

Systemic Interventions

Collaborating for Change: A Statewide
Probation Work Session
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Agenda

- Introductions
- Overview of Systemic Interventions
- National Models
- Santa Cruz Examples
- Lessons Learned
- Next steps and Resources
- Questions and Answers

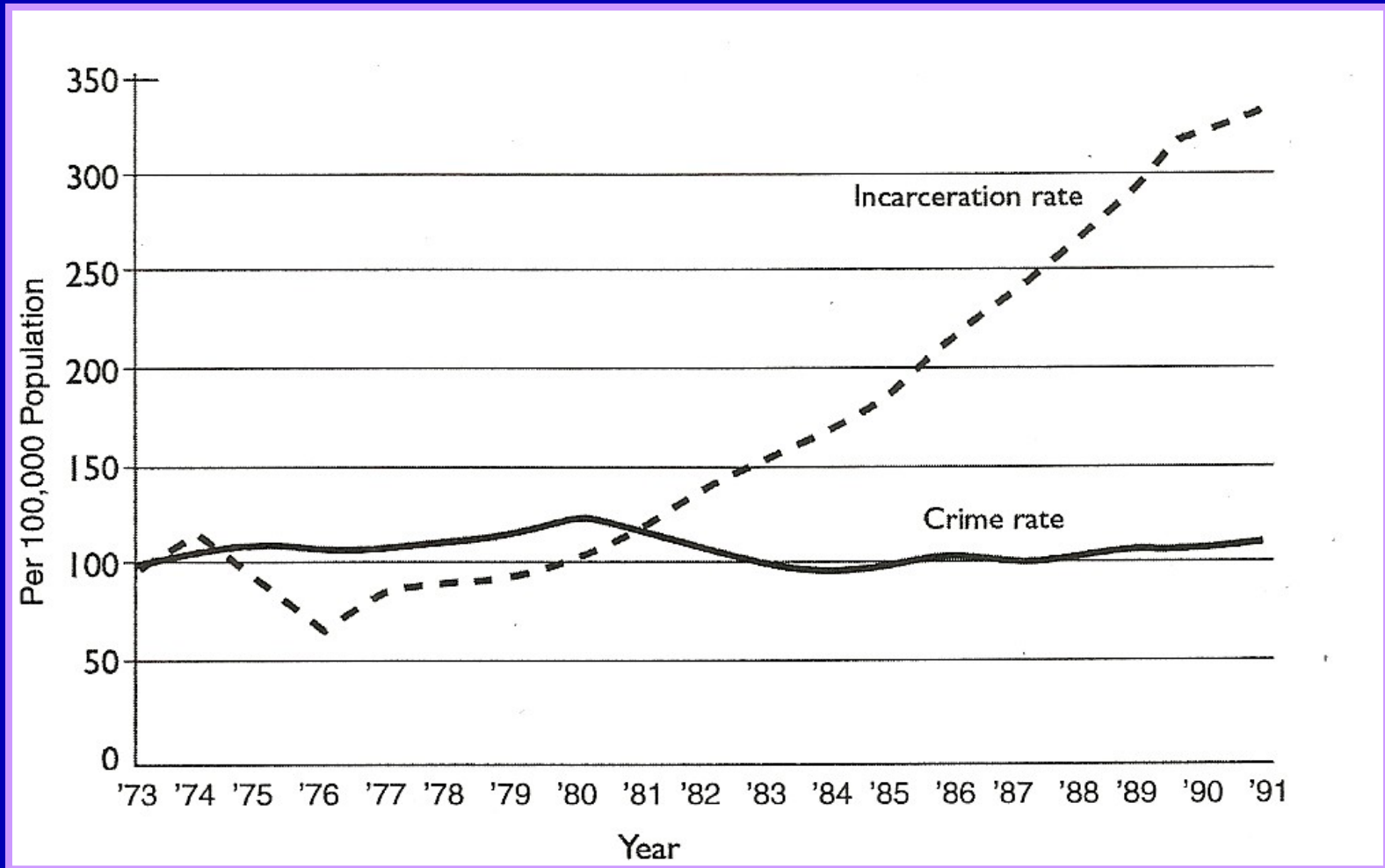
The Premise of Systemic Interventions in an EBP model

- A focus on offender behavior change is a limited scope.
- Systemic factors influence outcomes.
- Probation failure encompasses factors beyond criminogenic needs.
- Systems can be realigned for better results that promote probation success and better use of resources.
- Systemic interventions can assist in a successful AB 109 implementation.

Our System Behavior has Changed in recent years

At the State and Local Levels

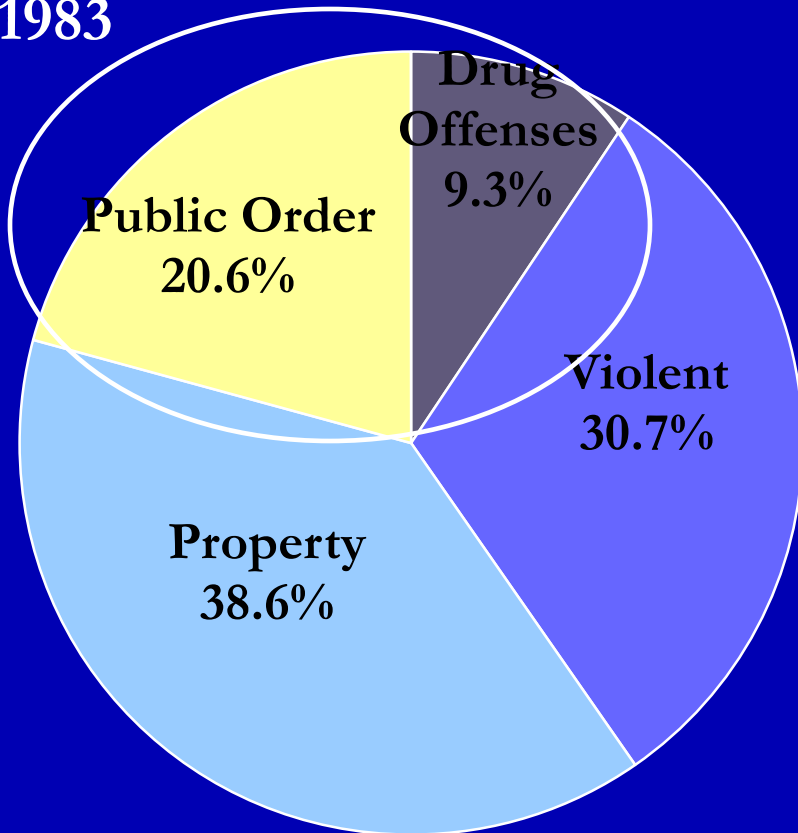
US Incarceration Rates Skyrocket while Crime Remains Flat



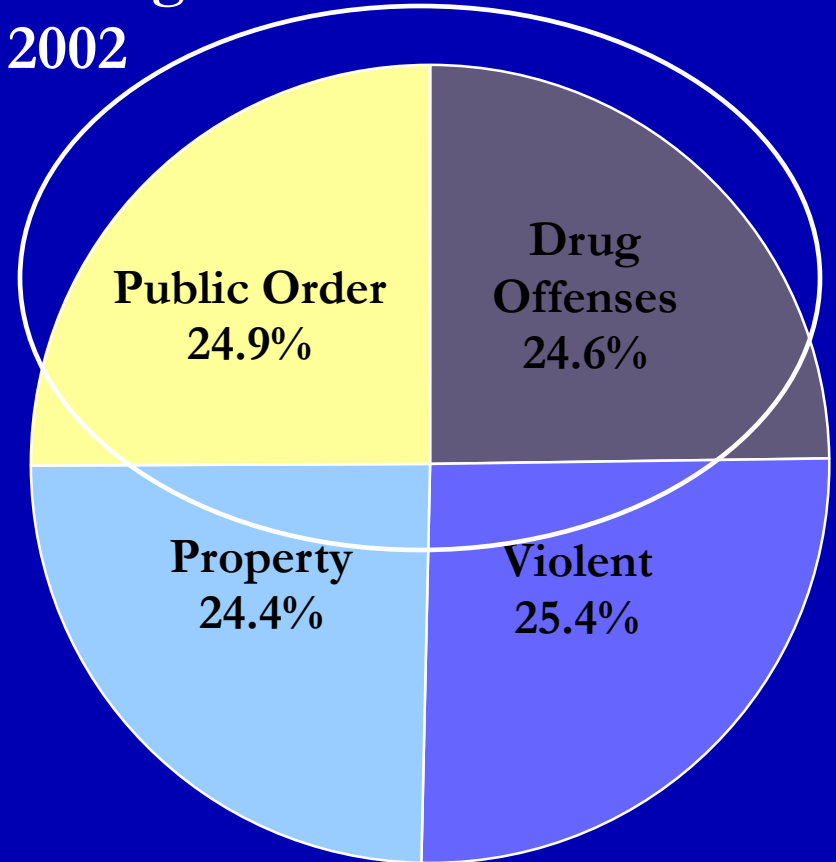
Source: From "Urban America: Policy Choices for Los Angeles and the Nation"
J. Steinberg, D., Lyon and M. Valana

We now use jail for less serious offenders...

30% Lower level
/Drug Offenses in
1983



50% Lower level
/Drug Offenses in
2002



Goals of Systemic Interventions

- **Data-driven solutions for justice improvement**
- **Reduce reliance on incarceration through safe and effective interventions at various process and decision making points**
- **Compliment and build upon offender focused interventions by providing a system “lens” or frame**

Guiding Principles of SI

- Leadership, Collaboration and Self-Critique
- A System Perspective
- Commitment to Thoughtful Planning and Data-Driven Decision Practices
- Examination of Key Decision Points
- Build Capacity through a Continuum of Options to Safely Reduce Reliance on Incarceration
- Innovation and Replication
- From Policy to Practice
- Commitment to Research Based Practices

Systemic Intervention Process

- **Data-driven System Assessment**
 - Who gets incarcerated and why?
- **Planning**
 - Identify opportunities for system reform(s), design system solutions, and thoughtfully plan for implementation
- **Intervention**
 - Test implementation and correct as needed
- **Evaluation**
 - Ongoing evaluation and improvement

NATIONAL MODELS FOR SYSTEM CHANGE

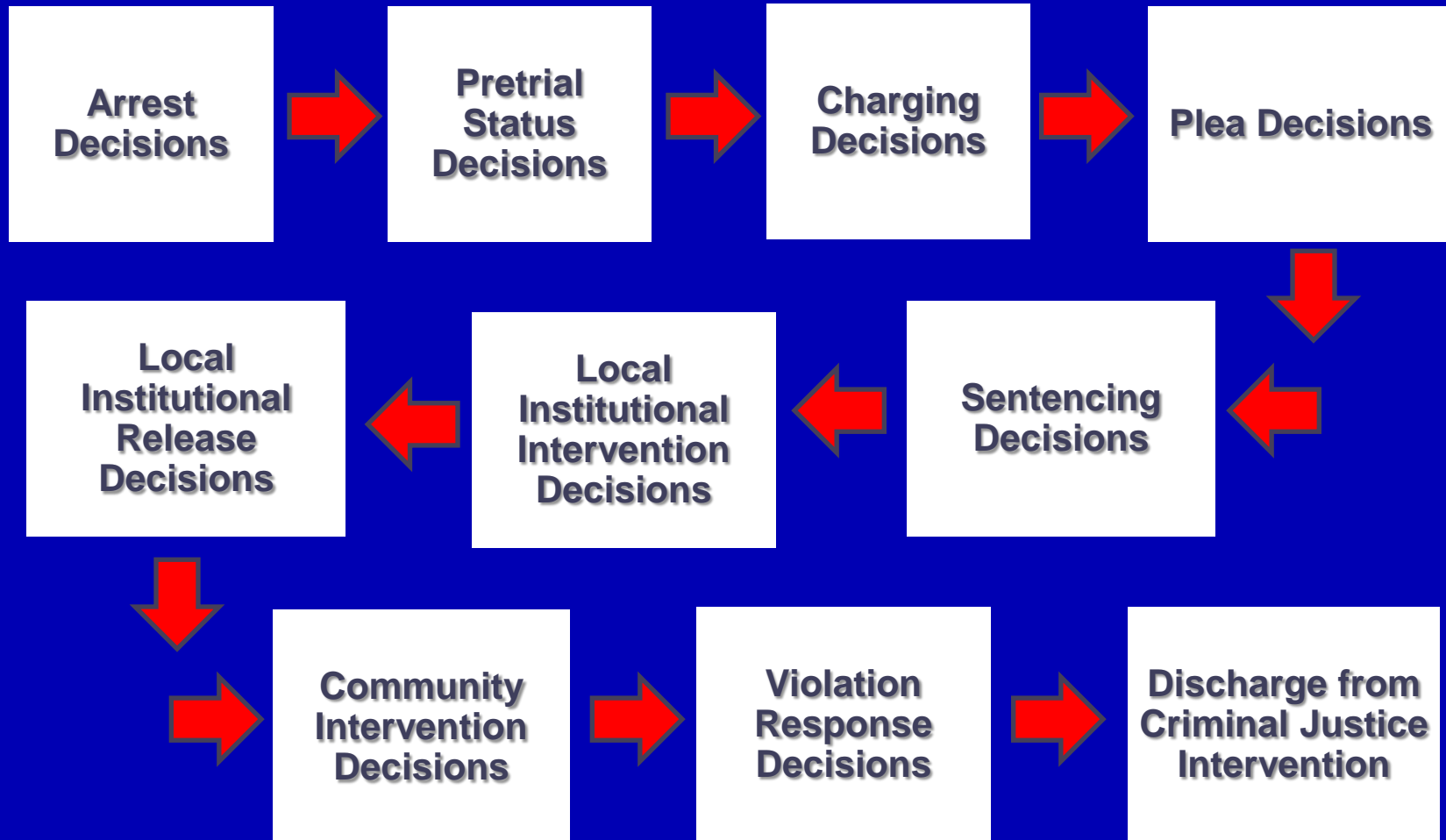
National Resources

- National Institute of Corrections Evidence-Based Decision Making (EBDM)
 - TA Providers CEPP, Carey Group, Pretrial Justice Institute and the Justice Management Institute
 - Ramsey County, WI, Yamhill County, OR and Charlottesville, VA
- Bureau of Justice Assistance Justice Reinvestment Initiative (JRI)
 - Local Level TA Providers Crime and Justice Institute (CJI) and the Center for Effective Public Policy (CEPP)
 - Santa Cruz, San Francisco, Los Angeles and Johnson County, KS

Evidence-Based Decision Making in Local CJS

- The goal of EBDM is to test a “Framework” for evidence-based decision making at the local level using evidence to inform decisions that lead to *risk* and *harm* reduction.
- The Framework examines key decision points and the evidence to support decision making at each one

EBDM Key Decision Points



Principle #1

The professional judgment of criminal justice system decision makers is enhanced when informed by evidence-based knowledge.

Examples: use of risk tools; effectiveness of interventions under certain conditions

Evidence-based knowledge does not replace discretion but instead, informs decisions.

Principle #2

Every interaction within the criminal justice system offers an opportunity to contribute to harm reduction.

Examples: law enforcement officer at the point of arrest, pretrial officer at assessment, judicial officer on the bench

To be effective, justice system players must understand how their interactions influence others and have the knowledge and skills to enhance this influence.

Principle #3

Systems achieve better outcomes when they operate collaboratively at the individual, agency, and system levels

Example: Establishment of policy teams and operational protocols that define how others will be consulted and decisions made

Decision making responsibilities remain at the individual and agency level, however under the collaborative approach, input is received and other's interests are taken into account.

Principle #4

The criminal justice system will continually learn and improve when professionals make decisions based on the collection, analysis, and use of data and information

Examples: Establishment of agency and system wide performance measures; feedback loops to examine efficacy of current practice

Where evidence is not immediately available, the justice system may need to use its own data to determine what is or is not working.

Act as a Criminal Justice System: Collaboration and Planning

- Key decision makers form a policy team (e.g., Criminal Justice Council); work collaboratively; meet routinely
- ***Agree on system goals (harm reduction)***
- Identify major policy and program changes to improve risk and harm reduction outcomes.
- ***Establish transparent performance measures***
- ***Develop a system-wide logic model***
- Collect and use data to evaluate system results
- ***Support each other around agreed upon harm reduction policies***

EBDM Starter Kit

A web-based document will walk the user through the following activities to prepare for the implementation of EBDM:

- Building a genuine, collaborative policy team
- Building individual agencies that are collaborative and in a state of readiness for change
- Understanding current practice within each agency and across the system
- Understanding and have the capacity to implement evidence-based practices
- Developing logic models
- Establishing performance measurements, determining outcomes, and developing a system scorecard
- Engaging and gaining support of the community
- Developing a strategic action plan for implementation

How You'll Know It When You See It

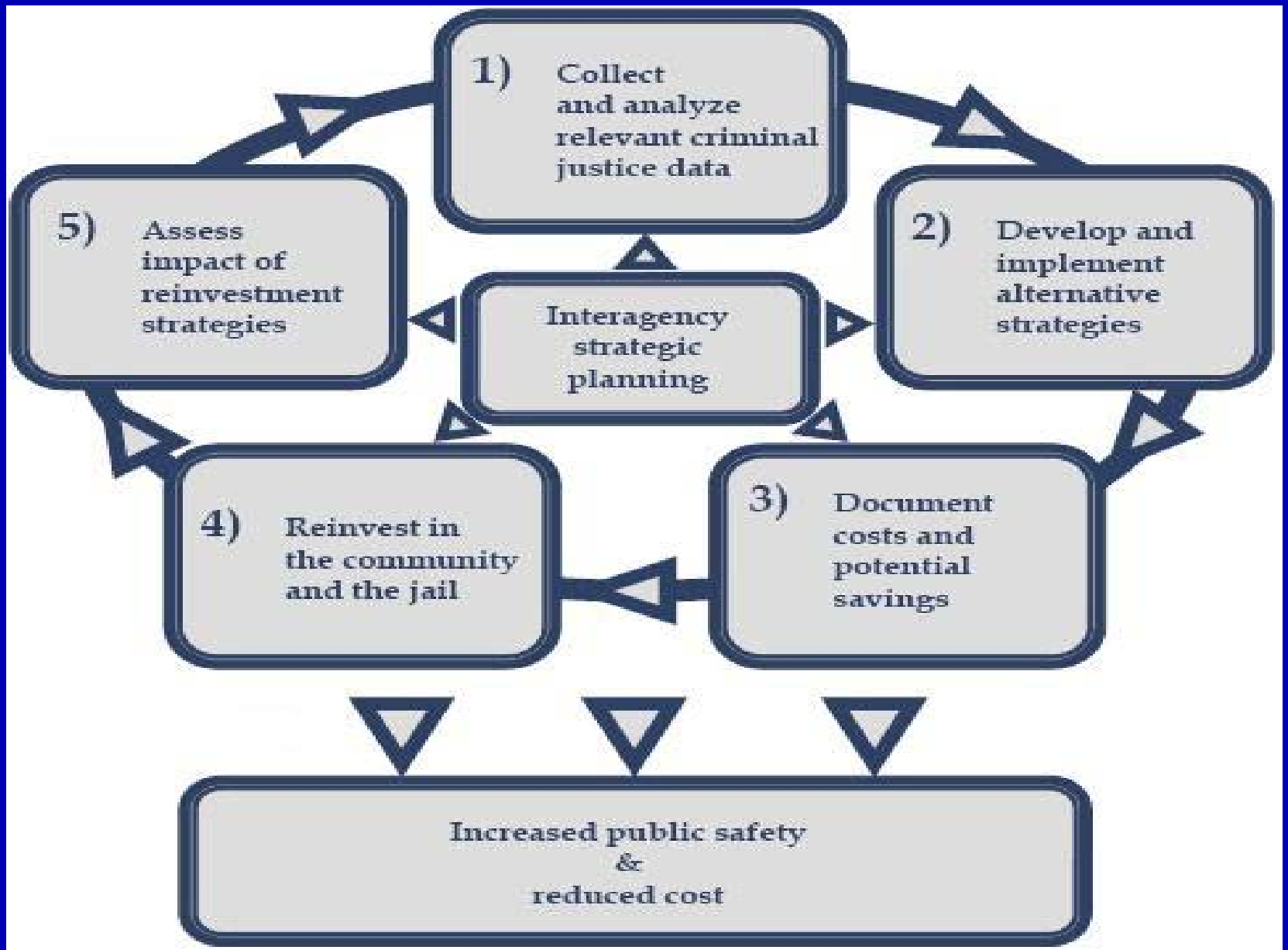
- CJS players will routinely ask: “How do we know that? On what evidence is that decision based?”
- Evaluations are put into place when new policies or practices are implemented
- Policies and practices are modified (or terminated) when the outcomes are poor
- Results from performance measures show improvement over time

Justice Reinvestment

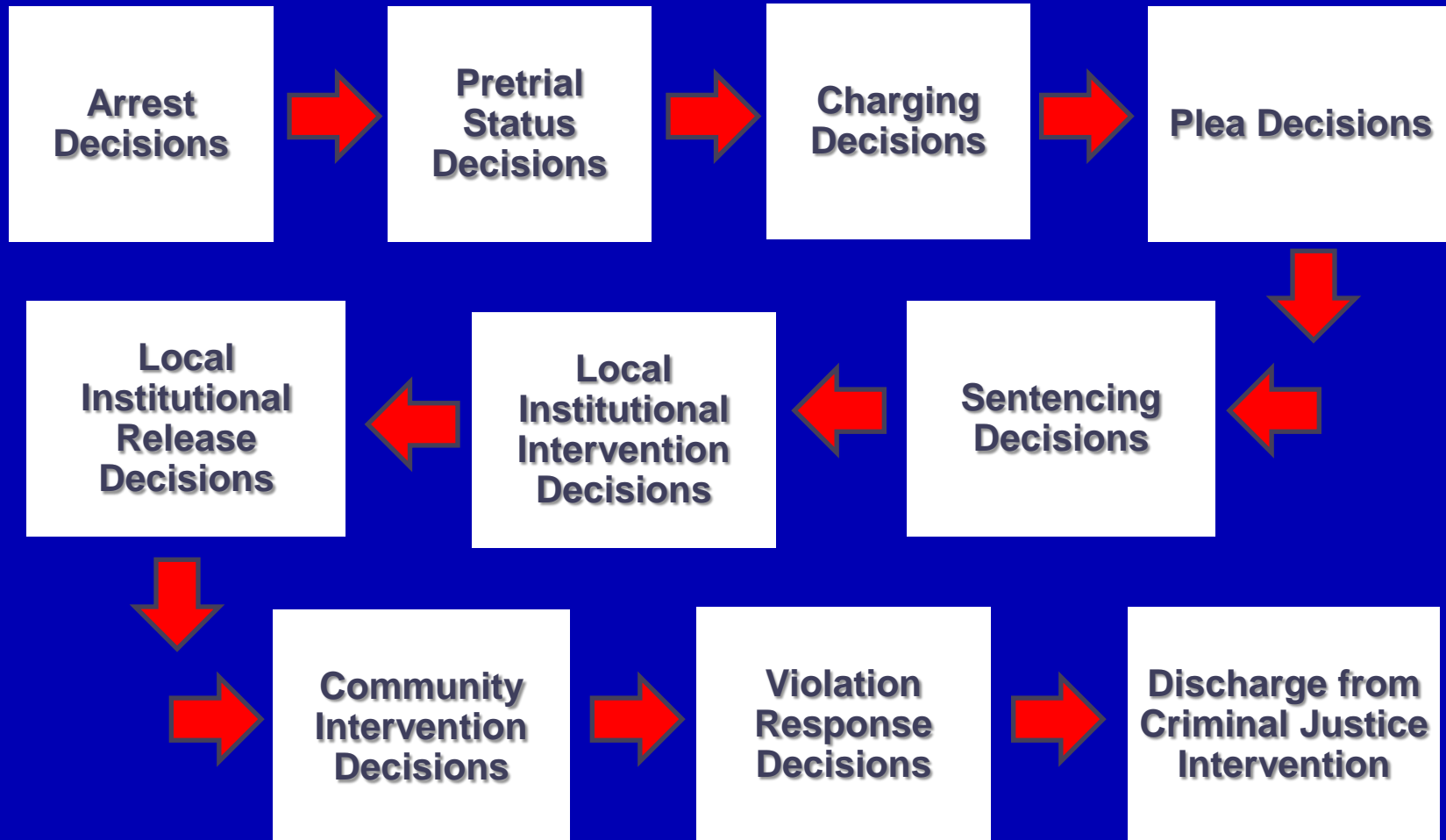
- What is the Bureau of Justice Assistance Justice Reinvestment Initiative (JRI)?
 - Strategic and data-driven process that helps state, local, and tribal communities better assess their systems and implement policy options that generate and reinvest substantial cost savings.
- What is the goal?
 - To develop and implement administrative, inter-agency, budgetary, or county policy that addresses drivers of the local correctional population, and produces cost savings that can be reinvested to enhance public safety.

AB 109

- SEC. 229. Section 17.5 is added to the Penal Code, to read...
- (1) The Legislature reaffirms its commitment to reducing recidivism among criminal offenders.
- (4) California must reinvest its criminal justice resources to support community-based corrections programs and evidence-based practices that will achieve improved public safety returns on this state's substantial investment in its criminal justice system.
- (7) Fiscal concerns and programs should align to promote a justice reinvestment strategy that fits each county. ...



EBDM Key Decision Points



JRI Phase I

- Engages leaders and key stakeholders, conducts a comprehensive analysis of criminal justice data, and identifies strategies to reduce costs and increase public safety.
- Requires:
 - Identified working group/task force with commitment
 - Agreement on milestones for data analysis
 - Kick off and coordination efforts with related initiatives

JRI Phase II

- Supports the implementation of JR strategies
- Requires
 - Established working group/task force with demonstrated commitment and experience
 - Identified policy or program strategies that are feasible and founded upon data analysis
 - Agreement on a reinvestment strategy
 - Developed implementation plan

The Jail Problem

1. Many Jails in California are overcrowded
2. Realignment will further impact jails.
3. Jail reliance is costly.
4. Jail utilization is not consistently tied to crime rates or offender risk.

An Antidote:

1. There are jail populations that can be placed in alternative programs.
2. Probation populations impact the jail
3. Probation can partner with the Sheriff to co-manage jail alternatives.
4. Well run jail alternatives are safe and cost effective.

Two Santa Cruz Examples of Probation led Systemic Interventions

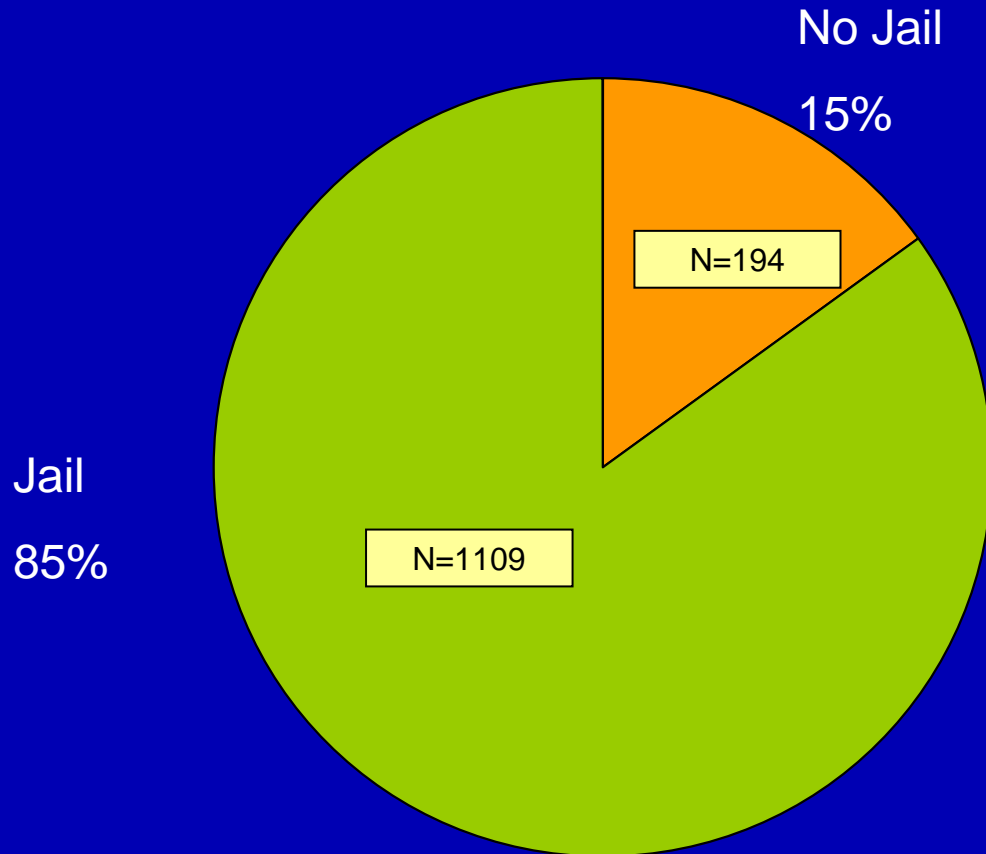
Increasing Probation Success and
Reducing Jail Reliance

Example one:

Warrant Reduction Program Example of a Systemic Intervention

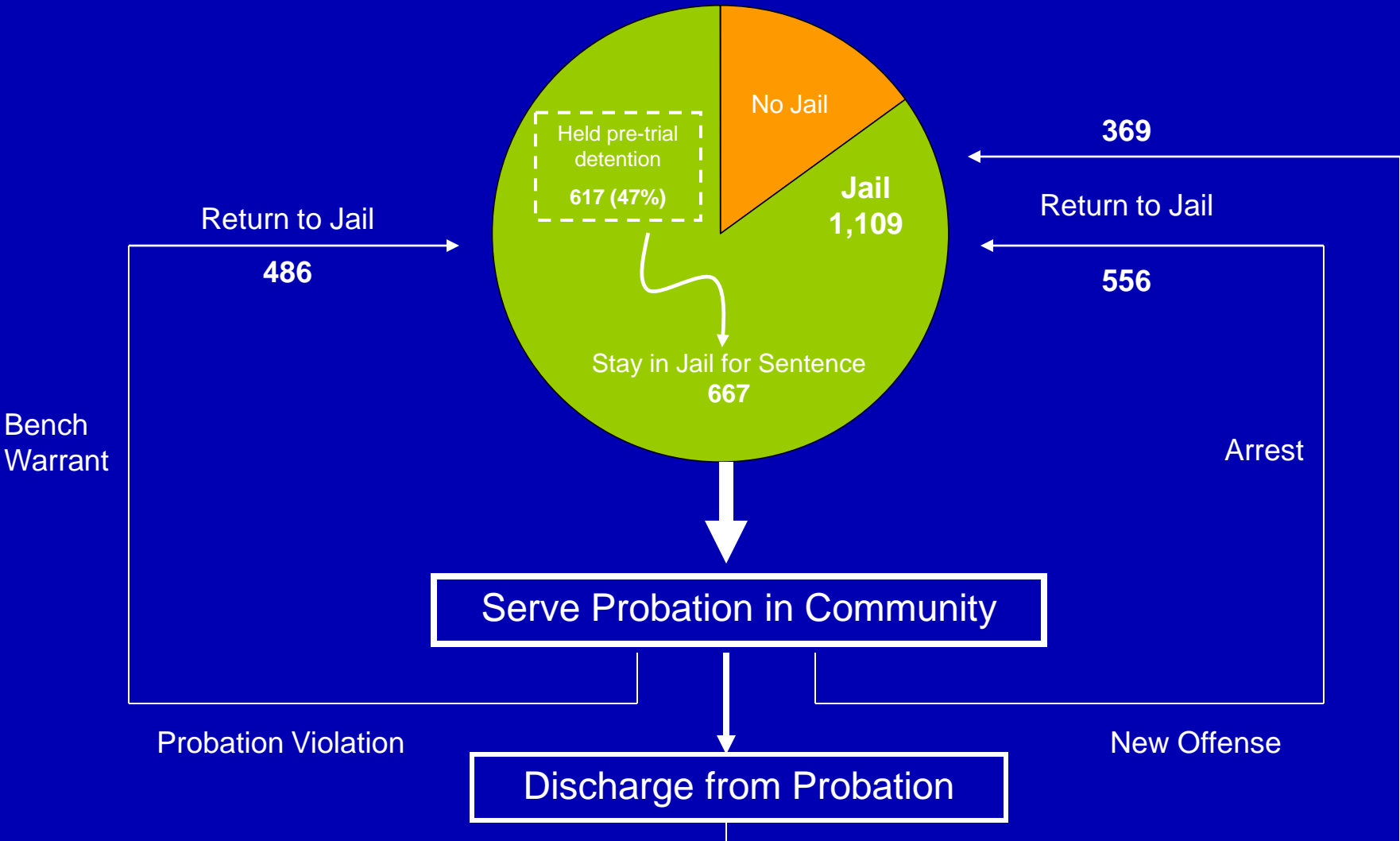
**2006 Effort to Address Jail
Overcrowding in Santa Cruz**

Virtually all probationers have some experience with jail

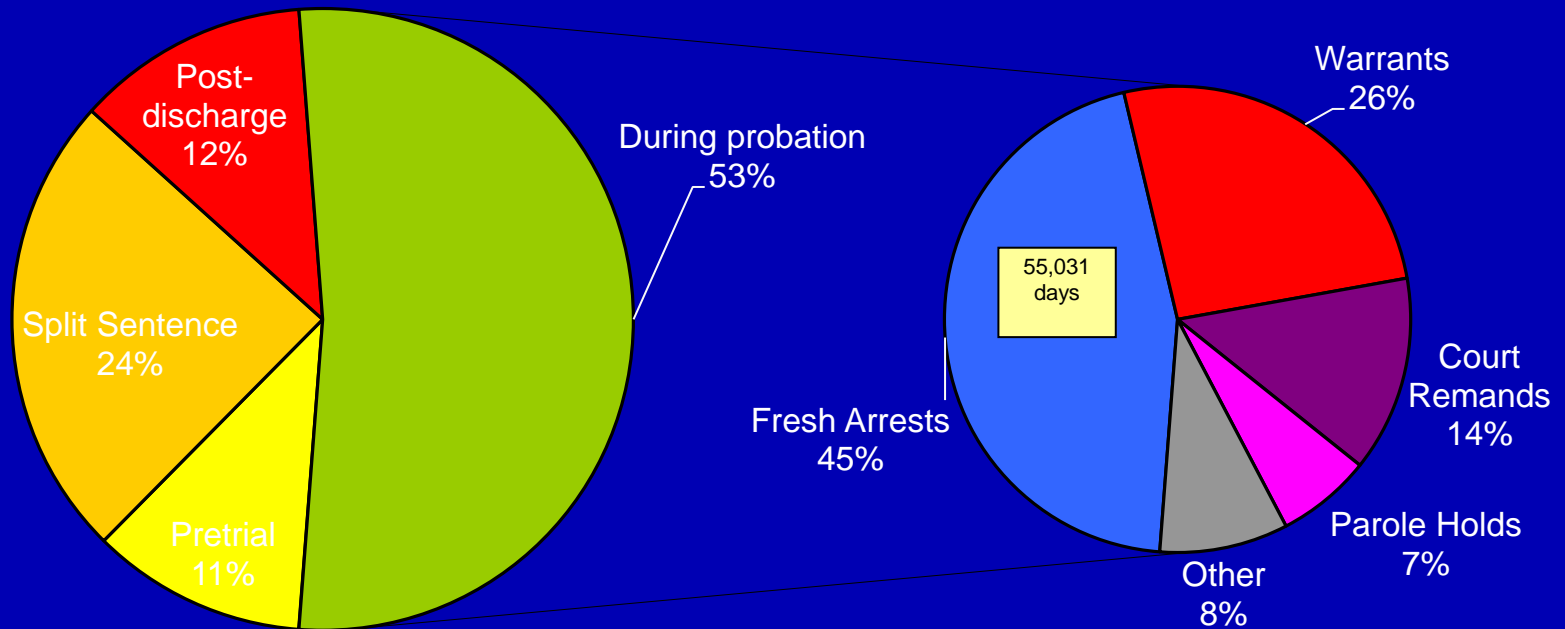


Source: records of 1303 offenders leaving probation in 2004

Assessment Finding: Many Probationers Cycle In and Out of Jail



Planning and Intervention: Reduce Warrants, Reduce Jail Use



Total Number of Jail Days:
232,741

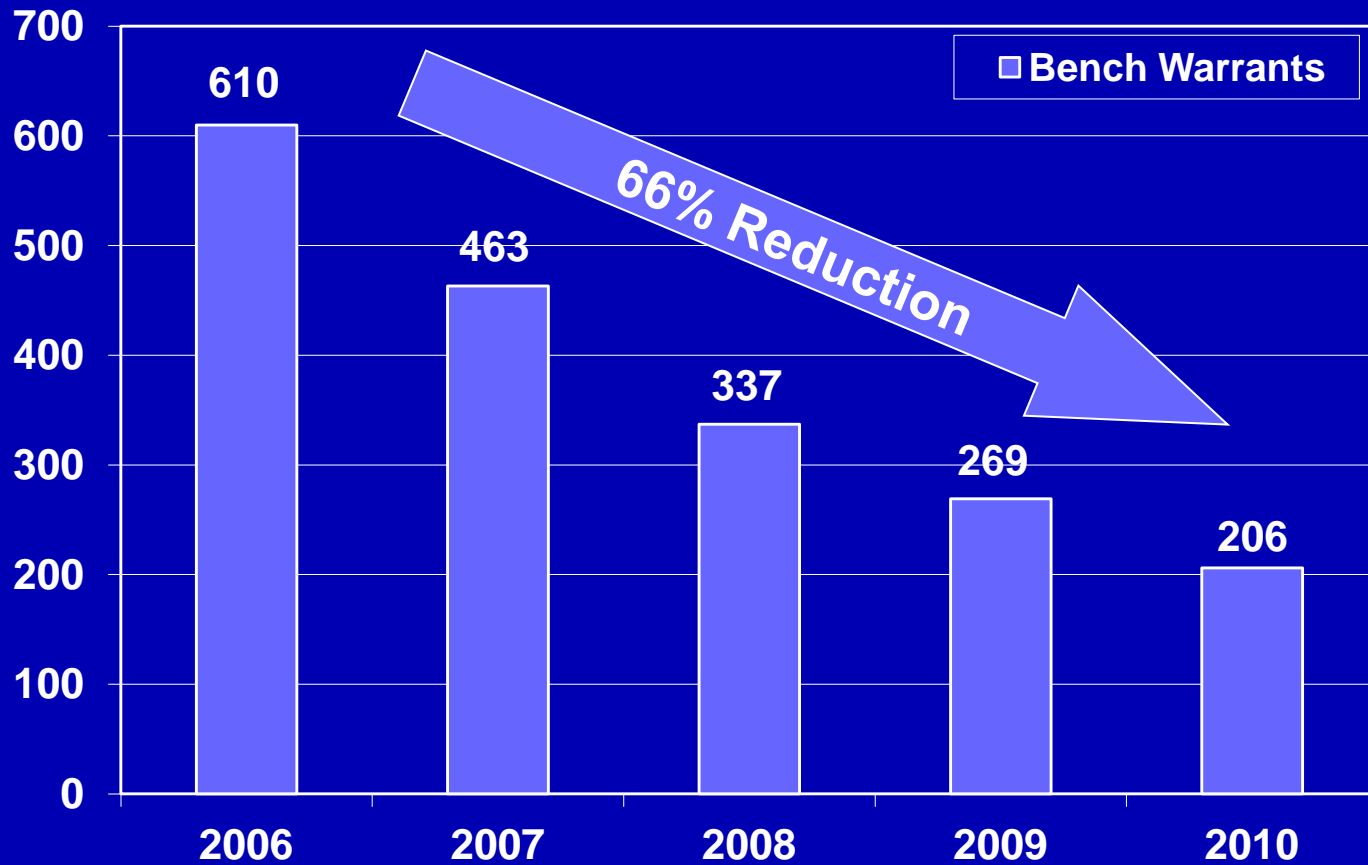
Data helped identify the Warrant Reduction and Advocacy Program

- **Vera Study revealed technical violators who did not report to probation spent 40 days each in jail upon warrant return.**
- **Many probationers were not contacted due to lack of address.**
- **Some lower level Probationers were generally confused about expectations.**

Warrant Reduction and Advocacy Program

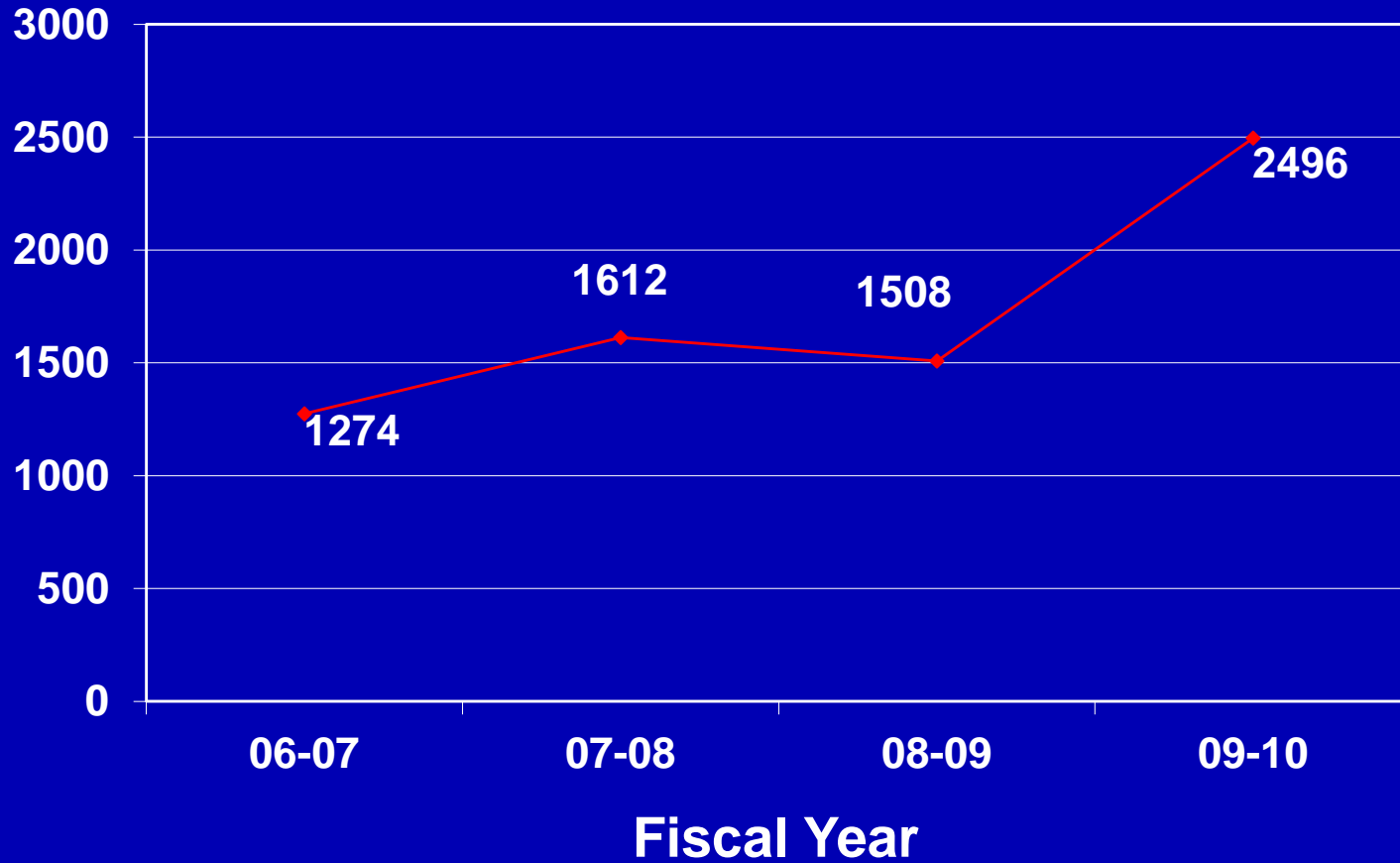
- **Partnership with Community Non-profit to locate low level technical violators**
- **Reconnect probationers to probation officer**
- **Identify community based response to the violation.**

WRAP Impact: 2006 through 2010



WRAP Jail Bed Days Saved

A previous warrant study showed that defendants arrested on probation violation bench warrants spent an average of 26 days at the Main Jail (VERA, 2004)



Benefits of WRAP

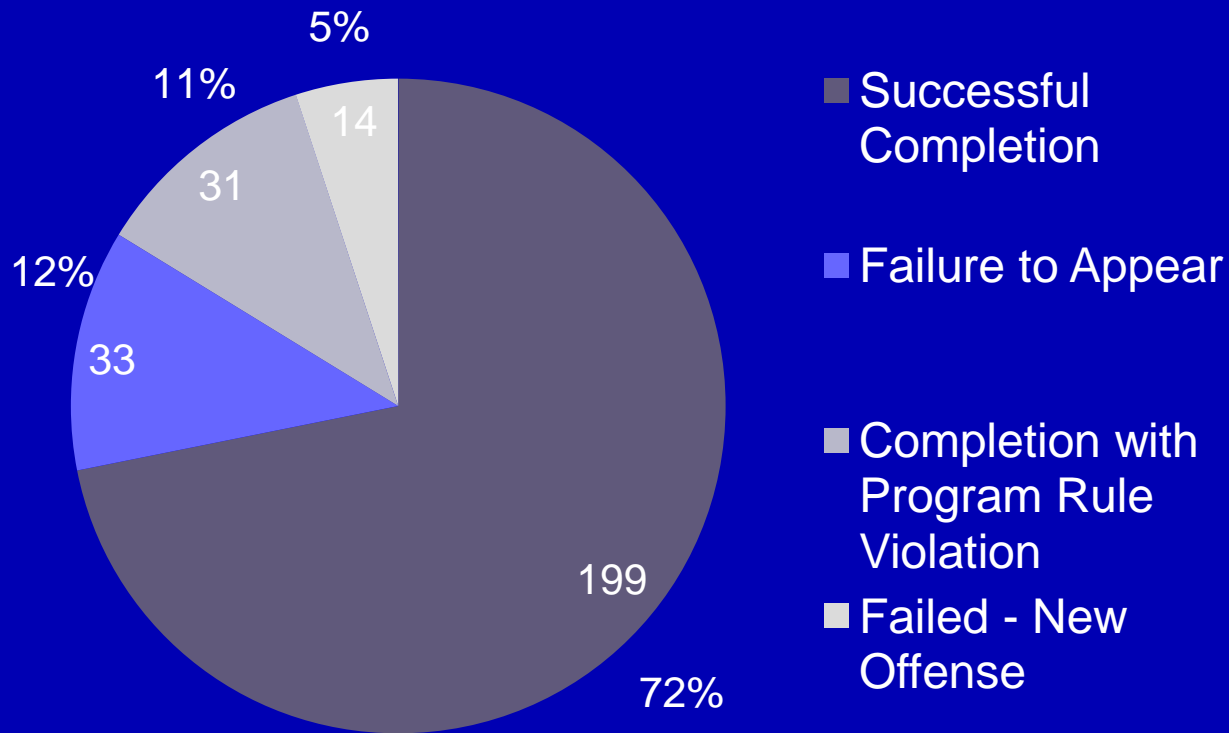
- Huge reduction in probation warrants
- More successful probation engagement
- Significant reductions in costs associated with arrest, court litigation and jail beds
- Reduces Deviancy Contagion effect of having low risk offenders in jail with high risk offenders

Example two:

Pretrial Services

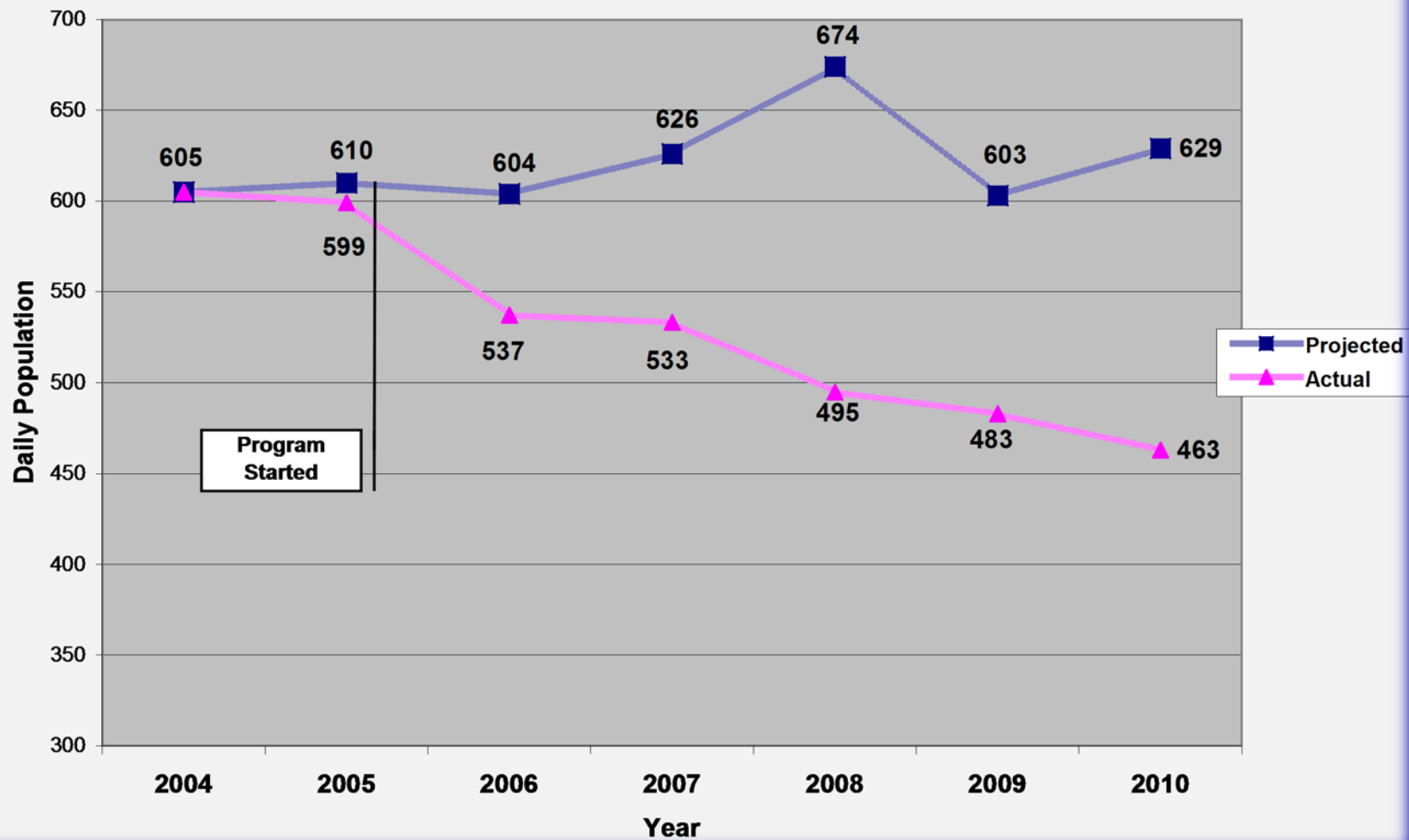
- Added and assigned probation staff to work with Sheriff Detention Administration and staff.
- Introduced a validated Pretrial Risk Assessment
- Recommended O.R. releases and based on risk level offered supervision and intensive supervision with electronic monitoring.

Ninety Seven Percent of Supervised Pretrial Participants do not reoffend and Eighty nine percent make all court appearances



Participants are supervised and held accountable to program rules. Seventy two percent complete without rule or law violations.

Impact of Jail Alternatives -Total Jail Population 2005 through 2010



Positive Pretrial Outcomes

- 25% reduction in jail beds (90 beds a day saved).
- Cost Savings
- Good public safety outcomes:
 - 95% do not re-offend while pending court
 - 88% make all court appearances
- Fosters community accountability: e.g., employment and pro-social behavior at home

LESSONS LEARNED

Counties Can Save Thousands of Dollars on each offender through community based alternatives...



Lessons Learned from Systemic Interventions

- CJS are pliable – the origins of problems are often systemic and so are the solutions.
- Data identifies systemic opportunities and helps manage outcomes.
- Systemic Interventions can safely reduce jail reliance and increase probation success
- Systemic Interventions will assist in a successful AB109 and SB678 implementation
- The pay off is large and benefits significant

More Lessons Learned

- A primary perceived barrier is the lack of system collaboration around a common set of outcomes and principles.
- It takes time to get everyone on board; sometimes ensuring a quick win in your own shop is needed.
- A thoughtful and collaborative planning process helps to ensure that sound decisions are made and desired outcomes are achieved.
- Using data to identify the opportunities for change is one thing, actual implementation and quantification of the impact are another.

NEXT STEPS AND RESOURCES

Systemic Interventions Next Steps

- **Brown Bag Webinars for Peer Sharing**
 - CJI will broadcast a series of Systemic Intervention webinars between November and January
 - Each one will provide a tutorial in using systems data to identify and implement systemic interventions at the local level that reduce reliance on incarceration.
- **Additional resources are available on your flash drives and in the resource library, including:**
 - **Systemic Intervention principles and sample opportunities for change**
 - **EBDM and JRI resources**

For More Information

- CJI Helpdesk <http://cjinstitute.org/helpdesk>
- Chief Mack Jenkins, San Diego,
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QUESTIONS AND ANSWERS