

BEFORE THE
COMMISSION ON STATE MANDATES
STATE OF CALIFORNIA

IN RE AMENDED PARAMETERS AND
GUIDELINES:

Welfare and Institutions Code section 6602;
Statutes 1995, Chapter 762 (SB 1143); Statutes
1995, Chapter 763 (AB 888); Statutes 1996,
Chapter 4 (AB 1496);
Sexually Violent Predators (CSM-4509), As
Modified by:
Proposition 83, General Election,
November 7, 2006
Period of reimbursement begins on July 1, 2011.

Case No.: CSM-4509 (12-MR-01)

Sexually Violent Predators

STATEMENT OF DECISION PURSUANT
TO GOVERNMENT CODE SECTION 17500
ET SEQ.; CALIFORNIA CODE OF
REGULATIONS, TITLE 2, DIVISION 2,
CHAPTER 2.5, ARTICLE 7

(Adopted May 30, 2014)

(Served June 3, 2014)

STATEMENT OF DECISION

The Commission on State Mandates (Commission) adopted this statement of decision and parameters and guidelines amendment during a regularly scheduled hearing on May 30, 2014. Timothy Barry appeared on behalf of the San Diego County Counsel's Office, the San Diego Public Defender's Office, and the San Diego County Sheriff; and Edward Jewik appeared on behalf of the County of Los Angeles. Lee Scott and Michael Byrne appeared on behalf of the Department of Finance.

The law applicable to the Commission's determination of a reimbursable state-mandated program is article XIII B, section 6 of the California Constitution, Government Code section 17500 et seq., and related case law.

The Commission adopted the amended parameters and guidelines and statement of decision by a vote of seven to zero.

I. SUMMARY OF THE MANDATE

These amended parameters and guidelines pertain to the *Sexually Violent Predators* test claim, CSM-4509, as modified by the Commission's new test claim decision adopted December 6, 2013, pursuant to a redetermination request (12-MR-02) filed by the Department of Finance (Finance). Based on the filing date of the redetermination request, the period of reimbursement for these amended parameters and guidelines begins on July 1, 2011.¹

Statutes 1995, chapters 762 and 763, and Statutes 1996, chapter 4, established civil commitment procedures for the continued detention and treatment of sexually violent offenders following

¹ Government Code section 17570(f) (Stats. 2010, ch. 719 (SB 856)).

their completion of a prison term for certain sex offenses. Before detention and treatment are imposed, the county attorney is required to file a petition for civil commitment. A trial is then conducted to determine beyond a reasonable doubt if the inmate is a sexually violent predator, as defined in the statutes. If the inmate accused of being a sexually violent predator is indigent, the test claim statutes require counties to provide the indigent with assistance of counsel and experts necessary to prepare the defense.

On June 25, 1998, the Commission adopted a statement of decision on the test claim, approving reimbursement for preparation and attendance by the county's designated counsel at the probable cause hearing, trial, and further hearings; and related activities, including housing and transportation of potential sexually violent predator while awaiting trial.²

The new test claim decision, adopted December 6, 2013, provides continuing reimbursement only for preparation and attendance by the county's designated counsel and indigent defense counsel at the probable cause hearing, and for transportation between a courthouse and a secure facility for purposes of the probable cause hearing.³ The Commission, pursuant to the redetermination decision authorized by Government Code section 17570, found that both of these activities were imposed by the Legislature, but that all other activities previously approved were now required by an intervening voter-enacted ballot measure, and therefore no longer reimbursable pursuant to Government Code section 17556(f).⁴

II. PROCEDURAL HISTORY

On June 25, 1998, the Commission adopted a test claim statement of decision approving reimbursement for certain activities of the Sexually Violent Predators program.⁵ On September 24, 1998, the Commission adopted parameters and guidelines.⁶ On October 30, 2009, the parameters and guidelines were amended pursuant to a boilerplate language amendment request brought by the State Controller's Office.⁷

On January 15, 2013, Finance filed a request for redetermination of the Sexually Violent Predators mandate, CSM-4509.⁸ On December 6, 2013, the Commission adopted a new test claim decision to reflect the state's modified liability.⁹ On December 13, 2013, Commission staff issued a draft expedited amendment to parameters and guidelines, in accordance with the Commission's new test claim decision.¹⁰ On December 27, 2013, the County of San Diego

² Exhibit A, Test Claim Statement of Decision, adopted June 25, 1998, at p. 13.

³ Exhibit E, New Test Claim Statement of Decision, at pp. 54-55.

⁴ *Ibid.*

⁵ Exhibit A, Test Claim Statement of Decision.

⁶ Exhibit B, Parameters and Guidelines, adopted September 24, 1998, at pp. 3-5.

⁷ Exhibit C, Amended Parameters and Guidelines, adopted October 30, 2009.

⁸ Exhibit D, Redetermination Request, dated January 15, 2013.

⁹ Exhibit E, New Test Claim Statement of Decision.

¹⁰ Exhibit F, Draft Expedited Amendment to Parameters and Guidelines.

submitted written comments on the draft expedited amendment to parameters and guidelines.¹¹ On January 2, 2014, the State Controller’s Office submitted written comments on the draft expedited amendment to parameters and guidelines.¹²

At the March 28, 2014 Commission hearing on these parameters and guidelines, representatives from the County of San Diego and the County of Los Angeles introduced oral evidence that they assert supports a finding that the housing of potential sexually violent predators pending the probable cause hearing is a reimbursable reasonably necessary activity. Since this was not analyzed in any detail in the proposed parameters and guidelines and statement of decision, staff recommended, and the Commission decided, that the decision on these parameters and guidelines should be continued to the following hearing, and a revised decision issued, reflecting the new information obtained at the hearing and any additional briefing or information submitted by parties and interested parties following the hearing.

Accordingly, on April 4, 2014, Commission staff issued a Request for Additional Briefing and Evidence on Costs Pertaining to Housing Potential Sexually Violent Predators.¹³ On April 21, 2014, the transcript of the March 28, 2014 Commission hearing was received.¹⁴ On April 25, 2014, the County of San Diego submitted additional comments in response to Commission staff’s request.¹⁵ On April 28, 2014, the County of Los Angeles submitted late comments in response to Commission staff’s request.¹⁶

III. COMMISSION FINDINGS

A. Period of Reimbursement (Section III. of Parameters and Guidelines)

Government Code section 17570(f) provides that redetermination request “shall be filed on or before June 30 following a fiscal year in order to establish eligibility for reimbursement or loss of reimbursement for that fiscal year.¹⁷ Based on the January 15, 2013 filing date,¹⁸ eligibility for reimbursement or loss of reimbursement under the new test claim decision adopted pursuant to that request is established beginning July 1, 2011.

B. Reimbursable Activities (Section IV. of Parameters and Guidelines)

The new test claim decision adopted by the Commission on redetermination states that only the following two activities remain eligible for reimbursement:

¹¹ Exhibit G, County of San Diego Comments.

¹² Exhibit H, Controller’s Comments.

¹³ Exhibit J, Commission Request for Additional Briefing.

¹⁴ Exhibit K, Transcript of Commission Hearing, March 28, 2014. Note that this transcript will not be reviewed or adopted by the Commission until the May 30, 2014 Commission meeting.

¹⁵ Exhibit L, County of San Diego Response to Commission Request.

¹⁶ Exhibit M, County of Los Angeles Response to Commission Request.

¹⁷ Government Code section 17570(f) (Stats. 2010, ch. 719 (SB 856)).

¹⁸ Exhibit D, Redetermination Request.

- Preparation and attendance by the county’s designated counsel and indigent defense counsel at the probable cause hearing. (Welf. & Inst. Code, § 6602.)
- Transportation for each potential sexually violent predator to and from a secured facility only to the probable cause hearing on the issue of whether he or she is a sexually violent predator. (Welf. & Inst. Code, § 6602.)

*This activity does not include transportation for purposes other than the probable cause hearing for potential sexually violent predators awaiting trial.*¹⁹

The test claim decision further states that “the following activities *do not constitute* reimbursable state-mandated activities within the meaning of article XIII B, section 6 of the California Constitution and Government Code section 17556(f), beginning July 1, 2011:”Transportation and housing for each potential sexually violent predator at a secured facility while the individual awaits trial on the issue of whether he or she is a sexually violent predator. (Welf. & Inst. Code, § 6602.)²⁰

These findings were based on the Commission’s analysis in the new test claim decision²¹ of transportation and housing activities approved in the original test claim decision.²² The Commission found that the purpose and intent of Proposition 83 is “to protect the public from dangerous felony offenders with mental disorders and to provide mental health treatment for their disorders.”²³ The proper operation of the SVP program requires that “persons must be held in custody while awaiting trial to determine whether long-term (or permanent) commitment is appropriate.” Therefore, “there is ample reason to hold individuals awaiting trial, rather than releasing those individuals to parole.” However, the Commission further found that “holding a probable cause hearing for each alleged SVP is a *requirement mandated by the Legislature*, and not necessary to implement Proposition 83,” and therefore “transportation to and from the court for a *state-mandated probable cause hearing* is not necessary to implement the ballot measure approved by the voters, and must remain a reimbursable state-mandated cost.” The Commission did not expressly address whether housing pending a *probable cause hearing* was severable from housing pending *trial*, but expressly denied housing pending trial, as shown above.²⁴

Draft expedited amended parameters and guidelines were subsequently issued for comment, which identified the two activities for reimbursement and further stated that housing costs pending the probable cause hearing and trial were not reimbursable, as follows:

¹⁹ Exhibit E, New Test Claim Decision, at p. 57.

²⁰ Exhibit E, New Test Claim Decision, at p. 57.

²¹ Exhibit E, New Test Claim Decision, at p. 39.

²² Exhibit A, Test Claim Decision.

²³ *People v. McKee* (2010) 47 Cal.4th 1172, at p. 1203.

²⁴ Exhibit E, New Test Claim Decision, at p. 39.

- a. Preparation and attendance by the county’s designated counsel and indigent defense counsel at the probable cause hearing. Preparation for the probable cause hearing includes the following:
 - a. Secretarial, paralegal and investigator services;
 - b. Copying and making long distance telephone calls; and
 - c. Travel.
- b. Transportation for each potential sexually violent predator between the designated secured housing facility and the court only for purposes of a probable cause hearing. Counties shall be entitled to reimbursement for such transportation ~~and housing~~ costs, regardless of whether the secured facility is a state facility or county facility, except in those circumstances when the State has directly borne the costs of ~~housing and~~ transportation, in which case no reimbursement of such costs shall be permitted.

*This activity does not include transportation for purposes other than the probable cause hearing for potential sexually violent predators awaiting trial, and does not include housing potential sexually violent predators pending the probable cause hearing or trial.*²⁵

In comments submitted on the draft expedited amended parameters and guidelines, the County of San Diego urged the Commission to consider additional “reasonably necessary” activities related to the two activities identified above. Specifically, the County asserted that preparation for a probable cause hearing by indigent defense counsel also requires the “retention of qualified experts, investigators and professionals,” and that costs related to housing potential sexually violent predators pending a probable cause hearing should continue to be reimbursable.²⁶ In addition, the County of Los Angeles entered testimony at the March 28, 2014 hearing, and both the County of Los Angeles and the County of San Diego submitted additional comments in response to the Commission’s request for comment, in which the counties seek to show that housing pending or during the state-mandated probable cause hearing is reasonably necessary to implement the state mandated program and continues to be reimbursable.

Government Code section 17557 provides that “[t]he proposed parameters and guidelines may include proposed reimbursable activities that are reasonably necessary for the performance of the state-mandated program.”²⁷ The Commission’s regulations provide that parameters and guidelines shall include “a description of the most reasonable methods of complying with the mandate.” “‘The most reasonable methods of complying with the mandate’ are those methods

²⁵ Exhibit F, Draft Expedited Parameters and Guidelines Amendment, at pp. 6-7.

²⁶ Exhibit G, County of San Diego Comments, at pp. 2-3.

²⁷ Government Code section 17557 (as amended by Stats. 2010, ch. 719 § 32 (SB 856) effective October 19, 2010; Stats. 2011, ch. 144 (SB 112)).

not specified in statute or executive order that are necessary to carry out the mandated program.”²⁸

Government Code section 17559 provides that a claimant or the state may petition to set aside a Commission decision not supported by substantial evidence.²⁹ Substantial evidence has been defined in two ways: first, as evidence of ponderable legal significance...reasonable in nature, credible, and of solid value;³⁰ and second, as relevant evidence that a reasonable mind might accept as adequate to support a conclusion.³¹ The California Supreme Court has stated that “[o]bviously the word [substantial] cannot be deemed synonymous with ‘any’ evidence.”³² Moreover, substantial evidence is not submitted by a party; it is a standard of review, which requires a reviewing court to uphold the determinations of a lower court, or in this context, the Commission, if they are supported by substantial evidence. A court will not reweigh the evidence of a lower court, or of an agency exercising its adjudicative functions; rather a court is “obliged to consider the evidence in the light most favorable to the [agency], giving to it the benefit of every reasonable inference and resolving all conflicts in its favor.”³³

The Commission’s regulations provide that hearings need not be conducted according to strict and technical rules of evidence, but that evidence must be “the sort of evidence on which responsible persons are accustomed to rely in the conduct of serious affairs,” and that hearsay evidence will usually not be sufficient to support a finding unless admissible over objection in a civil action. The regulations also provide for admission of oral or written testimony, the introduction of exhibits, and taking official notice “in the manner and of such information as is described in Government Code section 11515.”³⁴ Therefore, reasonably necessary activities, in order to be adopted by the Commission, must be supported by substantial evidence, and that evidence must include something other than hearsay evidence.

1) *Activities and costs related to housing potential sexually violent predators pending trial are expressly denied in the test claim decision, but activities and costs related to housing potential sexually violent predators pending a probable cause hearing are reasonably necessary to comply with the mandate and remain reimbursable.*

²⁸ Code of Regulations, Title 2, section 1183.1(a)(4) (Register 96, No. 30; Register 2005, No. 36).

²⁹ Government Code section 17559(b) (Stats. 1984, ch. 1469, § 1; Stats. 1999, ch. 643 (AB 1679)).

³⁰ *County of Mariposa v. Yosemite West Associates* (Cal. Ct. App. 5th Dist. 1998) 202 Cal.App.3d 791, at p. 805.

³¹ *Desmond v. County of Contra Costa* (1993) 21 Cal.App.4th 330, 335.

³² *People v. Bassett* (1968) 69 Cal.2d 122, at p. 139.

³³ *Martin v. State Personnel Board* (Cal. Ct. App. 3d Dist. 1972) 26 Cal.App.3d 573, at p. 577.

³⁴ Code of Regulations, title 2, section 1187.5.

In the new test claim decision, the Commission found that costs to house a potential sexually violent predator at a secure facility *pending trial* were not reimbursable, because the “purpose and intent of Proposition 83 is to protect the public from dangerous felony offenders...” and the proper operation of the program “requires therefore that persons must be held in custody while awaiting trial to determine whether long-term (or permanent) commitment is appropriate.”³⁵ Therefore, the Commission found that holding potential sexually violent predators in custody *pending trial* was an essential function of the program as enacted by the voters, and thus the attendant housing costs are no longer reimbursable pursuant to Government Code section 17556(f). However, the Commission also found that conducting a probable cause hearing was not necessary to implement the voter-enacted ballot measure (Proposition 83), and therefore costs relating to a probable cause hearing were mandated by the state and remained reimbursable on an ongoing basis.

Accordingly, the central issue for determining whether the costs of housing pending and during a potential SVP’s state-mandated probable cause hearing are necessary to carry out the mandated program³⁶ is whether such costs are severable from housing costs pending and during that person’s non-reimbursable SVP trial. The Counties of San Diego and Los Angeles assert that housing costs pending and during an SVP probable cause hearing *are* severable, for purposes of mandate reimbursement, from housing costs pending and during an SVP trial and are necessary for the state-mandated probable cause hearing.³⁷

The County of San Diego, in its comments on the draft expedited parameters and guidelines, argues that costs related to housing each potential sexually violent predator during the probable cause hearing should continue to be reimbursable. The County states that “inmates that are the subject of the SVP proceedings are housed by the California Department of Corrections and Rehabilitation at facilities throughout the state as far east as Calipatria and as far north as Coalinga.” When an inmate is brought back to San Diego the County for trial on the issue of whether he or she is a sexually violent predator, the inmate is “generally brought to the San Diego Central Jail, processed and then transferred to and housed at the George Bailey Detention Facility in Otay Mesa.”³⁸ The County asserts that its “Sheriff is responsible for housing these inmates for the duration of their stay in San Diego County, which often lasts several months.”³⁹

On April 25, 2014, the County of San Diego filed additional comments and further clarified and explained these assertions, by submitting a new declaration from a member of the San Diego County Public Defender’s Office. The declaration of Mr. Michael Ruiz states that “[g]enerally, the alleged SVP is returned to Coalinga State Hospital after the probable cause determination, but often there are occasions when the alleged SVP will remain in the custody of the Sheriff,

³⁵ Exhibit E, New Test Claim Statement of Decision, at p. 37.

³⁶ Code of Regulations, Title 2, section 1183.1(a)(4) (Register 96, No. 30; Register 2005, No. 36).

³⁷ See Exhibit K, Transcript of Commission Hearing, March 28, 2014.

³⁸ Exhibit G, County of San Diego Comments, at p. 3.

³⁹ Exhibit G, County of San Diego Comments, at p. 9.

pending trial.” The declaration further asserts that “[a]s a result of the provisions of [Welfare and Institutions] Code section 6602 requiring a probable cause hearing, alleged SVPs are either required to be transported and housed by the Sheriff two different times, once for the Probable Cause hearing and once for the actual trial, or the alleged SVP remains in the custody of the Sheriff for an extended period of time that would not have been necessary but for the probable cause hearing requirement.”⁴⁰ San Diego thus concludes that “[h]ousing inmates for their probable cause hearings is a vital and necessary component to carrying out the balance of the mandated activities...and should continue to be reimbursable.”

The County of Los Angeles also filed a declaration from its Public Defender’s Office, on April 28, 2014. The declaration of Mr. Craig Osaki states directly as follows:

4. I presented arguments on behalf of the Los Angeles County Public Defender's Office at the March 28, 2014 Commission on State Mandates hearing regarding the proposed Parameters and Guidelines for the Sexually Violent Predator Program.
5. During the course of the Hearing, the Commission staff appeared to base its recommendation on the assumption that the potential S.V.P. is held in the local county jail from the time the person is transferred from state prison until he is committed to the State Hospital at trial.
6. This assumption is not correct in all cases.
7. Welfare and Institutions Code Section 6602.5(a) provides that “No person may be placed in a state hospital pursuant to the provisions of this article until there has been a probable cause determination pursuant to Section 6601.3 or 6602 that there is probable cause to believe that the individual named in the petition is likely to engage in sexually violent predatory criminal behavior.”
8. Further, Welfare and Institutions Code Section 6600.05(a) states that “Coalinga State Hospital shall be used whenever a person is committed to a secure facility for mental health treatment pursuant to this article ...”
9. Also, in the case of *People v. Ciancio* (2003) 109 Cal.App.4th 175, the Court construed Section 6602.5 to permit an alleged SVP to be placed in the State Hospital after the probable cause hearing determination.
10. In Los Angeles County, the general practice of the Court is to transfer the alleged SVP to Coalinga State Hospital after the probable cause determination (pursuant to Welfare and Institutions Code Section 6602.5 and the *Ciancio* decision.) Rarely does an individual remain in County jail until trial.
11. When the parties are ready for trial, the alleged SVP is ordered back to Los Angeles County Jail from Coalinga State Hospital. He is housed there temporarily while the trial proceedings commence.

⁴⁰ Exhibit L, County of San Diego Response to Commission Request for Additional Briefing, at pp. 5-6.

Based on the plain language of the Welfare and Institutions Code section 6601 as pled in the original test claim, the SVP process is required to be initiated “at least six months prior” to an individual’s scheduled date of release from prison.⁴¹ The individual is then screened by the Department of Corrections and Rehabilitation, and evaluated by the Department of Mental Health (DMH). If DMH determines that the person is a sexually violent predator, as defined, the director of DMH shall forward a request to the designated county counsel. If the county counsel concurs with the recommendation, he or she shall file a petition with the superior court in the county in which the person was convicted.⁴² Then, “[p]ursuant to section 6601.5...the court must review the petition to determine whether, on its face, it contains sufficient facts that, if true, would support a finding of probable cause...” If a judge determines that the petition is sufficient on its face, “the judge shall order that the person be detained in a secure facility until a [probable cause] hearing can be completed pursuant to Section 6602.”⁴³ That probable cause hearing, pursuant to section 6601.5, “shall commence within 10 calendar days of the date of the order issued by the judge pursuant to this section.”⁴⁴ Based on the evidence submitted by the County of Los Angeles and the County of San Diego, and certain examples from relevant case law,⁴⁵ often the state-mandated probable cause hearing is not conducted within ten days from the date of the court’s order of detention. The County of San Diego states that the average period in custody prior to a potential SVP’s probable cause hearing is 120 days.⁴⁶ After the probable cause hearing, the counties indicate that a potential SVP, if not released or paroled, is transferred back to state custody while awaiting trial,⁴⁷ and “[r]arely does an individual remain in County jail until trial.”⁴⁸ This is consistent with the court’s interpretation of section 6602.5 in *People v. Ciancio*, which provides authority for a trial court to order a potential SVP to be transferred to a state hospital for treatment after a probable cause hearing,⁴⁹ and with the plain language of section 6600.05, which requires that Coalinga State Hospital be used whenever a person is committed to a secure facility for mental health treatment.⁵⁰

⁴¹ Welfare and Institutions Code section 6601 (as amended, Stats. 1996, ch. 4 (AB 1496)).

⁴² *Ibid.*

⁴³ *People v. Ciancio* (2003) 109 Cal.App.4th 175, at p. 184 [citing and quoting Welfare and Institutions Code section 6601.5].

⁴⁴ Welfare and Institutions Code section 6601.5 (as amended, Stats. 2000, ch. 41 (SB 451)).

⁴⁵ See, e.g., *People v. Castillo* (2010) 49 Cal.4th 145.

⁴⁶ Exhibit L, County of San Diego Response to Commission Request for Additional Briefing, at pp. 5; 7.

⁴⁷ Exhibit L County of San Diego Response to Commission Request for Additional Briefing, at p. 7.

⁴⁸ Exhibit M, County of Los Angeles Response to Commission Request for Additional Briefing, at p. 3.

⁴⁹ (2003) 109 Cal.App.4th at p. 184.

⁵⁰ Welfare and Institutions Code section 6600.05 (as amended, Stats. 2012, ch. 24).

The above-described declarations, considered in light of the Commission’s previous findings with respect to this program, the plain language of the statutes, and the interpretations of the courts, constitute substantial evidence supporting reimbursement for housing costs related to state-mandated probable cause hearings. The weight of the evidence submitted, and the statutes and case law of which the Commission takes official notice, demonstrate that housing is required prior to the state-mandated probable cause hearing, and that the period of time that a potential SVP is housed pending and during the individual’s probable cause hearing is logically and legally distinct from the period of time that the person is housed pending trial. Welfare and Institutions Code section 6601.5 further provides that the requirement to house the potential SVP begins following the court’s order that the person be detained in a secure facility until a probable cause hearing can be completed pursuant to Section 6602. The evidence and case law also indicates that, in the usual case, an individual is either released (sometimes paroled) or transferred back to state custody for treatment after a probable cause hearing.⁵¹ After the probable cause hearing, if the individual is being held, it is either pending trial or to complete their sentence and no further reimbursement is warranted, pursuant to Government Code section 17556(f).⁵² No other contradictory evidence has been introduced, and therefore the Commission’s decision to amend the parameters and guidelines to include housing costs related to the state-mandated probable cause hearing is supported by substantial evidence.

Based on the foregoing, the Commission amends the parameters and guidelines as follows:

~~Transportation and housing costs for each potential sexually violent predator at a secured facility while the individual awaits trial on the issue of whether he or she is a sexually violent predator.~~

- a. Transportation for each potential sexually violent predator between the designated secured housing facility and the court only for purposes of a probable cause hearing. Counties shall be entitled to reimbursement for such transportation ~~and housing~~ costs, regardless of whether the secured facility is a state facility or county facility, except in those circumstances when the State has directly borne the costs of ~~housing and~~ transportation, in which case no reimbursement of such costs shall be permitted.

This activity does not include transportation for purposes other than the probable cause hearing or for potential sexually violent predators awaiting trial, and does not include housing potential sexually violent predators pending the probable cause hearing or trial.

- b. Housing for each potential sexually violent predator from the time of the court’s order that the person be detained in a secure facility pending a probable cause hearing pursuant to Section 6602, until the probable cause hearing is complete.

⁵¹ See Exhibit L, County of San Diego Response to Commission Request for Additional Information and Briefing, at p. 7; *People v. Ciancio* (2003) 109 Cal.App.4th 175, at p. 184.

⁵² See Exhibit E, New Test Claim Decision, at p. 57.

Housing costs are not reimbursable after the completion of the probable cause hearing, including the costs incurred pending trial on the issue of whether an individual is a sexually violent predator. Housing costs are not reimbursable if the secured facility is a state facility, except in those circumstances when the state has charged the county for the state housing costs. Housing costs for those potential sexually violent predators currently serving a criminal sentence are not reimbursable pursuant to Government Code 17556(g).

2) Activities and costs related to retention of necessary experts, investigators, and professionals for preparation for a probable cause hearing are reasonably necessary to comply with the mandate and should remain reimbursable.

In addition to the costs of housing inmates pending probable cause hearings, the County urges the Commission to consider providing reimbursement in the parameters and guidelines for “costs the county’s designated counsel and indigent defense counsel incur for retention of necessary experts, investigators, and professionals for preparation and appearance at the probable cause hearing.” The County asserts that “[e]ven though these costs are not expressly identified as reimbursable costs in the original test claim decision, these costs have been and should continue to be reimbursed to claimants by the state.” The County “requests that the [C]ommission specifically find that these costs continue to be reimbursable to local agencies pursuant to the SVP mandate,” because, the County asserts, “retention of qualified experts, investigators and professionals for probable cause hearings is critical to the prosecution and defense of individuals at the probable cause hearing.”⁵³

The County submits the declaration of Mr. Michael Ruiz, a Deputy Public Defender for the County of San Diego. Mr. Ruiz states that “retention of necessary experts, investigators and professionals for purposes of preparing for a probable cause hearing can be critical to the defense of individual [sic].”⁵⁴ In addition, Mr. Ruiz states that “[t]he probable cause hearing is a critical stage of any SVP civil commitment proceeding, and that “SVP litigation is a high-end forensic practice...and the assistance of qualified professionals is critical to the preparation of these cases.”⁵⁵ Mr. Ruiz also states that “[a]t the probable cause stage of SVP proceedings, practitioners for both sides must be able to independently assess both the diagnostic and the relative risk conclusions reached by the designated DSH evaluators.”⁵⁶

No evidence has been filed to rebut this declaration.

Therefore, based on the evidence in the record, the Commission finds the retention of necessary experts, investigators, and professionals, is reasonable necessary for the defense counsel to prepare for the probable cause hearing in accordance with Government Code section 17557 and section 1183.1(a)(4) of the Commission’s regulations. Thus, the activity of “Preparation and

⁵³ Exhibit G, County of San Diego Comments, at p. 2.

⁵⁴ Exhibit G, County of San Diego Comments, at pp. 6-7.

⁵⁵ Exhibit G, County of San Diego Comments, at p. 7.

⁵⁶ Exhibit G, County of San Diego Comments, at p. 7.

attendance by the county’s designated counsel and indigent defense counsel at the probable cause hearing” is modified to include the retention of necessary experts, investigators, and professionals for preparation. However, the amended activity may not be interpreted to provide reimbursement for preparation for trial; the amended activity shall provide as follows:

1. Preparation and attendance by the county’s designated counsel and indigent defense counsel at the probable cause hearing. Preparation for the probable cause hearing includes the following:

- a. Secretarial, paralegal and investigator services;
- b. Copying and making long distance telephone calls; and
- c. Travel.
- d. Retention of necessary experts, investigators, and professionals for preparation for the probable cause hearing ONLY.

This activity does not include retention of experts, investigators, and professionals for preparation for trial on the issue of whether an individual is a sexually violent predator.

B. CONCLUSION

Based on the foregoing analysis, the Commission hereby adopts this statement of decision and attached proposed amendment to the parameters and guidelines.

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COMMISSION ON STATE MANDATES
STATE OF CALIFORNIA

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Welfare and Institutions Code section 6602;
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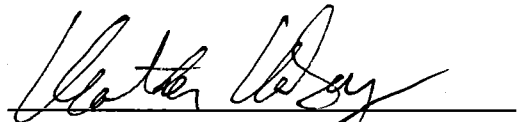
(Adopted May 30, 2014)

(Served June 3, 2014)

(Corrected February 27, 2015)

CORRECTED PARAMETERS AND GUIDELINES AMENDMENT

On May 30, 2014, the Commission on State Mandates (Commission) adopted the attached amended parameters and guidelines. Pursuant to California Code of Regulations, title 2, section 1187.11(b), clerical errors were corrected to remove language erroneously left in strike out and underline format under section IV. B. Reimbursable Activities and section VII. Offsetting Revenues and Reimbursements.



Heather Halsey, Executive Director

Corrected: February 27, 2015
Amended: May 30, 2014
Amended: October 30, 2009
Adopted: September 24, 1998

AMENDMENT TO PARAMETERS AND GUIDELINES

Welfare and Institutions Code Section 6602

Statutes 1995, Chapter 762

Statutes 1995, Chapter 763

Statutes 1996, Chapter 4

As Modified by:

Proposition 83, General Election, November 7, 2006

Sexually Violent Predators

CSM-4509

(amended by 05-PGA-43, 12-MR-01)

This amendment is effective beginning July 1, 2011.

I. Summary of the Mandate

Statutes 1995, chapters 762 and 763, and Statutes 1996, chapter 4 established new civil commitment procedures for the continued detention and treatment of sexually violent offenders following their completion of a prison term for certain sex-related offenses. Before detention and treatment are imposed, the county attorney is required to file a petition for civil commitment. A trial is then conducted to determine if the inmate is a sexually violent predator beyond a reasonable doubt. If the inmate accused of being a sexually violent predator is indigent, the test claim legislation requires counties to provide the indigent with the assistance of counsel and experts necessary to prepare the defense.

On June 25, 1998, the Commission on State Mandates (Commission) adopted a statement of decision which approved reimbursement for the following services:

- Designation by the County Board of Supervisors of the appropriate District Attorney or County Counsel who will be responsible for the sexually violent predator civil commitment proceedings. (Welf. & Inst. Code, § 6601(i).)
- Initial review of reports and records by the county's designated counsel to determine if the county concurs with the state's recommendation. (Welf. & Inst. Code, § 6601(i).)
- Preparation and filing of the petition for commitment by the county's designated counsel. (Welf. & Inst. Code, § 6601(i).)
- Preparation and attendance by the county's designated counsel and indigent defense counsel at the probable cause hearing. (Welf. & Inst. Code, § 6602.)
- Preparation and attendance by the county's designated counsel and indigent defense counsel at trial. (Welf. & Inst. Code, §§ 6603 and 6604.)

- Preparation and attendance by the county’s designated counsel and indigent defense counsel at subsequent hearings regarding the condition of the sexually violent predator. (Welf. & Inst. Code, §§ 6605(b) through (d), and 6608(a) through (d).)
- Retention of necessary experts, investigators, and professionals for preparation for trial and subsequent hearings regarding the condition of the sexually violent predator. (Welf. & Inst. Code, §§ 6603 and 6605(d).)
- Transportation and housing for each potential sexually violent predator at a secured facility while the individual awaits trial on the issue of whether he or she is a sexually violent predator. (Welf. & Inst. Code, § 6602.)

On November 7, 2006, the voters approved Proposition 83, also known as Jessica’s Law, which amended and reenacted several sections of the Welfare and Institutions Code, including sections approved for reimbursement in the *Sexually Violent Predators*, CSM-4509 test claim.

On January 15, 2013, the Department of Finance filed a request for redetermination of the CSM-4509 decision pursuant to Government Code section 17570. A new test claim decision was adopted December 6, 2013, and these parameters and guidelines were amended, as follows, pursuant to that decision.

II. Eligible Claimants

Any county or city and county which incurs increased costs as a result of this mandate is eligible to claim reimbursement.

III. Period of Reimbursement

Government Code section 17570(f) provides that a request for adoption of a new test claim decision (mandate redetermination) shall be filed on or before June 30 following a fiscal year in order to establish eligibility for reimbursement or loss of reimbursement for that fiscal year. The request for mandate redetermination was filed on January 15, 2013, establishing eligibility for reimbursement or loss of reimbursement based on a new test claim decision on or after July 1, 2011.

Reimbursement for state-mandated costs may be claimed as follows:

1. Actual costs for one fiscal year shall be included in each claim.
2. Pursuant to Government Code section 17561(d)(1)(A), all claims for reimbursement of initial fiscal year costs shall be submitted to the State Controller within 120 days of the issuance date for the claiming instructions.
3. Pursuant to Government Code section 17560(a), a local agency may, by February 15 following the fiscal year in which costs were incurred, file an annual reimbursement claim that details the costs actually incurred for that fiscal year.
4. If revised claiming instructions are issued by the State Controller pursuant to Government Code section 17558(c), between November 15 and February 15, a local agency filing an annual reimbursement claim shall have 120 days following the issuance date of the revised claiming instructions to file a claim. (Gov. Code §17560(b).)

5. If the total costs for a given fiscal year do not exceed \$1,000, no reimbursement shall be allowed except as otherwise allowed by Government Code section 17564(a).
6. There shall be no reimbursement for any period in which the Legislature has suspended the operation of a mandate pursuant to state law.

IV. Reimbursable Activities

To be eligible for mandated cost reimbursement for any fiscal year, only actual costs may be claimed. Actual costs are those costs actually incurred to implement the mandated activities.

Actual costs must be traceable and supported by source documents that show the validity of such costs, when they were incurred, and their relationship to the reimbursable activities. A source document is a document created at or near the same time the actual cost was incurred for the event or activity in question. Source documents may include, but are not limited to, employee time records or time logs, sign-in sheets, invoices, and receipts.

Evidence corroborating the source documents may include, but is not limited to, worksheets, cost allocation reports (system generated), purchase orders, contracts, agendas, training packets, and declarations. Declarations must include a certification or declaration stating, "I certify (or declare) under penalty of perjury under the laws of the State of California that the foregoing is true and correct," and must further comply with the requirements of Code of Civil Procedure section 2015.5. Evidence corroborating the source documents may include data relevant to the reimbursable activities otherwise in compliance with local, state, and federal government requirements. However, corroborating documents cannot be substituted for source documents.

The claimant is only allowed to claim and be reimbursed for increased costs for reimbursable activities identified below. Increased cost is limited to the cost of an activity that the claimant is required to incur as a result of the mandate.

Claimants may use time studies to support salary and benefit costs when an activity is task-repetitive. Activities that require varying levels of effort are not appropriate for time studies. Time study usage is subject to the review and audit conducted by the State Controller's Office.

For each eligible claimant, the following activities only are eligible for reimbursement:

- A. Preparation and attendance by the county's designated counsel and indigent defense counsel at the probable cause hearing. Preparation for the probable cause hearing includes the following:
 1. Secretarial, paralegal and investigator services;
 2. Copying and making long distance telephone calls; and
 3. Travel.
 4. Retention of necessary experts, investigators, and professionals for preparation for the probable cause hearing ONLY.

This activity does not include retention of experts, investigators, and professionals for preparation for trial on the issue of whether an individual is a sexually violent predator.

- B. Transportation for each potential sexually violent predator between the designated secured housing facility and the court only for purposes of a probable cause hearing. Counties shall be entitled to reimbursement for such transportation costs, regardless of whether the secured facility is a state facility or county facility, except in those circumstances when the State has directly borne the costs of transportation, in which case no reimbursement of such costs shall be permitted.

This activity does not include transportation for purposes other than the probable cause hearing or for potential sexually violent predators awaiting trial.

- C. Housing for each potential sexually violent predator from the time of the court's order that the person be detained in a secure facility pending a probable cause hearing pursuant to Section 6602, until the probable cause hearing is complete.

Housing costs are not reimbursable after the completion of the probable cause hearing, including the costs incurred pending trial on the issue of whether an individual is a sexually violent predator. Housing costs are not reimbursable if the secured facility is a state facility, except in those circumstances when the state has charged the county for the state facility housing costs. Housing costs for those potential sexually violent predators currently serving a criminal sentence are not reimbursable pursuant to Government Code 17556(g).

V. Claim Preparation and Submission

Each of the following cost elements must be identified for each reimbursable activity identified in Section IV, Reimbursable Activities, of this document. Each claimed reimbursable cost must be supported by source documentation as described in Section IV. Additionally, each reimbursement claim must be filed in a timely manner.

A. Direct Cost Reporting

Direct costs are those costs incurred specifically for the reimbursable activities. The following direct costs are eligible for reimbursement.

1. Salaries and Benefits

Report each employee implementing the reimbursable activities by name, job classification, and productive hourly rate (total wages and related benefits divided by productive hours). Describe the specific reimbursable activities performed and the hours devoted to each reimbursable activity performed.

2. Materials and Supplies

Report the cost of materials and supplies that have been consumed or expended for the purpose of the reimbursable activities. Purchases shall be claimed at the actual price after deducting discounts, rebates, and allowances received by the claimant. Supplies that are withdrawn from inventory shall be charged on an appropriate and recognized method of costing, consistently applied.

3. Contracted Services

Report the name of the contractor and services performed to implement the reimbursable activities. If the contractor bills for time and materials, report the number of hours spent on

the activities and all costs charged. If the contract is a fixed price, report the services that were performed during the period covered by the reimbursement claim. If the contract services are also used for purposes other than the reimbursable activities, only the pro-rata portion of the services used to implement the reimbursable activities can be claimed. Submit contract consultant and attorney invoices with the claim and a description of the contract scope of services.

4. Fixed Assets

Report the purchase price paid for fixed assets (including computers) necessary to implement the reimbursable activities. The purchase price includes taxes, delivery costs, and installation costs. If the fixed asset is also used for purposes other than the reimbursable activities, only the pro-rata portion of the purchase price used to implement the reimbursable activities can be claimed.

5. Travel

Report the name of the employee traveling for the purpose of the reimbursable activities. Include the date of travel, destination, the specific reimbursable activity requiring travel, and related travel expenses reimbursed to the employee in compliance with the rules of the local jurisdiction. Report employee travel time according to the rules of cost element A.1., Salaries and Benefits, for each applicable reimbursable activity.

6. Training

Report the cost of training an employee to perform the reimbursable activities, as specified in Section IV of this document. Report the name and job classification of each employee preparing for, attending, and/or conducting training necessary to implement the reimbursable activities. Provide the title, subject, and purpose (related to the mandate of the training session), dates attended, and location. If the training encompasses subjects broader than the reimbursable activities, only the pro-rata portion can be claimed. Report employee training time for each applicable reimbursable activity according to the rules of cost element A.1., Salaries and Benefits, and A.2., Materials and Supplies. Report the cost of consultants who conduct the training according to the rules of cost element A.3., Contracted Services.

B. Indirect Costs

Indirect costs are defined as costs which are incurred for a common or joint purpose, benefiting more than one program and are not directly assignable to a particular department or program without efforts disproportionate to the result achieved. Indirect costs may include both (1) overhead costs of the unit performing the mandate; and (2) the costs of central government services distributed to other departments based on a systematic and rational basis through a cost allocation plan.

Compensation for indirect costs is eligible for reimbursement utilizing the procedure provided in 2 Code of Federal Regulations (CFR) part 225 (Office of Management and Budget (OMB) Circular A-87). Claimants have the option of using 10 percent of direct labor, excluding fringe benefits, or preparing an Indirect Cost Rate Proposal (ICRP) if the indirect cost rate claimed exceeds 10 percent.

If the claimant chooses to prepare an ICRP, both the direct costs (as defined and described in 2 CFR part 225, appendices A and B (OMB Circular A-87 attachments A & B) and the indirect costs shall exclude capital expenditures and unallowable costs (as defined and described in 2 CFR part 225, Appendices A and B (OMB Circular A-87 attachments A & B)). However, unallowable costs must be included in the direct costs if they represent activities to which indirect costs are properly allocable.

The distribution base may be: (1) total direct costs (excluding capital expenditures and other distorting items, such as pass-through funds, major subcontracts, etc.); (2) direct salaries and wages; or (3) another base which results in an equitable distribution.

In calculating an ICRP, the claimant shall have the choice of one of the following methodologies:

1. The allocation of allowable indirect costs (as defined and described in OMB Circular A-87 attachments A & B) shall be accomplished by: (1) classifying a department's total costs for the base period as either direct or indirect; and (2) dividing the total allowable indirect costs (net of applicable credits) by an equitable distribution base. The result of this process is an indirect cost rate which is used to distribute indirect costs to mandates. The rate should be expressed as a percentage which the total amount of allowable indirect costs bears to the base selected; or
2. The allocation of allowable indirect costs (as defined and described in OMB Circular A-87 attachments A & B) shall be accomplished by: (1) separating a department into groups, such as divisions or sections, and then classifying the division's or section's total costs for the base period as either direct or indirect; and (2) dividing the total allowable indirect costs (net of applicable credits) by an equitable distribution base. The result of this process is an indirect cost rate that is used to distribute indirect costs to mandates. The rate should be expressed as a percentage which the total amount of allowable indirect costs bears to the base selected.

VI. Record Retention

Pursuant to Government Code section 17558.5(a), a reimbursement claim for actual costs filed by a local agency or school district pursuant to this chapter¹ is subject to the initiation of an audit by the State Controller no later than three years after the date that the actual reimbursement claim is filed or last amended, whichever is later. However, if no funds are appropriated or no payment is made to a claimant for the program for the fiscal year for which the claim is filed, the time for the State Controller to initiate an audit shall commence to run from the date of initial payment of the claim. In any case, an audit shall be completed not later than two years after the date that the audit is commenced. All documents used to support the reimbursable activities, as described in Section IV., must be retained during the period subject to audit. If the State Controller has initiated an audit during the period subject to audit, the retention period is extended until the ultimate resolution of any audit findings.

VII. Offsetting Revenues and Reimbursements

Any offsetting revenue the claimant experiences in the same program as a result of the same statutes or executive orders found to contain the mandate shall be deducted from the costs

¹ This refers to Title 2, division 4, part 7, chapter 4 of the Government Code.

claimed. In addition, reimbursement for this mandate from any source, including but not limited to, service fees collected, federal funds and other state funds shall be identified and deducted from this claim.

VIII. State Controller's Claiming Instructions

Pursuant to Government Code section 17558(b), the State Controller shall issue claiming instructions for each mandate that requires state reimbursement not later than 90 days after receiving the adopted parameters and guidelines from the Commission, to assist local agencies and school districts in claiming costs to be reimbursed. The claiming instructions shall be derived from these parameters and guidelines and the statements of decision on the test claim and parameters and guidelines adopted by the Commission.

Pursuant to Government Code section 17561(d)(1), issuance of the claiming instructions shall constitute a notice of the right of the local agencies and school districts to file reimbursement claims, based upon parameters and guidelines adopted by the Commission.

IX. Remedies Before the Commission

Upon request of a local agency or school district, the Commission shall review the claiming instructions issued by the State Controller or any other authorized state agency for reimbursement of mandated costs pursuant to Government Code section 17571. If the Commission determines that the claiming instructions do not conform to the parameters and guidelines, the Commission shall direct the State Controller to modify the claiming instructions and the State Controller shall modify the claiming instructions to conform to the parameters and guidelines as directed by the Commission.

In addition, requests may be made to amend parameters and guidelines pursuant to Government Code section 17557(d), and California Code of Regulations, title 2, section 1183.2.

X. Legal and Factual Basis for the Parameters and Guidelines

The statements of decision for the first and second hearings for the request for mandate redetermination and amendment to parameters and guidelines are legally binding on all parties and provide the legal and factual basis for the amended parameters and guidelines. The support for the legal and factual findings is found in the administrative record for the test claim. The administrative record is on file with the Commission.

DECLARATION OF SERVICE BY EMAIL

I, the undersigned, declare as follows:

I am a resident of the County of Solano and I am over the age of 18 years, and not a party to the within action. My place of employment is 980 Ninth Street, Suite 300, Sacramento, California 95814.

On February 27, 2015, I served the:

Corrected Parameters and Guidelines Amendment

Sexually Violent Predators, CSM-4509 (12-MR-01)

Welfare and Institutions Code section 6602

Statutes 1995, Chapter 762 (SB 1143); Statutes 1995, Chapter 763 (AB 888);

Statutes 1996, Chapter 4 (AB 1496)

As Modified by: Proposition 83, General Election, November 7, 2006

by making it available on the Commission's website and providing notice of how to locate it to the email addresses provided on the attached mailing list.

I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct, and that this declaration was executed on February 27, 2015 at Sacramento, California.



Heidi J. Palchik
Commission on State Mandates
980 Ninth Street, Suite 300
Sacramento, CA 95814
(916) 323-3562

COMMISSION ON STATE MANDATES

Mailing List

Last Updated: 2/19/15

Claim Number: CSM-4509 (12-MR-01)

Matter: Sexually Violent Predators

Requester: Department of Finance

TO ALL PARTIES, INTERESTED PARTIES, AND INTERESTED PERSONS:

Each commission mailing list is continuously updated as requests are received to include or remove any party or person on the mailing list. A current mailing list is provided with commission correspondence, and a copy of the current mailing list is available upon request at any time. Except as provided otherwise by commission rule, when a party or interested party files any written material with the commission concerning a claim, it shall simultaneously serve a copy of the written material on the parties and interested parties to the claim identified on the mailing list provided by the commission. (Cal. Code Regs., tit. 2, § 1181.3.)

Roberta Allen, *County of Plumas*
520 Main Street, Room 205, Quincy, CA 95971
Phone: (530) 283-6246
robertaallen@countyofplumas.com

LeRoy Anderson, *County of Tehama*
444 Oak Street, Red Bluff, CA 96080
Phone: (530) 527-3474
landerson@tehama.net

LeRoy Anderson, *County of Tehama*
444 Oak Street, Room J, Red Bluff, CA 96080
Phone: (530) 527-3474
landerson@tehama.net

Paul Angulo, Auditor-Controller, *County of Riverside*
4080 Lemon Street, 11th Floor, Riverside, CA 92501
Phone: (951) 955-3800
pangulo@co.riverside.ca.us

Socorro Aquino, *State Controller's Office*
Division of Audits, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 322-7522
SAquino@sco.ca.gov

Auditor Auditor, *County of Trinity*
P.O. Box 1230, 11 Court St. , Weaverville, CA 96093
Phone: (530) 623-1317

TC_Auditor@trinitycounty.org

Harmeet Barkschat, *Mandate Resource Services, LLC*

5325 Elkhorn Blvd. #307, Sacramento, CA 95842

Phone: (916) 727-1350

harmeet@calsdrc.com

Timothy Barry, *County of San Diego*

Office of County Counsel, 1600 Pacific Highway, Room 355, San Diego, CA 92101-2469

Phone: (619) 531-6259

timothy.barry@sdcountry.ca.gov

Deborah Bautista, *County of Tuolumne*

2 South Green St. , Sonora, CA 95370

Phone: (209) 533-5551

dbautista@co.tuolumne.ca.us

Lacey Baysinger, *State Controller's Office*

Division of Accounting and Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816

Phone: (916) 324-0254

lbaysinger@sco.ca.gov

Mary Bedard, *County of Kern*

1115 Truxtun Avenue, 2nd Floor, Bakersfield, CA 93301

Phone: (805) 868-3599

bedardm@co.kern.ca.us

John Beiers, *County of San Mateo*

Office of the County Counsel, 400 County Center, Redwood City, CA 94063

Phone: (650) 363-4775

jbeiers@smcgov.org

Richard Benson, Assessor - Recorder - County Clerk, *County of Marin*

3501 Civic Center Drive, Room 208, San Rafael, CA 94903

Phone: (415) 499-7215

rbenson@co.marin.ca.us

Danielle Brandon, Budget Analyst, *Department of Finance*

915 L Street, Sacramento, CA 95814

Phone: (916) 445-3274

danielle.brandon@dof.ca.gov

Allan Burdick,

7525 Myrtle Vista Avenue, Sacramento, CA 95831

Phone: (916) 203-3608

allanburdick@gmail.com

J. Bradley Burgess, *MGT of America*

895 La Sierra Drive, Sacramento, CA 95864

Phone: (916) 595-2646

Bburgess@mgtamer.com

Jeff Burgh, *County of Ventura*

County Auditor's Office, 800 S. Victoria Avenue, Ventura, CA 93009-1540

Phone: (805) 654-3152

jeff.burgh@ventura.org

Rebecca Callen, *County of Calaveras*
891 Mountain Ranch Road, San Andreas, CA 95249
Phone: (209) 754-6343
rcallen@co.calaveras.ca.us

Robert Campbell, *County of Contra Costa*
625 Court Street, Room 103, Martinez, CA 94553
Phone: (925) 646-2181
bob.campbell@ac.cccounty.us

Michael Cantrall, *California Public Defenders Association*
10324 Placer Lane, Sacramento, CA 95827
Phone: (916) 362-1686
webmaster@cpda.org

Lisa Cardella-Presto, *County of Merced*
2222 M Street, Merced, CA 95340
Phone: (209) 385-7511
LCardella-presto@co.merced.ca.us

Gwendolyn Carlos, *State Controller's Office*
Division of Accounting and Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 323-0706
gcarlos@sco.ca.gov

Rebecca Carr, *County of Kings*
1400 West Lacey Blvd, Hanford, CA 93230
Phone: (559) 582-1236
becky.carr@co.kings.ca.us

Annette Chinn, *Cost Recovery Systems, Inc.*
705-2 East Bidwell Street, #294, Folsom, CA 95630
Phone: (916) 939-7901
achinners@aol.com

Vicki Crow, *County of Fresno*
2281 Tulare Street, Room 101, Fresno, CA 93721
Phone: (559) 488-3496
vcrow@co.fresno.ca.us

William Davis, *County of Mariposa*
Auditor, P.O. Box 729, Mariposa, CA 95338
Phone: (209) 966-7606
wdavis@mariposacounty.org

Marieta Delfin, *State Controller's Office*
Division of Accounting and Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 322-4320
mdelfin@sco.ca.gov

Jennie Ebejer, *County of Siskiyou*
311 Fourth Street, Room 101, Yreka, CA 96097
Phone: (530) 842-8030

Jebejer@co.siskiyou.ca.us

Richard Eberle, *County of Yuba*

915 8th Street, Suite 105, Marysville, CA 95901

Phone: (530) 749-7810

reberle@co.yuba.ca.us

Susan Elliott, *Sacramento District Attorney's Office*

907 G Street, Sacramento, CA 95814

Phone: (916) 874-8743

elliotts@sacda.org

James Erb, *County of San Luis Obispo*

1055 Monterey Street, Room D222, San Luis Obispo, CA 93408

Phone: (805) 781-5040

jerb@co.slo.ca.us

Donna Ferebee, *Department of Finance*

915 L Street, Suite 1280, Sacramento, CA 95814

Phone: (916) 445-3274

donna.ferebee@dof.ca.gov

Karen Fouch, *County of Lassen*

221 S. Roop Street, Ste 1, Susanville, CA 96130

Phone: (530) 251-8233

kfouch@co.lassen.ca.us

Scott Frizzie, *California Board of State and Community Correction*

Bureau of Justice Assistance, 600 Bercut, Sacramento, CA 95811

Phone: (916) 445-7672

Maria.RodriguezRieger@bscc.ca.gov

George Gascon, *District Attorney, City and County of San Francisco*

850 Bryant Street, Room 322, San Francisco, CA 94103

Phone: (415) 553-1751

robyn.burke@sfgov.org

Susan Geanacou, *Department of Finance*

915 L Street, Suite 1280, Sacramento, CA 95814

Phone: (916) 445-3274

susan.geanacou@dof.ca.gov

Robert Geis, *County of Santa Barbara*

Auditor-Controller, 105 E Anapamu St, Room 303, Santa Barbara, CA 93101

Phone: (805) 568-2100

geis@co.santa-barbara.ca.us

Joe Gonzalez, *County of San Benito*

440 Fifth Street Room 206, Hollister, CA 95023

Phone: (831) 636-4090

jgonzalez@auditor.co.san-benito.ca.us

Lori Greene, *Sacramento District Attorney's Office*

907 G Street, Sacramento, CA 95814

Phone: (916) 874-8761

greenel@sacda.org

Jan Grimes, *County of Orange*
P.O. Box 567, Santa Ana, CA 92702
Phone: (714) 834-2459
jan.grimes@ac.ocgov.com

Joe Harn, *County of El Dorado*
360 Fair Lane, Placerville, CA 95667
Phone: (530) 621-5633
joe.harn@edcgov.us

Emily Harrison, Interim Finance Director, *County of Santa Clara*
70 West Hedding Street, San Jose, CA 95110
Phone: (408) 299-5205
emily.harrison@ceo.sccgov.org

Sean Hoffman, Director of Legislation, *California District Attorneys Association*
921 11th Street, Suite 300, Sacramento, CA
Phone: (916) 443-2017
shoffman@cdaa.org

Dorothy Holzem, *California Special Districts Association*
1112 I Street, Suite 200, Sacramento, CA 95814
Phone: (916) 442-7887
dorothyh@csda.net

David Houser, *County of Butte*
25 County Center Drive, Suite 120, Oroville, CA 95965
Phone: (530) 538-7607
dhouser@buttecounty.net

Justyn Howard, Program Budget Manager, *Department of Finance*
915 L Street, Sacramento, CA 95814
Phone: (916) 445-1546
justyn.howard@dof.ca.gov

Linnea Hull, *California District Attorneys Association (CDA)*
921 11th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 443-2017
lhull@cdaa.org

Mark Ibele, *Senate Budget & Fiscal Review Committee*
California State Senate, State Capitol Room 5019, Sacramento, CA 95814
Phone: (916) 651-4103
Mark.Ibele@sen.ca.gov

Edward Jewik, *County of Los Angeles*
Auditor-Controller's Office, 500 W. Temple Street, Room 603, Los Angeles, CA 90012
Phone: (213) 974-8564
ejewik@auditor.lacounty.gov

Matt Jones, *Commission on State Mandates*
980 9th Street, Suite 300, Sacramento, CA 95814
Phone: (916) 323-3562

matt.jones@csm.ca.gov

Ferlyn Junio, *Nimbus Consulting Group, LLC*

2386 Fair Oaks Boulevard, Suite 104, Sacramento, CA 95825

Phone: (916) 480-9444

fjunio@nimbusconsultinggroup.com

Jill Kanemasu, *State Controller's Office*

Division of Accounting and Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816

Phone: (916) 322-9891

jkanemasu@sco.ca.gov

Anita Kerezsi, *AK & Company*

3531 Kersey Lane, Sacramento, CA 95864

Phone: (916) 972-1666

akcompany@um.att.com

Lauren Klein, *County of Stanislaus*

1010 Tenth Street, Suite 5100, Modesto, CA 95353

Phone: (209) 525-6398

kleinl@stancounty.com

Kendra Kruckenberg, *State Board of Equalization*

District 2 - Sen. George Runner (Ret.), 500 Capitol Mall, Suite 1750, Sacramento, CA 95814

Phone: (916) 322-3116

kendra.kruckenberg@boe.ca.gov

Tammy Lagorio, Deputy Auditor-Controller III, *County of San Joaquin*

Auditor-Controller's Office, 44 N. San Joaquin Street, Suite 550, Stockton, CA 95202

Phone: (209) 953-1184

tlagorio@sjgov.org

Jay Lal, *State Controller's Office (B-08)*

Division of Accounting & Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816

Phone: (916) 324-0256

JLal@sco.ca.gov

Darcy Locken, *County of Modoc*

204 S. Court Street, Alturas, CA 96101

Phone: (530) 233-6204

darcylocken@co.modoc.ca.us

Amber Lozano, *Department of Justice BCIA (D-08)*

Criminal Justice Statistics Center, P.O. Box 903427, , CA

Phone: (916) 227-3282

amber.lozano@doj.ca.gov

Kathleen Lynch, *Department of Finance (A-15)*

915 L Street, Suite 1280, 17th Floor, Sacramento, CA 95814

Phone: (916) 445-3274

kathleen.lynch@dof.ca.gov

Van Maddox, *County of Sierra*

211 Nevada Street, 2nd Floor, P.O. Box 425, Downieville, CA 95936

Phone: (530) 289-3273

vmaddox@sierracounty.ws

Hortensia Mato, *City of Newport Beach*
100 Civic Center Drive, Newport Beach, CA 92660
Phone: (949) 644-3000
hmato@newportbeachca.gov

Michelle McClelland, *County of Alpine*
P.O. Box 266, Markleeville, CA 96120
Phone: (530) 694-2284
mmclelland@alpinecountyca.gov

Joe Mellett, *County of Humboldt*
825 Fifth Street, Room 126, Eureka, CA 95501
Phone: (707) 476-2452
jmellett@co.humboldt.ca.us

Michelle Mendoza, *MAXIMUS*
17310 Red Hill Avenue, Suite 340, Irvine, CA 95403
Phone: (949) 440-0845
michellemendoza@maximus.com

Michael Miller, *County of Monterey*
168 W. Alisal Street, 3rd floor, Salinas, CA 93901
Phone: (831) 755-4500
millem@co.monterey.ca.us

Meredith Miller, Director of SB90 Services, *MAXIMUS*
3130 Kilgore Road, Suite 400, Rancho Cordova, CA 95670
Phone: (972) 490-9990
meredithcmiller@maximus.com

Todd Miller, *County of Madera*
Auditor-Controller, 200 W Fourth Street, 2nd Floor, Madera, CA 93637
Phone: (559) 675-7707
Todd.Miller@co.madera.ca.gov

Howard Moseley, *Department of Corrections*
Board of Parole Hearings, P.O. Box 4036, Sacramento, CA 95812
Phone: (916) 323-1643
howard.moseley@cdcr.ca.gov

Brian Muir, *County of Shasta*
1450 Court St., Suite 238, Redding, CA 96001
Phone: (530) 225-5541
bmuir@co.shasta.ca.us

John Naimo, Acting Auditor-Controller, *County of Los Angeles*
Auditor-Controller, 500 West Temple Street, Room 525, Los Angeles, CA 90012
Phone: (213) 974-8302
jnaimo@auditor.lacounty.gov

Geoffrey Neill, Senior Legislative Analyst, Revenue & Taxation, *California State Association of Counties (CSAC)*
1100 K Street, Suite 101, Sacramento, CA 95814

Phone: (916) 327-7500
gneill@counties.org

Howard Newens, *County of Yolo*
625 Court Street, Room 102, Woodland, CA 95695
Phone: (530) 666-8625
howard.newens@yolocounty.org

Doug Newland, *County of Imperial*
940 Main Street, Ste 108, El Centro, CA 92243
Phone: (760) 482-4556
dougnewland@co.imperial.ca.us

Andy Nichols, *Nichols Consulting*
1857 44th Street, Sacramento, CA 95819
Phone: (916) 455-3939
andy@nichols-consulting.com

Marianne O'Malley, *Legislative Analyst's Office (B-29)*
925 L Street, Suite 1000, Sacramento, CA 95814
Phone: (916) 319-8315
marianne.O'malley@lao.ca.gov

Patrick OConnell, *County of Alameda*
1221 Oak Street, Room 249, Oakland, CA 94512
Phone: (510) 272-6565
pat.oconnell@acgov.org

Simona Padilla-Scholtens, *Auditor-Controller, County of Solano*
675 Texas Street, Suite 2800, Fairfield, CA 94533
Phone: (707) 784-6282
sjpadilla@solanocounty.com

Arthur Palkowitz, *Stutz Artiano Shinoff & Holtz*
2488 Historic Decatur Road, Suite 200, San Diego, CA 92106
Phone: (619) 232-3122
apalkowitz@sashlaw.com

Alice Park-Renzie, *County of Alameda*
CAO, 1221 Oak Street, Oakland, CA 94612
Phone: (510) 272-3873
Alice.Park@acgov.org

Anita Peden, *County of Sacramento*
711 G Street, Room 405, Sacramento, CA 95814
Phone: (916) 874-8441
apeden@sacsheriff.com

Jai Prasad, *County of San Bernardino*
Office of Auditor-Controller, 222 West Hospitality Lane, 4th Floor, San Bernardino, CA
92415-0018
Phone: (909) 386-8854
jai.prasad@atc.sbcounty.gov

Juan Raigoza, *Auditor-Controller, County of San Mateo*

555 County Center, 4th Floor, Redwood City, CA 94063
Phone: (650) 363-4777
jraigoza@smcgov.org

Roberta Reed, *County of Mono*
P.O. Box 556, Bridgeport, CA 93517
Phone: (760) 932-5490
RReed@mono.ca.gov

Mark Rewolinski, *MAXIMUS*
625 Coolidge Drive, Suite 100, Folsom, CA 95630
Phone: (949) 440-0845
markrewolinski@maximus.com

Kathy Rios, *State Controller's Office*
Division of Accounting and Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 324-5919
krios@sco.ca.gov

Cynthia Rodriguez, *Department of State Hospitals*
1600 9th Street, Room 443, Sacramento, CA 95814
Phone: (916) 654-2319
cynthia.rodriguez@dmh.ca.gov

Benjamin Rosenfield, *City Controller, City and County of San Francisco*
1 Dr. Carlton B. Goodlett Place, Room 316, San Francisco, CA 94102
Phone: (415) 554-7500
ben.rosenfield@sfgov.org

Tacy Oneto Rouen, *Auditor, County of Amador*
810 Court Street, Jackson, CA 95642-2131
Phone: (209) 223-6357
trouen@amadorgov.org

Cathy Saderlund, *County of Lake*
255 N. Forbes Street, Lakeport, CA 95453
Phone: (707) 263-2311
cathy.saderlund@lakecountyca.gov

Marcia Salter, *County of Nevada*
950 Maidu Avenue, Nevada City, CA 95959
Phone: (530) 265-1244
marcia.salter@co.nevada.ca.us

Kathy Samms, *County of Santa Cruz*
701 Ocean Street, Room 340, Santa Cruz, CA 95060
Phone: (831) 454-2440
shf735@co.santa-cruz.ca.us

Tracy Sandoval, *County of San Diego*
1600 Pacific Highway, Room 166, San Diego, CA 92101
Phone: (619) 531-5413
tracy.sandoval@sdcounty.ca.gov

Clinton Schaad, *County of Del Norte*

981 H Street, Suite 140, Crescent City , CA 95531
Phone: (707) 464-7202
cschaad@co.del-norte.ca.us

Tracy Schulze, *County of Napa*
1195 Third Street, Suite B-10, Napa, CA 94559
Phone: (707) 299-1733
tracy.schulze@countyofnapa.org

Roberta Schwartz, *Los Angeles County District Attorney*
320 West Temple St, Suite 540, Los Angeles, CA 90012
Phone: (213) 974-1616
rschwart@da.lacounty.gov

Lee Scott, *Department of Finance*
15 L Street, 8th Floor, Sacramento, CA 95814
Phone: (916) 445-3274
lee.scott@dof.ca.gov

Peggy Scroggins, *County of Colusa*
546 Jay Street, Ste 202, Colusa, CA 95932
Phone: (530) 458-0400
pscroggins@countyofcolusa.org

Jennifer Shaffer, *Department of Corrections*
Board of Parole Hearings, P.O. Box 4036, Sacramento, CA 95812
Phone: (916) 445-7950
jennifer.shaffer@cdcr.ca.gov

Amy Shepherd, *County of Inyo*
Auditor-Controller, P.O. Drawer R, Independence, CA 93526
Phone: (760) 878-0343
ashepherd@inyocounty.us

Lucy Simonson, *County of Mendocino*
501 Low Gap Road, Rm 1080, Ukiah, CA 95482
Phone: (707) 463-4388
simonsol@co.mendocino.ca.us

Andrew Sisk, *County of Placer*
2970 Richardson Drive, Auburn, CA 95603
Phone: (530) 889-4026
asisk@placer.ca.gov

Jim Spano, Chief, Mandated Cost Audits Bureau, *State Controller's Office*
Division of Audits, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 323-5849
jspano@sco.ca.gov

Dennis Speciale, *State Controller's Office*
Division of Accounting and Reporting, 3301 C Street, Suite 700, Sacramento, CA 95816
Phone: (916) 324-0254
DSpeciale@sco.ca.gov

Robert Stark, *County of Sutter*

463 2nd Street, Suite 117, Yuba City, CA 95991
Phone: (530) 822-7127
rstark@co.sutter.ca.us

Marv Stern, *County of Sacramento*
District Attorney, 901 G Street, Sacramento, CA 95814
Phone: (916) 874-6612
Sterm@SacDA.org

Evelyn Suess, Principal Program Budget Analyst, *Department of Finance*
Requester Representative
Local Government Unit, 915 L Street, Sacramento, CA 95814
Phone: (916) 445-3274
evelyn.suess@dof.ca.gov

David Sundstrom, *County of Sonoma*
585 Fiscal Drive, Room 100, Santa Rosa, CA 95403
Phone: (707) 565-3285
david.sundstrom@sonoma-county.org

Meg Svoboda, *Senate Office of Research*
1020 N Street, Suite 200, Sacramento, CA
Phone: (916) 651-1500
meg.svoboda@sen.ca.gov

Sheryl Thur, *County of Glenn*
516 West Sycamore Street, Willows, CA 95988
Phone: (530) 934-6402
sthur@countyofglenn.net

Jolene Tollenaar, *MGT of America*
2001 P Street, Suite 200, Suite 200, Sacramento, CA 95811
Phone: (916) 443-9136
jolene_tollenaar@mgtamer.com

Evelyn Tseng, *City of Newport Beach*
100 Civic Center Drive, Newport Beach, CA 92660
Phone: (949) 644-3127
etseng@newportbeachca.gov

Brian Uhler, *Legislative Analyst's Office*
925 L Street, Suite 1000, Sacramento, CA 95814
Phone: (916) 319-8328
brian.uhler@lao.ca.gov

Julie Valverde, *County of Sacramento*
700 H Street, Room 3650, Sacramento, CA 95814
Phone: (916) 874-7248
valverdej@saccounty.net

Ruby Vasquez, *County of Colusa*
546 Jay Street, Suite 202, Colusa, CA 95932
Phone: (530) 458-0424
rvasquez@countyofcolusa.com

Larry Walker, *County of San Bernardino*

222 W. Hospitality Lane, 4th Floor, San Bernardino, CA 92415

Phone: (909) 387-8322

Larry.walker@atc.sbcounty.gov

Mary Walker, *County of Santa Cruz*

Auditor-Controller's Office, 701 Ocean Street, Room100, Santa Cruz, CA 95060-4073

Phone: (831) 454-2500

Aud002@co.santa-cruz.ca.us

Mary Jo Walker, *County of Santa Cruz*

701 Ocean Street, Room 100, Santa Cruz, CA 95060-4073

Phone: (831) 454-2500

Aud002@co.santa-cruz.ca.us

Jack Weedin, *Los Angeles County Public Defender*

LA County Public Defender, 320 W. Temple St., Ste. 590, Los Angeles, CA 90012

Phone: (213) 974-3067

jweedin@pubdef.lacounty.gov

Renee Wellhouse, *David Wellhouse & Associates, Inc.*

3609 Bradshaw Road, H-382, Sacramento, CA 95927

Phone: (916) 797-4883

dwa-renee@surewest.net

Jeff Woltkamp, *County of San Joaquin*

44 N San Joaquin St. Suite 550, Stockton, CA 95202

Phone: (209) 468-3925

jwoltkamp@sjgov.org

Rita Woodard, *County of Tulare*

County Civic Center , 221 South Mooney Blvd, Room 101-E, Visalia, CA 93291-4593

Phone: (559) 636-5200

rwoodard@co.tulare.ca.us

Brendon Woods, *County of Alameda*

Office of the Public Attorney, 1401 Lakeside Drive, Suite 400, Oakland, CA 94612

Phone: (510) 272-6600

debra.green@acgov.org

Hasmik Yaghobyan, *County of Los Angeles*

Auditor-Controller's Office, 500 W. Temple Street, Room 603, Los Angeles, CA 90012

Phone: (213) 974-9653

hyaghobyan@auditor.lacounty.gov

Mark Zahner, *California District Attorneys Association*

921 11th Street, Suite 300, Sacramento, CA 95814

Phone: (916) 443-2017

mzahner@cdaa.org