San Mateo County
Public Safety Realignment (AB109)
Local Implementation Plan
Executive Summary
March 13, 2012

DRAFT
The San Mateo County Local Implementation Plan (LIP) was developed by the Community Corrections Partnership (CCP), with support from Resource Development Associates (RDA).

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Executive Summary:
The California Legislature in April 2011 passed the Public Safety Realignment Act in an effort to reduce the number of offenders incarcerated in the state prison system and to assist in alleviating the state’s fiscal crisis. The Act transfers responsibility for supervising inmates convicted of specific low-level crimes and parolees from the California Department of Corrections and Rehabilitation (CDCR) to counties.

The enabling legislation, Assembly Bill 109 (Chapter 15, Statutes of 2011), Assembly Bill 117 (Chapter 39, Statues of 2011) and Senate Bill 678 (Chapter 608, Statutes of 2009) changed the California Penal Code and sentencing laws to keep lower level felony offenders from being committed to state prison. In addition, it tasked the local Community Corrections Partnership (CCP) with recommending an implementation plan to the County Board of Supervisors. The plan includes efforts to improve successful reentry and reduce recidivism.

Key Facts
Assembly Bills 109 and 117 “realigned” three major areas of the criminal justice system, shifting responsibilities from the state to counties:

- Inmates in state prison for specific non-violent, non-serious and non-high-risk sex offenses will be released to the supervision of their county of legal residence, not state parole. This population is referred to in the legislation as “Post Release Community Supervisees.”

- Individuals newly convicted of non-violent, non-serious, non-sexual offenses and do not have prior convictions for serious, violent or sex offenses will no longer serve their terms in state prison.

- Parolees who violate the terms of their parole cannot be revoked and sent to state prison but can instead be revoked and sent to county jail for up to 180 days.

San Mateo County Realignment by the Numbers
When fully implemented, realignment will result in a number of new populations being served by San Mateo County.
Post Release Community Supervisees
Since Realignment began in October 2011, San Mateo County has received approximately 173 post release community supervisees from the state system. The County expects the supervisee population to peak at 600 from October 2012 through April 2013. This is the population released from a state facility who, regardless of past offenses, did not serve a current state prison commitment for a serious, violent or high-risk sex offense.

![Profile of post release community supervisees:
- Over 80 percent are male.
- Most are mid 20’s and mid 30’s.
- Over 80 percent have substance abuse problems.
- 100 percent do not have health insurance, of these 1 in 5 is eligible for Medi-Cal and 4 in 5 are eligible for County Low-Income Health Plans.
- Most have been on probation before and failed.]

Local Incarceration
Individuals newly convicted of non-violent, non-serious, non-sexual offenses after October 1 – and have no prior conviction for serious, violent, or sexual offenses – will be sentenced to county jail instead of state prison. At the Court’s discretion, some newly convicted individuals may also serve "split sentences"—jail time and Probation supervision. Alternatives to custody, such as electronic monitoring, can also be used.

From October 2011 to January 2012, 66 inmates were sentenced to San Mateo County jail rather than committed to state prison as prior to Realignment. The average sentence length of this population is nearly 240 days. In comparison, the average sentence of individuals in San Mateo County jail is 55 days.

Parolee Revocations
Realignment shifts the responsibility for specified state parolees to the county. As a result, parolees who violate the terms of their parole can only be incarcerated in county jail. Although this number is difficult to predict, it will create an additional workload and caseloads for all county departments impacted by Realignment. It will also put additional pressure on the capacity of the county jail system. In addition, starting on July 1, 2013, parole revocation hearings for the realigned population will be heard by the courts instead of the State Board of Parole Hearings.
The Community Corrections Partnership
The Public Safety Realignment Act requires each county’s Community Corrections Partnership (CCP) to develop a local implementation plan that specifies a countywide strategy for serving and supervising the realigned population. Chaired by the Chief Probation Officer, the CCP recommends this plan for consideration and adoption by the Board of Supervisors.

While the plan is intended to meet the needs of the realigned population, it also serves as a roadmap for future community corrections and in-custody programming activities for similar populations in the county.

In San Mateo County, CCP members worked together to determine the county’s realignment priorities and identify unmet service needs.

Through its deliberations, the CCP has affirmed that the plan must:

1. Protect public safety through appropriate custody, supervision, and law enforcement activities.
2. Create opportunities for rehabilitation and recovery.
3. Provide case management, substance abuse, mental health, vocational and housing support services.

Building upon the county’s prior collaborative reentry and public safety efforts, the CCP approached planning with the philosophy that individuals successfully reenter the community when they are engaged as early as possible upon release from jail or prison.

The CCP has identified that the service and program needs of this population can be best met through a multidisciplinary team approach, which begins with a multidisciplinary review of all supervisees’ and offenders’ results of a validated assessment tool. Both the planning process and the plan itself are multidisciplinary.

CCP Mission Statement
The San Mateo County Community Corrections Partnership (CCP) is a body of governmental and community leaders collaborating to develop, implement, and evaluate a comprehensive and coordinated public safety realignment plan that reduces recidivism and crime in the realigned population.
Vision Statement
Through the work of the CCP, formerly incarcerated persons will not engage in criminal behavior, thus reducing victimization, and will become healthy and productive members of their communities and families.

Goal of Realignment
The Local Implementation Plan is built around the following goal identified by the CCP:

Reduce crime and re-incarceration among the realigned population.

To meet this goal, the CCP presents the following plan for San Mateo County based on four critical practices:

- Community-Based Supervision
- Community-Based Services
- In-Custody Supervision and Support
- Collaborative Public Safety Operations

Each domain includes specific strategies for implementation guided by evidence-based practices. These practices use current research and data to guide policy and practice decisions that support the CCP’s goals of reducing crime and re-incarceration among the realigned populations.

Defining and Measuring Recidivism
One of the primary goals of AB 109 is to reduce recidivism in the State of California. Recidivism can be measured in a variety of ways, depending on how it is defined and on what question is being asked. As part of the implementation of SB 678, the Chief Probation Officers of California (CPOC) established and adopted the following definition of recidivism: “as a subsequent criminal adjudication/conviction while on probation.” The majority of California counties have agreed to use the above definition in order to create statewide baseline definitions by which all Counties can be compared. As part of
the local implementation of Realignment in San Mateo County, the Community Corrections Partnership will also measure recidivism based on the above definition for purposes of reporting to the State. However, the County will also use measures for local reporting and evaluation purposes, as described later in this plan.

The Plan Uses Evidence-Based Practices in Community Corrections
Evidence-based practice (EBP) is the use of current research and data to guide policy and practice decisions, such that outcomes for stakeholders are improved. In community corrections, stakeholders include offenders, victims, survivors, and communities. This diagnostic approach, originally used in the health care and social science fields, focuses on the use of empirically tried-and-tested practices with data to show effectiveness rather than through anecdote or professional experience alone.

Senate Bill 678, the legislation that created the Community Correction Partnership, also created a new statutory emphasis on the use of EBPs within community corrections. The Public Safety Realignment Act repeats this emphasis, explicitly requiring by law the use of EPBs. The Act calls on counties to provide “evidenced-based correctional sanctions and programming other than jail incarceration alone or traditional routine probation supervision.”
**Funding**

Counties received funding to support AB109 programs and services through Vehicle Licenses Fees and revenues from State sales tax. Each county received a one-time allocation planning grant from the State, and will receive a permanent allocation through a 2011 Local Realignment Fund. During the first year of realignment (2011-2012), San Mateo County will receive the following allocations for a nine-month period beginning October 1:

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<th>2011-2012 Allocations</th>
<th>Purpose</th>
<th>Funding Allocations</th>
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<td><strong>AB109 Programs</strong></td>
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<td><strong>District Attorney/Private Defender Activities (revocation)</strong></td>
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<td><strong>One-time start-up grant</strong></td>
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Public Safety Realignment Act:  
Local Implementation Plan for San Mateo County

San Mateo County’s Local Implementation Plan is designed to comply with the Public Safety Realignment Act with a goal of reducing recidivism and crime rates. Assembly Bills 109 and 117, also known as The Public Safety Realignment Act, were signed into law to shift the jurisdiction of supervising specified lower level felony offenders from state to local control to serve their sentences and supervision. Individuals convicted of specified non-violent, non-sexual, non-serious offenses (non/non/nons) will now be sentenced to county jail or another local sentencing option rather than to state prison. In addition, individuals who have spent time in state prison for non/non/non offenses will now receive post-release supervision under the authority of county probation departments rather than state parole. Individuals who are revoked back to custody for violating the conditions of parole will serve their parole revocations in county jail, unless they were previously sentenced to a life term.

The Plan consists of 12 strategies. These strategies include individual-level strategies for supervising and serving the Post-Release Community (PRCS) and locally-sentenced 1170(h) populations. These strategies are supported by process flow diagrams illustrating how individuals enter and exit the County’s system of supervision, custody, and services. (These process flows appear in the Appendix.) The plan also includes systems-level strategies to more effectively integrate county and city programs and services. Each strategy includes a rationale, populations affected, a lead agency and supporting agencies. The plan also includes evaluation measures and a logic model, which shows the connection among AB 109 resources, activities and outcomes.

The CCP’s Philosophy
The San Mateo County CCP’s philosophy is based on a collaborative approach that seeks to reduce recidivism and ensure public safety by coordinating services and in- or out-of-custody supervision. In this approach, multidisciplinary teams (MDT) work together to engage supervisees as early as possible and ensure that supervision and services are complementary in order to help supervisees succeed. One of the CCP’s core values is the recognition of relapse as a part of recovery, and that responses to non-compliance should be tied to the severity of the crime or incident. The CCP believes that appropriate sanctions should be used, which should not compromise public safety. Where incarceration is necessary or appropriate, jail time should include opportunities for rehabilitation. The CCP also affirms that the County has an obligation to acknowledge the harm caused by offenders, and the impact on victims and families.
To facilitate the success of the realignment effort, information-sharing through the MDTs and collaborative public safety operations, involving the Probation Department, the Sheriff's Office, and local law enforcement agencies, is necessary. The CCP will also monitor progress in implementing the plan, evaluate its outcomes, and when necessary, revise the plan as part of a process of continuous quality improvement.
Individual-Level Supervision and Services

**Strategy #1:** Supervise individuals upon release.

**Populations:** Post release community supervisees (PRCS) and the locally sentenced population under mandatory supervision

**Lead Agency:** San Mateo County Probation Department

In addition to being required by law, evidence-based probation practices have been shown to reduce recidivism. A number of supervision practices are proven particularly effective, including:

- use of validated risk and need assessment tools
- stratified supervision based on risk level
- targeted intervention based on need
- graduated sanctions, including positive reinforcement and immediate response to infractions
Strategy #2: Provide *post-release* services to high- and moderate-risk supervisees.

**Populations:** Post release community supervisees (PRCS) and locally sentenced population under mandatory supervision

**Rationale:** Research has shown that the appropriate services, when combined with supervision and targeted to an individual’s risk level and criminogenic needs, significantly reduce the risk of reoffending. Criminogenic needs are *modifiable* needs and behaviors that are associated with recidivism, such as antisocial behavior, antisocial personality, criminal thinking, criminal associates, dysfunctional family, employment and education, leisure and recreation, and substance abuse. The services that are most important to meet these needs are

- vocational training and job placement
- alcohol or drug treatment
- cognitive behavioral therapies,

In addition, research has shown that higher-risk offenders require early engagement and a high proportion of structured time. During the initial three to nine months on post-release supervision, 40 – 70% of their free time should be clearly occupied with delineated routine and appropriate services (e.g., outpatient treatment, employment assistance, education, etc.).

**Lead Agencies:** Probation Department

**Support Agencies:** Health System, Human Services Agency, Community-Based Providers
Strategy #3: Organize multidisciplinary teams to ensure that health and social services provided are tied to recovery and rehabilitation.

Populations: Post release community supervisees (PRCS) and locally sentenced population

Rationale: Multidisciplinary teams (MDTs) serve several important purposes in San Mateo County’s efforts to reduce recidivism. Having a multidisciplinary group of practitioners review all supervisees’ Correctional Assessment and Intervention System (CAIS) assessments and make service recommendations will ensure a coordinated and holistic approach to addressing their needs. Based on information shared at the initial MDT meeting, the different departments will be able to begin the process of determining supervisees’ eligibility for various entitlement benefits in order to maximize resources available for service provision. MDTs will use plan-do-study-act (PDSA) cycles, an evidence-based process for improving case planning, to review supervisees’ progress, and refine case plans and programming to address unmet service needs and goals. Finally, where appropriate, ongoing MDTs will minimize service duplication through service coordination, and will share information to inform appropriate responses to relapse and supervision non-compliance.

Lead Agency: Probation Department (out-of-custody); Sheriff’s Office (in-custody)

Support Agencies: Health System, Human Services Agency, Community-Based Providers
Strategic #4: Organize pre-sentencing multidisciplinary reviews to provide information to the Court in making appropriate sentencing decisions.

**Populations:** Individuals newly convicted of non-violent, non-serious, non-sexual offenses

**Rationale:** Having an MDT review defendants’ criminal histories and service needs will give the Superior Court as much information as possible to inform sentencing decisions. Increasing the information available to judges, along with multidisciplinary sentencing recommendations, will provide the Court with the information necessary to take advantage of unique sentencing options as part of Realignment.

**Lead Agency:** Probation Department

**Support Agencies:** District Attorney’s Office, Private Defenders Office, Sheriff’s Office, Health System, Human Service Agency, Community-Based Providers
**Strategy #5: Prepare locally incarcerated individuals for successful re-entry.**

**Populations:** 1170(h) population and parole revokers

**Rationale:** Preparing inmates for reentry while they are in jail is essential for ensuring their success at home upon release. In addition, the same processes that prepare individuals for reentry also provide them with the opportunity for rehabilitation, in accordance with the CCP’s philosophy. In-custody reentry planning will include connecting individuals with a variety of in-custody programming, such as job readiness, vocational training, education, gender-specific programs, treatment, and cognitive behavioral therapies, which research shows will increase the likelihood of successful reentry and reduce recidivism. The reentry planning process will also involve collaboration with the Probation Department and various non-custodial services to ensure continuity between reentry case plans and post-release case plans.

**Lead Agency:** Sheriff’s Office

**Support Agencies:** Health System, Human Services Agency, Probation Department, Community-Based Providers
Strategy #6: Place and supervise inmates in custody alternatives, as appropriate within statutory guidelines.

Populations: Locally-sentenced population

Rationale: San Mateo County has a long history of using custody alternatives as a means to better transition inmates from custody to release. Placing inmates in transitional facilities and in work programs creates a continuum of services and stability from complete custody to complete release in order to better prepare them for successful reentry. The Sheriff’s Office will continue to use its authority to place appropriate inmates in a variety of custody alternatives,

Lead Agency: Sheriff’s Office

Support Agencies: Superior Court, Probation Department, Health System, Human Services Agency, Community-Based Providers
Systems-Level Strategies

**Strategy # 7: Develop an integrated county-wide data management system.**

**Rationale:** For the purposes of sharing information between County agencies and measuring the impact of Realignment programs and services, San Mateo County will require a single data system. This data system will be necessary for tracking service utilization data and supervisee outcomes at set follow-up intervals. This system will also allow for better county-wide collaboration and operations, and help to inform future resource allocation.

**Lead Agency:** County Manager’s Office

**Support Agencies:** Superior Court, Probation Department, Health System, Human Services Agency, Sheriff’s Office, Local Law Enforcement Agencies, District Attorney, Private Defender’s Office
Strategy # 8: Increase collaboration across county, city, school, faith-based, and community-based providers by sharing appropriate and timely information.

Rationale: Appropriate information-sharing among partners is essential for an effective collaboration. Different types of information are important for different aspects of the collaboration. MDT participant agencies need to share information about supervisees’ treatment and supervision compliance, setbacks or relapse, and successes or failures in order to appropriately respond to their progress. They will also need to share information with the community-based providers who are providing services to supervisees. At the Operations level, the Probation Department, the Sheriff’s Office, and local law enforcement agencies need to share information related to crime trends, supervisee reoffending, and abscondance by effective intelligence lead policing strategies to promote on-going public safety.

Lead Agency: Probation Department

Support Agencies: Sheriff’s Office, Local Law Enforcement Agencies, Health System, Human Services Agency, Community-Based Providers
**Strategy #9:** Increase collaboration among interested agencies to avoid duplication of efforts and maximize services and resources.

**Rationale:** The effects of Realignment will vary across different cities in San Mateo County, with some cities being home to more PRCS and 1170(h) individuals. In addition, different cities have different programs and resources already dedicated to reentry efforts. By collaborating with cities, the CCP will make sure that the County’s realignment efforts are tailored to the specific dynamics of San Mateo County’s diverse communities. This collaboration will also ensure that services are streamlined and supervisees are not underserved or overserved.

**Lead Agency:** County Manager’s Office

**Support Agencies:** Probation Department, Sheriff’s Office, Local Law Enforcement Agencies, Health System, Human Services Agency
Strategy #10: Support capacity building of community-based providers.

Rationale: Community-based providers require dedicated and sufficient funding to provide direct services to supervisees. Out-of-custody community-based organizations (CBOs) and service providers will be working with supervisees and with County agencies on a regular basis to provide Court and Probation-mandated services and to help achieve the goals of MDT case plans. Similarly, in-custody CBOs will provide reentry services and other programming to county inmates. Providing effective, evidence-based services requires money and training, and successfully reducing recidivism will depend on providers’ ability to obtain the funding necessary to provide these services. The appropriate County Departments will hold relevant provider contracts; for example, the Health System will be responsible for health-related service contracts to take advantage of federal reimbursement leveraging power, reducing health costs for the County.

Lead Agencies: Probation Department, Health System, Human Services Agency, Sheriff’s Office (for in-custody services)

Support Agencies: Community-Based Providers
Strategy #11: Increase the use of evidence-based and best practices among community corrections workforce and direct service providers.

Rationale: Under Realignment, San Mateo County’s community correction workforce and community-based service providers will be serving and supervising a larger and more treatment-resistant population. Effectively supervising and serving this population will require upfront and ongoing training in current best practices in supervision and service delivery. In addition, ensuring the effective collaboration of the various partner agencies and organizations will require cross-training in the best practices of partner disciplines. The Court, the District Attorney’s Office, the Private Defender’s office, and the Sheriff’s Office will also require training in the effects of Realignment on sentencing as well as the parole revocation process and should collaborate with Probation in the design of processes to assure adherence to principles of due process as they evolve in the context of Realignment.

Lead Agency: Probation Department

Support Agencies: Health System, Human Services Agency, Local Law Enforcement Agencies, Sheriff’s Office, Superior Court, District Attorney’s Office, Private Defender’s Office, Community-Based Providers
Strategy #12: Provide regular reporting and evaluation of plan outcomes.

**Rationale:** Ongoing outcome measurement is a hallmark of evidence-based practices. This is as important at the system-level as it is at the individual level. Outcome reporting and evaluation are necessary to understand whether or not the plan is having its intended impact and, if not, what is not working and what to change. Regular outcome reporting will keep CCP partner agencies and the County aware of interim outcomes, while a comprehensive impact evaluation will provide a broad assessment of what is working and what is not, so that the County can make changes to the plan as necessary.

**Lead Agency:** Probation Department, CCP, County Manager’s Office

**Support Agencies:** Health System, Human Services Agency, Local Law Enforcement Agencies, Sheriff’s Office, Superior Court, District Attorney’s Office, Private Defender’s Office, Community-Based Providers

On the following page is a list of proposed process and outcome measures for the purposes of evaluating the effectiveness of the LIP.
Evaluation Measures

Process Measures (Did we implement activities as planned?):

Supervision and Services

- % of supervisees and locally sentenced 1170(h) inmates receiving assessments
- % of assessment results that were reviewed by multi-disciplinary teams
- Caseload of probation officers, by level of supervisees’ risk
- % of supervisees receiving direct services, by type of service
- # of direct service hours per services recipient
- % of inmates going through reentry planning
- Costs per services recipient; costs per services provided
- % of contracted service providers using evidence-based practices
- % of supervisees assigned to a peer mentor

Training Impacts

- Number, topic, and dates of discipline-specific staff trainings
- Number, topic, and dates of cross-department staff trainings
- Number of participants per staff training, by agency or organization
- Knowledge gains among training participants immediately following trainings, and retained in 3 months
- Percentage of staff applying what they learned in their jobs in 3 months

Outcome Measures (How did people being supervised and served change from our activities?):

- % of PRCS individuals successfully completing supervision in 6 months
- % of 1170(h) mandatory supervisees successfully completing supervision within court-ordered timeframe
- % of PRCS individuals revoked to custody
- % of 1170(h) mandatory supervisees revoked to custody
- % of released individuals rearrested
- % of released individuals rebooked into the jail
- % of released individuals returned to custody for a revocation
- % of released individuals convicted of a new offense
- % of custody alternative participants rearrested
- % of custody alternative participants rebooked into the jail
- % of custody alternative participants returned to custody for a revocation
- % of custody alternative participants convicted of a new offense
% of supervisees achieving the goals of their case management plans
% supervisees successfully completing mental health or substance use treatment
% of supervisees placed in jobs
% of supervisees who experienced reductions in their mental health symptoms
% of supervisees who experienced reductions in their alcohol and other drug use
% of supervisees retaining jobs after 3, 6, 9 months
% of supervisees in stable housing after 6 months
Arrests for three years following release, including offense description and date
Subsequent criminal adjudications/convictions for three years following release, including offense description and date of conviction
Probation/parole violations
Warrants or remands
New open charges
San Mateo County Implementation Logic Model

The following logic model illustrates San Mateo County’s local implementation plan (LIP) of the Public Safety Realignment Act. The logic model shows the processes involved at the system-wide management level as well as on the individual intervention level. The model also connects these processes to short-term, intermediate, and long-term outcomes which result as a product of the LIP and the execution of its processes.

At the start of the model, the process items include resources and action steps provided by the CCP, county departments, communities, and service providers. Upon the successful utilization of these resources and completion of these action items, outcomes are produced. Some outcomes such as the development of data systems and reporting standards are attained at a quicker pace than intermediate outcomes such as successful reentry from jail. Outcomes also build upon one another, often occurring as a result of achieving a prior outcome.

Over time, the combination of these processes, action steps, and maintenance of short-term and intermediate outcomes eventually lead to the long-term outcome and ultimate goal: attainment of reduced crime and reduced recidivism.
Interventions

Local Implementation Plan

CCP Provides:
- Funds
- Collaboration
- Communication
- Guidance
- Best practices

County Departments Provide:
- Contracts with service providers
- Training and technical assistance
- Staff
- Policies and procedures
- Best practices

Establish memoranda of agreement (MOA)
Select performance and outcome measures
Develop data systems and reporting standards

General Realigned population
Supervision completed
Successful reentry from jail

High-risk population
Treatment services completed
Case management completed
Stable housing

Coordinated System Efforts

Communities provide:
- Law Enforcement
- Policies and procedures
- Communication
- Collaboration

Non-profits provide:
- Substance abuse and mental health services
- Housing
- Medical care
- Job training and employment services
- Referrals and linkages

Supervision
Custody or custody alternatives for locally sentenced
Multi-disciplinary efforts in case management
Safety net health and human services (food, lodging, benefits)
Peer mentorship
Family supports

Supervision
Custody or custody alternatives for locally sentenced
Multi-disciplinary efforts in case management
Safety net health and human services (food, lodging, benefits)
Peer mentorship
Family supports

Local Implementation Plan

Elimination of silos
Coordinated community corrections

Stable employment
Improved health, wellness, and recovery
Reduced stigma for formerly incarcerated

Reduced crime
Reduced recidivism

San Mateo County: Realignment Implementation Logic Model
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<th>#FTE</th>
<th>FY 2011-12 Budget</th>
<th>FY 2011-12 % of Budget</th>
<th>FY 2012-13 Budget</th>
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<td>Salaries &amp; Benefits*</td>
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<td>Operating Costs</td>
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<td>Client Needs &amp; Services</td>
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<td><strong>Sheriff - Total</strong></td>
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<td>1,004,653</td>
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<tr>
<td><strong>Grants - Total</strong></td>
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<td>0.0%</td>
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<tr>
<td><strong>Program Evaluation</strong></td>
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<td>Evaluation</td>
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<td><strong>Staff Training &amp; Contingency</strong></td>
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<td>Training / Local Law Enforcement*</td>
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<td><strong>AB109 Budget - Total</strong></td>
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<td>4,222,902</td>
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<td>10,046,526</td>
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*Includes Crime Analyst Position.