Shasta County Public Safety Realignment Plan

Annual Report for Fiscal Year 2017/18

Introduction

On June 28, 2011, the California Legislature passed a budget that implemented the Public Safety Realignment Act. Assembly Bill (AB) 109 and its subsequent trailer bill AB 117 transferred responsibility for supervising certain low-level offenders released from the California Department of Corrections and Rehabilitation (CDCR) to counties and identified a population no longer eligible to be sentenced to state prison requiring the population to serve a local prison term and a term of supervision. It created the Post Release Community Supervision (PRCS) population and the Mandatory Supervision (MS) population. Implementation of the Public Safety Realignment Act began October 1, 2011.

AB 109 and AB 117 designated the local Community Corrections Partnership (CCP) as the oversight entity. On September 27, 2011, the Shasta County's Public Safety Realignment Plan (Plan) was approved by the Shasta County Board of Supervisors. Modifications to the Plan have been made over the years and approved.

The Plan supports a balanced approach, validated by research and experience. The Plan focuses on three distinct strategies: Supervision; Custody and Custody Alternatives; and Assessment, Programs and Services.

This report provides an overview of services outlined in the Plan from implementation through Fiscal Year 2017/18. Going forward, an annual report will be submitted to the Shasta County Board of Supervisors following the close of each fiscal year.

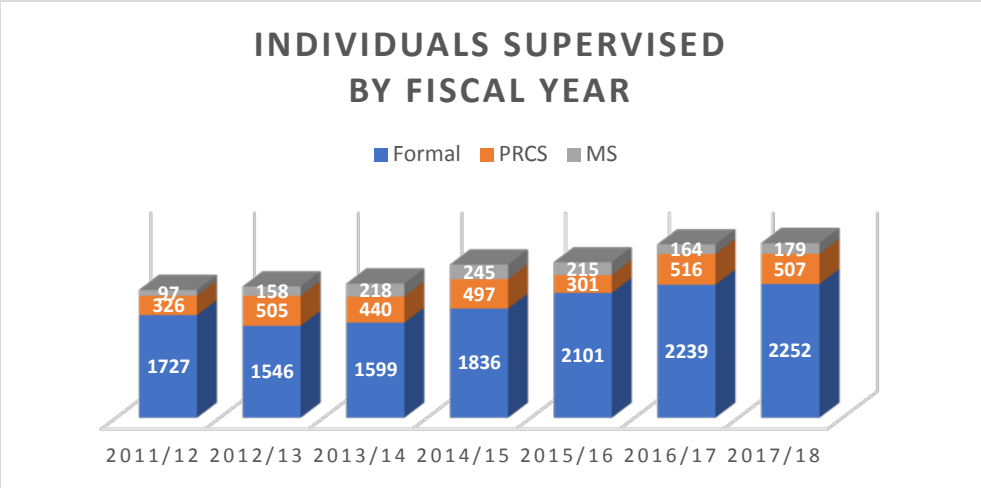
This report was approved by the Community Corrections Partnership Executive Committee on January 16, 2019.

Community Supervision

The Probation Department supervises three types of adult offenders:

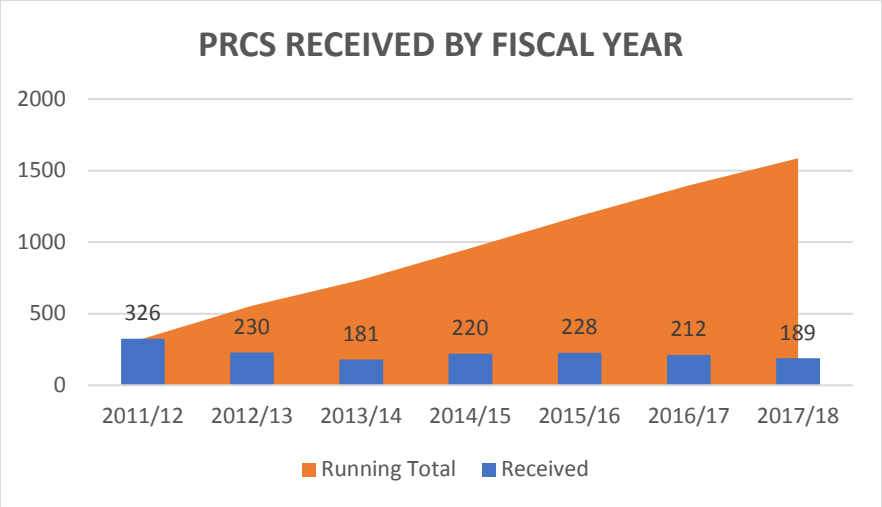
- Felony Formal - convicted felons granted probation supervision
- Mandatory Supervision (MS) - certain low-level offenders no longer eligible to be sentenced to state prison requiring the population to serve a local prison term and a term of supervision.
- Post Release Community Supervision (PRCS) - certain low-level offenders released from the California Department of Corrections and Rehabilitation (CDCR) on PRCS supervision for a term of six months to three years. Prior to realignment, this population was supervised by CDCR, Parole Division.

These offenders receive supervision based on their risk level and treatment services to address their criminogenic needs. Deputy Probation Officers (DPO) are tasked with holding the offender accountable as well as providing services and referring to treatment that will assist them in being productive community members. The average annual cost per offender for supervision without treatment in Fiscal Year 2017/2018 was $1,550.16. The average cost per offender for supervision including treatment in Fiscal Year 2017/2018 was $2,415.09.

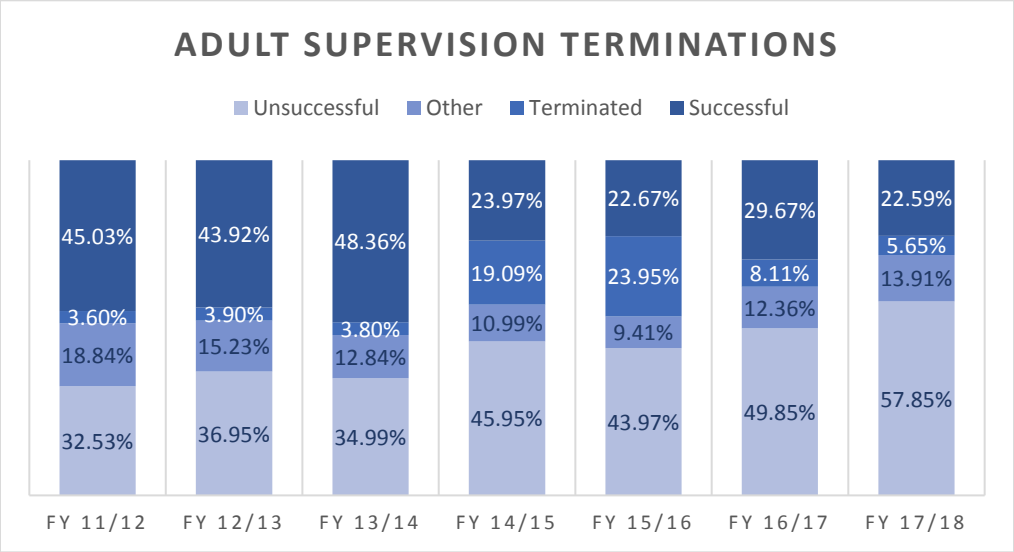


The Realigned Population accounts for approximately 25% of the Probation population.

The Felony Formal population continues to be the largest portion of those supervised by Probation.



Since the inception of Realignment, Probation has received 1,586 PRCS offenders.



In order to successfully complete supervision, an offender must complete their treatment plan, terms of supervision and pay their fines and restitution in full.

Successful Transition to Probation and Parole (STOPP): STOPP is a monthly event, conducted by the Probation Department in conjunction with the CDCR, Parole Division, to provide access to treatment and services for those offenders being placed on felony formal probation, PRCS, MS, and parolees being released from custody and under supervision of either agency are required to attend this monthly meeting within 30 days of release. This event started in January 2016, and the average monthly attendance for the probation population is 40.7 offenders.

Specialized caseloads: The Probation Department operates two specialized caseloads specific to the realigned population. They are the high-risk transition and striker caseloads.

The high-risk transition caseload focuses on high-risk offenders placed on supervision. The DPO assigned to this caseload completes the new offender orientation process with a focus on successful reentry of high-risk offenders into the community. Early offender engagement is a primary goal of this caseload. The DPO reviews offender history and case information, complete assessments, and makes appropriate referrals to treatment and services based on an offender's individual needs. The goal for successful completion of high risk transition includes an offender enrolling and attending treatment based upon an offender's initial case plan. During Fiscal Year 2017/18, this caseload has served 336 individuals. A total of 130 case plans were completed and 592 treatment referrals were made. As implementation continues, the Probation Department will link outcomes to the offenders served in this program.

The striker caseload focuses on moderate and high-risk offenders under probation supervision with two "strike" offenses. The goal of this caseload is to provide intensive supervision in addition to engagement of offenders in treatment services to reduce risk of recidivism and potential lengthy commitments to state prison. During Fiscal Year 2017/18, the average caseload size was 42 and the caseload has seen a total of 60 offenders. Twelve of these offenders have been sentenced to prison and five have been successfully terminated.

Compliance teams:

The purpose of the compliance team is to maintain consistent and regular personal contact with those who are on supervision: PRCS; MS; felony formal probation, including offenders serving time in an alternative custody program. The goal is to reinforce accountability by focusing on those who disregard their supervision requirements and to reinforce good behavior for those who are in compliance.

The compliance team includes two Deputies and administrative staff from the Sheriff's Office, one Redding Police Department Officer, and one Deputy Probation Officer. When the team initially formed, the team was co-located and worked fulltime on compliance efforts. In 2016, due to staffing shortages, the Sheriff's Office reassigned compliance duties.

The Probation Department has one full-time Deputy Probation Officer (DPO) assigned to compliance. Most of the efforts completed by this DPO are in conjunction with other Deputy Probation Officers assigned to Probation's Adult Division. This DPO has a unique role of assisting other Probation staff with those offenders who may be out of compliance, as well as helping to support and reinforce those who are doing well. During Fiscal Year 2017/18, 497 compliance contacts were generated.

Of the total number of contacts, 42% of these contacts with offenders were made in the field, in the offender's home, at treatment, or in custody among those offenders with which contact was made; 37%

were in compliance, 15% were transported to treatment and/or the Probation Department, 26% were directed to report to Probation and/or treatment, and 22% were arrested.

Of the total number of contacts, 58% were unsuccessful contacts. While not all unsuccessful contacts will, or should, result in a violation; 12% of these offenders reported to Probation after attempted contact and 43% of these unsuccessful contacts resulted in a later arrest and/or a warrant being issued.

The highlights of the work being done by this DPO include:

- Assisting with transportation to court after failures to appear.
- Assisting in locating those offenders whose GPS devices are no longer charged.
- An offender was transported to Shasta County Mental Health. This offender was subsequently assisted by mental health staff and a 5150 hold was made.
- An offender was transported from the jail to the Community Corrections Center upon release to ensure the offender reported to Probation.
- Offenders are transported to Probation/treatment if needed to assist the offender in getting back into compliance.
- Verification that an offender is no longer living at his/her reported address to assist staff with due diligence for requests from the court for warrants.

Custody and Custody Alternatives

Jail/Contract Beds: The Sheriff's Office contracts with several facilities for additional inmate beds and below is a snapshot of the number of inmates at each facility. There are some requirements each inmate must meet to be eligible for out of county housing. Some of the requirements include no gang affiliations, no disciplinary issues, the inmate cannot be on administrative segregation, and the inmate must have at least 60 days remaining on their sentence. The sentence guideline allows the transportation unit to have the inmates back in Shasta County prior to the completion of their sentence. Inmates being sent to the CDCR Fire Camp must have at least one year remaining on their sentence. Below is a one day snap shot of out of county beds as of June 30, 2018:

- Nevada County- 5
- Lassen County- 18
- El Dorado County- 3
- Del Norte County- 0
- CDCR Fire Camp- 1

Work Release: The Alternative Custody Program Center (ACPC) was relocated in June 2018 to a new building, next to the former ACP building at the intersection of Breslauer Way and Veterans Way in Redding.

The services and functions of the Alternative Custody Program (ACP) are the same. Sheriff's staff transfer sentenced offenders to various programs managed by ACP. In the first eight months of 2018, Sheriff's staff have placed a total of 814 inmates on ACP. With an average of 100 offenders per month reporting from the courts directly to ACP, the six-person ACP staff assists with augmenting the Jail's booking process.

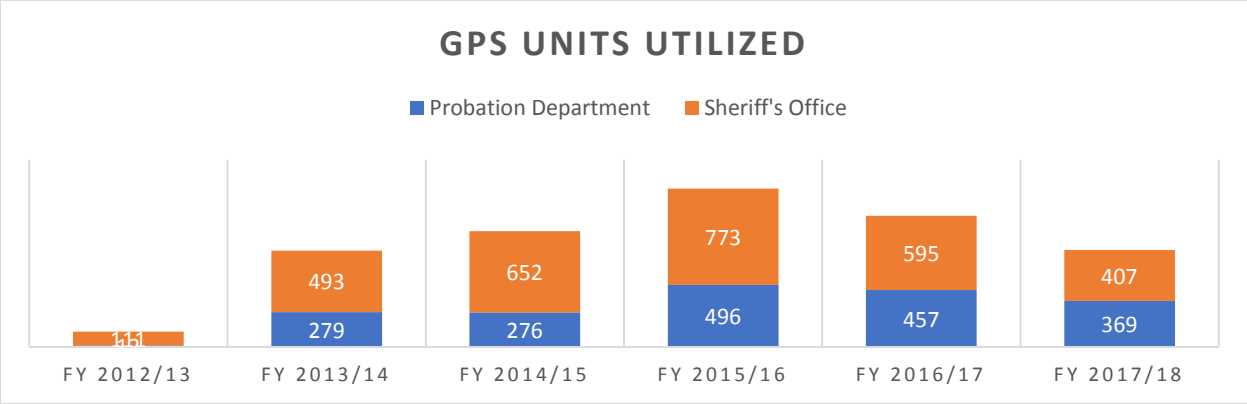
While most of these low-level felony and misdemeanor sentences are short in duration, some offenders are assigned to various programs for many months and approximately 80% successfully complete their

custody credit time. With the passing of state laws including AB 109, Proposition 47 and 57, the court sentencing structure has evolved, subsequently reducing our sentenced offenders from an average of 250 to less than 100.

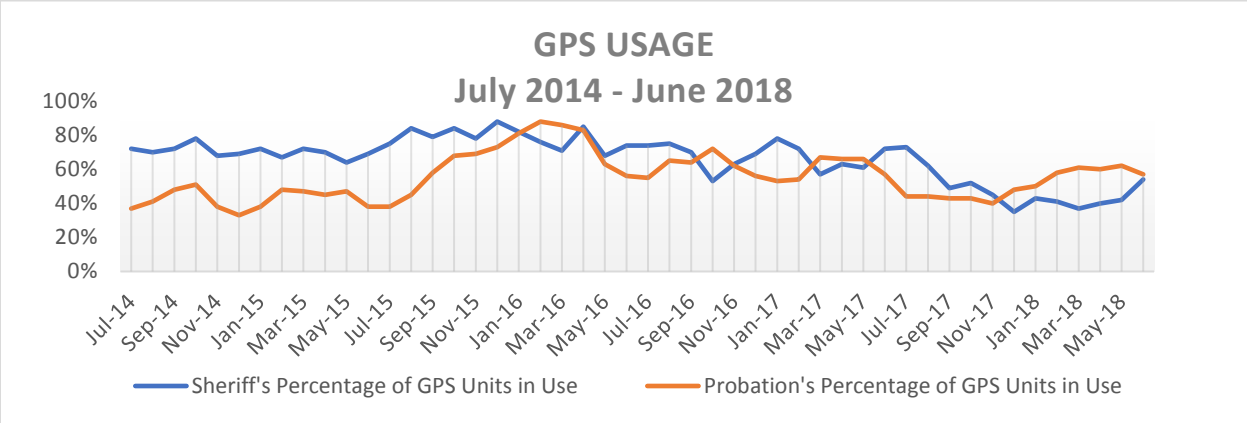
In 2018 to date, ACP has assisted with community activities by providing set-up and clean-up services for events, such as: Pisano Days, KIXE fundraisers, One Safe Place fundraisers, and Redding Rodeo events.

As part of the offender rehabilitation process, ACP has been assisting offenders with fundamental responsibilities and structure by farming produce, harvesting fruit, and raising chickens at the ACP premises on Breslauer Way. As of this year, ACP has donated over 3,700 eggs and 1,800 pounds of produce to the Shasta County Jail and Senior Nutrition Center.

Global Positioning System Program (GPS): GPS units are used by the Probation Department and the Sheriff's Office. The Probation Department contracts with BI Incorporated for access to 200 units, 100 for each department. While 100 units are provided to each department, these units may be shared between departments according to need. The Probation Department utilizes GPS devices for the Supervised Own Recognizance (SOR) Program, for sex offenders who are required to wear GPS according to their risk level, and as a supervision and sanction tool. The Sheriff's Office utilizes GPS devices for work release and as an alternative to custody.

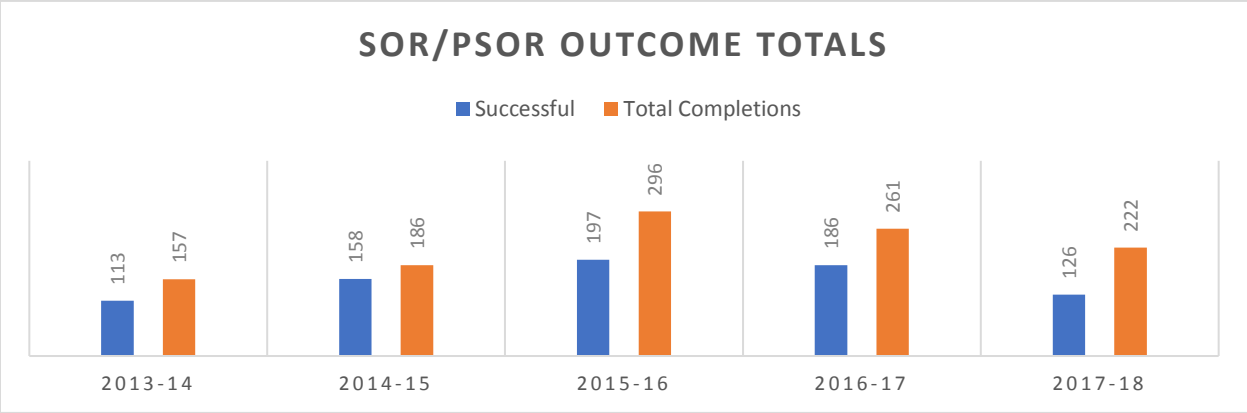


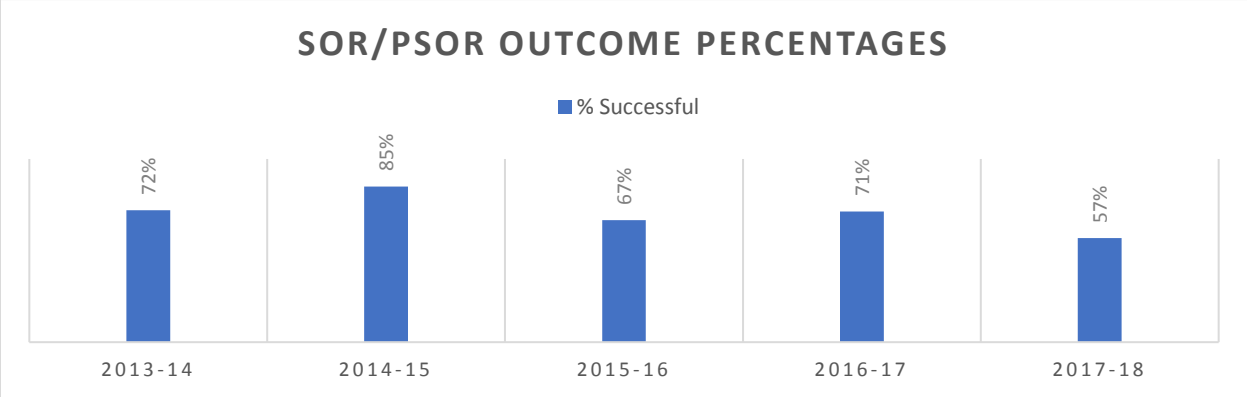
**Number of units issued per fiscal year*



**Percentage of units used out of the total allocation to each department*

Supervised Own Recognizance (SOR): The SOR program started in March 2013 and the objective of the program is to provide pre-sentencing supervision to those placed on the program. The goal of the program is to provide an alternative to jail for those appropriate to be supervised in the community pending sentencing, reduce failure to appears, and increase the number of people who make it to sentencing. From March 2013 to June 30, 2018, a total of 1,217 defendants have been placed on the SOR Program, with an average per participant cost of $2,179.64.





**Successful means that the program participant successfully made it to sentencing.*

Shasta Technical Education Program – United Partnership (STEP-UP): STEP-UP started in September 2014 by the Sheriff's Office as a collaboration with Shasta College with a cohort of 25 students and was quickly expanded to include additional partners. In January 2016, Shasta College, with the support of several community partners, applied for a competitive grant to expand STEP-UP. In March 2016, the grant was awarded. With the grant funds, the program was expanded to include additional associates degrees and career technical education certificate programs in welding, business administration, and fire technology. The program also expanded to include two cohorts of 25 students annually (a total of 50 students). The CCP Executive Committee voted to expand STEP-UP for school year 2017/2018 to include an additional 50 students, for a total of 100 students.

According to Shasta College, of the students who graduated the program, 82% are employed with 74% being employed in the same industry as their focused area of study. The cohort's Grade Point Average (GPA) is 2.77 with 30 of the students being included on the Dean's List which requires the student to be enrolled in at least 12 units and have a GPA of 3.5 or higher. At the end of the Spring 2019 semester, the program will have graduated 100 students, with 3 students continuing on to a 4-year University. The recidivism rate for the program is 19%.

School Year	Program Certificates Earned/Associates Degrees
2014/15	1
2015/16	3
2016/17	5
2017/18	28

Assessments, Programs, and Services

Community Corrections Center (CCC): The CCC opened in April 2013, and allows for a coordinated effort to provide offenders with re-entry services and an orientation related to their formal supervision requirements, assessment of their criminogenic and other needs, and referrals to treatment services. The CCC has about 650-700 offenders visit the center each month. The following services are located at the CCC:

- A **Mental Health Clinician** is onsite 40 hours a week to provide mental health and drug and alcohol assessments.

  From January 2014 to June 30, 2018, a total of 540 assessments have been completed and 507 were referred to treatment, 421 to drug and alcohol treatment, and 86 to mental health treatment.

- **Participants' Actions to Housing (PATH)**, a contract with Northern Valley Catholic Service provides two housing specialists at the CCC.

  From February 2014 to June 2018, a total of 565 offenders have been referred to the program and 228 offenders were housed for six months of more. Ninety-four of the housed offenders remain on supervision. Of the 94 offenders still under supervision, 70 are still housed, three are now staying with friends or family, one has transitioned into sober living, six have been sentenced to state prison, 10 are homeless, and four are unknown.

- **Day Reporting Center (DRC):** The DRC is located next door to the CCC and opened in April 2013. From April 2013 to April 2018, the DRC has served a total of 1,281 offenders with a ratio of about 79% male to 21% female. One hundred and twenty-two offenders completed/graduated from the program during this time.

  In February 2018, a recidivism study was conducted to include all participants who attended the program from April 2013 to June 30, 2017. A total of 631 unduplicated offenders were served during this time frame. The cost per offender was $5,210.19. Two hundred and four offenders received a new felony conviction for a recidivism rate of 32.33%.

- **Moral Reconation Therapy (MRT):** Wright Education Services held the MRT contract from April 2013 to June 30, 2018. MRT is a systematic treatment strategy that seeks to reduce recidivism among adult criminal offender participants by increasing moral reasoning. It is a cognitive behavioral approach that combines elements from a variety of psychological traditions to progressively address ego, social, moral, and positive behavioral growth. MRT groups are provided at the CCC and at the contract provider's office.

  From April 2013 to June 30, 2018, a total of 977 offenders were referred to the program and the program graduated a total of 132 graduates. Out of the 132 graduates, 20 offenders received a new felony conviction, a 15.15% felony recidivism rate. The total cost of the program from April 2013 to June 30, 2018 was $236,985.00.

  As of July 1, 2018, Remi Vista is providing MRT services to the offender population.

Collaborative Courts: There were initially two collaborative courts funded through realignment funding, the Behavioral Health Court (BHC) and the Re-entry Court (REC). Both of these collaborative courts started in January 2014. The REC was discontinued in February 2018 due to staffing shortages. The BHC is a voluntary court that was started in January 2014 and focuses on assisting offenders in addressing the mental health issues that causes them to be involved in the criminal justice system. The caseload of this court is capped at 15 offenders. The BHC has had 12 graduates through June 30, 2018.

Core Correctional Checklist- Program Evaluation: In September 2017, staff were trained by UC Correctional Institution on Dr. Edward Latessa's Evidenced- Based Correctional Program checklist and Evaluation Protocol. The Correctional Program Checklist allows for the development of internal capacity to sustain long-term program evaluation and improvement processes. The Correctional Program Checklist allows for program evaluation to assure interventions are being provided with fidelity to the models that have been proven to be effective with the offender population. In addition to assuring fidelity, this process provides information about where improvements can be made and assists with development of an improvement plan when needed. Seven Probation Department staff and one Sheriff's Office staff were certified in the Correctional Program Checklist. In Fiscal Year 2018/19, the same staff will be trained in Correctional Program Checklist-Group Assessment. The Correctional Program Checklist-Group Assessment is a tool for assessing groups offered to offenders to assure principles of effective interventions are being met. Trained staff will conduct a minimum of two program/group Correctional Program Checklists annually. As of June 30, 2018, four programs have been evaluated.

Social Workers-Public Defender's Office: The social workers in the Office of the Public Defender participate in a variety of duties which begin with processing requests from attorneys for their services to effectuate substance abuse treatment and/or mental health treatment to resolve cases and reduce recidivism. Using evidence-based practices, the social workers develop and implement alternatives to incarceration, thereby reducing the jail and prison populations while reducing victimization of the community.

The social workers collaborate and build rapport with Shasta County departments including Probation, Mental Health, and the Sheriff's Office, to promote sobriety and wellness for our clients. Moreover, the social workers conduct assessments and compile psychosocial histories to develop recommendations

concerning pretrial release, detention, case preparation, alternative placements, treatment options, conditions of probation or diversion, and sentencing and post-sentencing options, as appropriate. In addition, the social workers provide transportation for assessments, interviews, therapy, court appearances, and placements.

The social workers keep current on statewide resources that come available and are relevant to the individual needs of clients including, but not limited to, treatment programs and alternative placements. The social workers conduct research and communicate with other practitioners in the community to ensure their resources are current for providing appropriate recommendations, as well as carry out site-visits. Social workers explore and maintain relationships with drug/alcohol treatment facilities and other community resources to increase the availability and efficacy of these evidence-based providers.

An integral part of social workers' job duties includes the creation of a Plan of Action (P of A) with the client, including the listing of stated goals, skill building exercises, and available resources to prepare the client for commitment to treatment. Using established protocols, social workers work toward building rapport with clients and work to provide them with options to address their needs. Following, the social worker will prepare the client for a placement screening. Then, the social worker will track the client's progress while engaged in treatment, providing support to prevent relapse and reinforce commitment, as well as, assisting the clients with exit planning, medical needs, and mental health treatment while in custody awaiting placement.

The social worker links clients to services throughout their criminal case while easing the transition from incarceration to living and working in the community. Throughout this process the social workers generate memorandums to the court detailing the stated Plan of Action, the client's progress, and ultimately the client's successful completion of a program. These memorandums highlight clients' life stories for the court to identify appropriate alternatives to incarceration, and the social workers provide testimony to the courts regarding client participation in treatment as needed.

The social workers participate as a member of the Behavioral Health Court (BHC) team as follows: "pre-screen" prospective BHC clients at the request of attorneys; obtain mental health records on behalf of BHC candidates for use in determining eligibility for BHC; attend all BHC team meetings, court sessions, and steering committee meetings; assist with options to treat dual diagnosed BHC clients who need drug and alcohol services. The social workers also participate in the Shasta County MAT (medical assisted treatment) Team, which is in development, working toward options to reduce recidivism for opiate addicts by attending and participating in team-building conferences.

Misdemeanor Pre-Filling Diversion/Crime Victim Advocate Program-District Attorney's Office:

The Shasta County District Attorney has initiated a misdemeanor pre-filing diversion program for drug offenses. The program started in Fiscal Year 2017/18, and is designed to divert low-level drug offenders from the criminal justice process at the earliest stage possible and to assist those suffering with drug addiction with rehabilitative services while minimizing the impact of these low-level cases on the criminal justice system.

The program involves a Deputy District Attorney (DDA) screening all misdemeanor drug cases. (individuals cited/arrested for violation of section 11377/11350/11364 of the Health and Safety Code who are 18-30 years old, with minimal criminal history, stable contact information; and who show a willingness to comply). A Crime Victim Advocate supports the individual once they are determined to be on the program.

During the Fiscal Year 2017/18 period, a total of 704 cases were reviewed for the potential of diversionary treatment. Fifty individuals were identified as meeting the diversion criteria and their cases were forwarded to the program representative for follow up and referral. The breakdown for the disposition of these individuals is represented below:

Cases ultimately filed after initial diversion referral	24
Cases not filed (interests of justice, insufficient evidence, etc.)	2
In diversion pending completion	5
Pending entry into diversion (outreach letter sent, pending appointment, etc.)	15
Candidates successfully completing diversion	4
TOTAL	**50**

A total of four of the 50 individuals referred to the program successfully completed the program. Two completed the program prior to the end of Fiscal Year 2017/18 and two completed the program after the beginning of Fiscal Year 2018/19. By the end of Fiscal Year 2017/18, 15 were pending entry into the program.

Twenty-four were filed after initial diversion review. These reasons are categorized below:

Program representative unable to make contact with individual	16
Candidate contacted and declined to participate in diversion program	1
Candidate began participation but failed due to lack of completion of diversion assignments	5
Candidate charged with new criminal offense	2
TOTAL	**24**

Challenges

Jail Capacity: The lack of jail space to hold individuals who are arrested for new offenses, those with warrants, as well as those under supervision who are not complying with the terms and conditions placed on them by the court has remained an issue for the community. The lack of accountability as well as the inability to interact with offenders while in custody to engage and create a plan for future success has been an on-going concern due to the high number of capacity releases. In 2019, the Shasta County Jail will increase jail capacity by 102 new beds.

Offender engagement: Offender attendance to and engagement in programming and services is a significant challenge. This challenge is difficult to address as some offenders are simply not ready to change. Efforts have been made to regularly communicate with the providers to determine attendance or engagement issues early. When these issues are identified, Deputy Probation Officers work more closely with the offenders to assist. In addition, there are significant struggles with offenders reporting to probation in order to allow for proper assessment and referrals to treatment. Options around ways to engage our population more quickly or while they are going through the court process have been put into place including the high-risk transition caseload, the Striker caseload, compliance efforts, and utilizing alternatives to long-term custody such as flash incarceration and GPS. The increase in jail capacity will also

assist with offender engagement as efforts to hold offenders accountable for failure to report or comply with treatment can be addressed in a swift manner and offenders realize there will be a consequence for their failure to comply.

Increasing Evidenced Based Treatment Programs and Services: There is an ongoing need to increase evidenced based treatment capacity focusing on targeting intervention to criminogenic needs, social skill training, anger management training, moral reasoning therapy, and cognitive behavioral therapy. Over the years, the CCP has increased the capacity at the DRC, implemented Aggression Replacement Therapy, and increased referrals to Moral Reconation Therapy. This is an area that will continue to be a focus of the CCP. Program evaluation will assist in assuring treatment is delivered to the fidelity of the model.

Substance Abuse and Addiction: Substance abuse and addiction continues to be a challenge with the offender population. While the county has a number of in/out patient treatment services in the county there are barriers preventing offenders from participating and engaging in treatment. The Health and Human Service Agency has worked with Partnership Health on a comprehensive substance use treatment program for Medi-Cal beneficiaries in the County. Once implemented, this additional funding source will be available to those who qualify for Medi-Cal and meet medical necessity for inpatient treatment. Expanding the capacity and education for medical assisted treatment continues to be a priority for the CCP in addressing addiction.

Mental Illness: Mental illness continues to be a challenge with the offender population. Partnership Health provides services for those diagnosed with low to moderate mental health needs and Health and Human Service Agency provides services for those diagnoses with serve mental health needs. The CCP funds staff assigned to the Behavioral Health Court (BHC). The BHC supports offenders with mental health needs who have been accepted into the program and are willing to participate. To expand education and training among law enforcement patterns, the CCP has funded two series of Crisis Intervention Training (CIT). In September 2017, the CCP hosted a Sequential Intercept Mapping workshop with the goal of identifying cross systems mapping, five key points for interception and identifying potential area of improvement for individuals in the criminal justice system with mental illness. The Health and Human Service Agency is working on a contract for a mobile crisis unit with Hill Country. The unit will be available 10 hours a day, 7 days a week. Inpatient psychiatric beds have been expanded in the county to include 20 additional beds for individuals identified as 5150 and who have co-occurring medical conditions. Discussions have occurred between justice partners to expand dual diagnosis services. This will continue to be a focus for the CCP in the future.

Failure to Appear at Court Hearings: Failure to appear (FTA) rates continue to be a challenge for our court system. Defendants are not appearing for their scheduled court hearings, which causes a significant drain on court and justice partner resources. In addition, it prevents criminal cases from moving forward and defendants from being sentenced to appropriate levels of accountability and referred to treatment services. Shasta's Most Wanted and the Supervised Own Recognizance Program were implemented to support efforts to reduce FTA. The Court received a Judicial Council grant to provide pre-trial services to support efforts from April 2015 to April 2017. FTA rates continue to be a challenge and will be an ongoing discussion at the CCP.

Budget: AB 109 Expenditures

	FY 11/12 - FY 17/18 Expenditures	FY 18/19 Budget	Total	%
Sheriff				
Jail	10,429,959	2,734,704	13,164,663	23.44%
Compliance	3,118,097	705,969	3,824,066	6.81%
Work Release	3,056,149	696,888	3,753,037	6.68%
Total Sheriff	**16,604,205**	**4,137,561**	**20,741,766**	**36.94%**
District Attorney				
District Attorney	1,281,826	397,721	1,679,547	2.99%
Victim Witness	86,797	192,234	279,031	0.50%
Total District Attorney	**1,368,623**	**589,955**	**1,958,578**	**3.49%**
HHSA				
Mental Health	776,550	237,737	1,014,287	1.81%
Social Services	434,917	51,830	486,747	0.87%
General Assistance	572,566	70,727	643,293	1.15%
Total HHSA	**1,784,033**	**360,294**	**2,144,327**	**3.82%**
Public Defender	**950,232**	**334,763**	**1,284,995**	**2.29%**
Courts	**55,287**		**55,287**	**0.10%**
Probation				
Salary & Benefits	9,804,298	2,677,625	12,481,923	22.23%
General Operating	3,564,282	495,000	4,059,282	7.23%
GPS				
Monitors (Sheriff & Probation)	975,773	200,000	1,175,773	2.09%
Salary & Benefits (SOR Only)	1,577,838	305,767	1,883,605	3.35%
Day Reporting Center (DRC)	4,559,081	1,300,596	5,859,677	10.44%
Com Corrections Center (CCC) - Operating Costs	367,977	164,380	532,357	0.83%
Housing	877,149	254,000	1,131,149	2.01%
Treatment	1,775,880	769,000	2,544,880	4.53%
*Out of County Jail Beds	300,000		300,000	0.53%
Total Probation	**23,802,278**	**6,166,368**	**29,968,646**	**53.37%**
County Total Expenditures	**$44,564,658**	**$11,588,941**	**$56,153,599**	**100.00%**
County Total Revenues	**$ 51,130,247**	**$ 8,617,003**	**$ 59,747,250**	

* In Fiscal Year 2017/2018 only, out of county jail beds were paid out of the Probation Department's budget up to a maximum of $300,000.