VENTURA COUNTY
COMMUNITY CORRECTIONS PARTNERSHIP

AB 109 PUBLIC SAFETY REALIGNMENT

FY 2024–2025 RECIDIVISM EVALUATION

AB109 PUBLIC SAFETY REALIGNMENT

FY 24/25 EVALUATION EXECUTIVE SUMMARY

In 2011, California enacted Assembly Bill 109 (AB109), Public Safety Realignment (Realignment), which shifted incarceration and post-release supervision of lower-level felony offenders from the state to local counties. Each year, the Ventura County Community Corrections Partnership contracts with EVALCORP to track recidivism among this population. The following report characterizes the AB 109 realignment population.
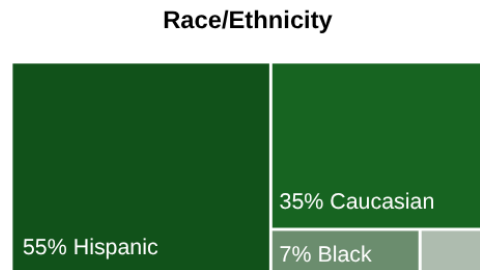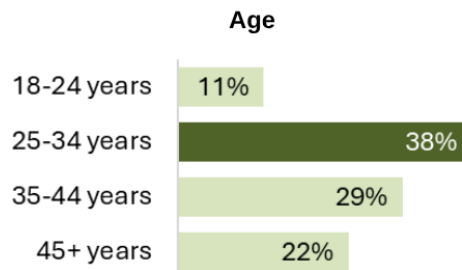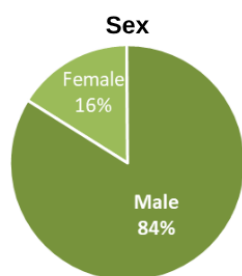
AB 109 Realignment Population

Between October 2011 and June 2024, 8,276 individuals were released from prison or jail into the community, with or without local probation supervision. Annual releases peaked in FY 13-14 and then generally declined over time, with totals stabilizing below 600 in the most recent years.
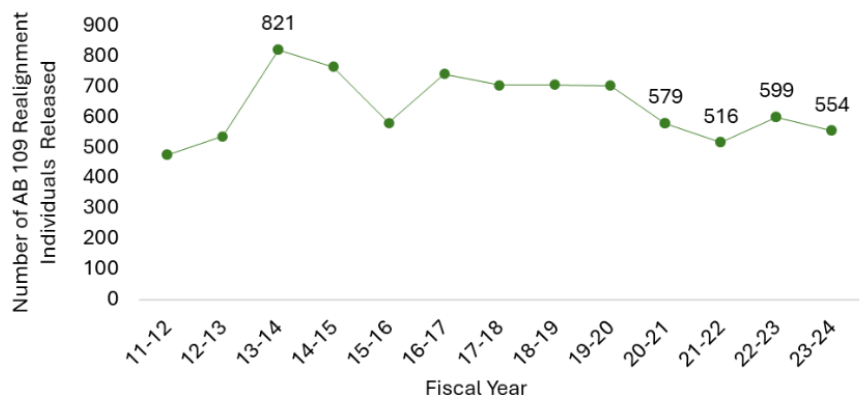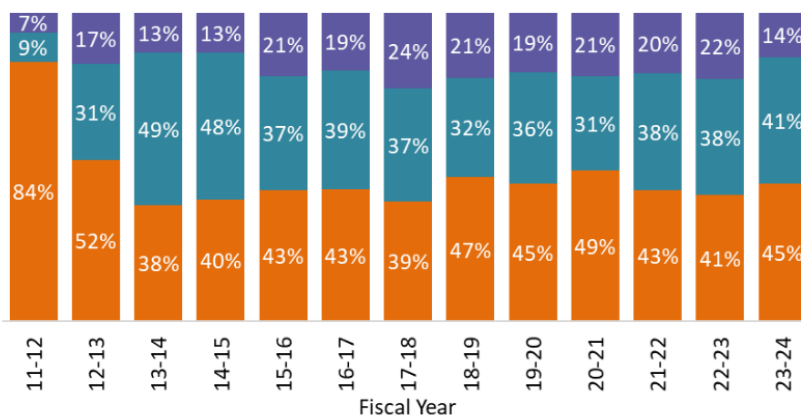

Who makes up the population?

This AB 109 realignment population is primarily male, Hispanic, and 25-34 years old at their release.

Sex — Female 16%, Male 84%

Age — 18-24 years 11%, 25-34 years 38%, 35-44 years 29%, 45+ years 22%

Race/Ethnicity — 55% Hispanic, 35% Caucasian, 7% Black

What are the subpopulations?

Realignment Subpopulation Distribution by Fiscal Year Released

The AB 109 realignment population includes three subpopulations:

- **PROs:** released from prison to probation supervision
- **1170(h) split-sentence:** released from prison to probation supervision
- **1170(h) straight-sentence:** released without any terms of probation

PROs made up the largest share of releases each year, though their proportion declined over time.

Three-Year Recidivism Rate

Recidivism refers to the conviction of an offense committed within three years of release from custody into the community or placement on probation. The analyses include only those who have been in the community for three years (released through FY 20-21).

The **three-year recidivism rate declined over time,** falling from 59% for the FY 11–12 cohort to 46% for the FY 20–21 cohort.

Those released during COVID-19 pandemic had lower rates of recidivism, but this may have just been a continuation of an earlier trend.

Recidivism Rate by Fiscal Year Released
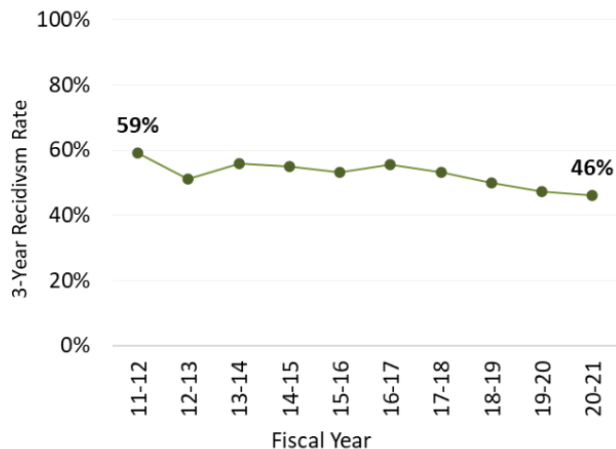
When and how do individuals recidivate?

Individuals who recidivated were more likely to do so early on.

One-quarter of those who recidivated committed the offense within 3 months, 44% did so within 6 months and 68% did so within one year of release from custody. This pattern of recidivating soon after release was consistent among all three subpopulations.

Time to Recidivating Offense
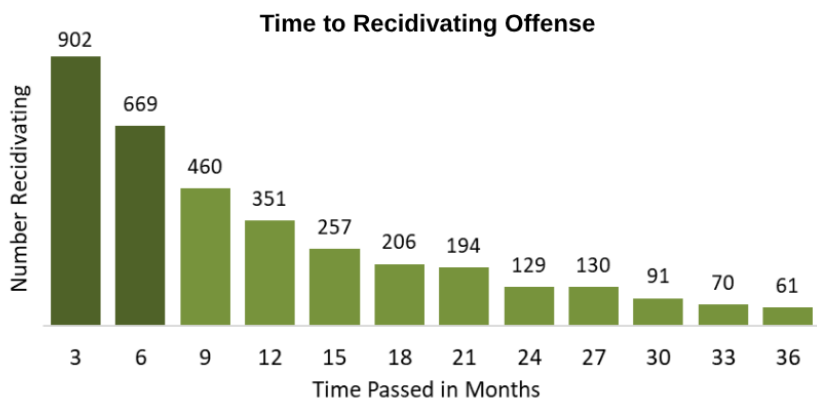
Among those who recidivated, the most common offenses were **drug/narcotic charges, which accounted for 25% of all recidivating offenses and 54% of misdemeanor offenses**. Motor vehicle theft was also common, accounting for 15% of all recidivating offenses and 18% of felony offenses.

Who recidivates?

Certain characteristics are related to an individual's likelihood of recidivating, including:

INDIVIDUALS WITH PRIOR CONVICTIONS WERE MORE LIKELY TO RECIDIVATE.

OLDER INDIVIDUALS WERE LESS LIKELY TO RECIDIVATE.

PROs were 31% less likely and **1170(h) split-sentence individuals were 49% less likely** to recidivate than **1170(h) straight-sentence** individuals, even after accounting for important group differences (i.e., offense information, demographics, criminal history).

These subpopulations may differ in other ways that impact their likelihood of recidivating, or this difference could be a positive outcome of the oversight and services offered through probation post-release (e.g., case management, housing support).

INTRODUCTION

Assembly Bill 109 (AB 109), the Public Safety Realignment Act (Realignment), was enacted in California in 2011 to reduce overcrowding in the state's prison system. The legislation shifted responsibility for supervising and incarcerating certain lower-level felony offenders from the state to local counties. Individuals convicted of non-serious, non-violent, and non-sexual offenses (3Ns) now serve their sentences in county jails rather than state prisons. Additionally, supervision after release for this population is managed by county probation departments rather than state parole. This realignment aimed to promote more cost-effective, locally driven responses to crime and recidivism.

Ventura County's Community Corrections Partnership (CCP) has contracted with EVALCORP to analyze system-level outcomes stemming from Realignment efforts. As part of these efforts, recidivism analyses are conducted each year. This evaluation brief describes the AB 109 realignment population of individuals released from prison or jail to local supervision between October 2011 and June 2024.

METHODOLOGY

The following report uses data extracted from the County's integrated criminal justice data system (i.e., Ventura County Integrated Justice Information System or VCIJIS), provided by the IT Teams from the Ventura County Probation Agency and the Ventura County Sheriff's Office.

The Realignment population consists of three subgroups: those released from prison or jail to local probation supervision (i.e., PROs and 1170(h) split-sentence, respectively), and those released into the community after serving their jail sentence without any terms of probation (i.e., 1170(h) straight-sentence). Information regarding sex, race/ethnicity, age at release, AB 109 offense information, and criminal history was obtained for the entire realignment population.

OFFENSE INFORMATION

Offense information included the section, violation description, and offense level (misdemeanor, felony). Section and violation description were used to identify offense type and category based on the National Incident-Based Reporting System (NIBRS), the Federal Bureau of Investigation's detailed crime reporting system that collects and categorizes comprehensive data on each individual crime incident. The NIBRS reporting categories align with local and national reporting standards and modern crime data practices.[1] See Appendix Table A for a full list.

- **Offense Type:** NIBRS groups offenses into "crimes against" categories based on the nature of the harm: Crimes against persons, property, society, and other.
- **Offense Category:** Within offense types, there are 24 categories (e.g., assault offenses, larceny offenses).

In addition to identifying the offense type and category for all offenses, the evaluation sought to identify the 'top charge' in each case. When the Ventura County District Attorney's Office enters cases into VCIJIS, each offense in a case is recorded as a separate entry and assigned a sequential identifier based on the order of entry. The first offense entered for each case is typically the primary or central offense in a case and was therefore selected as the 'top charge'.

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[1] Due to the change in offense categorization approaches, comparison to prior years' reporting is not advised.
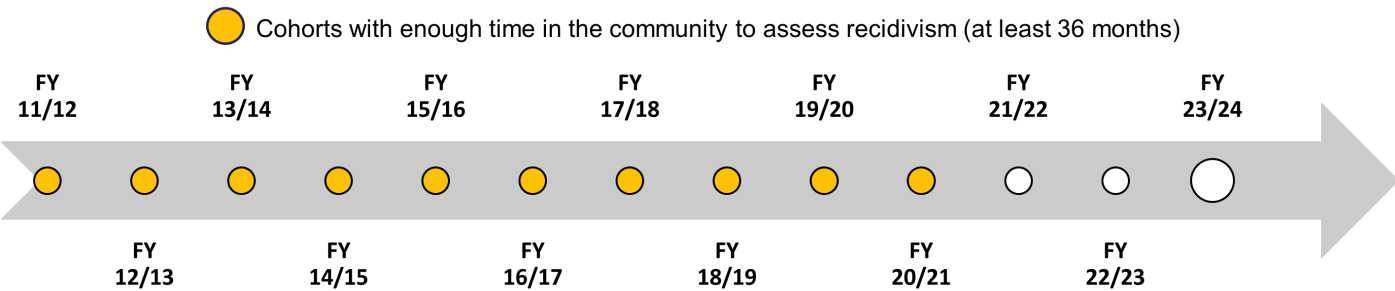
RECIDIVISM

Recidivism metrics were determined using the Board of State and Community Corrections' (BSCC) definition of recidivism and the "Guidelines for Recidivism Studies, Measuring Criminal Justice Outcomes for Local Programs", developed by BSCC researchers.

The BSCC recommends using cohort analyses to measure recidivism. Therefore, when evaluating recidivism, this report looks at people released from custody between FY11/22 and FY20/21, with each fiscal year forming a new "entry cohort". This ensures a full 36-month period post-release, aligning with the BSCC's definition of recidivism.

> **BOARD OF STATE AND COMMUNITY CORRECTIONS DEFINITION OF RECIDIVISM**
>
> "Conviction of a new felony or misdemeanor committed within three years of release from custody or committed within three years of placement on supervision for a previous criminal conviction."
>
> Committed refers to the date of the first new offense post-release, not to the date of the conviction.

○ Cohorts with enough time in the community to assess recidivism (at least 36 months)

FY 11/12		FY 13/14		FY 15/16		FY 17/18		FY 19/20		FY 21/22		FY 23/24
●	●	●	●	●	●	●	●	●	●	○	○	○
	FY 12/13		FY 14/15		FY 16/17		FY 18/19		FY 20/21		FY 22/23	

The analyses were further separated by AB 109 subpopulations: PROs, 1170(h) split-sentence, and 1170(h) straight-sentence individuals. Doing so provides information about the differences between each subpopulation and allows for an assessment of the impact of supervision on recidivism rates. Because 1170(h) straight-sentence individuals are not eligible to receive services provided through probation, they may serve as an approximate comparison group. Recidivism analyses examined whether the PROs and 1170(h) split-sentence populations had lower recidivism rates than the 1170(h) straight-sentence population.

It should be noted that (1) data regarding new offenses and convictions were available for only those that occurred in Ventura County, and (2) analyses excluded individuals that were initially released to Ventura County for supervision but were subsequently transferred out of the county or abated (i.e., deceased).

AB 109 REALIGNMENT POPULATION

Between October 2011 and June 2024, a total of 8,276 individuals constituted the AB 109 realignment population (Figure 1). Figure 1 shows the number released into the community with or without supervision each fiscal year (their entry cohort).

Figure 1   Annual AB 109 realignment population releases peaked in FY 13-14 (n= 821) and then **generally declined over time,** with totals stabilizing below 600 in the most recent years.
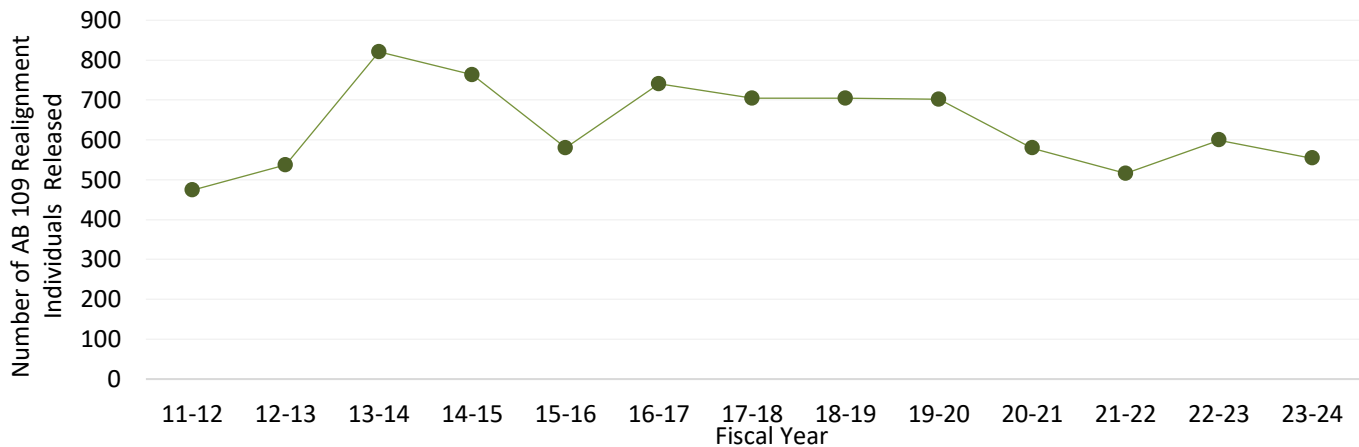
Figure 2 shows the percentage of those released each fiscal year by subpopulation—PROs, 1170(h) split-sentence, and 1170(h) straight-sentence groups. The largest proportion of Ventura County's AB 109 realignment population was classified as PROs, followed by 1170(h) straight-sentence, and 1170(h) split-sentence offenders. While PROS consistently made up the largest share of releases each year, their proportion declined over time, and 1170(h) straight-sentence grew as a share of the total. Complete statistics can be found in Appendix Table B.

Figure 2   ***PROs*** *consistently* ***made up the largest share of releases each year,*** *though their proportion declined over time.*
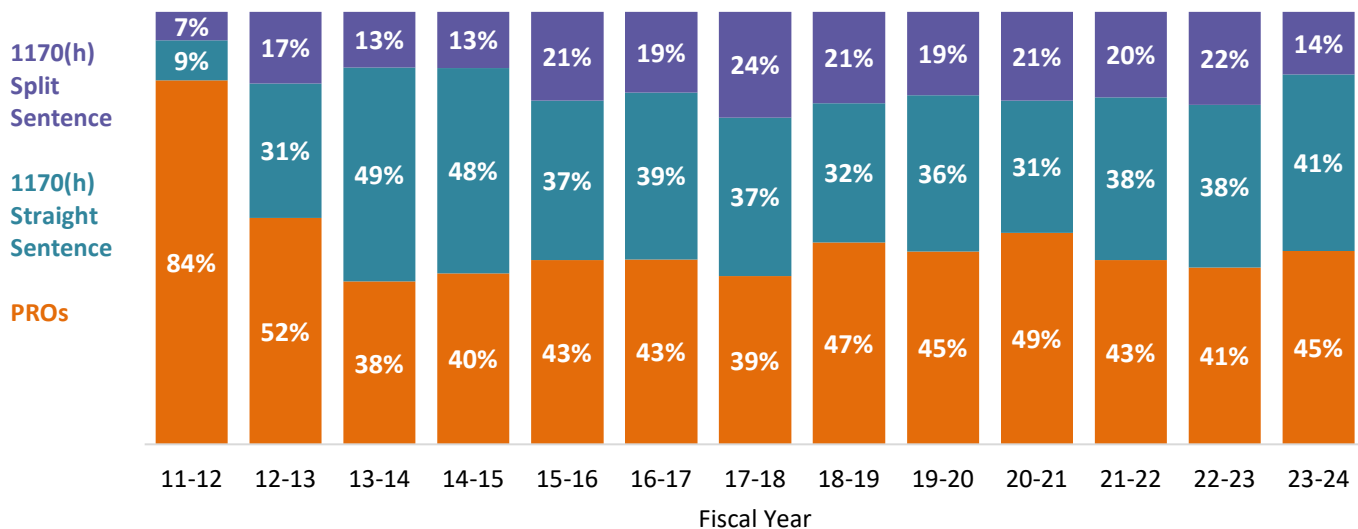
AB 109 Realignment Population Characteristics

Diagram 1 presents selected characteristics of the full AB 109 realignment population. This information provides an overall profile depicting the demographics of individuals released, charge information (i.e., offense level and offense classification of the top charge for which they were convicted that led to their AB 109 supervision), and prior conviction history.

Ventura County's realignment population is primarily male, aged 25-34, and Hispanic/Latinx. Individuals' top charge was almost universally a felony offense, which parallels the realignment law.

Diagram 1. Distribution of Ventura County's AB 109 Realignment Population Characteristics, FY11/12 – FY23/24 (n=8,276)

Age

- 18-24 years: 11%
- 25-34 years: 38%
- 35-44 years: 29%
- 45+ years: 22%

Sex

- Female 16%
- Male 84%

Race/Ethnicity

- Hispanic/Latinx/Mexican 55%
- White 35%
- Black/African American 7%
- Other 3%

Offense Level

- Felony, 89%
- Misdemeanor, 11%

1 square = 1%

Offense Classification

Crimes Against:
- Person, 10%
- Property, 41%
- Society, 41%
- All Other, 8%
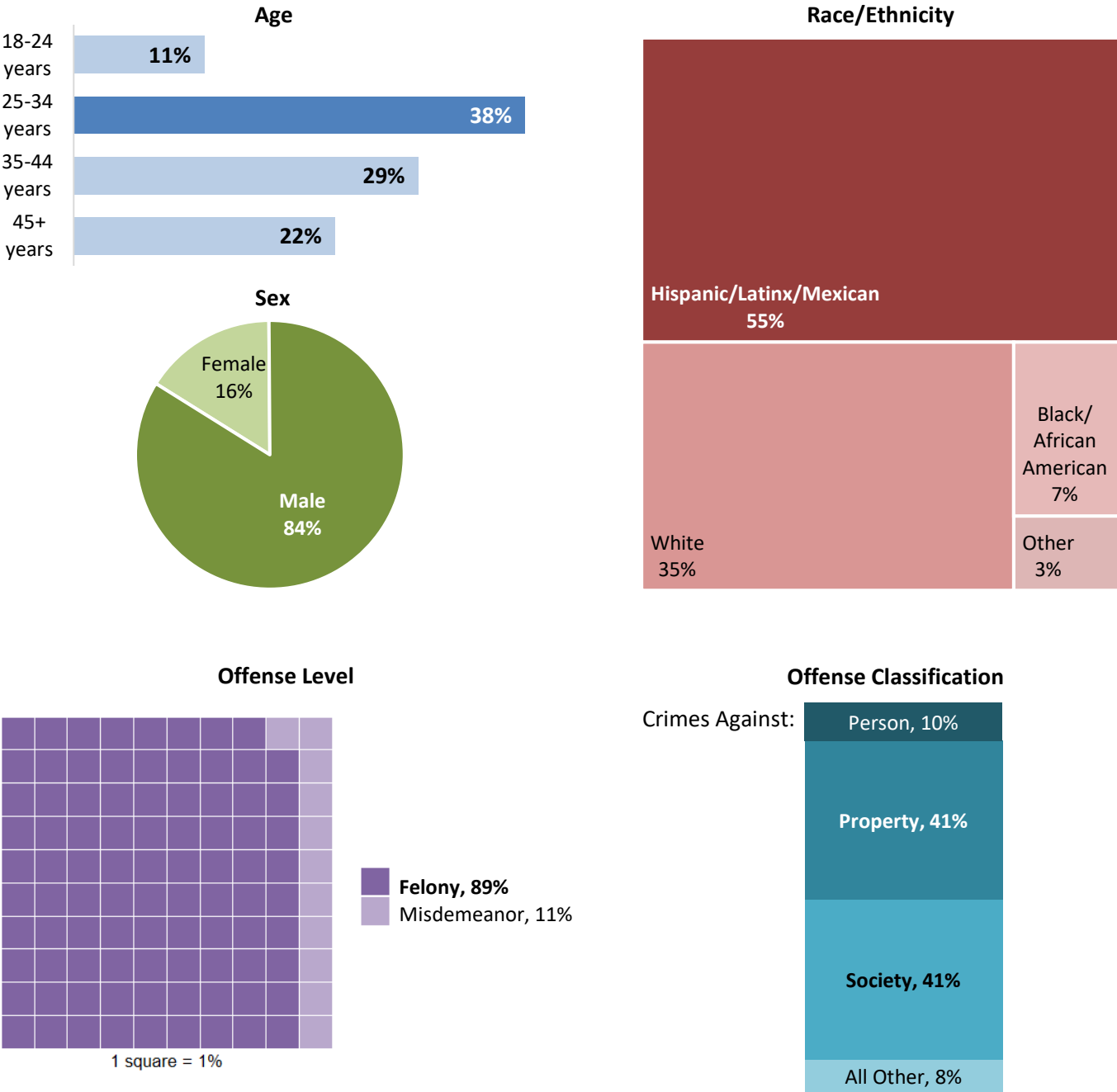
Each of the above characteristics are also presented by subpopulation in **Table 1**. The 1170(h) split-sentence sub-population had more prior convictions, followed by 1170(h) straight-sentence, and PROs. The PROs group had a notably higher proportion of male individuals (92%) compared to 77% in both the 1170(h) split-sentence and straight-sentence groups. Misdemeanor convictions were more common among those in the 1170(h) straight-sentence population (17%) than among PROs or 1170(h) split-sentence individuals (8% each). Overall, while there were some differences in characteristics across sentence types, the subpopulations were otherwise broadly comparable.

Table 1. Ventura County's AB 109 Realignment Population Characteristics by Subpopulation

| Characteristics | | Subpopulation | | |
		PROs (n=3,767)	1170(h) Split-Sentence (n=1,468)	1170(h) Straight-Sentence (n=3,041)
Sex	Male	92%	77%	77%
	Female	8%	23%	23%
Ethnicity	Hispanic	59%	50%	52%
	White	32%	39%	38%
	Black	6%	7%	7%
	Other/Unknown	2%	4%	3%
Age	18-24	10%	10%	14%
	25-34	36%	38%	41%
	35-44	30%	30%	26%
	45 and older	24%	22%	19%
Offense Level	Felony	92%	92%	83%
	Misdemeanor	8%	8%	17%
	Missing	<1%	--	<1%
NIBRS Crime Against	Person	16%	3%	5%
	Property	25%	54%	53%
	Society	45%	38%	38%
	All Other	13%	5%	4%
	Enhancement	<1%	--	<1%
	Missing	<1%	--	--
Conviction History (mean)	Total prior convictions	8.8	9.4	9.2
	Prior felony convictions	2.5	2.4	1.6
	Prior misd. convictions	6.3	7.0	7.6

THREE-YEAR RECIDIVISM RATES

OVERALL AB 109 RECIDIVISM RATES

Just over half (53%) of Ventura County's AB 109 realignment population recidivated within three years, with a greater proportion of first new convictions classified as misdemeanors rather than felonies. Figure 3 presents the overall three-year recidivism rate for the FY11/12–FY20/21 cohorts and the offense level (i.e., felony or misdemeanor).

Figure 3 **Just over half** *(53%)* **of the AB 109 realignment population had a new conviction within three years,** *with most of those new convictions being for misdemeanors (39%) rather than felonies (14%).*
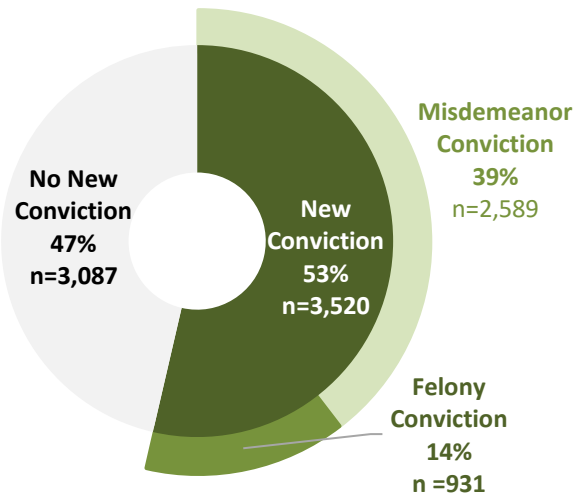
RECIDIVISM RATE OVER TIME

The three-year recidivism rate declined over time, falling from 59% for the FY 11–12 cohort to 46% for the FY 20–21 cohort (Figure 4). While rates varied slightly from cohort to cohort, the overall pattern shows a clear downward trend, suggesting that recidivism rates have generally improved over time. This pattern of decline held across all three sub-populations.

Those released during COVID-19 pandemic had lower rates of recidivism, but this may have just been a continuation of an earlier trend, as the overall decline over time is a consistent pattern in the data.

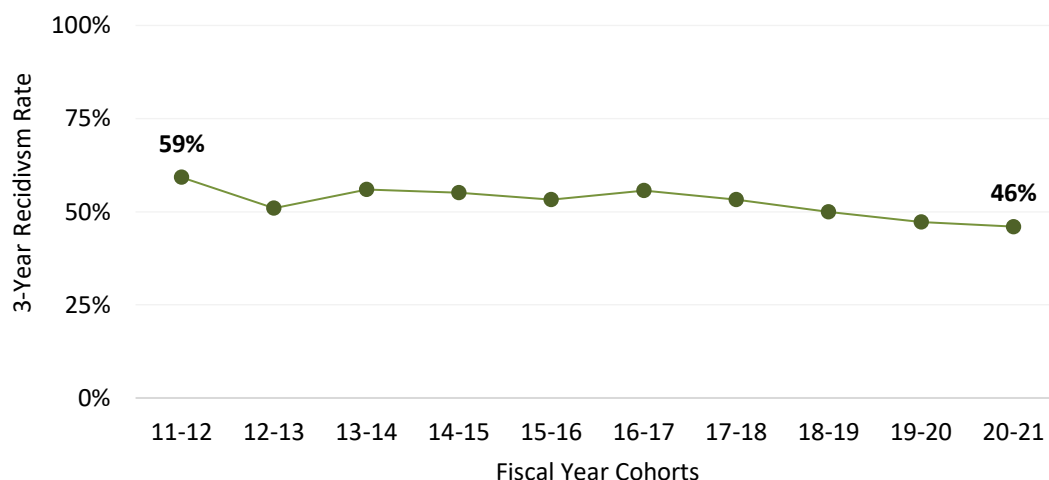*Figure 4* *The three-year* **recidivism rate declined over time,** *falling from 59% for the FY 11–12 cohort to 46% for the FY 20–21 cohort.*

RECIDIVISM RATES BY SUBPOPULATION

The three subpopulations significantly differed ($p<0.001$) in the proportion of individuals who recidivated within three years after release from custody (Figure 5):

- Nearly three in five (61%) of 1170(h) straight-sentence sub-population (1,453 of 2,396) recidivated within three years of release from custody;

- Half (50%) of PROs (1,533 of 3,054) recidivated within three years of release from custody; and

- Just under half (46%) of 1170(h) split-sentence sub-population (534 of 1,157) recidivated within three years of release from custody.

1170(h) Straight-Sentence individuals had the highest three-year recidivism rate (61%) among AB 109 subpopulations in Ventura County

1170(h) Straight-Sentence	61%
PROS	50%
1170(h) Split-Sentence	46%
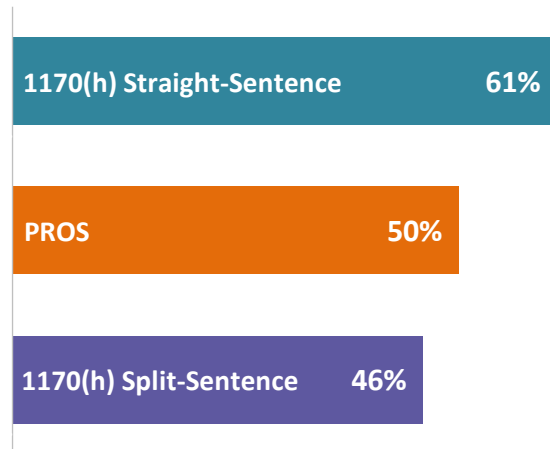
Figure 5

RECIDIVISM PATTERNS BY SUBPOPULATION

Among those who recidivated, the following describes the recidivating offenses by level and category type. See Appendix Table C for detailed statistics.

Recidivating Offense Level

Figure 6 provides the offense level (i.e., felony or misdemeanor) that resulted in the first new conviction among the PROs, 1170(h) split-sentence and 1170(h) straight-sentence subpopulations. Across all three subpopulations, individuals were more likely to be reconvicted of a misdemeanor offense than a felony. This was particularly true among the straight-sentence sub-population.

Figure 6   Across all AB 109 subpopulations, misdemeanor convictions made up the majority of new offenses among those who recidivated, with the 1170(h) straight-sentence group having the largest share of new misdemeanor convictions (47%).

PROS (n=3,054)

New Felony Conviction, 14%
New Misd. Conviction, 36%
No New Conviction, 50%

1170(h) Split-Sentence (n=1,157)

New Felony Conviction, 14%
New Misd. Conviction, 32%
No New Conviction, 54%

1170(h) Straight-Sentence (n=2,396)

New Felony Conviction, 14%
New Misd. Conviction, 47%
No New Conviction, 39%
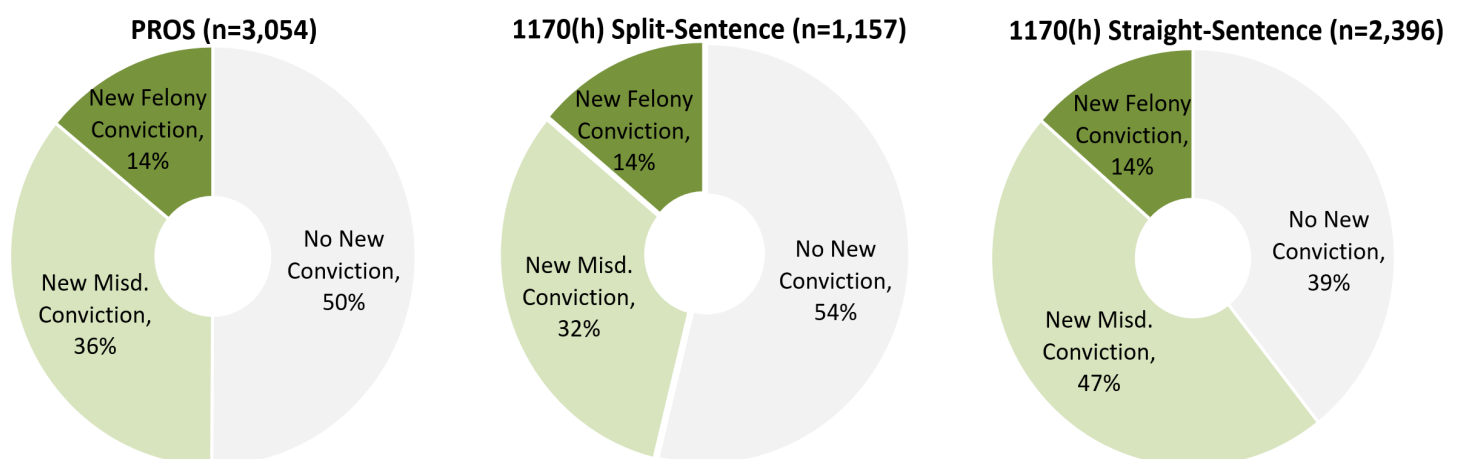
Recidivating Offense Level & Type

Among the AB 109 realignment individuals who recidivated, misdemeanor offenses classified as crimes against society constituted the largest share of new convictions across all subpopulations (Figure 7). When felony and misdemeanor categories are combined, crimes against Society accounted for at least half of all offenses for all subpopulations (58% for 1170(h) straight-sentence, 50% for PROs, and 50% for 1170(h) split-sentence).

Misdemeanor crimes against property were the second most common offense type for each subpopulation. 1170(h) split-sentence individuals had the highest combined share of Property offenses (35%).

Figure 7

1170(h) Straight-Sentence (n=1,453)   **PROs** (n=1,533)   **1170(h) Split-Sentence** (n=534)

		Straight-Sentence	PROs	Split-Sentence
Felony	Person	1%	5%	2%
	Property	11%	10%	16%
	Society	9%	11%	10%
	All Other	2%	3%	3%
Misdemeanor	Person	5%	13%	7%
	Property	18%	12%	19%
	Society	49%	39%	40%
	All Other	6%	7%	4%

*Among the AB 109 realignment population individuals who recidivated, **misdemeanor offenses classified as crimes against society constituted the largest share** of new convictions **across all subpopulations.***

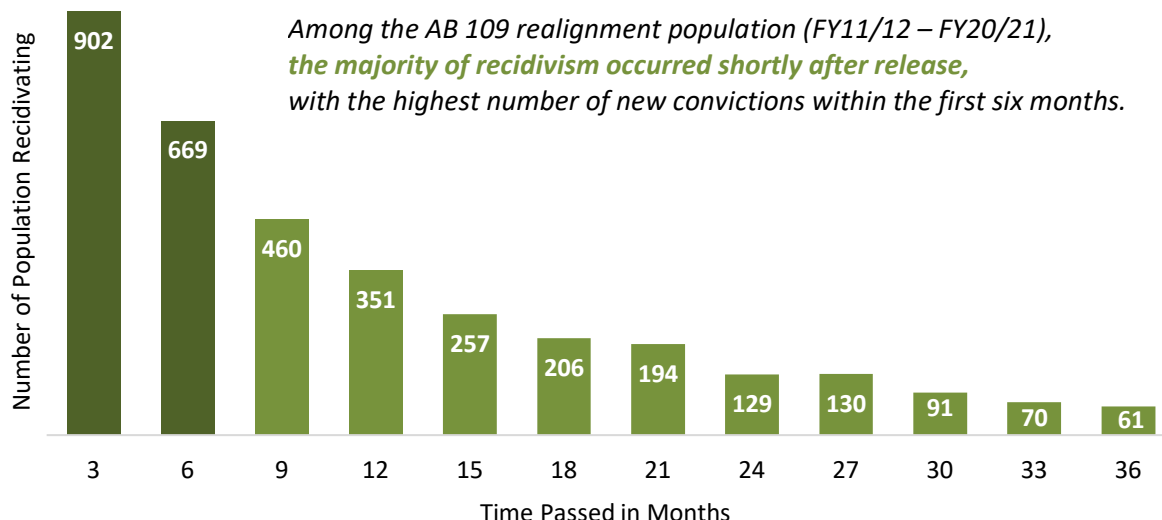Among offenses classified as crimes against society, drug/narcotic offenses were the most common across all subpopulations. These accounted for 25% of all recidivating offenses and 54% of all misdemeanor offenses.

Among offenses classified as crimes against property, motor vehicle theft was most common, accounting for 15% of all recidivating offenses and 18% of all felony offenses.

Time to Recidivating Offense

Additional analyses regarding the time to an individual's first offense were conducted to provide a more in-depth assessment of recidivism patterns. Individuals who recidivated were more likely to do so early on (Figure 8): One-quarter of those who recidivated committed their first offense within 3 months, 44% did so within 6 months and 68% did so within one year of release from custody. This was followed by a steady decline in individuals recidivating over the three-year period. This pattern of recidivating soon after release was consistent among all three subpopulations. Detailed statistics regarding the time to recidivating offense by subpopulation and entry cohort are available in Appendix Table D.

Figure 8

Among the AB 109 realignment population (FY11/12 – FY20/21), *the majority of recidivism occurred shortly after release,* with the highest number of new convictions within the first six months.

REGRESSION ANALYSES

This report has thus far described recidivism trends over time and across AB 109 subpopulations, including information about the recidivating offenses. Next, an analysis was conducted to consider which factor(s) had a unique impact on an individual's likelihood of recidivating.

Specifically, we examined the impact of AB 109 subpopulation (PROs, 1170(h) split-sentence, 1170(h) straight-sentence), offender demographics (race/ethnicity, sex, age), felony conviction history, and misdemeanor conviction history on the likelihood of recidivating. Key findings from this analysis are provided below (see Appendix Table E for detailed statistics and complete findings).

AB 109 Subpopulation

Compared to 1170(h) straight-sentence offenders, **PROs were 31% less likely**, and **1170(h) split-sentence offenders were 49% less likely to recidivate** after removing the influence of demographics and conviction history.

Demographics

Age and race/ethnicity were significantly related to rates of recidivism, but sex was not. **White offenders were 12% less likely to recidivate** than Hispanic/Latinx offenders; **Older offenders were significantly less likely to recidivate** than younger offenders.

Conviction History

For each additional prior felony conviction, offenders had a 19% higher likelihood of recidivating. For each misdemeanor conviction, that percentage was 13%.

APPENDIX. SUPPLEMENTAL TABLES

Appendix Table A. Complete list of Offense Types and Offense Categories

Person	Property	Society	All Other
Assault	Arson	Animal Cruelty	All Other Offenses
Homicide	Bribery	Curfew/Loitering/ Vagrancy Violations	
Kidnapping/Abductions	Burglary/Breaking and Entering	Disorderly Conduct	
Sex Offenses	Counterfeit/Forgery	Driving Under the Influence	
Sex Offenses-Nonforcible	Destruction/Damage/ Vandalism of Property	Drug/Narcotic	
	Embezzlement	Human Trafficking	
	Extortion/Blackmail	Pornography/Obscene Material	
	Fraud	Prostitution	
	Larceny/Theft	Trespass of Real Property	
	Motor Vehicle Theft	Weapon Law Violation	
	Robbery	Family Offenses, Nonviolent	
	Stolen Property		

These offense types (i.e., crimes against designations) and offense categories are derived from the National Incident-Based Reporting System (NIBRS), the Federal Bureau of Investigation's detailed crime reporting system that collects and categorizes comprehensive data crime incidents.

Appendix Table B. Ventura County AB 109 Realignment Population by Type and Fiscal Year

Fiscal Year Released	PROs	1170(h) Split-Sentence	1170(h) Straight-Sentence	AB 109 Total
11/12	399	31	44	474
12/13	281	89	167	537
13/14	309	106	406	821
14/15	302	99	363	764
15/16	247	119	214	580
16/17	317	138	286	741
17/18	274	172	258	704
18/19	329	149	227	705
19/20	313	135	254	702
20/21	283	119	177	579
21/22[1]	220	102	194	516
22/23[1]	245	129	225	599
23/24[1]	248	80	226	554
Total	**3,767**	**1,468**	**3,041**	**8,276**

[1] Individuals in these three cohorts do not have a full 36 months of exposure to risk in the community (i.e., in the community for three years post-release) for the recidivism analysis.

Appendix Table C. Top Charge Offense of Recidivism Event by AB 109 Subpopulation (FY11/12 – FY20/21 Cohorts)

Recidivating Offense Top Charge Information		PROs		1170(h) Split-Sentence		1170(h) Straight-Sentence		AB 109 Realignment Population	
		Column #	Column %	Column #	Column %	Column #	Column %	Column #	Column %
No New Convictions		1,521	50%	623	54%	943	39%	3,087	47%
New Conviction		1,533	50%	534	46%	1,453	61%	3,520	53%
Total		**3,054**	**100%**	**1,157**	**100%**	**2,396**	**100%**	**6,607**	**100%**
Felony	Person	71	2%	9	1%	21	1%	101	2%
	Property	146	5%	86	7%	155	6%	387	6%
	Society	175	6%	51	4%	127	5%	353	5%
	All Other	53	2%	15	1%	22	1%	90	1%
Misdemeanor	Person	198	6%	38	3%	74	3%	310	5%
	Property	183	6%	103	9%	260	11%	546	8%
	Society	602	20%	211	18%	710	30%	1,523	23%
	All Other	105	3%	21	2%	84	4%	210	3%
Total New Convictions		**1,533**	**50%**	**534**	**46%**	**1,453**	**61%**	**3,520**	**53%**

Appendix Table D. Time to Recidivating Offense by AB 109 Subpopulation and Entry Cohort (FY11/12- FY20/21)[1]

Entry Cohorts		PROs				1170(h) Split-Sentence				1170(h) Straight-Sentence		
	N	Cumulative Recidivism Rate			N	Cumulative Recidivism Rate			N	Cumulative Recidivism Rate		
		Within 12 mos.	*Within 24 mos.*	*Within 36 mos.*		*Within 12 mos.*	*Within 24 mos.*	*Within 36 mos.*		*Within 12 mos.*	*Within 24 mos.*	*Within 36 mos.*
FY 11/12	399	38%	50%	60%	31	23%	42%	52%	44	45%	50%	55%
FY 12/13	281	30%	41%	46%	89	25%	43%	53%	167	44%	55%	60%
FY 13/14	309	32%	44%	50%	106	26%	34%	39%	406	45%	60%	67%
FY 14/15	302	31%	44%	49%	99	28%	41%	45%	363	45%	60%	64%
FY 15/16	247	28%	40%	47%	119	33%	45%	50%	214	45%	57%	64%
FY 16/17	317	38%	51%	56%	138	26%	41%	47%	286	47%	58%	61%
FY 17/18	274	31%	42%	47%	172	39%	47%	53%	258	50%	59%	62%
FY 18/19	329	25%	39%	47%	149	23%	39%	42%	227	50%	58%	61%
FY 19/20	313	32%	43%	47%	135	30%	40%	43%	254	40%	47%	51%
FY 20/21	283	33%	43%	47%	119	28%	36%	39%	177	34%	45%	49%
Total	3,054	32%	44%	50%	1,157	29%	41%	46%	2,396	45%	56%	61%

[1] Time to recidivating offense refers to the date of the offense that led to the first new conviction.

Appendix Table E. Factors Predicting Recidivism: Logistic Regression Results

	β	Standard Error	z-value	p-value	Odds Ratio
(Intercept)	-0.76	0.07	-10.57	<0.001	0.47
Subpopulation[1]					
1170(h) split-sentence	-0.68	0.08	-8.26	<0.001	0.51
PROs	-0.38	0.06	-5.84	<0.001	0.69
Race/Ethnicity[2]					
Hispanic/Latinx	0.13	0.06	2.13	0.03	1.14
African American/Black	-0.18	0.11	-1.58	0.11	0.84
Other/Unknown	-0.38	0.17	-2.28	0.02	0.69
Sex[3]					
Female	-0.06	0.07	-0.81	0.42	0.94
Age	-0.04	0.002	-14.72	<0.001	0.96
Felony Conviction History	0.17	0.02	9.49	<0.001	1.19
Misdemeanor Conviction History	0.12	0.01	22.95	<0.001	1.13

[1] 1170(h) straight-sentence served as the comparison subpopulation.
[2] White/Caucasian served as the comparison race/ethnicity.
[3] Males served as the comparison sex.