.0
Contingency Reserve***	34.537	10.571	-	45.108	-
Local Innovation Fund**	-	2.230	-	2.230	-
Subtotal GENERAL OPERATIONS	386.015	20.098	70.786	476.899	1,261.0
HOMELESS OPERATIONS					
Homeless and Housing Program	-	-	7.023	7.023	-
Health Services	-	-	8.382	8.382	-
Public Social Services	-	-	2.000	2.000	-
Sheriff's	-	2.200	0.578	2.778	-
Subtotal HOMELESS OPERATIONS	-	2.200	17.983	20.183	-
REVOICATIONS					
Alternate Public Defender	1.128	.025	-	1.153	6.0
District Attorney	4.706	-	-	4.706	21.0
Public Defender	3.213	0.160	.470	3.843	14.0
Conflict Panel	0.049	0.001	-	0.050	-
Contingency Reserve***	0.314	1.329	-	1.643	-
Local Innovation Fund**	-	0.168	-	0.168	-
Subtotal REVOICATIONS	9.410	1.683	0.470	11.563	41.0
TOTAL AB 109 BUDGET	395.425	23.891	89.239	508.645	1,302.0

AB109

COMMUNITY BASED ORGANIZATION'S BUDGET



Chief Executive Office

FY 2017-18 BUDGET ALLOCATION FOR DIRECT CLIENT SUPPORT & COMMUNITY PROVIDER SERVICES

Department	Program	Base	Prior-Year Growth & Carry-Over	TOTAL
General Operations				
DMH	Contract mental health services	\$ 18,831,866	\$ 6,618,000	\$ 25,449,866
	Alternative custody		3,290,000	3,290,000
DPH	Client engagement/navigation	1,518,000	400,000	1,918,000
	Treatment services	8,238,000	1,213,000	9,451,000
Homeless Initiative	Homeless Services		20,183,000	20,183,000
OD&R	Treatment/support services	20,933,000	30,028,000	50,961,000
Probation	Support services	13,200,000		13,200,000
TOTAL		\$62,720,866	\$61,732,000	\$124,452,866

As a % of AB109 General Operations Budget

16.2% 55.6% 25.0%

Revocation Legal Proceedings

NA – restricted to legal proceedings

**Los Angeles County Sheriff's Department
Proposition 47 Report**



Stephen B. Johnson, Chief

April 25, 2018



**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
PROPOSITION 47 FLOW CHART
11/05/14 - 02/28/18**



PROPOSITION 47 OFFENDERS	
LA COUNTY	LASD
78,537	33,222

*Repeat Offenders are offenders arrested for any charge, following their first arrest for a Proposition 47 charge.

REPEAT OFFENDERS	
LA COUNTY	LASD
46,769	22,769

One offender can be arrested multiple times.
(Only Proposition 47 arrests.)

One offender can be arrested multiple times.
(Part I Crime, Part II Crime, or Noncriminal arrests.)

PROPOSITION 47 ARRESTS	
LA COUNTY	LASD
152,090	57,276

REPEAT OFFENDER ARRESTS	
LA COUNTY	LASD
168,128	52,408

One arrest can consist of multiple charges.
(Only Proposition 47 charges.)

One arrest can consist of multiple charges.
(Part I Crime, Part II Crime, or Noncriminal charges.)

PROPOSITION 47 CHARGES	
LA COUNTY	LASD
163,610	61,715

REPEAT OFFENDER CHARGES	
LA COUNTY	LASD
331,362	104,748

NOTES: • Warrants are included for tracking and statistical purposes.
After Proposition 47, subsections of 11350 HS and 11377 HS were amended, deleted, or cross-referenced. As a result, whenever 11350 HS and 11377 HS charges are referenced within this report, the various subsections under 11350 HS and 11377 HS are included.
Section 11357(a) H&S was amended on November 8, 2016 by Proposition 64 to apply to possession of not more than 28.5 grams of marijuana, or not more than 4 grams of concentrated cannabis. Such a possession is an infraction and it only applies to persons under the age of 21.



**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
PROPOSITION 47 EXECUTIVE SUMMARY
11/05/14 - 02/28/18**



COUNTYWIDE

78,537 Proposition 47 Offenders identified by fingerprints.
152,090 Proposition 47 Arrests.

46,769, or 60% of Proposition 47 Offenders, are classified as Repeat Offenders.
168,128 subsequent arrests of Repeat Offenders for any offense.

25,260, or 54% of Repeat Offenders, were arrested for a Part I Crime.

LASD

33,222 Proposition 47 Offenders identified by fingerprints.
57,276 Proposition 47 arrests.

22,769, or 69% of Proposition 47 Offenders, are classified as Repeat Offenders.
52,408 subsequent arrests of Repeat Offenders for any offense.

9,679, or 43% of Repeat Offenders, were arrested for a Part I Crime.

OVERALL TRENDS

Of all Proposition 47 charges, arrests commonly included a narcotics offense, most frequently 11377 HS.

One Repeat Offender was arrested 89 times. This total includes the offender's initial Proposition 47 arrest and every subsequent arrest. The subsequent arrest could have been for any offense, not specifically for a Proposition 47 related offense.

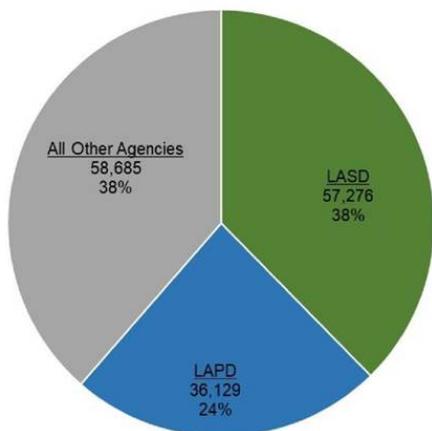


LOS ANGELES COUNTY SHERIFF'S DEPARTMENT COUNTYWIDE PROPOSITION 47 OFFENDERS 11/05/14 - 02/28/18

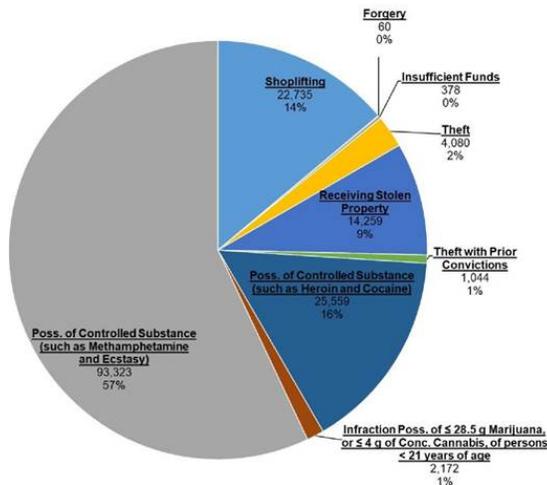


78,537 Proposition 47 Offenders

152,090 Proposition 47 Arrests



163,610 Proposition 47 Charges



74% of Proposition 47 charges involved narcotics.



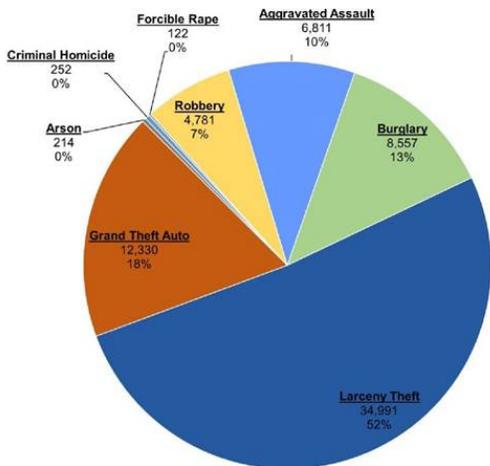
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT COUNTYWIDE PROPOSITION 47 REPEAT OFFENDERS 11/05/14 - 02/28/18



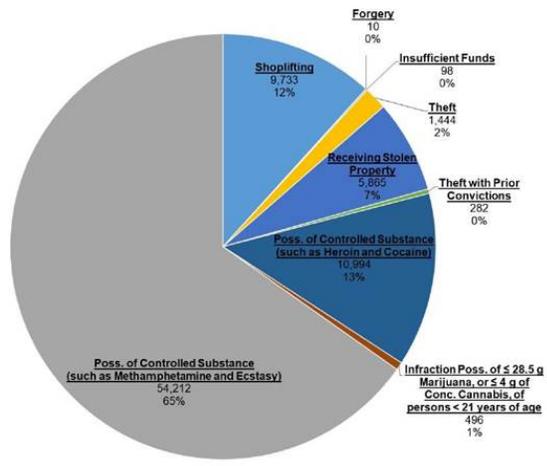
46,769 (60%) Repeat Offenders

25,260 (54%) Repeat Offenders Arrested for a Part I Crime

68,058 Part I Crime Charges



83,134 Proposition 47 Charges



79% of Proposition 47 charges involved narcotics.



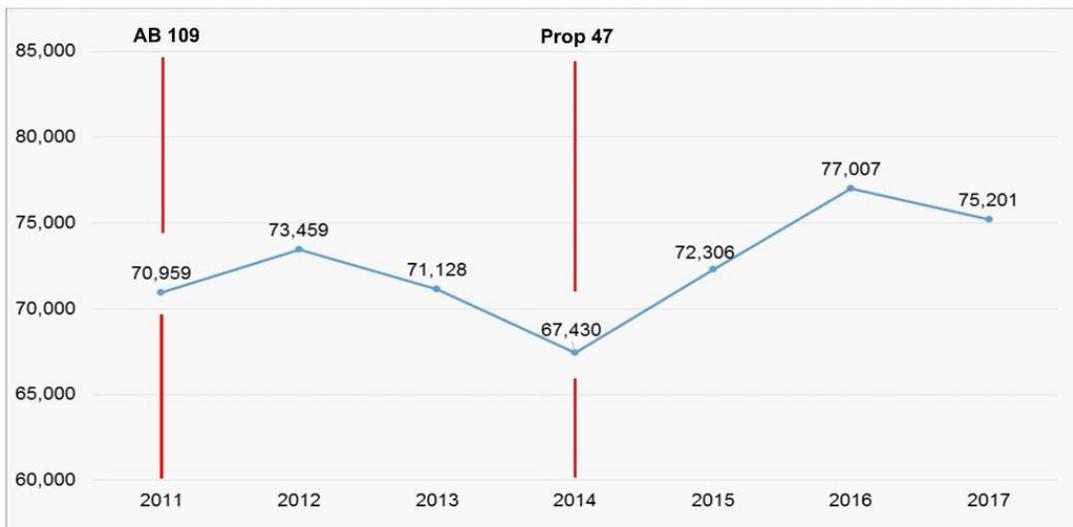
**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
COUNTYWIDE PROPOSITION 47 REPEAT OFFENDERS
NUMBER OF TIMES ARRESTED
11/05/14 - 02/28/18**



TIMES ARRESTED		PEOPLE	TIMES ARRESTED		PEOPLE
02	14,656		26	12	
03	9,438		27	18	
04	6,269		28	11	
05	4,507		29	11	
06	3,110		30	10	
07	2,193		31	8	
08	1,696		32	8	
09	1,169		33	11	
10	867		34	4	
11	653		35	7	
12	464		36	3	
13	398		37	5	
14	281		38	2	
15	217		39	3	
16	158		41	3	
17	121		45	1	
18	103		46	2	
19	93		49	1	
20	70		53	1	
21	44		61	1	
22	50		74	1	
23	35		89	1	
24	29		Total	46,769	
25	24				



**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
PART I CRIME DEPARTMENT TOTALS
JANUARY 1 - DECEMBER 31, 2011 - 2017**



Effective 1/1/15, the UCR definition of rape was revised to include male victims, sodomy, oral copulation, and digital penetration. (FOSS - Volume 14 Number 28).



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT PART I CRIME DEPARTMENT TOTALS POST-PROPOSITION 47



CRIME	11/1/13-10/31/14	11/1/14-10/31/15	11/1/15-10/31/16	11/1/16-10/31/17	Post-Prop 47 13/14 vs. 14/15	Post-Prop 47 13/14 vs. 15/16	Post-Prop 47 13/14 vs. 16/17
Homicide	151	188	208	185	24.5%	37.7%	22.5%
Rape	485	715	856	780	47.4%	76.5%	60.8%
Robbery	3,934	4,179	4,611	4,801	6.2%	17.2%	22.0%
Aggravated Assault	8,183	8,289	8,968	9,064	1.3%	9.6%	10.8%
Burglary	12,822	12,790	12,968	13,204	-0.2%	1.1%	3.0%
Larceny	28,644	33,065	35,326	34,754	15.4%	23.3%	21.3%
Grand Theft Auto	9,775	11,919	12,634	12,802	21.9%	29.2%	31.0%
Arson	432	501	573	527	16.0%	32.6%	22.0%
Part I Total:	64,426	71,646	76,144	76,117	11.2%	18.2%	18.1%

Data Source: LARCIS 5C report

Effective 1/1/15, the UCR definition of rape was revised to include male victims, sodomy, oral copulation, and digital penetration. (FOSS - Volume 14 Number 28).



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT LASD PROPOSITION 47 OFFENDERS 11/05/14 - 02/28/18

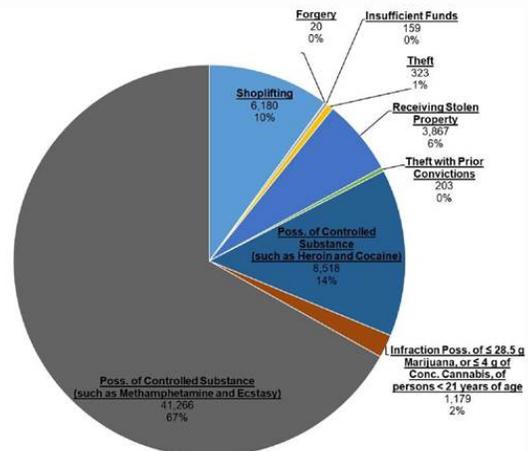
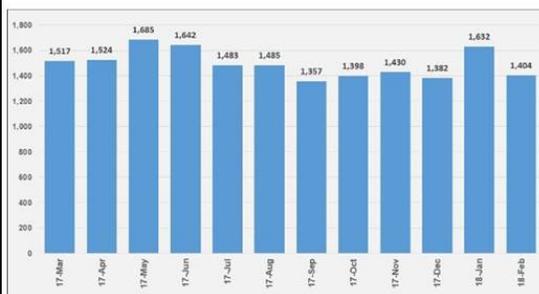


33,222 LASD Proposition 47 Offenders

57,276 Proposition 47 Arrests

61,715 Proposition 47 Charges

1,495 Proposition 47 Arrest Average Over Past 12 Months



83% of Proposition 47 charges involved narcotics.



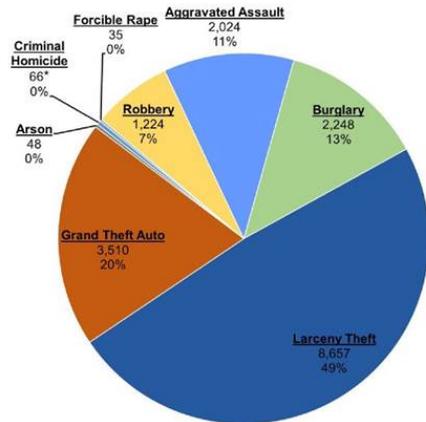
LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
 LASD PROPOSITION 47 REPEAT OFFENDERS
 11/05/14 - 02/28/18



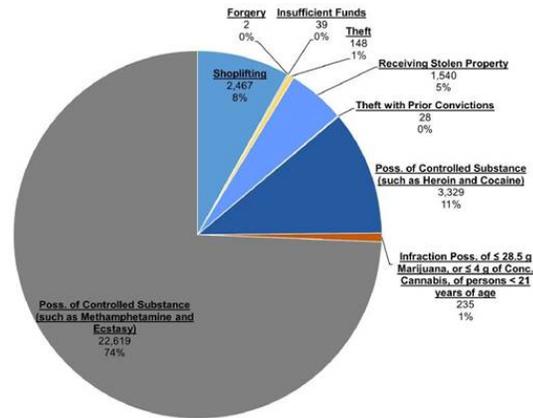
22,769 (69%) LASD Repeat Offenders

9,679 (43%) Repeat Offenders Arrested for a Part I Crime

17,812 Part I Crime Charges



30,407 Proposition 47 Charges

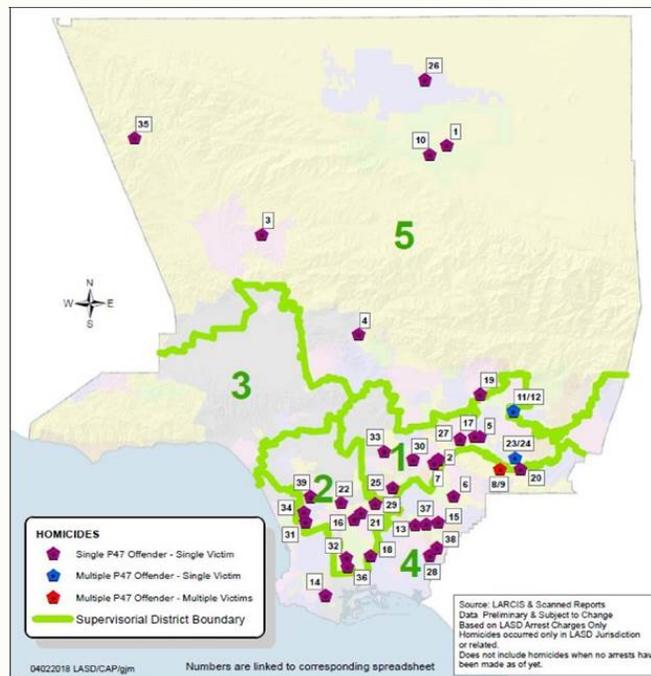


*39 of the 66 homicide arrest charges were for post-Proposition 47 LASD incidents.

86% of Proposition 47 charges involved narcotics.



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
 LASD PROPOSITION 47 REPEAT OFFENDERS
 MAP OF HOMICIDES BY SUPERVISORIAL DISTRICT
 11/05/14 - 02/28/18





**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
LASD PROPOSITION 47 REPEAT OFFENDERS
LIST OF HOMICIDE ARRESTS
11/05/14 - 02/28/18**

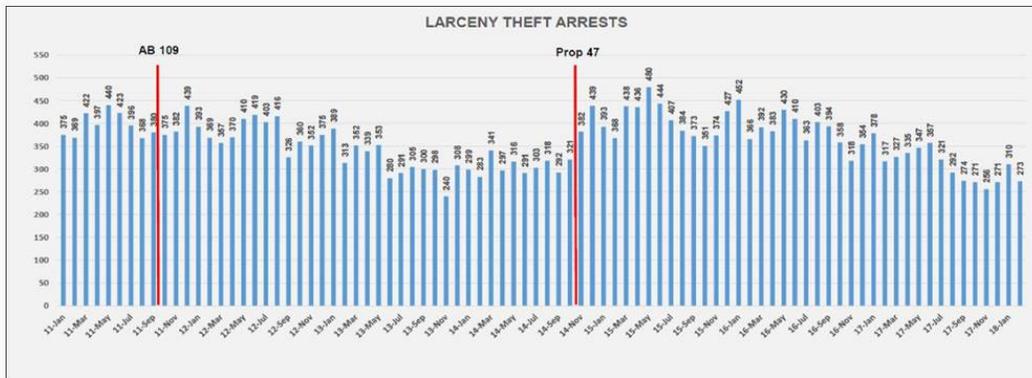


ARREST	INCIDENT DATE	CITY	VICTIM SEX	VICTIM RACE	VICTIM AGE
1	01/13/15	PALMDALE	M	H	33
2*	04/03/15	PICO RIVERA	M	H	28
3	05/26/15	SANTA CLARITA	M	W	42
4	07/21/15 - 07/24/15	LA CRESCENTA	M	W	73
5	08/24/15	WEST VALINDA	M	H	44
6	09/26/15	WHITTIER	M	H	42
7	10/08/15	PICO RIVERA	M	H	26
8	10/07/15	HACIENDA HEIGHTS	F	W	17
9	10/07/15	HACIENDA HEIGHTS	F	W	84
10	09/23/15	PALMDALE	M	H	73
11	10/30/15	COVINA	M	H	19
12	10/30/15	COVINA	M	H	19
13	10/31/15	BELLFLOWER	M	O	17
14	10/25/15	RANCHO PALOS VERDES	M	B	ADULT
15	09/23/15	NORWALK	M	H	21
16	11/14/15	COMPTON	M	H	14
17	04/19/16	BASSETT	M	H	38
18	06/11/16	CARSON	F	H	19
19	02/08/16	DUARTE	M	H	28
20	05/20/16	ROWLAND HEIGHTS	M	H	18
21	08/27/16	COMPTON	M	B	71
22	09/02/16	LOS ANGELES	M	H	50
23	06/11/16	EAST VALINDA	M	H	27
24	06/11/16	EAST VALINDA	M	H	27
25	07/04/16	CUDAHY	M	H	34
26	03/03/17	LANCASTER	M	H	52
27	09/24/16	SOUTH EL MONTE	M	H	40
28	09/19/15	LAKEWOOD	M	H	24
29	02/28/17	LYNWOOD	M	H	52
30	04/10/17	LOS ANGELES	M	H	30
31	03/19/17	LAWNDALE	M	H	40
32	05/31/17	CARSON	M	H	85
33	11/23/16	LOS ANGELES	M	H	22
34	07/22/17	HAWTHORNE	M	H	30
35	07/08/17	CASTAIC	M	H	25-35
36	10/06/17	CARSON	M	A	ADULT
37	01/28/18	NORWALK	M	H	25
38	02/20/18	LAKEWOOD	M	H	38
39	01/18/15	LENNOX	M	H	23

PRELIMINARY DATA AND SUBJECT TO CHANGE.
 DATA OBTAINED FROM LARCIS AND SCANNED REPORTS.
 COUNTS ARE ONLY BASED ON LASD ARREST CHARGES WHEN INITIAL REPORT WAS DOCUMENTED UNDER AN LASD URN. DOES NOT INCLUDE 99 RDS.
 *ARREST CHARGE OF HOMICIDE. UPON FURTHER REVIEW, ARREST WAS CLOSED WITH AN ATTEMPT HOMICIDE CHARGE.
 UPDATED 03/21/18



**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT
PART I LARCENY THEFT ARRESTS**

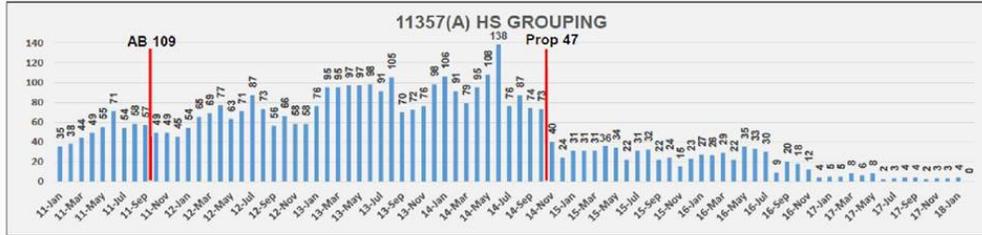
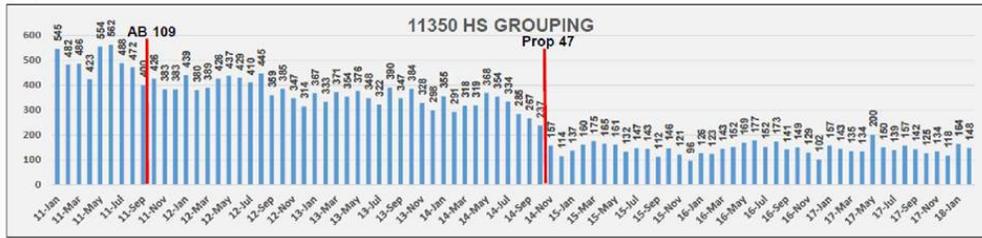


PRELIMINARY DATA AND SUBJECT TO CHANGE.
 Source: Arrest Query Tool
 Criteria: 080-089, 340-389
 SAU #: 16-046-LS
 Prepared by CAP Statistics Staff on 03/01/2017

The UCR Program's Summary Reporting System User Manual includes all thefts, grand or petty, and attempted thefts in the Larceny Theft category with one exception: motor vehicle theft.



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT PROPOSITION 47 NARCOTICS ARRESTS 11350, 11357(A), AND 11377 HS



LOS ANGELES COUNTY SHERIFF'S DEPARTMENT TOTAL JAIL POPULATION AND AB 109 POPULATION JANUARY 1, 2010 - FEBRUARY 28, 2018

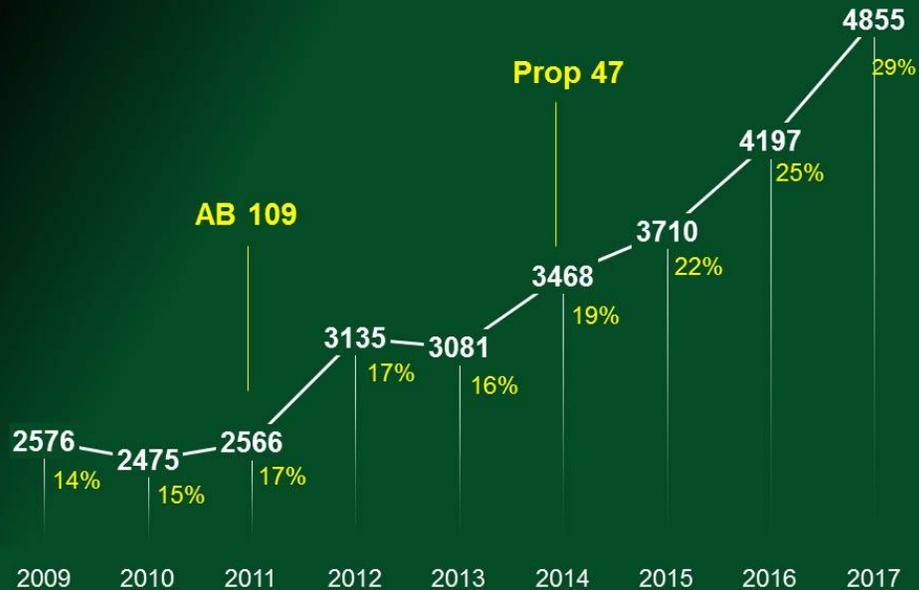


AB 109 population missing for 9/2015 and 10/2015 due to technical issue.



Los Angeles County Sheriff's Department Mental Health Inmates

2017 INCLUDES DATA THROUGH SEPTEMBER 28, 2017



Prop 47 Fiscal Impact

Estimated in 2014:

- The Legislative Analyst's Office (LAO) predicted state and counties could save "several hundred million dollars annually."
- Los Angeles County estimated to save between \$99.9 million to \$174.8 million annually.

State savings to be deposited in the
Safe Neighborhoods and Schools Fund
to provide funding for
mental health, drug abuse treatment, and other programs.



Prop 47 Fiscal Impact

Actual:

- Actual state savings much lower.
- \$103 million of state savings awarded over the next three years throughout the entire state. (\$34.4 million a year)
- 65% of state savings to fund grants for mental health and substance abuse treatment.
- Rand Corporation Report to LA County BOS showed zero savings.



Prop 47 Fiscal Impact

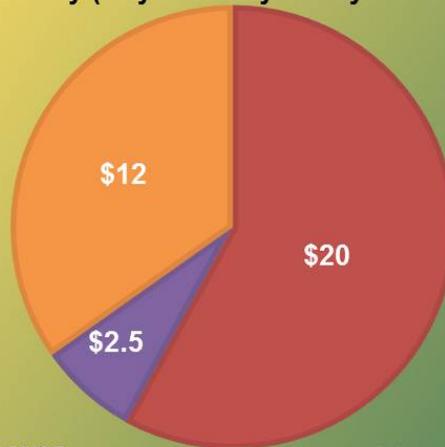
Actual:

- \$34.5 million awarded to Los Angeles County areas.
- 78,537 persons arrested for Prop 47 offenses in Los Angeles County since November 2014.
- Average of \$147.00 per offender, per year, over three years.
- Funds meant for a variety of services.



Funds Awarded in LA County by BSCC *

- LA County DHS
- Pasadena PD
- LA City (City Attorney & Mayor's Office)



*Funds awarded over a three year period. (approx. \$11.5 million a year)

**PER MILLION



Facts

- Part I crime up 18.1%.
- 60% of Prop 47 offenders are re-arrested in LA County, 54% of those for Part I crimes.
- Costs of housing inmates has increased 45% since 2011 even with inmate population reduction. \$71,000 per year is the average cost.
- Offenders are not receiving services nor are they serving their court imposed sentences.



Blue Ribbon Commission Presentation

Restoring People! Rebuilding Community! Reshaping the Nation!

Presented by
Troy F. Vaughn
Founder and Executive Director,
LARRP

www.lareentry.org
742 North LaBrea Avenue, Inglewood, CA 90302
Phone: 310-528-4538 - Email: troyvaughn@lareentry.org

< 1 >

OVERVIEW

- Program Implementation
- Program Successes
- CBO experience working with County on AB 109, Prop 47 (e.g. successes, challenges, opportunities for enhancement)
- Gaps in Services
- Opportunities

AB109

Prop 47

Prop 57

Prop 64



< 2 >

CONTENT

- 1 ABOUT AB109 & 47
- 2 PRIORITIES
- 3 CRIMES
- 4 SERVICES
- 5 PROCESS
- 6 CONTRACTING
- 7 STATISTICS
- 8 CASE STUDY
- 9 QUESTIONS

“Focus on collaboration instead of competition”

ABOUT AB109

AB109

Prop. 57

Prop. 47

Prop. 64

AB 109 allows non-violent, non-serious, and non-sex offenders to serve their sentence in county jails instead of state prisons. However, counties can contract back with the State to house local offenders.

STRATEGY

MANAGEMENT

FUNDING

Public Safety Realignment Team

ABOUT Prop.47

Proposition 47 implemented three broad changes to felony sentencing laws. First, it reclassified certain theft and drug possession offenses from felonies to misdemeanors. Second, it authorizes defendants currently serving sentences for felony offenses that would have qualified as misdemeanors under the proposition to petition courts for resentencing under the new misdemeanor provisions. Third, it authorizes defendants who have completed their sentences for felony convictions that would have qualified as misdemeanors under the proposition to apply to reclassify those convictions to misdemeanors.



AB109

Prop. 57

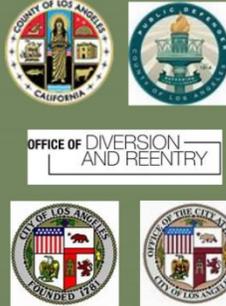
Prop. 47

Prop. 64

STRATEGY



MANAGEMENT



FUNDING



INVESTING IN PEOPLE NOT PRISONS

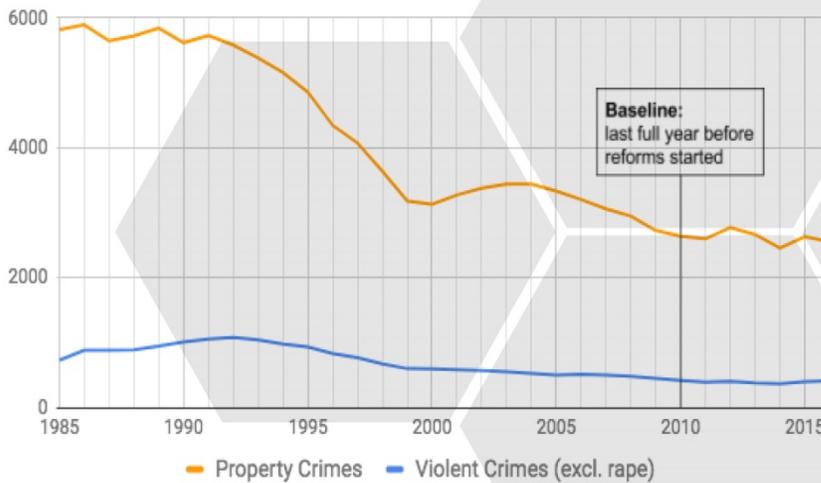
PEOPLE



By **RETHINKING** our criminal justice system from the lens of seeing individuals as people, not probationers, prisoners, or parolees, we can increase the number of **RESTORED** individuals that can become **productive, RESPONSIBLE** and **contributing** members of society as **RETURNING** citizens.



California crimes reported to police
Rate per 100,000 population



CRIMES

FACT: The DOF and DOJ in California reports that property crimes are down since the justice reform era.

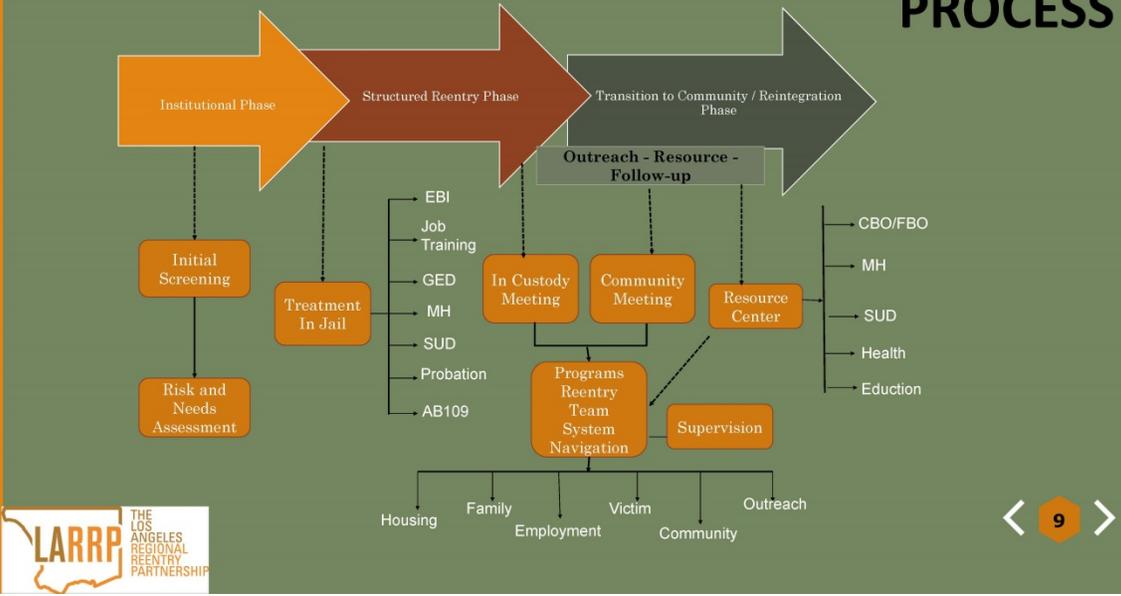


SERVICES



A Transition from Jail to Community Model LARRP's Reentry Vision for LA County

PROCESS



SYSTEMS WORKING TOGETHER



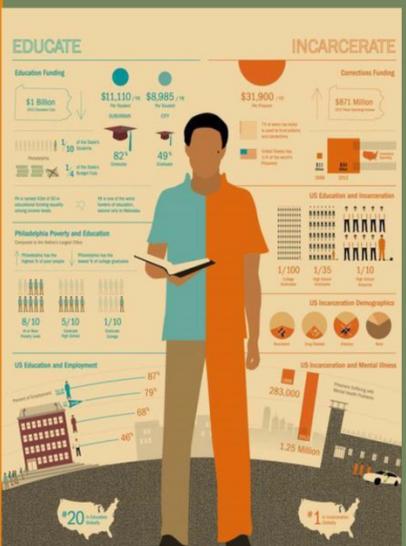
We can adopt a mindset of viewing safety as a Public Health framework that allows our Health and Safety Delivery Systems to work more efficiently together so that their aligned aim is focused at satisfying our community member's needs.

We can prioritize preventive health as a critical strategic focus to our finding appropriate placements for our returning community members.

We can allow our health and data systems to work in conjunction so that promoting healthy communities and healthy people and their families become the priority.

SHIFTING TO A PUBLIC HEALTH FRAMEWORK





EDUCATION VS. INCARCERATION

- FROM INSTITUTIONALIZED JUSTICE TO COMMUNITY JUSTICE
- FROM CORRECTIONS-CENTERED REENTRY TO COMMUNITY-CENTERED REENTRY
- FROM DEFICIT-BASED PLANNING TO STRENGTHS-BASED PLANNING
- USING ASSESSMENTS & DATA COMBINED WITH COMPASSION & DIGNITY
- ADDRESSING COMPLEX NEEDS WITH INDIVIDUALIZED SOLUTIONS

What are we measuring?



BREAKING THE CYCLE

Frequently, punishments other than prison or jail time place serious demands on offenders and provide them with intensive court and community supervision. Just because a certain punishment does not involve time in prison or jail, does not mean it is "soft on crime" or a "slap on the wrist." Alternatives to incarceration (ATI) can repair harms suffered by victims, provide benefits to the community, treat the drug-addicted or mentally ill, and rehabilitate offenders. Alternatives can also reduce prison and jail costs and prevent additional crimes in the future. Before we can maximize the benefits of alternatives to incarceration, however, we must repeal mandatory minimums and give courts the power to use cost-effective, recidivism-reducing sentencing options instead.





1 HEALTH A COMBINED FOCUS

Taking a comprehensive perspective on "health," allows us to focus on the influence that physical health conditions, mental illness, and substance abuse have on the reentry process. There is much empirical evidence that demonstrates how returning community members with these health conditions face distinct challenges with regard to finding housing and employment, reconnecting with family members, abstaining from substance use and crime, and avoiding a return to prison.

2 PROGRAMS AND SERVICES

Cognitive behavioral programs help people who have committed crimes identify how their thinking patterns influence their feelings, which in turn influence their actions. These programs include structured social learning components where new skills, behaviors, and attitudes are consistently reinforced. Cognitive behavioral programs that target areas such as attitudes, values, and beliefs have a high likelihood of positively influencing future behavior, including a person's choice of peers, whether he or she abuses substances, and his or her interactions with family. Most effective cognitive behavioral programs are action-oriented and often include components for people to practice skills through role-play with a trained instructor.

3 HOUSING

Securing housing is one of the most immediate challenges individuals leaving jail or prison face upon their release. Research has shown that the types of living arrangements and neighborhoods to which exiting prisoners return are often related to the likelihood that they will recidivate and return to prison. While many of the formerly incarcerated stay with family members - at least early on, others are confronted by limited housing options. This is especially true for those with mental health or substance abuse problems. Obtaining housing is complicated by a host of factors, including the scarcity of affordable and available housing, legal barriers and regulations, landlords' prejudices against formerly incarcerated individuals, and strict eligibility requirements for federally subsidized housing.



FIXING WHAT'S NOT WORKING

- Navigation • Law Enforcement Messaging
- Capacitation • Silos



IMPROVING ON WHAT'S ALREADY WORKING

- H4H • Legislation and Reform Ballot Initiatives
- L.E.A.D. • Transparency • ODR
- SB678 Community Advisory Committee



LOOKING FORWARD TO NEW OPPORTUNITIES

- Collaboration
- Capacitation
- Regional System Change

KEY FEATURES



ADDITIONAL JUSTICE REFORM OPPORTUNITIES ACROSS THE STATE AT A GLANCE

While we have many successes, we have a long way to go to get the job done in our time.

DATA



3/4

42 out of 58 counties in California report using some form of a pretrial risk assessment tool.



1/2

The first drug market intervention reduced crime by 57% over four years, shuttering the open-air drug markets in the neighborhood for good.



2/5

On average, over 60% of California's jail population is awaiting trial or sentencing.



1/5

Over 4 million Californians (17%) have suspended driver's licenses for failing to appear or because they cannot pay fines and fees.



3/4

Over 8 million Californians are living with convictions California has more than 4800 restrictions for people with felony convictions: 58% are job-related and 73% are lifetime bans.



WHY ALTERNATIVES TO INCARCERATION (ATI) WORKS?

STAYING THE COURSE

All indications show that if we don't reverse our course and we keep our focus on alternatives to incarceration, we can and will reduce recidivism in Los Angeles County.



They give courts and law enforcement more options. Each defendant and crime is unique, and prison or jail time may not always be the most effective response. If the criminal justice system has options other than incarceration, they can better tailor humane and effective response that fits the defendants and the crime, protects the public, and provides rehabilitation.

They save taxpayers money. It costs over \$71,000 to keep one person in California State prison. Alternatives to incarceration are cheaper, help prevent prison and jail overcrowding, and save taxpayers millions.

They strengthen families and communities. Prison or jail time separates the defendant from his or her spouse and children, sometimes for decades at a time. Alternatives to incarceration keep people with their families, in their neighborhoods and jobs, and allow them to earn money, pay taxes, and contribute to their communities.

They protect the public by reducing crime. Over 40% of all people leaving prison will reoffend and be back in prison within three years of their release. Alternatives to jail / prison are proven to confront the underlying causes of crime (i.e., drug addiction and mental illness) and help prevent defendants from committing new crimes.

The public supports alternatives to incarceration. Eight in ten (77%) adults believe that alternatives to incarceration (probation, restitution, community service, and/or rehabilitative services) are the most appropriate sentence for nonviolent, non-serious defendants and that prison or jail are appropriate only if these alternatives fail.



SECTION II: WHERE DO WE GO FROM HERE ?

KEY QUESTIONS



- 1 Why Look For Alternatives to Incarceration?
- 2 What Program Type is Needed?
- 3 Where Do We Have Opportunities?
- 4 How Good Is Our Program Quality?
- 5 When Do We Need to Scale Successes?
- 6 Who Is The Target Population?

CASE STUDY

Massachusetts Dept. Of Correction (DOC)

A group of criminal justice, mental health and community health professionals came together to develop the Worcester Initiative for Support Reentry (WISR) to address reentry barriers.

Date:
2011-2016

WISR

WISR MODEL

Pre-release services began 30-90 days before participants' return to the community and included comprehensive assessments and transitional treatment planning. Upon release from incarceration, WISR provided intensive case management services to support participants with housing, healthcare, employment and other key needs.

PROGRAM PARTICIPANTS

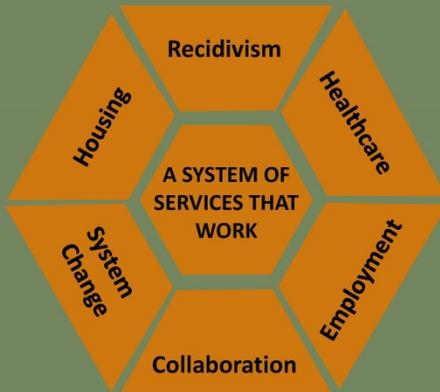
WISR provided post-release reentry services to 152 men over a 4 ½ year period, ages 19-57 with an average age of 30.8 years. 58% participants of color (POC), with 27% Hispanic, 20% Black, and 9% multi-racial.

CLIENT-CENTERED APPROACH

WISR created service plans tailored to each individual, which allowed for individual success regardless of race/ethnicity. 3 years post-release, WISR participants of color were less likely than white participants to be reincarcerated.



CASE STUDY (1)



Recidivism – At the end of the 3 year period, there was a 47% reduction in recidivism relative to a historical comparison group. This reduction in recidivism yielded a return on investment (ROI) of 59%, based on a 1 year incarceration cost in Massachusetts.

Housing – Nearly all participants (96%) were housed immediately upon release. The share of participants renting their own apartments increased from 10% immediately post-released to 26% at the end of the evaluation period.

Healthcare – 97% enrolled in Mass Health insurance. Of those needing primary care, 94% were seen. 93% referred to substance abuse treatment accessed care, and 75% referred to mental health accessed services.

Employment – Among 152 participants released, 62% became employed post-release. Of those employed post-released, nearly ¾ (71%) remained employed.

System Change/Collaboration – The WISR model successfully engaged partners and law enforcement to build a collaborative, cohesive healthcare approach to address post-release reentry into the community.



Social Media

-  facebook.com/larrp
-  twitter@LARentry
-  Instagram: lareentry1



GET IN TOUCH

Phone: 310-528-4538

Fax: 310-644-4902

Email: info@lareentry.org



CONTACT

www.lareentry.org

 Address: 742 North LaBrea Avenue
Inglewood, CA 90302



Additional Reports and Presentations

As listed on pages four and five of this report, the Commission reviewed several presentations and reports during the course of its work. Presentations, reports, and other material reviewed by the Commission are available online at:

<http://ccjcc.lacounty.gov/Blue-Ribbon-Commission>