

**SUBMITTAL TO THE BOARD OF SUPERVISORS
COUNTY OF RIVERSIDE, STATE OF CALIFORNIA**

750



FROM: Probation Department

SUBMITTAL DATE:
February 18, 2016

SUBJECT: Riverside County's California Forward Justice System Change Initiative Workshop

RECOMMENDED MOTION: That the Board of Supervisors:

1. Receive and file this report and all its attachments;
2. Approve, in concept, the 8 recommendations contained in the Jail Utilization Report to help address the challenges facing Riverside County's criminal justice system;
3. Include the California Forward report and recommendations with the reviews in progress by KPMG to provide a comprehensive review of operations within the criminal justice departments;
4. Direct the Executive Office to work with the impacted departments during the upcoming budget process to develop strategies for implementation;
5. Direct the Executive Office and the impacted departments to report on implementation progress every six months.

BACKGROUND:

Summary

California Forward is an independent, bipartisan governance reform organization that promotes political, fiscal and organizational reform to improve the impact of public programs.

(Continued on Page 2)

Mark A. Hake

Mark A. Hake
Chief Probation Officer

FINANCIAL DATA	Current Fiscal Year:	Next Fiscal Year:	Total Cost:	Ongoing Cost:	POLICY/CONSENT (per Exec. Office)
COST	\$ 0	\$ 0	\$ 0	\$ 0	Consent <input type="checkbox"/> Policy <input type="checkbox"/>
NET COUNTY COST	\$ 0	\$ 0	\$ 0	\$ 0	

SOURCE OF FUNDS: N/A

Budget Adjustment: No
For Fiscal Year: FY 15/16

C.E.O. RECOMMENDATION:

APPROVE

BY: *George A. Johnson*
George A. Johnson

County Executive Office Signature

MINUTES OF THE BOARD OF SUPERVISORS

Departmental Concurrence

- A-30
- 4/5 Vote
- Positions Added
- Change Order

Prev. Agn. Ref.: 3-4 of 3/18/14

District: All

Agenda Number:

16-2

**SUBMITTAL TO THE BOARD OF SUPERVISORS, COUNTY OF RIVERSIDE, STATE OF CALIFORNIA
FORM 11: Riverside County's California Forward Justice System Change Initiative Workshop**

DATE: February 18, 2016

PAGE: 2 of 3

BACKGROUND:

Summary (continued)

On March 18, 2014, the Board of Supervisors approved agenda item 3-4, that directed the County Chief Executive Officer to send California Forward's Partnership for Community Excellence a letter indicating the County's support for working with California Forward on the Justice System Change Initiative (J-SCI). This initiative aims to build a culture for data-based decision making that includes regular evaluation, reduced reliance on incarceration by implementing alternatives that have proven successful, and exploring ways to improve public safety outcomes especially reduced rates of recidivism.

The California Forward Justice System Change Initiative (J-SCI) has been working with Riverside County to participate in a three-year effort to improve rehabilitation services and expand alternatives to incarceration based upon data that is evaluated regularly. A steering committee was created and Chief Probation Officer, Mark A. Hake was selected to chair. Partner agencies include the Sheriff's Department, District Attorney's Office, Law Offices of the Public Defender, Probation Department, Riverside University Health System – Behavioral Health and Public Health Departments, and the County Executive Office. The work began with interviews of county leaders and department heads from the full spectrum of justice agencies, health and human service agencies and the county executive office. The issue of greatest concern was jail overcrowding, and related conditions of confinement for mentally ill populations and those hospitalized for mental and physical health issues. County leaders developed goals with the J-SCI team to develop and build capacity for data-driven practices; reduce the use of incarceration for low-risk offenders through effective systemic and programmatic alternatives; and, direct resources to cost-effective mechanisms for maintaining public safety.

The work focused on three areas: 1) engaging the Probation Department in system improvements that advance both department goals and positively impact challenges facing the jail; 2) conducting a jail utilization study to provide a portrait of jail usage that will hone and guide system improvement efforts, and; 3) work with the Riverside University Health System – Behavioral Health to build treatment and service capacity as alternatives to incarceration and reduce recidivism.

The attached report provides a summary of the significant progress that has been made in Riverside County through the partnership with California Forward's Justice System Change Initiative. The three areas mentioned above only partly represent the high level of commitment, leadership and participation across county departments and government leaders to combat the criminal justice system problems facing the county. California Forward's partnership with the county has also provided recommendations for system improvement, which can help to reduce the county's fiscal liabilities by creating cost avoidance strategies that also improve public safety outcomes. Many of these opportunities involve practice and policy changes that can be quickly implemented with modest investments that generate near-term cost-savings. Other solutions require a more significant investment that if implemented correctly would yield more substantial cost-savings or cost avoidance, while reducing recidivism and jail usage. These improvements will only be obtained if the county supports and sustains continuous improvement through a dedicated Riverside County team that extends the data-driven process across county departments to produce cross-system benefits.

Impact on Citizens and Businesses

Programs that assist offenders either inside or outside of the jail system and help them reintegrate into the community as healthy, law-abiding and productive citizens, will benefit the community in reduced corrections and health and human services costs over time. Citizens will know that the county prudently utilizes available resources to reduce recidivism, and promote safe and livable communities.

SUPPLEMENTAL:

Additional Fiscal Information

N/A

Contract History and Price Reasonableness

N/A

ATTACHMENT: California Forward: Justice System Change Initiative Report



December 21, 2015

Chief Mark Hake
Chair of Riverside County
J-SCI Executive Steering Committee

Dear Chief Hake:

We are pleased to provide this summary of the significant progress that has been made in Riverside County through the partnership with California Forward's Justice System Change Initiative (J-SCI).

As you may remember, the work began with interviews of county leaders and department heads from the full spectrum of justice agencies, health and human service agencies and the county executive office. The issues of greatest concern were the jail crowding problem and the related conditions of confinement for mentally ill populations and those hospitalized for mental and physical health issues. There was a high level of frustration that individuals who should be serving sentences were released as a consequence of federally imposed population caps. County leaders developed goals with the J-SCI team to develop and build capacity for data-driven practices; reduce the use of incarceration for low-risk offenders through effective systemic and programmatic alternatives; and, direct resources to cost-effective mechanisms for maintaining public safety.

The work has focused in three areas: 1) engaging the probation department in system improvements that advance both department goals and positively impact challenges facing the jail; 2) conducting a jail utilization study (JUS) to provide, for the first time, a portrait of jail usage that will hone and guide system improvement efforts, and; 3) work with county Behavioral Health, in particular on the 1115 waiver process to build treatment and service capacity as alternatives to incarceration and reduce recidivism.

Probation Efforts

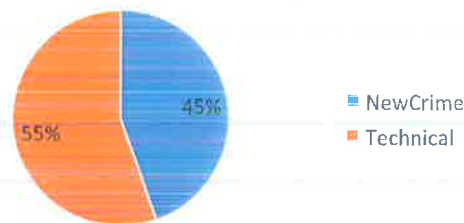
A report prepared by your staff detailing the efforts by the Probation Department is attached (Appendix 1). In August of 2014, we met with your management team and identified probation warrants as an important opportunity to improve efficiency. CA Fwd partnered with a workgroup of management, supervisor and line staff to study a year's worth of probation petitions (October 1, 2013 through September 30, 2014) to better understand practices, identify opportunities, and establish baselines to measure improvement. Your department filed 8,784 of the 16,612 petitions filed during the baseline study year. The following key findings emerged from this study:

1. Of the 16,612 petitions filed, more than half were for technical, not for committing new crimes/new criminal violations.

Most are breaking rules, not laws



Violation Petitions by type



2. Nearly half of the probation violators were on probation for a drug offense, while another 32 percent were for a property crime. Knowing that many property offenses are generated by drug abusers, it is understandable that drug abuse and addiction play a significant role in probation violations.

3. The most common term of probation violated was failing to report to probation officials, followed by failing to have a residence approved by probation. These were followed by failing to register as a drug offender and failing to complete a substance abuse program.

4. In nearly 80 percent of the cases, there was no indication in the files or violation reports that an intermediate sanction was used prior to the probation violation.

5. Seventy percent of all violations filed by probation resulted in a jail sentence averaging 18 days in jail per offender (118,000 bed days annually or 323 individuals on average in jail each day). A 30 percent reduction in these violations would eliminate the need for federal cap releases on most days.

Based on this study, the following areas were identified by probation staff for system improvement and a sub-working group was formed for each area:

- Reduce probation failures resulting in jail by increasing probation success through better engagement of probationers.
- Reduce formally filed technical violations by increasing the documented use of intermediate sanctions.
- Understanding that drug abuse and addiction are significant drivers to probation violations and an impediment to successful probation engagement, develop new methods to treat and engage with substance users and abusers.

The efforts by your staff are outlined in the attached report, such as a growing effort to monitor and increase probation success and appropriate alternatives to jail stays for technical probation violations, including swift responses that more directly address problem behaviors. This work is still in preliminary stages, but it appears that this agency focus,

combined with recent changes in Proposition 47 have resulted in a 25 percent decline in probation violations resulting in jail time.¹

Quarter 3 2014	1,990
Quarter 3 2015	1,498
Percent Change	-25%

Based on our baseline data, this trend will result in 23,000 fewer jail bed days, or a reduction of 62 jail beds per day needed to house technical violators. There are numerous variables that influence jail usage, but without these reductions, it would be reasonable to expect an increase in the ADP.

Sheriff Department Efforts

Under the leadership of Jerry Gutierrez, a workgroup was formed consisting of correctional management staff to conduct a jail utilization study (JUS). The attached JUS provides a broad portrait of jail bookings and information about the average daily population for the study period, annual year 2014. It also provides some preliminary data for the first half of 2015 to capture some of the early impacts of Proposition 47, which reduced a number of felony drug crimes to misdemeanors. The report offers a number of suggestions that could be further examined to develop strategies to improve outcomes and reduce jail utilization. This includes building upon the work in the Probation Department to reduce compliance and system failures that result in jail recurrence and develop alternative responses to problem behaviors that can be addressed more directly through community-based sanctions and interventions. Given that nearly half of the daily jail population is in custody for reasons other than a new crime, this is fertile ground for improvement while preserving and improving public safety outcomes. We also note that inmates who suffer from mental illness and who need psychiatric assistance are booked into jail with higher frequency and stay longer than other inmates. Additionally, they are arrested primarily for holds and warrants, not new crimes. There is a lack of coordinated and intensive case management that combines probation supervision with specialized mental health services. Implementing these approaches will produce better mental health outcomes and community stability, which will in turn reduce jail reliance for this population.

Behavioral Health Efforts

The Riverside University Health System - Behavioral Health Director Jerry Wengerd and Substance Use Administrator Rhyan Miller have completed a comprehensive proposal to participate in the state's Drug Medi-Cal 1115 System of Care Redesign. Once approved by the state, this plan will enable the county to draw down new federal funding for a continuum

¹ It is noteworthy that the drop in petitions began before Proposition 47 was enacted. This is a common phenomenon referred to as the Hawthorne Effect in which a mere focus or illumination of an organizational goal results in measurable change.

of drug treatment services to the residents of Riverside County. These services also will be available to individuals exiting the jail who meet the medical criteria for Substance Use Disorders. Currently Riverside Behavioral Health is working closely with county jail staff to ensure that individuals are clinically assessed while incarcerated, and placed in community programs upon exiting the jail.

Deputy Director of Forensics Deborah Johnson is working on a plan to provide mentally ill individuals exiting the jail with comprehensive and intensive case management services. This program is being designed to reduce the recidivism of this population while engaging them in community based services.

Conclusion

We applaud the leadership shown by Riverside County to engage in the J-SCI process. CA Fwd is optimistic that the project will help to resolve the significant challenges facing the criminal justice system. The three areas outlined below only partly represent the high level of commitment, leadership and participation across county departments and government leaders that we have observed to combat the problems facing the county.

The Probation Department efforts underway will show increasing benefits to the county over the coming year. The JUS identifies several potential opportunities for system improvement. More work must be done to develop a better understanding of the opportunities, and assess the potential of data-driven strategies. The county Behavioral Health Department is actively taking opportunities to maximize federal funding streams to the county and has expressed a willingness to apply a data-driven and research-based approach to improve behavioral health outcomes while reducing jail recurrence and recidivism.

CA Fwd's partnership with the county has illuminated opportunities for system improvement, which we believe can reduce the county's fiscal liabilities by creating cost avoidance strategies that also improve public safety outcomes. These improvements will only be obtained if the county supports and sustains continuous improvement through a dedicated Riverside County Justice System Change Initiative team that extends the data-driven process across county departments to produce cross system benefits. CA Fwd has learned through other system improvement efforts that if staff is not fully dedicated to system change, they will be pulled into the traditional daily activities that perpetuate the status quo.

CA Fwd remains committed to support Riverside County in these efforts.

Sincerely,



Scott MacDonald
J-SCI Site Lead



Justice System Change Initiative-Riverside County Jail Utilization Report

Scott MacDonald
Kevin O'Connell

December 9, 2015

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A Project of California Forward
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California Forward is supported by grants from The William and Flora Hewlett Foundation,
The James Irvine Foundation and the David and Lucile Packard Foundation.

Executive Summary

The Justice System Change Initiative. This report presents information developed by a collaboration between the Riverside County Sheriff's Office and CA Fwd's Justice System Change Initiative (J-SCI). California Forward is an independent, bipartisan governance reform organization that promotes political, fiscal and organizational reform to improve the impact of public programs. J-SCI was developed to build the capacity and skills of counties to transform justice systems through data-driven policy and fiscal decisions. The scope of this initiative includes identifying more effective, evidence-based services that support individual behavior change; as well as promoting new justice system policies and practices that better align resources to promote public safety.

J-SCI provides a team of subject matter experts to initiate a collaborative review of current policy and practice. This includes the collection and analysis of complex cross-system data; facilitation of the local discussion regarding data findings and opportunities for more effective practice; and, the development of local systems and capacity for ongoing analysis and policy development. The result is a sustainable, locally driven review, analysis and reform that provides local policymakers greater choice and confidence in the priorities and programs they oversee.

The Purpose of the Jail Utilization Study. Incarceration represents one of the costliest elements of the criminal justice system. Nationwide, the use of incarceration to respond to crime increased more than fivefold in recent decades, with the accompanying costs of building and staffing this tremendous expansion of jail and prison capacity. Now that a bipartisan consensus is mounting to reexamine this trend, it becomes clear that most communities lack meaningful data about their jails. Who is in jail? How did they get there? How long do they stay and how often do they return? Without knowing some of these basic facts, leaders are understandably reluctant to endorse changes.

Riverside county jails have faced federally imposed population caps based on significant crowding issues. Jail expansion and construction has not been sufficient to address the growth of the jail population and leaders in Riverside understand that building new jail space, alone will not be sufficient to address these problems. Understanding jail utilization is an essential starting point, and provides an initial map for system change. The J-SCI team worked in collaboration with system stakeholders in Riverside County to compile and analyze data regarding local jail utilization. After an initial kickoff in October 2014, the J-SCI executive steering committee showed interest in better understanding the county's use of one of their most limited and expensive resources. Working directly with the jail's staff, J-SCI team developed a data analysis approach that engaged county experts in the jail's Headcount Management Unit (HMU) to better understand the issues and opportunities facing the jail. The resulting data was analyzed to identify key areas for further study and consideration. The observations and recommendations of this report are a starting point for further examination and discussion among all system partners. The end result of such

discussions will be policy recommendations that are founded in data and supported by a broad consensus.

The Structure of this Report. To help organize the key variables of the jail population, this report characterizes the major pathways or “doors” into and out of jail. The “front door” entries are those entering jail as the result of a new crime; the “side door” are those already in the system who enter for probation violations, warrants, court commitments or factors other than arrest for a new law violation. Jail exits are the “back door,” and those who recidivate are described as being in the “revolving door.” The data also characterizes some of the trends inside the doors: the average daily population, jail programming, the key variable of length of stay, and the calculation of total “bed days” consumed by individuals. Finally, two areas of special concern are addressed: jail use by mentally ill offenders and the impact of Proposition 47. The report concludes with observations and recommendations for further study and policy consideration.

Key Observations. Even at this preliminary stage of investigation of jail usage in 2014, a number of important and compelling observations have emerged.

- ✓ Most new crime (front door) bookings are drug or alcohol related
- ✓ Nearly 80 percent of new crime bookings are non-violent
- ✓ 41 percent of jail bookings do not involve a new crime
- ✓ Drug and alcohol new crimes make up two thirds of releases before arraignment
- ✓ Half of the inmates in jail are not in custody for a new crime
- ✓ Side door jail entries are not influenced by crime type or severity
- ✓ Nearly two thirds of the daily jail population are pending trial.
- ✓ 90 percent of inmates will return directly to the community
- ✓ Jail recidivists used 2.1 million bed days over a five-year period
- ✓ 59 percent of jail re-bookings of 2009 cohort were not for new crimes
- ✓ Mentally ill individuals are booked more often and stay longer than other inmates
- ✓ Mentally ill individuals are booked mostly for warrants and holds
- ✓ In the first half of 2015, Felony drug bookings decreased by 76 percent and misdemeanor drug bookings increased 19% after Prop 47

Recommendations. The preliminary data analysis of Riverside County jail utilization indicates a number of areas for further study and reveals a number of promising opportunities to address challenges facing Riverside County’s criminal justice system. Many of these opportunities involve practice and policy changes that can be quickly implemented with modest investments that generate near-term cost savings. Other

solutions require a more significant investment that should yield more substantial cost savings or cost avoidance, while reducing recidivism and jail usage.

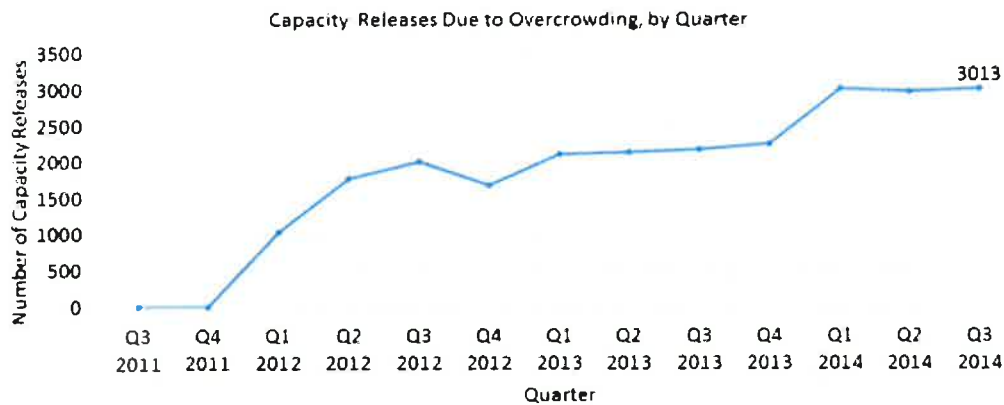
1. Increase success in the community to reduce “side door” entries.
2. Improve probation success and increase alternative responses to technical violations.
3. Explore the potential to reduce delays and expedite court hearings.
4. Maximize the use of pre-trial releases and programs.
5. Expand cost effective community-based custody alternatives, expand effective jail programs targeted to reduce jail recurrence and consider a non- or medium-secure facility for transitional programs and probation violations.
6. Develop interventions to improve mental health outcomes and reduce jail time for the mentally ill.
7. Work collaboratively to better address substance use and abuse.
8. Establish dedicated J-SCI positions to institutionalize and bolster system change across county departments and the judiciary.

Next Steps. The intention of a jail utilization study is to reveal opportunities for system change, including opportunities for improvements to practice and policy choices that present smart and cost- effective alternatives. The Riverside study appears to have identified such opportunities. County leaders will need to determine which areas to pursue going forward. Whatever the local choices, CA Fwd strongly recommends that a dedicated J-SCI team be developed to work under the direction of the J-SCI Executive Steering Committee to operationalize the system change effort utilizing the data-driven process. California Forward remains a dedicated partner as Riverside County moves to the next exciting phase of the J-SCI process.

Background

The Justice System Change Initiative (J-SCI) was created by California Forward to assist counties in implementing data-driven strategies to address new and long-standing challenges facing local justice systems.

In recent years, the Riverside County Sheriff's Department was required to release thousands of individuals early because of inadequate jail space. Early releases undermine efforts to hold offenders accountable, provide meaningful and appropriate punishment, enhance participation in evidence-based programs, and maximize the benefits of community supervision. In 2014 some 10,000 people were released due to capacity constraints.



Riverside is the first of three California counties to participate in the J-SCI. The county recognizes building new jail space alone is not a fiscally plausible solution to the jail crowding problem and that every reasonable opportunity to reduce the jail impact while maintaining public safety must be pursued. Over the past year, the Probation Department has focused on improving probation success and reducing technical probation violation warrants that frequently result in a return to jail. During this same period, the Sheriff's correctional leaders have established a J-SCI work group with an initial focus on the following jail utilization study. This report highlights some of the findings of this initial work and offers some recommendations for county officials to consider.

Why focus on Jail Data?

Interventions occur throughout the criminal justice process from citation, diversion, arrest, jail, pretrial release, court due process, sentencing, probation, community-based treatment, and prison. Jail is an important and limited county resource that is relied upon to disrupt crime, ensure public safety, and administer punishment.

For those who pose flight or re-offense risk, jail is an element of due process while awaiting trial. For those who have been sentenced, jail is a punishment and a time out period from the community.

In the absence of options and alternatives that ensure safety and accountability, jail can become the option of first rather than last resort, even for individuals who are a low public safety risk. County jail systems in California have long been impacted by overcrowding, poor conditions of confinement, and limited resources to make sure offenders who return to the community do so better prepared to be law-abiding and productive citizens.

Most jails were not designed to provide adequate rehabilitative programming. They simply do not have the proper space and administrators have not been historically trained or resourced to provide rehabilitative programs. Hence, the risk factors and root causes of crime are often unaddressed during confinement. Additionally, the co-mingling of low and high-risk offenders can have the unintended consequence of increasing, rather than reducing recidivism. These long-standing problems have been exacerbated by the new demands placed on local jurisdictions due to prison realignment, imposing the same challenges of crowded facilities with poor conditions.

To ensure that there is space available in county jail for those posing a public safety risk, jail administrators, and justice system decision-makers need good information to manage correctional populations and maximize safe alternatives to jail.

Without good information to support collaborative cross-disciplinary strategic planning and implementation, jails often become over-relied upon to hold low-risk offenders, and individuals with unaddressed alcohol, drug, and mental health issues. Without good data to monitor system processes, outcomes, and alternatives, inmates often stay in custody longer than necessary, contributing to poor jail conditions and high rates of recidivism. Unfortunately, most jail management systems, like Riverside County's, were not designed to capture data that help administrators know who is in custody, for how long and why.

Through the J-SCI partnership, correctional administrators and CA Fwd's J-SCI team have worked together to provide this initial jail portrait. By examining the jail population and providing a fresh pictorial of recent jail usage, opportunities will be identified to reduce unnecessary or unwanted utilization of jail. This report is not intended to determine the need for additional jail space. Rather, it provides an initial step toward ensuring that current resources are used effectively before making this determination. This information will also contribute to the county's efforts to improve conditions of confinement while maximizing the effective use of county justice and health and human services to address the root causes and conditions of crime. This pictorial only begins to illuminate the issues that need to be addressed with specific solutions and alternatives, but can help direct the strategic next steps.

Acknowledgements

This study would not have been possible without the ongoing support and involvement of the Sheriff's administration. Under the leadership of the Sheriff Stan Sniff and the direct involvement of Assistant Sheriff Jerry Gutierrez, the J-SCI team convened and engaged a workgroup of Sheriff staff to better understand and give context to Riverside's jail system.

Captain Cheryl Evans and Correctional Lieutenant Tatia Davis were instrumental in their leadership of the initial working group, made up of staff from the Headcount Management Unit, including Sergeant Hyland and Sergeant Miernik. HMU Analyst Kathy Gentry was of great assistance in providing context and helping to explore topics of interest to the workgroup. John McClanahan was patient and extremely helpful in refining the jail bookings database. Chief Deputy Scot Collins provided essential feedback, comments and edits that were invaluable in producing the final draft of this report.

California Forward would also like to acknowledge Sergeant Perry Sexon for organizing and leading a tour of four facilities around the western part of Riverside County.

Study Design: Methods, Data and Definitions

The daily jail population is a simple function of two variables-- who gets booked or admitted and how long they stay. Some individuals are brought to the "front door" of jail for a new crime, while others arrive in jail for other conditions, such as warrants based on some failure (failure to appear for court, failure to report to probation) related to pending or previously sentenced matters.

This initial report focuses on the reason for booking, length of stay, average daily population and release dynamics for inmates booked or released into Riverside County jail between January 1, 2009 and December 31, 2014. The analysis also uses data from January to June 2015 to analyze current patterns of usage after Prop 47.

The purpose of this approach is to provide a portrait of current jail usage and illuminate areas that appear to be fertile for system improvement and help direct further examination that will lead to policy, procedure or program changes. This data will also provide baseline information that will help measure the impact of system changes going forward.

Jail Utilization Data Domains



The Data

The initial dataset contained over 341,000 unique bookings over a six-year period from January 2009 to December 2014 involving 190,000 different individuals. This report primarily focuses on the most recent full calendar year of 2014. The dataset was appended to add information through June 2015. With the enactment of Proposition 47 in 2014, an examination of the 2015 data was conducted to capture the early impact of this policy change.

Significant time was dedicated to querying the data from the Jail Information Management System (JIMS) and formatting this initial data in a useable form. From a technical point of view, the JIMS system presents a challenge: Only certain parts of the jail database are in a data warehouse accessible by jail staff. Other components had to be custom queried from a COBOL data system, adding time and complication. Recent discussions to modernize the JIMS system would likely improve the accessibility and timeliness of analyses. As a result of this partnership, J-SCI developed a data base format and some analytical tools that can be used by Riverside County in its ongoing efforts to increase data-driven practices.

The full universe of bookings includes individuals who are in jail less than one day, but not “housed” beyond a holding tank. This includes a significant number of individuals and illustrates an effective effort to reduce jail reliance at the early decision point of booking.

To summarize the bookings, the report used the attributes of the most serious charge within the booking mapped to the California Department of Justice’s (CA DOJ) hierarchy table.¹ The hierarchy table lists 4,500 standardized charges used in California for felonies and misdemeanors that assist analysts in automating the research process. Over the years, the data entered into Riverside Jail Management system created over 12,000 unique charges, which were mapped to the CA DOJ codes. This hierarchy was used to categorize each booking by using the most serious charge. Felonies are considered more serious than misdemeanants and within those groupings the top charge is based on severity. For example, if an offender has been booked for felony burglary (PC 459) and felony dissuading a witness (PC 136.1(B)(1)), the burglary would be shown as the most serious crime in describing the booking event. Throughout this document the terms “most serious charge” or “top charge” refer to this hierarchical approach. A booking charge does not reflect the final court charge or outcome, however. Because reliable or consistent data was not available regarding the final disposition, it was not possible to analyze final outcomes.² Instead, the initial booking charge was used consistently throughout this document.

¹ The variables used in the dataset are in the technical appendix. They include designations for the original variables created by Riverside Jail systems, and variables created or derived to ease analysis.

² Sentenced crimes are often less serious than booking charges for several reasons, including dismissals, charge reductions based on lack of evidence, plea negotiations, non-guilty verdicts and other factors.

To simplify analyses, charges were grouped into crime categories. The table below shows the common crime types and groupings used in this document. For example, if an individual was booked for a theft, it falls under a property offense.

Crime Categories for System Analysis

GROUPING	SUBTYPES
ALCOHOL	Drive Under The Influence
CRIMES AGAINST PERSONS	Assault & Assault And Battery
	Other Felony
	Robbery
	Other Sex Law Violations
	Lewd or Lascivious
	Kidnapping
	Forcible Rape
	Homicide
	Unlawful Sexual Intercourse
	Manslaughter, Vehicle
	Manslaughter
NARCOTICS AND DRUGS	Possession/Under the Influence
	Sales and Manufacturing
	Transportation
	Sales to a Minor
PROPERTY OFFENSES	Burglary
	Theft
	Motor Vehicle Theft
	Forgery, Checks, Access Cards
	Petty Theft
	Arson
	Checks And Access Cards
ALL OTHERS	Weapons
	Trespassing
	Vandalism
	Prostitution
	Traffic
	Hit And Run
	Disturbing The Peace

These groupings simplify the discussion of new crime bookings to focus on the most serious charge within a booking. Appendix 1 disaggregates crime grouping and type and offers percentage and the number of bookings in 2014.

To help organize the data, this report characterizes the major pathways or “doors” into jail. Those entering jail for a new crime are referred to as “front door” entries. Those who enter jail for factors other than an arrest for a new crime are referred to as “side door” entries.

Side door entries include violations of probation and parole, warrants, and court commitments. New crimes, or “on-view” crimes trump other side door crimes if a booking includes both, and are categorized as a “front door” entry. Side door entries include several categories³:

- *Warrants.* These bookings can be for court-issued warrants for failure to appear in court, as well as not appearing for probation supervision. Individuals can also be booked on warrants originating from other county or state agencies. Riverside County policy requires that individuals with warrants from other agencies, felony warrants, or more than 13 misdemeanor warrants be held. JIMS categorizes bookings for in-county warrants, as well as out-of-county warrants separately.
- *Court Commitments.* These bookings are for instances when the court sends an offender to custody, either remanded at the pretrial stage of the court process or to serve a sentence. JIMS differentiates un-sentenced from sentenced commitments.
- *Technical Supervision Violations.* In this report violations are defined as allegedly breaking the rules, terms or conditions of probation or parole—not new alleged law violations. If a probation violator was arrested with a new crime, the new crime would be considered the top charge. Probation and Parole technical violations include: parole under Penal Code section (PC) 3056, Probation and Mandatory Supervision under PC 1203.2, and Post Release Community Supervision parolees for a violation under PC3456 or flash incarceration under PC3454. Since JIMS does not indicate supervision types, these are derived from several variables, such as crime statute and booking reason.
- *Holdings and Other.* Offenders brought in for federal holds, as well as court orders to transport an offender to another agency, make up a group of booking types outside the normal groupings. This grouping also includes those being brought to Riverside to be witnesses in a trial, or attend child custody hearings.

Together, front and side door entries, or new crimes, warrants, holds, and court commitments provide a picture of who gets booked into jail.

To determine the length of jail stays and understand what the daily population looks like, it is necessary to know both who gets into jail and when they are released, which this study will refer to as the “back door” exit. By understanding who gets into jail through the front and side doors, and at what point they leave (back door), it is possible to assess key characteristics of the daily population, including the average length of stay and the aggregate jail “bed days” that are consumed in a year.

³ See the appendix for codes available in JIMS.

Given the interest in reducing recidivism, this study includes a focus on jail recurrence, the “revolving” door. Five years of data were examined to get a sense of how many individuals returned to Riverside County jail and how many times, as well as the bed days they used.

The data collected by Riverside County through its jail management system is far more encompassing than the data and findings presented in this study. This study distilled information to identify areas that could be fertile ground for system change, and point to policy and practice choices that could be considered. These findings should be considered as a starting point and should prompt more questions than answers. To fully understand opportunities for system improvement, additional collaborative work is required to dig deeper and triangulate quantitative and qualitative jail data with other sources, such as the courts, probation, and other service providers. There also are limitations to the data analysis in this report. Some factors that can influence decisions to hold individuals in jail were not analyzed, most notably the full criminal record. If, for example an individual is booked on a new drug offense, but also held on a warrant for a prior violent crime, and in some cases, a warrant on a new crime, it would not be identified in this study. Deeper analysis is needed to fully understand the range and viability of alternative policy options.

The recommendations in this report are not prescriptions from the J-SCI team or California Forward. They are presented as promising areas for consideration as county leaders determine the next steps. The J-SCI team is prepared to support Riverside County as it pursues specific improvement opportunities.

Analysis and Findings: Multiple Viewpoints

Riverside County operates five jail facilities. The chart below lists the facilities, bed capacity, and recent census data in the county:⁴

Riverside Jail Facilities: Capacity and Average Daily Population (ADP)

Facility	Bed Capacity	March 2014 ADP	March 2015 ADP
Blythe	115	111	100
Indio	353	359	385
Smith Correctional Facility (Banning)	1,520	1,497	1,504
Presley Detention Center (Riverside)	815	836	800
Southwest Detention Center (Murrieta)	1,111	1,126	1,142

⁴ BSCC Jail Survey, March 2014 and March 2015.

1. The Front Door View: Bookings for new crime violations

Who came in through the front door of jail in 2014? What was the basis of those arrests? Who is held and who is released at the front door and who remains in custody after their court appearance?

The U.S. Census estimates Riverside County's population to be 2.3 million people.⁵ This implies a 6.4 percent population growth since 2010. The year over year population growth has slowed, but the county is still adding 30,000 people per year.

In 2014, 59,363 individuals were booked into jail. Table 1 below provides some demographics about bookings in 2014 as compared to the general population in Riverside.

Riverside County and Jail Population Characteristics (2014)

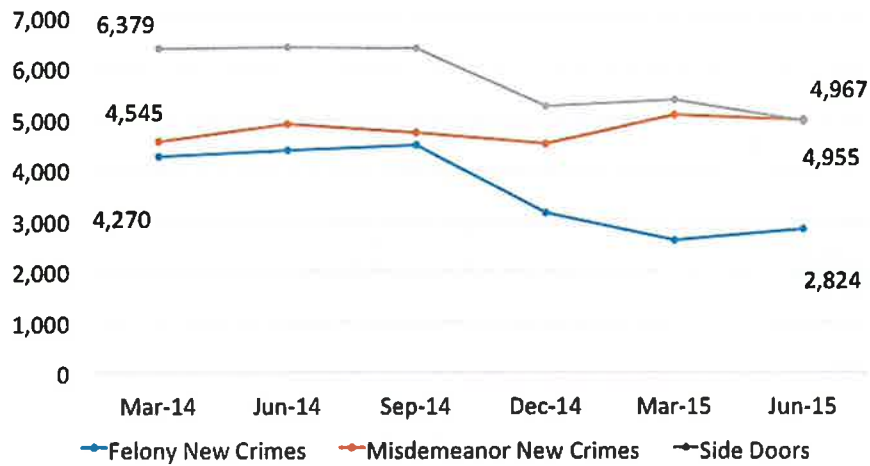
	Riverside Adult Population	Adults Booked in 2014	Adults Staying to Arraignment 2014
Gender	2.3million	59,362	32,043
Female	50%	23%	21%
Male	49%	77%	79%

Bookings in Riverside County have been relatively flat over the last six years, averaging 15,000 per quarter. Like most jails, there is a seasonal fluctuation with a peak in bookings every summer, and a low point in the winter. Bookings dropped to 13,000 in Quarter 4 2014, likely due to the conversion of several drug and property felony crimes to misdemeanors by Proposition 47, which the voters passed on November 4, 2014.⁶ The law affects bookings for new crimes, as well as the resentencing and release of inmates, and a reduction in bookings for violations and warrants (side doors).

⁵ <http://quickfacts.census.gov/qfd/states/06/06065.html>

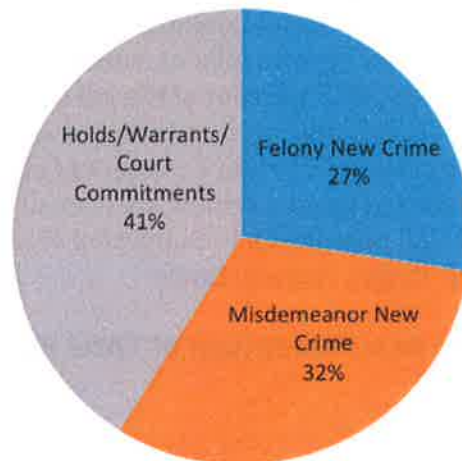
⁶ [http://ballotpedia.org/California_Proposition_47,_Reduced_Penalties_for_Some_Crimes_Initiative_\(2014\)](http://ballotpedia.org/California_Proposition_47,_Reduced_Penalties_for_Some_Crimes_Initiative_(2014))

Jail Bookings by Quarter, January 2014 to June 2015



Nearly 60 percent of those booked were for new crimes. New crimes were closely split in terms of severity, with slightly more misdemeanors than felons brought to the front door of jail. Of those booked, slightly under a third were for new felony crimes.

2014 Bookings by Type (N=59,363)

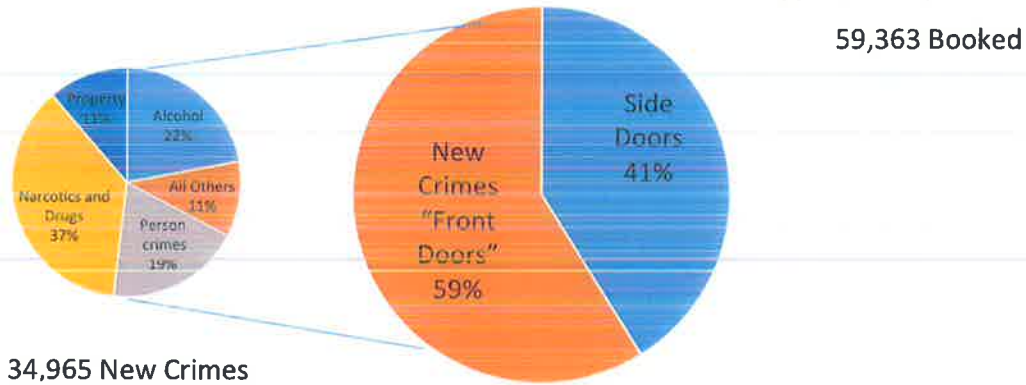


New crimes or “front door” bookings were largely composed of drug offenders, making up 37 percent of new bookings, or 20 percent of all bookings. New drug crime bookings were 90 percent possession crimes, or under the influence, with 10 percent more serious drug crimes like sales, manufacturing, and transportation. Alcohol-related bookings are the second most common. Together, nearly two thirds of new bookings are related to substance use (including alcohol), substance

✓ *Most new crime bookings are drug or alcohol related*

possession or drug sales. Person crimes are the third most common booking category of new crimes at 19 percent, followed by property crimes at 11 percent. It should be noted that substance abuse issues can also be a factor driving other crime categories, in particular property crimes which are often conducted to support a drug habit.

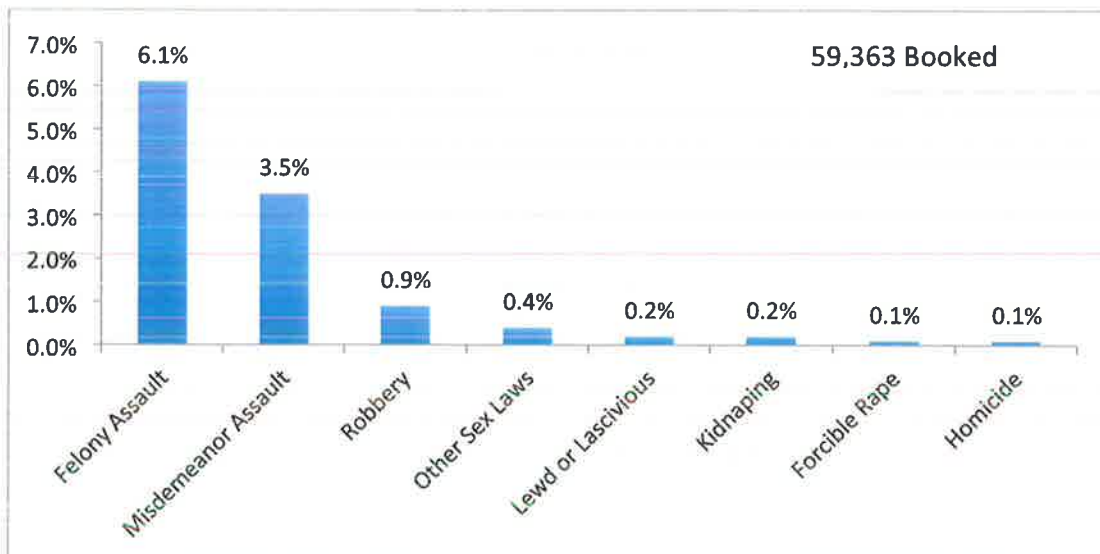
Bookings for New Crimes by Crime Type (2014)



From a public safety perspective, person crimes are of high concern; they run the gamut from misdemeanor assaults, to more serious felony assaults, to the most egregious crimes, including homicide. Domestic violence was involved in 1,900 bookings, or 5 percent of new crime bookings; 51 percent of those being were booked as misdemeanors. Domestic violence crimes are grouped with crimes against persons, under assault. Of all bookings (front and side doors), felony person crimes accounted for 8 percent of all crimes; misdemeanor person crimes accounted for an additional 3.5 percent. Conversely, 88.5 percent of the jail bookings were for non-violent crimes and violations. Homicide, kidnapping, forcible rape, sex offenses, and lewd and lascivious conduct combined make up less than 2 percent of all bookings. As illustrated later in this document, while alleged person crimes are a small percentage of bookings, a significant portion of the daily jail population is comprised of individuals involved in violent crimes because of their longer custody times.

✓ *Nearly 90 percent of new crime bookings are non-violent*

Persons Crime as a Percentage of Total Bookings, 2014

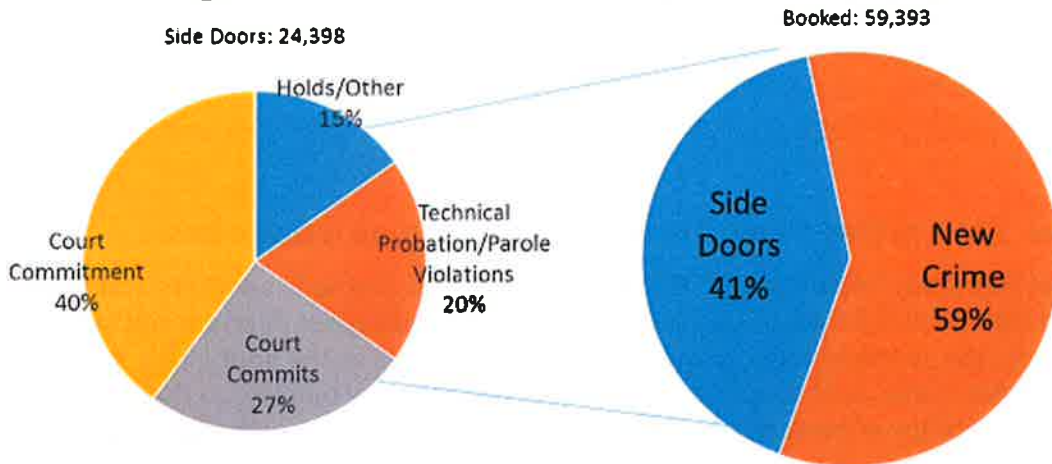


Warrants are the biggest reason for jail bookings not associated with new crimes. The reasons for warrants as described above can be many, including failing to appear for court and absconding from probation.

✓ *About 41 percent of jail bookings do not involve a new crime*

Additionally, some warrants are based on new crimes that had not resulted in an initial arrest or booking. A deep analysis of warrants was not included in this initial study, but should be considered in the future as a targeted area for potential jail reduction.

Bookings for Other Than New Crimes (“Side Door”) by Type



Of those booked, 46 percent or 27,320 individuals were released immediately or before the arraignment hearing (within several days). The Sheriff releases individuals with low level crimes, often misdemeanants who will go through the court or diversion process out of custody, and also will make additional releases when overcrowded to achieve federal capitation mandates. Some of these individuals may have been assessed by the pretrial program, which is run by the Probation Department and operates within the jail. Pretrial staff assesses and recommend the release of individuals who are not considered a risk to reoffend or flea from court during court proceedings.

The table on the next page shows the 24,039 releases (referred to as cite releases) before arraignment in 2014, usually just hours after their arrest and what crime they were charged with. Alcohol-related arrests were the most common and were conducted mostly by the California Highway Patrol. Second were drug and narcotic arrests conducted by police agencies throughout the county. Together, alcohol, drug and narcotic arrests make up two-thirds of individuals released prior to arraignment, most of whom are never assigned a jail bed.

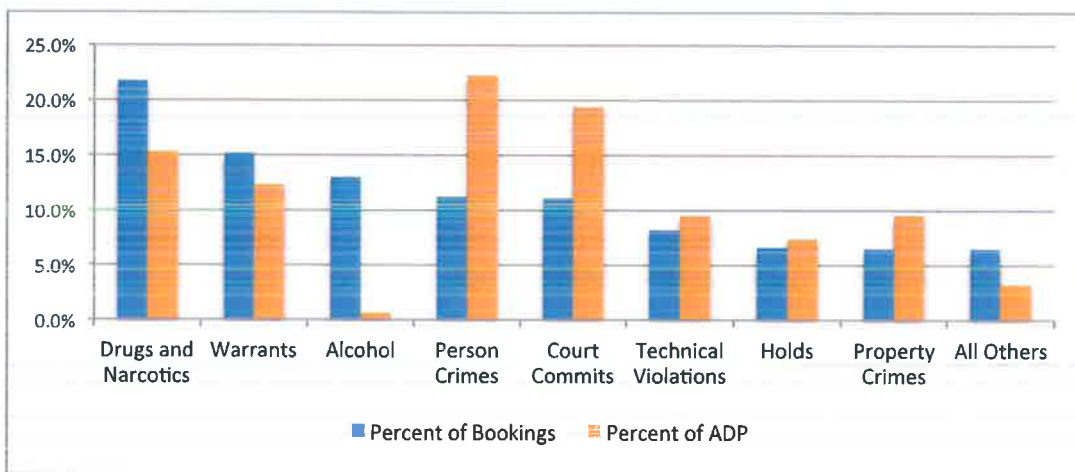
**Number of Individuals “Cite Released” Prior to Arraignment for New Crimes,
By Crime Type, 2014**

Person Crimes	Alcohol	Narcotics, Drugs	Property Offenses	All Other
4,089	7,246	8,125	1,882	2,695
17%	30%	34%	8%	11%

3. The Typical Day View: The jail population on a daily basis

The Average Daily Population (ADP) in jail is a function of who is admitted and how long a person stays. Since length of stay is different for different types of crime and individual risk levels, the characteristics of the ADP are not the same as the population at booking. For example, many alcohol-related crimes are released very quickly, so they may represent a large percentage of bookings, but do not greatly impact the average daily population.

Crime Types as a Percentage of Total Bookings and Total ADP, 2014



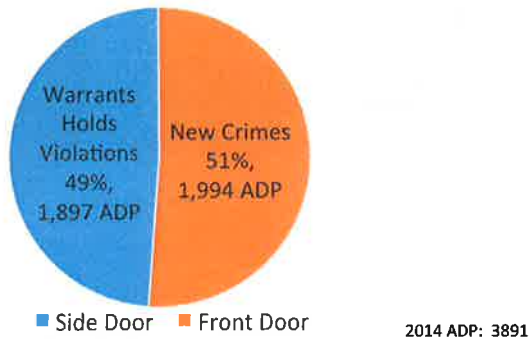
The ADP provides a picture of who is in jail on a daily basis. In 2014 the average daily population was 3,891.

As displayed on the following page side doors (warrants, technical probation and parole violations, and holds) were

✓ *Half of the inmates in jail are not in custody for a new crime*

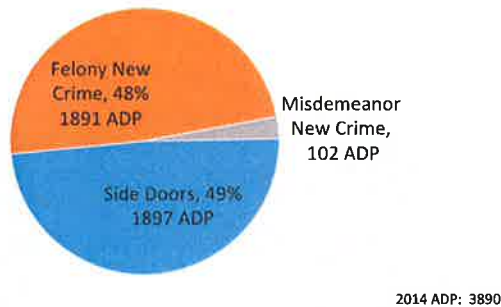
fairly evenly split with front door entries (those with new crimes).

ADP 2014: Individuals Held as a Result of New Crimes (Front Door) vs. Those in Jail for Warrants, Holds, and Violations (Side Door)



On a daily basis, the jail holds very few misdemeanants. Only 3 percent of the average daily population is housed for new misdemeanor crime. An additional 3 percent are side door entries in which the underlying offense is a misdemeanor. Combined, about 6 percent of the jail population is driven by misdemeanor crime, this includes domestic violence and DUI misdemeanors that may have statutorily required jail time. So while misdemeanants make up 32 percent of the booking, they are a much smaller percentage of daily population – reflecting the practice of quickly releasing lower level offenders.

ADP 2014: Felony vs. Misdemeanor New Crime

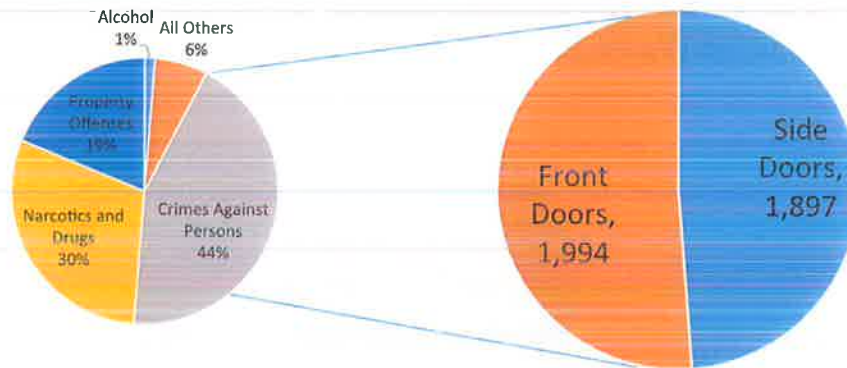


Inmates associated with person crimes are most prevalent, comprising 868 individuals on an average daily basis, followed by drug and narcotic offenses and property offenses. While they make up 11 percent of bookings, person crimes comprise 44 percent of the ADP.

ADP 2014: Individuals Housed for New Crimes by Crime Type

2014 ADP: 3890

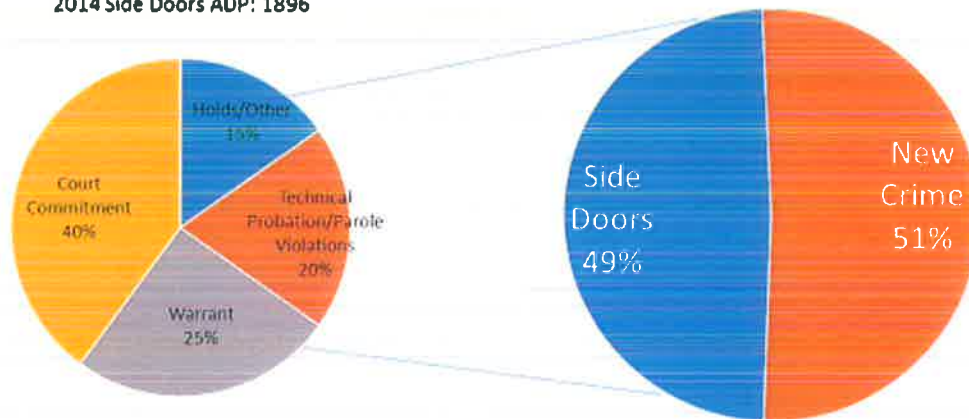
New Crimes ADP: 1994



Nearly half of the daily population came in to jail as side door entries, comprised mostly of court commitments, followed by warrants and violations of probation and parole supervision. With the exception of a likely small percentage of warrants based on a new crime, the warrant and supervision violation categories (technical probation and parole violations, without new crimes) represent a failure to comply with a court requirement that occurred separate from and subsequent to the underlying crime. Some of the court commitments, particularly those still pending in court, may also be the result of some failure or at least some indicator that remaining in the community while pending court poses a flight or re-offense risk. It could also be the result of failing to comply with conditions of release.

ADP 2014: Individuals Housed for Side Door Bookings, By Type

2014 Side Doors ADP: 1896



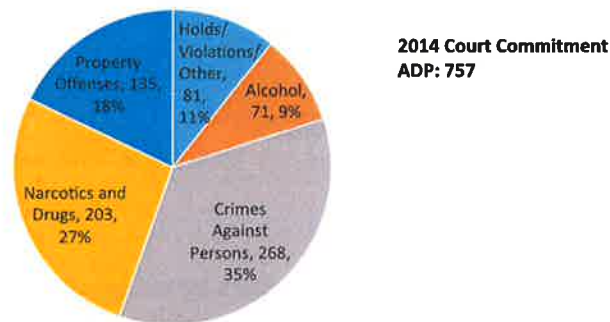
Those individuals who are sentenced court commitments presumably are receiving jail as a punishment, rather than a perceived public safety risk, considering the fact that it appears

that they were allowed to remain in the community during the court proceedings while on bail or court release. That is an assumption, as there is not enough information in the data set to know for sure. A deeper analysis into the side door population is needed. Learning more about the failures that result in side door entries would likely provide opportunities to reduce failures that result in jail usage not triggered by a new crime or significant public safety concern. The Probation Department already has begun to target probation warrants and technical probation violations. Strategies are being implemented to improve probation engagement, probation success and increase the use of community-based intermediate sanctions.

The chart below displays the top charges underlying these warrants and court commitments. It is important to note that some of these individuals have already been sentenced for these crimes and may be coming back in on that case for another reason, while others may still be pending a charge. There appears to be very little difference between the underlying crimes for individuals jailed for court commitments or warrants, and new crimes. Being jailed for a court commitment and warrants appears to be independent of crime type or severity, or at least the composition of underlying crimes looks similar to the composition of new crimes. The underlying crimes for probation and parole violators were not available from this dataset. However, data previously collected and analyzed from the Probation Department revealed that 49 percent of probation failures and violations were for individuals on probation for drug offenses.

✓ *Side door jail entries are not influenced by crime type or severity*

ADP 2014: Individuals Housed for Court Commitment by Underlying Crime Type

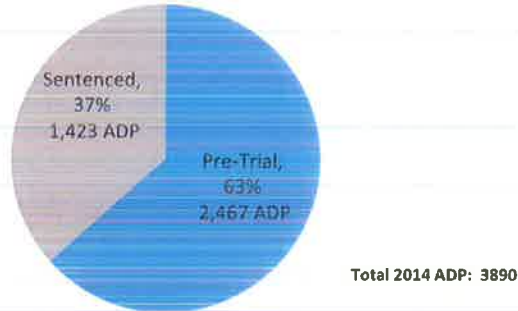


On any given day, 63 percent of the daily jail population is in pretrial status, meaning that those individuals are going through the court process and have not been convicted or sentenced. Conversely, sentenced prisoners make up approximately one third of the daily population. Pretrial release programs are designed to provide judges with information about the risk of re-offense or failing to appear if released pending adjudication, often with supervision in the community to increase the numbers of defendants who make court appearances and do not reoffend. Well-designed pretrial operations can help to keep low-risk individuals from mixing with

✓ *Nearly two thirds of the jail population is pending trial*

the higher risk jailed populations. The Probation Department operates a pretrial program in the jail and continues to examine ways to improve and expand successful releases.

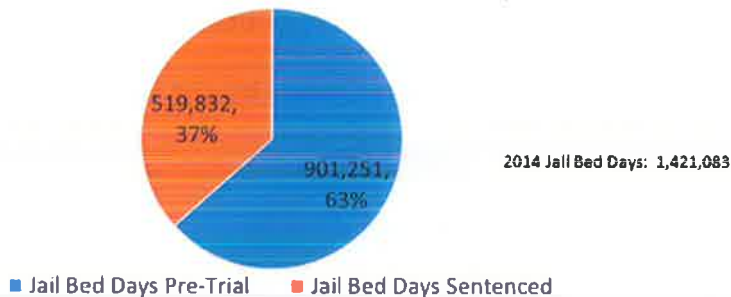
ADP 2014: Percentage of Pretrial vs. Sentenced Inmates



4. The Jail Consumption View: Length of stay and jail bed days used

The 59,582 releases in 2014 resulted in 1,421,083 aggregate jail bed days⁷. Those bed days were approximately two-thirds presentence and one-third sentenced.

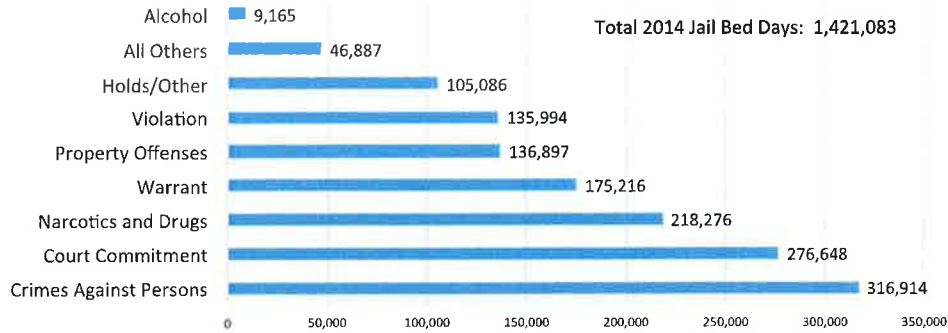
Jail Bed Days 2014: Pre-trial vs. Sentenced



The chart below shows aggregate bed days by crime category. Crimes against persons represent the largest use of jail beds, while alcohol offenses, which are often misdemeanors released within a day, represent the smallest aggregate bed days, even though they represent a significant number of bookings.

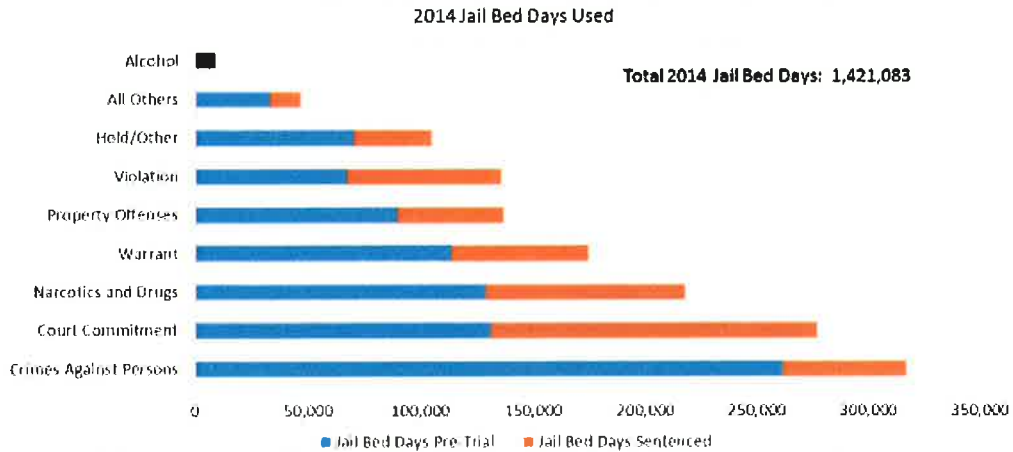
⁷ Five percent of those jailed are sent to prison. Individuals may spend additional time in state prison

Jail Bed Days 2014: Aggregate Bed Days Used by Crime Type



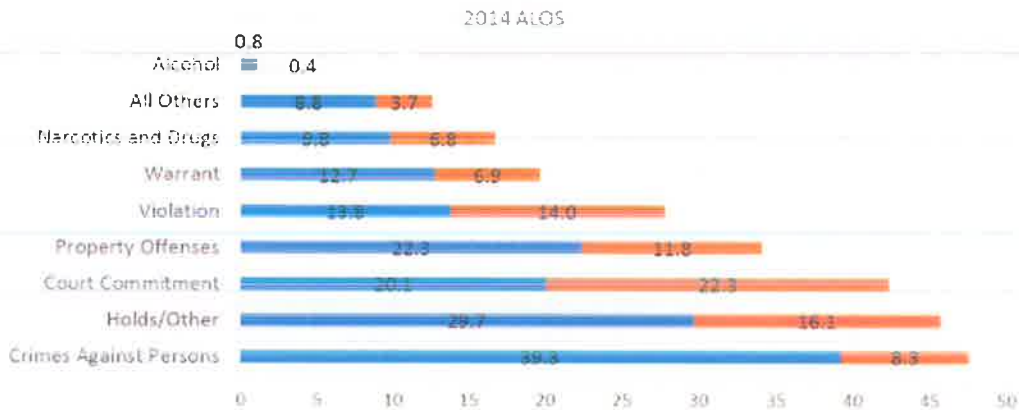
The relative amount of jail bed days spent between pretrial and sentenced status varies by crime type. Pretrial jail usage is a function of the volume individuals held and the length of the court process to determine innocence or guilt. The goal of pretrial incarceration is to ensure offender accountability, while sentenced inmates are generally in custody for the purpose of punishment or incapacitation to prevent new crimes.

Jail Bed Days 2014: Aggregate Bed Days Used by Crime Type, Pretrial vs. Sentenced



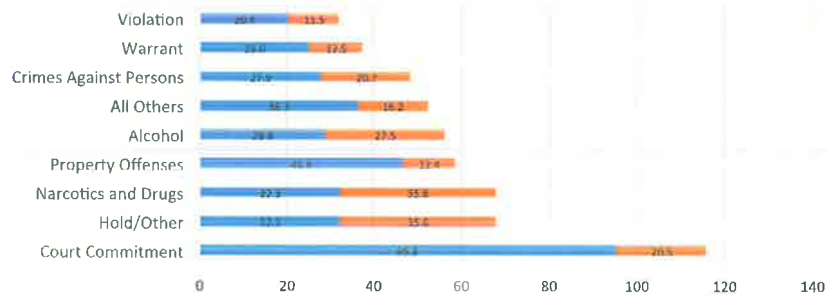
When examining the average length of stay, based upon all bookings, including those who are released within a day, alcohol has the smallest, averaging one day in jail. Crimes against persons have the longest stays, averaging 48 days in jail. The court commitment and property offense categories are the next longest average length of stay. The chart below also shows a breakdown of the jail days that are spent pretrial (during due process) and post sentence. A majority of jail days are spent pretrial.

Jail Bed Days 2014: Average Length of Stay by Crime Type



When the bookings that are released immediately or within the first few days (before or at the time of arraignment) are removed from this data, the length of stay picture looks significantly different. The chart below provides a better picture of the actual length of stay for those individuals who are held in jail after their first court hearing, which is significantly longer than the averages above. Among these cases, drug offenses, holds and court commitments have longer lengths of stay than property or person crimes, and prompt questions about jail usage from a public safety perspective.

Jail Bed Days 2014: Average Length of Stay by Crime Type for Individuals Incarcerated Four Days or More



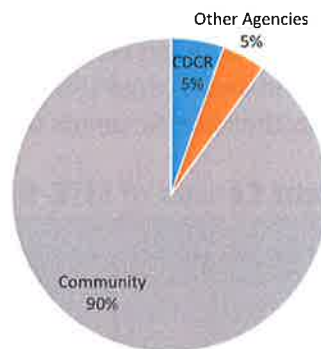
While jails may offer programs to reduce recidivism, many inmates are unable to participate because presentence facilities and housing units often lack adequate program space. In addition, since pretrial inmates have not pled or been found guilty, there is no mandate for participation based on proven criminal behavior. Typically, jails have a shortage of programs and those programs that are available are offered to sentenced individuals. Given that jail environments can be criminogenic, consideration must be given to mixing low-risk individuals with high-risk individuals in delivering jail-based programs that address the root causes and risk factors that lead to criminal behavior.

5. The Program, Reentry and Back Door View: The pathway back to community

Who returns to the community and are they prepared to be successful? While the data does not yet provide enough information to assess readiness for successful reentry, it is clear that 90 percent of the jail inmates who exited from jail in 2014 returned to the community. Some were released under the supervision of the Probation Department while others were under no form of supervision or support for reentry.

✓ 90 percent of inmates will return directly to the community

Jail Release by Type of Release, 2014



59,363 Bookings

For individuals who are released with a citation shortly after booking, the Sheriff operates a robust work release program for low-level offenders that can involve up to an estimated 2,000 individuals at various job sites with the Roads Department, CalTrans, and the County Landfill throughout the week on flexible work days. This provides a community service alternative for low level offenders that is not disruptive to work, child care and other functional aspects of an offender's life. Additionally, there are approximately 200 to 250 individuals on electronic monitoring as a work release alternative. These are solid efforts on the part of the Sheriff's Office to manage low risk populations that do not require jail.

For those offenders who are held in custody as part of their sentence, Riverside County has introduced in-custody programs based on best correctional practice. The primary responsibility of the Sheriff's Inmate Training and Education Bureau (SITE-B) is to assess, develop, implement, deliver, and evaluate inmate programs. SITE-B, a county-wide bureau for jail programming, is adjacent to the Smith Correctional Facility in Banning. The bureau maintains a comprehensive, evidence-based strategy to provide reentry services, with the following mission:

"To maximize opportunities for offenders to participate in programs that reduce criminal behavior and enhance the offender's reintegration into the community. This objective will be accomplished in a cost-effective manner in the least restrictive setting, without compromising public safety."

SITE-B goals are to reduce criminal behavior by providing programs to inmates to prepare them for reintegration into society. The programs teach self-awareness and behavior modification skills. A set of services are provided over time, with incentives for inmates to earn their way through various levels. Although some services may happen in a pre-set sequence, individualized case plans and reentry strategies are developed to provide the right programming options at the right point in the change process.

SITE-B offers a variety of programs at all five Riverside correctional facilities. The Guidance and Opportunities to Achieve Lifelong Success (GOALS) program provides a phased approach to reentry that includes cognitive-behavioral interventions for criminal thinking, job readiness, substance use disorder treatment, and mental health services. The Residential Substance Abuse Treatment (RSAT) program is a comprehensive 120-day treatment program to reduce substance abuse and related criminality. The Riverside County Office of Education provides career technical education, adult basic education, and life skills classes. The Veterans Enrichment and Transition (VET) program provides intensive therapeutic services to address the specific needs of veteran inmates.

Capacity and Current Census of SITE-B Programs

Program	Capacity	Census October 2015
GOALS: Cognitive Behavioral Programming	112	84
RSAT (Also participating in GOALS)	n.a.	57
VET: Targeted Veterans Programming	20	12
Adult Education, Skills and Vocational Education	48	44

In addition to in-custody programs, the Riverside Sheriff's Department operates the Riverside Alternative Sentencing Program (RASP), electronic monitoring and supervision unit. Electronic monitoring allows inmates to complete their custody time under the supervision of a GPS-enabled bracelet overseen by Sheriff deputies. In 2014, 115 people were released to RASP on Electronic Monitoring, and the recent caseload is about 100. RASP does not provide assertive case management strategies to place and monitor individuals in vocational, educational and treatment programs in the community. Studies have shown the benefits of electronic monitoring in recidivism reduction decay quickly without such interventions. The program is also not integrated with mental health or probation services, which make the goals of reentry more challenging.

In addition to running pretrial services, the Probation Department offers the Transition and Reentry Unit (TRU). TRU prepares investigative reports, completes criminogenic needs assessments and develops and implements case plans for "realigned" inmates prior to their release from custody. The TRU also follows individuals to ensure seamless reentry and hand off to probation officers who supervise offenders in the community. The Probation Department has proposed expanding existing and new alternatives, including

pretrial services, electronic monitoring, transitional housing, work furlough, the TRU program and their successful Day Reporting Center model.

While rooted in best correctional practice the programs offered at Site B and programs delivered at the other correctional facilities touch less than 5 percent of the population, and many programs are only offered once a week or monthly. Yet 90 percent of the jail population will return to the communities in Riverside. Adhering to a risk principle, medium and high risk individuals receive services so as to not mix in low risk offenders. However, low risk offenders may end up being mixed with higher risk in a non-directive (lack of pro-social programming) jail setting. For example, Electronic Monitoring can provide supervision and accountability in the community and avoid the criminogenic contagion of mixing low level offenders with more serious offenders in jail. The county's facilities are insufficient to bring the Sheriff's forward thinking approach to appropriate scale and size to maximize public safety goals and reduce recidivism.

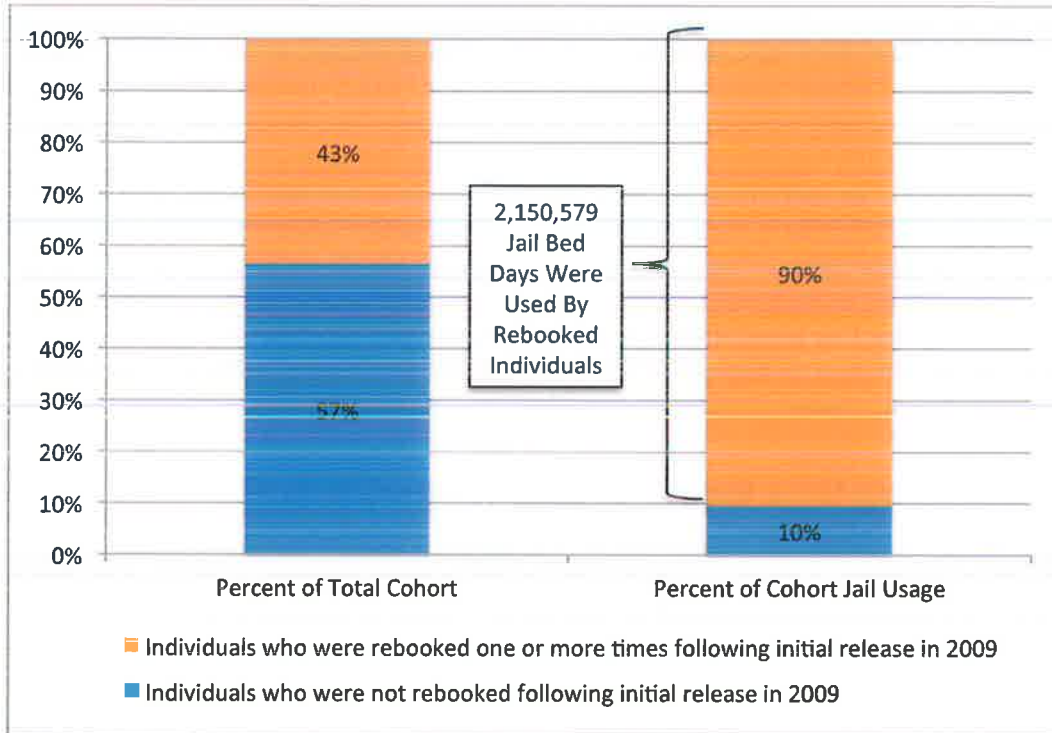
6. The Revolving Door View: The pathway back to jail

To understand the impact of recidivism on jail usage, a cohort study was conducted of individuals who were released in 2009 to identify how many times they returned over the following five-year period and the aggregate bed days they occupied. Of the 44,296 individuals in this cohort, 25,056 were not rebooked in local jails by 2014 (57 percent of the cohort). Of the 19,240 individuals who were rebooked (43 percent of the cohort), the majority of them (66 percent) were rebooked one to three times; 20 percent were rebooked four to six times; and 14 percent were rebooked seven or more times.

✓ *Jail recidivists used 2.1 million bed days over a five-year period*

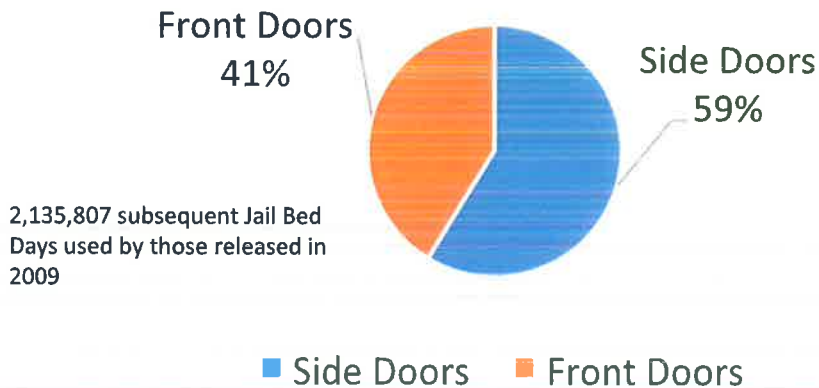
Although they comprised less than half of the 2009 release cohort, individuals who were rebooked consumed 90 percent of the jail bed days used by the cohort. Court records were not available to track these individuals through the court system after rebooking, but further analysis into these "frequent flyers" would likely show which subgroups are more likely to come back and potentially why.

Percentage of Total Bed Days by Inmates Released in 2009, Rebooked by 2014



Clearly, recidivism is a key driver of jail utilization. Not all individuals were rebooked based on a new law violation, however Court holds, probation violations, and other “side door” entries represented 59 percent of rebookings. This represents a total annual jail bed usage of over 1.2 million jail bed days.

✓ 59 percent of jail rebookings of 2009 cohort were not for new crimes



As shown earlier in this report, “side door” inmates make up a large part of the jail population. This may in part be due to the fact that, unlike an arrest on a new offense,

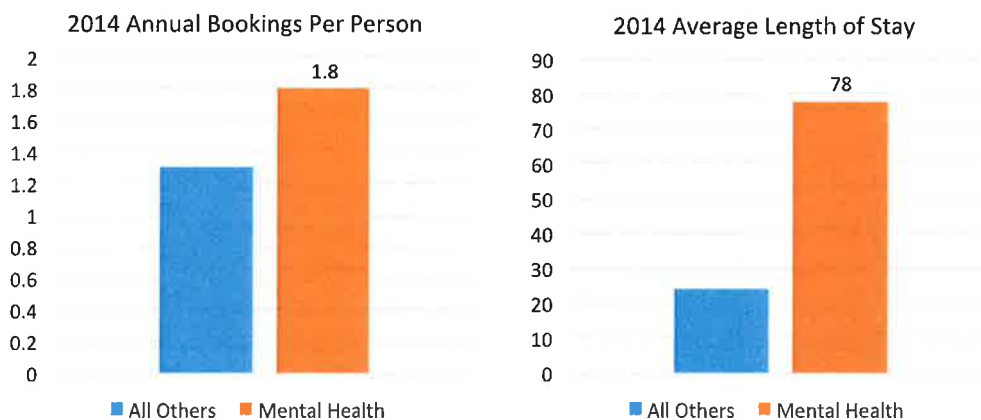
which occurs once at the initial point of arrest, a side door entry can occur at multiple points in time for failing to comply with court ordered rules during an entire probation term, or while under court supervision. Side door entries therefore have a cumulative effect over time, which helps explain why they comprise a large portion of the jail population. Reducing failures, being deliberate and parsimonious about the amount of rules that are required and making sure that probation terms and compliance orders truly relate to criminogenic risk factors, and developing strategies to better engage offenders, could have a significant impact in producing higher success rates, while reducing jail recurrence, recidivism, and associated costs caused by individuals who otherwise cycle through jail.

7. The Clinic Door: The impact of mentally ill offenders.

Assessing the criminal justice system impacts of mentally ill individuals would require merging jail data with behavioral health data on individuals with mental illnesses. This was not possible during the development of this study, and it is recommended that local agencies work together to develop this data. As a proxy, however, this study accessed data from the jail unit for inmates with serious mental illness, Unit 5B in Riverside’s Main jail. This unit houses individuals who are diagnosed with mental illness and who are under psychiatric and behavioral mental health care. These mentally ill offenders have double the bookings of the rest of the jail population and are in jail more than 2.5 times longer.

✓ *Mentally ill individuals are booked more often and stay longer than other inmates*

Mentally Ill Individuals: Annual Bookings and Average Length of Stay



The mentally ill are more likely than the rest of the jail population to be in custody for reasons other than a new crime.

Bookings by Crime Type: Mental Health Inmates vs. General Inmate Population



Mentally ill individuals used 39,000 jail bed days in 2013 and 2014. Nearly half of these were individuals with more than one booking. Though they represent a relatively small percentage of overall jail utilization, it would be valuable to further assess the impact of this caseload given the additional resources required to safely house them. The jail is not the ideal place for these individuals to receive the care and intervention needed to deter further criminal behavior.

✓ *Mentally ill individuals are booked mostly for warrants and holds*

Jail Utilization by Mentally Ill Individuals released from Unit 5B, 2013 and 2014

Bookings	People in MH Unit	ALOS	Jail Bed Days	Jail Day per person
1	139	147	20,390	147
2	62	61	7,612	123
3	26	56	4,342	167
4	11	25	1,085	99
5	11	38	2,113	192
6	7	16	662	95
7	2	33	459	230
8	4	52	1654	414
9	0	0	0	0
10	1	4	44	44
11+	5	22	1633	327

Unique People : 268 in 2013 and 2014

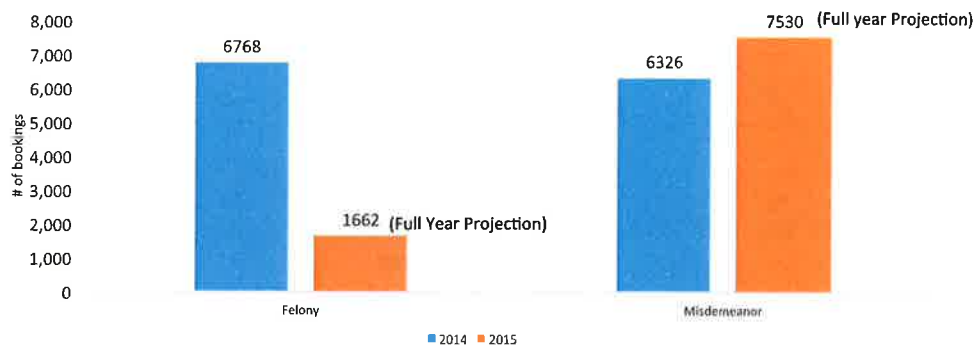
In recent years, improvements have been made in coordinating psychiatric and clinical care in collaboration with correctional staff. However, once released there is a lack of case management and intensive clinical services needed to maximize community stability and reduce the likelihood of jail recurrence.

7. The state policy view: The impact of Proposition 47

Starting in November 2014, Proposition 47 reclassified a number of felony crimes – especially certain felony drug crimes – as misdemeanors. This applies to new court cases as well as the resentencing and reclassifying previous convictions. The predictable result has been a dramatic reduction in felony drug bookings. The chart below is a full year projection based on the first six months of 2015, using a formula based on typical patterns between the first and second six-month periods of a calendar year. Overall, 76 percent decline in the number of felonies is projected, with a 19 percent increase in misdemeanors, for a net reduction in total bookings of 18 percent.

✓ *Felony drug bookings decreased by 76% and misdemeanor drug bookings increased 19% after Prop 47*

New Crime Drug and Narcotics Bookings, Felony and Misdemeanor: 2014 vs. 2015 (Projected)

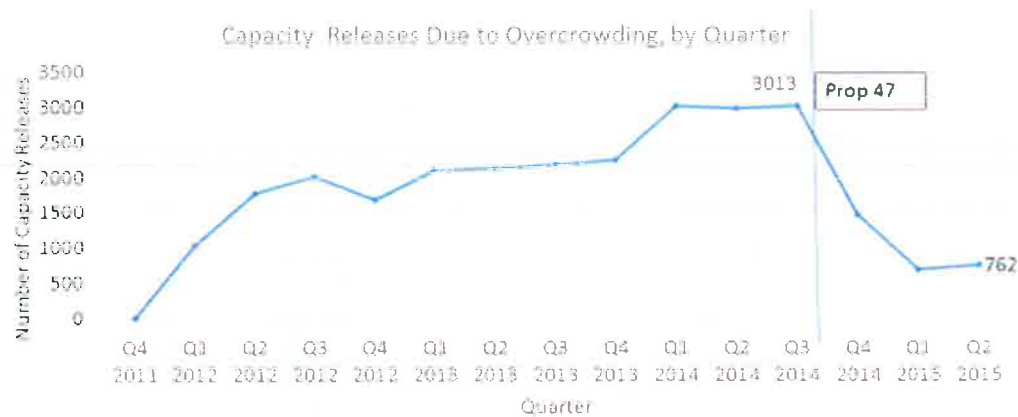


Proposition 47 is widely expected to have a significant ongoing impact that will reduce jail usage for drug offenders. In 2014, felony drug crimes comprised 555 jail beds on an average daily basis. The more serious drug crimes such as drug sales, manufacturing and trafficking that will not be impacted by Proposition 47 constituted 221 of that ADP. The remaining 334 ADP in 2014 are felony cases that currently qualify for Proposition 47, such as simple possession and under the influence of drugs. Based on our analysis of the first six months of 2015, these Proposition 47 cases now comprise an ADP of 23, nearly a 70 reduction from 2014.

While the impact of Proposition 47 will reduce pressure on the jail, the law is still new and the system is still recalibrating. Many factors can impact jail populations and jail capacity other than the number of bookings. Some felony drug offenders have not yet been resentenced and could theoretically return to jail on probation violations and warrants. Drug offenders are prone to warrants and violations; with fewer drug offenders on felony probation, there should be some changes in this regard over time. It also is not clear how the growing number of misdemeanants will impact the jail. It will take some time to know the cumulative impact to jail usage.

Also, reducing jail usage does not equate to empty jail beds. For example, the jail has had to make federally imposed early releases due to crowding. As the population decreases, there are fewer of these releases, resulting in more individuals serving their full sentences and, thus, consuming the beds freed up by Proposition 47.

The graph below helps illustrate the combined impact of Proposition 47 and other efforts, such as the Probation Department's effort to reduce technical probation violations on federally required releases. In the first six months of 2015, capacity releases dropped from near 3,000 per quarter in 2014 to 725 per quarter. While this demonstrates that the jail continues to be overcrowded, it also reflects a changing demand for jail beds in the county, which will continue to play out as changes in lengths of stay and bookings move through the system.



As fewer drug users are in jail, communities will feel the impact of substance use and abuse and the need for treatment. These trends will require thoughtful policy and practice responses, and strategic use and expansion of federal funds across public service sectors to effectively address these changes.

Observations and Recommendations from Jail Data

This report provides a broad brush portrait of the jail population. It provides information on the charges at the front door – who comes in for new crimes – as well as those who come through the side door for other reasons. It reveals who, based on top charge, is in custody on a daily basis. This portrait provides some information on recidivism, and mental health populations (using the housing unit assigned for serious mentally ill as a proxy). This initial view of jail usage can inform a deeper examination that will enable the county to reduce jail recidivism and usage with systemic and programmatic alternatives.

County leaders will need to determine how to proceed. Offered below are opportunities that provide significant potential to achieve the three goals of J-SCI: building local workforce capacity to engage in data-driven system improvement; reduce unnecessary incarceration through the development of effective alternatives; and, ensure that practices and alternatives are cost-effective while promoting and maintaining public safety. Riverside currently releases sentenced individuals due to a federal mandate that limits overcrowding. Making appropriate reductions in jail usage will also help to ensure that there is space for serving court ordered jail sentences.

1. Increase success in the community to reduce “side door” entries.

Some 51 percent of the individuals in custody on a daily basis are there for new crimes; the other 49 percent came through the side doors – returned to custody for warrants, technical supervision violations, court commitments and holds by other agencies. This analysis of jail rebookings illuminates the cumulative impact of repeated failure and non-compliance on the jail population. With the exception of probation violations, which are discussed below, not enough is known about the source of these failures and the appropriate responses. A deeper dive into these data would provide a better understanding of the reasons for this churning, and the potential for targeted strategies to reduce failures and provide alternative forms of accountability for non-criminal activities that do not pose immediate public safety risk. The potential for improvement is great, but will require the committed involvement of many agencies, including the courts, probation, and behavioral health.

2. Improve probation success and increase alternative responses to technical violations.

Technical probation violators are a significant contributor to side door entries. Probation violators generated 10 percent of the jail bed days in 2014. The Probation Department was the first agency to engage in the J-SCI data-driven process to reduce the probation failures that result in these violations. Technical probation violations dropped in the first six months of 2015 by 25 percent as the department focused on this issue as part of the J-SCI initiative. Additionally, the average time in jail for probation violators dropped from 28 days to 20 days. The Probation Department should be supported to continue its efforts to reduce technical violations and increase alternative sanctions in the community to divert more probation violators or reduce their time in custody. For example, defense attorneys, prosecutors and judges could agree to give Probation officials discretion to provide community-based diversions, such as treatment or restorative justice responses, for technical violators. The swift and certain responses would address problem behaviors and reduce demands on the courts, allowing that time to be redirected to more serious matters.

3. Explore the potential to reduce delays and expedite court hearings.

Some 65 percent of the individuals in jail on a typical day are in pretrial status. Inmates pending trial typically get few or no programs. The data suggests significant efficiencies might be found by maximizing successful pretrial releases and expediting court cases so

lengths of stay are determined more by sentences than court calendars. This approach also creates opportunities to deploy evidence-based programs for those who will remain in custody and a greater ability to provide community-based sanctions and supervision, including electronic monitoring. Riverside County has a history of an overburdened docket. Collaboration among court practitioners could lead to improvements. Establishing and supporting a dedicated team – including a court expeditor and quality control analyst – to monitor and identify efficiencies, such as reducing unnecessary delays, will reduce workloads and free up resources.

4. Maximize the use of pre-trial releases and programs.

The implementation and evaluation of a pretrial program with the assistance of the Crime and Justice Institute is one example of the commitment and partnership that exists between the Sheriff's Office and the Probation Department. Structured decision making tools and instruments are used to help make objective decisions about releases and alternatives, including a "proxy" screener followed by pretrial assessment tool and a compass criminogenic needs assessment. The county can capture more benefits by fully developing a robust, right-sized and efficient pretrial assessment and release program. A number of other counties operate such programs and can inform Riverside County's efforts.

5. Expand cost effective community-based custody alternatives, expand effective jail programs targeted to reduce jail recurrence and consider a non- or medium-secure facility for transitional programs and probation violations.

For individuals who are "cite released" at booking and subsequently sentenced, the Sheriff operates a robust work release program, often serving 2000 individuals to work on flexible days at various job sites in the community as a sanction throughout the work week, and an option of electronic monitoring for an additional 200 to 250 individuals.

For those who are held in custody as part of their sentence, the Corrections Division has begun to develop programs rooted in evidence-based practices and the Supervised Electronic Confinement Program (S.E.C.P.) serves approximately 90 individuals. Steps are underway to incentivize participation by giving priority consideration for the electronic confinement program to graduates of in-custody programs. Still, capacity is limited to 140 to 180 people and federal "kicks" (mandated releases) undermine the ability to provide incentives for participation. Current programs reach about 5 percent of the total daily jail population. The lack of program space, the lack of programming that takes place in jail, and the insufficient reentry planning should be a concern from a public safety perspective, since the vast majority of inmates return to the community without being adequately prepared. Among the opportunities:

- Increase the Sheriff's current jail programs to reach more inmates.

- Expand the use of electronic monitoring and add more case management support and supervision to refer and monitor educational, vocational, skill building and treatment programs in the community while on electronic monitoring. Vocational support and job placement is an undeveloped but promising area. Probation does not traditionally begin services until custody is completed. But consistent with best reentry practices, the Probation Department has implemented the Transitional Reentry Unit (TRU) to assess criminogenic needs, develop reentry plans and link offenders to appropriate services as they transition out of custody. The TRU program would be an excellent complement to the electronic supervision program. Another alternative would be to develop positions within the Sheriff's department or through contracts with community-based organizations to provide case management services. Either way, there should be coordinated policies and programs to incentivize participation and motivation and provide seamless transitions from jail to electronic monitoring and from the completion of electronic monitoring to probation supervision. Building these incentives into the system will improve the culture in the jail, motivate positive change, improve accountability in the community and reduce recidivism.
- Understanding that the lack of useable program space is a limiting factor, consideration should be given to developing a non or semi-secure facility that can maximize programs through a reentry focus. A Transitional Reentry Facility (TRF) has been proposed by the Probation Department, which could be linked with the TRU program for sentenced offenders and could integrate well with the electronic monitoring custody program. This model could reduce recidivism; improve employment, education, and treatment outcomes; and, link in community partners to provide services.

Essentially there are opportunities to develop and coordinate programs that integrate well with a number of less restrictive settings than a secure jail facility. Less restrictive alternatives are not only more cost-effective than secure jail facilities; they also can be more effective in producing sustainable change and recidivism reduction.

6. Develop interventions to improve mental health outcomes and reduce jail time for the mentally ill.

The data system does not provide an adequate understanding of how the mentally ill population impacts the jail. As a proxy, this study used data from the jail unit dedicated to individuals with mental health needs to estimate jail usage. Based on this data, it appears that mentally ill offenders are in custody for longer periods of time for lesser crimes. Riverside should develop a more robust set of interventions for mental health populations, with a particular focus on those diagnosed with a serious mental illness. Some options:

- Develop better data systems to monitor services and track jail episodes for offenders suffering from Serious Mental Illness (SMI) who cycle through jail. This data can be used in partnership with the county Behavioral Health Department to draw down additional federal dollars for those with mental health and substance

use disorders. This will also help establish baselines to measure improvements and reductions in jail episodes.

- Continue multidisciplinary staffing in jail to ensure highest quality interventions for mental health populations.
- Develop an assertive case management approach, such as Forensic Assertive Community Treatment, which creates partnerships among probation, corrections, law enforcement and with mental health professionals to reduce criminal system involvement for the SMI. This proven strategy can result in reduced jail days, recidivism and an increase in functioning and stability in the community.

7. Work Collaboratively to better address substance use and abuse.

Drug offenses and related crimes are a significant driver of the jail population. When looking for the underlying crime for all bookings, 31 percent have traditionally been for drug-related crimes and a number of other crime categories may be influenced by a drug addiction, such as property crimes. Drug offenders also have had high rates of recidivism due to relapse and continued drug use.

Post Proposition 47, these individuals are spending less time in jail and more time in the community. Still, it will be important to reduce the impacts of drug and alcohol abuse on jail usage as well as the community. By maximizing federal Drug MediCal dollars through the 1115 waiver, Riverside County will be in a better position to address the underlying issues. An ongoing collaborative could make sure the funds are used for community-based services that improve outcomes for individuals and reduce the costs associated with re-incarcerating offenders with mental health and substance abuse problems.

8. Establish dedicated J-SCI positions to institutionalize and bolster system change across county departments and the judiciary.

The suggestions offered above are elements of what should be a sustained system of continuous improvement. System improvement requires informative data, strategic analysis, and collaboration across agencies. Such efforts require a modest investment in organizational infrastructure – a function largely supported and resourced by CA Fwd’s J-SCI team over the last year. This modest investment is critical to identifying and capturing significant opportunities to reduce current and future costs and improve results. Without such an infrastructure, improvement efforts are typically limited to – and limited by – department silos. They are trumped by the “urgency” of daily events that lead to costly remedies borne from crisis. And they are overly dependent on individual leaders, and thus lose momentum or are discontinued as a result of transitions in leadership.

The J-SCI project produced the database used for this analysis, which demonstrates the value of a data-based approach to evaluating trends and outcomes. This database can be matured and deployed by the county’s dedicated J-SCI team. The data system could be guided by a staff collaborative involving the courts, probation, correctional staff and other key agencies such as behavioral and mental health. The collaborative, for example, should

meet regularly to review information with the court expeditor and quality assurance monitor. This group would report to and advise the J-SCI Executive Steering Committee.

The goals of the J-SCI team – to build capacity for continuous data-driven system change, reduce jail usage through practice change and alternatives to incarceration; and, reduce overall costs while preserving public safety – can be managed so that options like those described above can be implemented in ways that reduce the county’s overall costs and to enable public resources to be used to provide the maximum public benefit.

Conclusion

This analysis reveals a number of promising opportunities to address challenges facing Riverside County’s criminal justice system. Many of these opportunities involve practice and policy changes that can be quickly implemented with modest investments that generate near-term cost-savings. Other solutions require a more significant investment that if implemented well would yield more substantial cost savings or cost avoidance, while reducing recidivism and jail usage. California Forward remains a dedicated partner as Riverside County moves to the next exciting phase of the J-SCI.

Data Appendix

Table 1: 2014 Bookings for New Crimes, by Severity, Grouping, and Sub-type

		Felony	Misdemeanor	Grand Total
Alcohol	Drive Under The Influence	240	7,454	7,694
All Others	Burglary Tools		19	19
	Disorderly Conduct		18	18
	Disturbing The Peace		34	34
	Hit And Run	15	23	38
	Indecent Exposure		28	28
	Lewd Conduct		23	23
	Misc Traffic		26	26
	Other Felony	822		822
	Other Misdemeanor		1,160	1,160
	Other Sex		16	16
	Other Sex Law Violations	49		49
	Prostitution		126	126
	Traffic		59	59
	Trespassing		253	253
	Vandalism		128	128
	Weapons	318	6	324
Crimes Against Persons	Assault & Assault And Battery	3,591	2,077	5,668
	Forcible Rape	84		84
	Homicide	43		43
	Kidnapping	92		92
	Lewd or Lascivious	98		98
	Manslaughter, Vehicle	8		8
	Other Felony	34		34
	Other Sex Law Violations	89		89
	Robbery	514		514
	Unlawful Sexual Intercourse	29		29
Narcotics and Drugs	Dangerous Drugs	17	3,840	3,857
	Marijuana	65	12	77
	Narcotics	1,395		1,395
	Other Drug Law Violations	5,291	2,473	7,764
Property Offenses	Arson	35		35
	Burglary	1,947		1,947
	Burglary-misdemeanor		88	88
	Checks And Access Cards		11	11
	Forgery, Checks, Access Cards	153		153
	Motor Vehicle Theft	252		252
	Other Felony	96		96
	Other Theft		37	37
	Petty Theft		136	136
	Theft	1,260		1,260
Grand Total		16,537	18,047	34,584

Table 2: 2014 People Released before Arraignment for new Crimes, by Crime Type and Agency

Agency Name	Crimes Against Persons	Property Offenses	Alcohol	Narcotics and Drugs	All Others	Grand Total
Cal Highway Patrol	67	37	4,804	230	314	5,452
Riverside PD	473	288	174	842	190	1,967
Moreno Valley PD	298	171	325	625	145	1,564
Temecula PD	178	90	204	543	90	1,105
Murrieta PD	251	64	148	392	121	976
Perris PD	241	94	114	423	102	974
Lake Elsinore PD	212	70	180	418	91	971
Palm Springs PD	239	63	81	409	111	903
Palm Desert PD	154	123	141	273	199	890
Coachella PD	190	37	71	386	167	851
Jurupa Valley PD	186	65	147	376	56	830
Hemet PD	231	95	3	283	93	705
Indio PD	141	61	44	276	98	620
Menifee City PD	102	38	137	243	46	566
San Jacinto PD	90	38	99	209	78	514
La Quinta PD	67	58	65	137	172	499
Corona PD	97	76	3	132	105	413
Beaumont PD	88	50	57	103	42	340
Cabazon	64	50	12	156	43	325
Southwest	76	19	6	159	29	289
Banning PD	76	11	23	127	36	273
Desert Hot Springs PD	104	24	8	50	44	230
Eastvale PD	51	43	32	77	26	229
Wildomar	57	13	27	102	22	221
Gang Task Forces	10	9	1	163	28	211
Rancho Mirage PD	31	15	43	79	41	209
Norco PD	23	19	78	74	14	208
Cathedral City PD	92	18	7	58	26	201
Special Invest. Bureau	21	4		157	1	183
Colorado River Station	16	9	2	111	16	154
Cal State Parks	8		91	23	12	134
Blythe PD	31	4	5	56	13	109
Canyon Lake PD	16	7	24	39	7	93
Spec Enforcement Bureau	4	1	2	69	7	83
UC Riverside Police	17	2	36	14	13	82
Calimesa PD	20	4	15	37	4	80
Indian Wells PD	4	4	27	21	9	65
Grand Total	4,026	1,774	7,236	7,872	2,611	23,519

*Does not include agencies with fewer than 50 releases (these 150 agencies account for 500 releases), for a total of 24,037

Table 3: 2014 Release Reason, by severity

		Number of Releases	% of Releases
Capacity Release	FEDERAL CRT ORDER	10,479	18%
Court Ordered Release/Charge Dismissal/NO PC	COURT RELEASE	5,982	10%
	LACK OF PROBABLE CAUSE	49	0%
	COURT ORDER	6	0%
Hold Release	HOLD CLEARED	694	1%
	PC 821/822	15	0%
Other	SIGN OUT	128	0%
	Secured Electronic Confinement Pr.,	117	0%
	BOOKED IN ERROR	37	0%
	Unknown	7	0%
	Null	4	0%
	FTA Weekender	4	0%
	DECEASED	2	0%
	COUNTY PAROLE	1	0%
	ESCAPE	1	0%
	Pre-trial Release/Cite	CITATION	13,937
BAIL BOND		11,480	19%
PC 849		2,985	5%
NOT ARRAIGNED/PC 825		1,637	3%
OWN RECOGNIZANCE		1,097	2%
CITE OUT OF CO.WARRANT		590	1%
CASH BAIL		49	0%
Time Served	TIME SERVED	4,261	7%
	CREDIT FOR TIME SERVED	1	0%
Transfer	STATE PRISON	3,245	5%
	RELEASE TO OTHER AGENCY	2,454	4%
	U.S. BORDER PATROL	187	0%
	STATE HOSPITAL	131	0%
	CYA (RELEASED TO)	2	0%

Table 4: Average Daily Population and Bookings, by Crime Types

2014 Drugs and Narcotics

Total ALOS: 17
Pre-Trial: 10
Sentenced: 7



2014 Crimes Against People

Total ALOS: 47
Pre-Trial: 39
Sentenced: 8



2014 Property

Total ALOS: 34
Pre-Trial: 22
Sentenced: 12



2014 Technical Violations

Total ALOS: 28
Pre-Trial: 14
Sentenced: 14



2014 Warrants

Total ALOS: 20

Pre-Trial: 13

Sentenced: 7

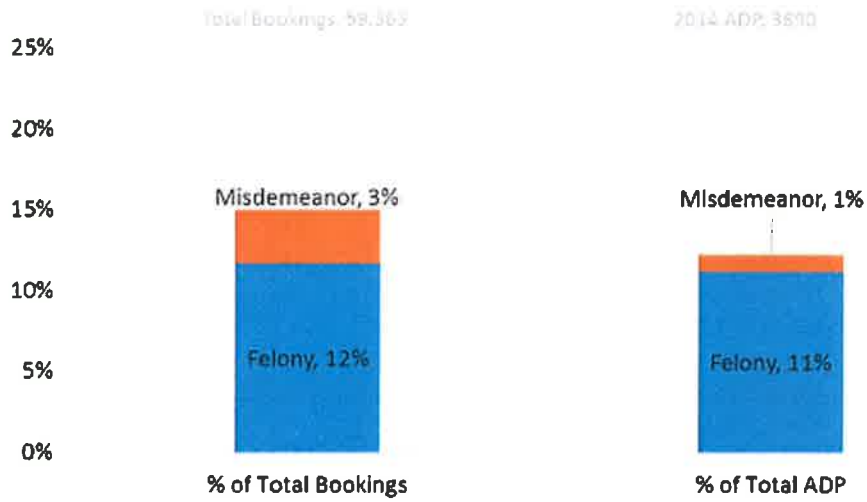


Table 5: Felony Releases and Bed Days by Drug Crime Type, 2014 and first 6 months of 2015

Drug Charge Type	Descrip	Number of Releases		Jail Bed Days Total		
		2014	2015	2014	2015	
Possession/Under the Influence	FORGE NARCOTIC PRESCRIP	1		1		
	FORGE/ETC PRESCRIPTION		2		17	
	GET DRUG BY FORGED PRESC	2		3		
	OBTAIN CNTL SUB BY FRAUD	1		17		
	PARAPHERNALIA	7	3	53	2	
	PHENC/ETC:SEL/ETC BTWN CO		1		2	
	POSS CONCENTRATE CANNABIS	35		261		
	POSS CONTROLLED SUBSTANC	233	3	2,352	2	
	POSS CONTROLLED SUBSTANCE	3,636	103	89,201	2,969	
	POSSESS CONTROLLED SUB	229	6	2,059	54	
POSSESS NARCOTIC CNTL SUB	1,091	53	28,638	1,201		
Sale and Transport and MFG	REC/ETC/CNCL/ETC \$+:C/SUB	1		1		
	USE/ETC CMPRTMNT:CNCL SUB	1		2		
	CONCL/ETC PROFIT/ETC:C/SUB	1	1	1	0	
	KEP PLACE:SEL/ETC N/C/SUB	3		2		
	MFG/ETC CNTL SUB	28	21	2,616	253	
	PHENCYCLIDINE/ETC F/SALE	1	2	44	3	
	PLANT/ETC MARIJUANA	48	34	271	159	
	POSS \$ FROM SALE CNTL SUB	1		0		
	POSS CNTL SUB FOR SALE	302	123	12,783	3,527	
	POSS MARIJUANA FOR SALE	243	117	4,438	1,003	
	POSS NARC CNTL SUB F/SALE	218	107	9,698	2,043	
	POSS SUB:INT:MFG METH/ETC	2		6		
	POSS/PUR COKE BASE F/SALE	5	2	24	6	
	POSS/SALE/TRANS OF MARIJ	16	5	187	6	
	POSSESS MARIJ/HASH 4-SALE	1		4		
	SELL MARIJUANA	27	10	525	53	
	SELL/ETC IN LIEU:CNCL SUB	1		1		
	SELL/TRANSPRT MARIJ W/PR	1		3		
	TRANS/SELL NARC BTWN CNTY	2		484		
	TRANSP/ETC CNTL SUB	408	154	34,095	4,564	
	TRANSP/ETC F/SALE C/SUB	3		527		
	TRANSP/ETC PHENCYCLDN/ETC	1	1	448	0	
	TRANSP/SELL NARC/CNTL SUB	125	34	11,819	991	
	TRANSPORT PHENCYCLIDINE	1	1	8	5	
	TRANSPORT/SELL CNTL SUB	48	24	671	49	
	TRNS/ETC/HID/ETC \$+:C/SUB	1		2		
	USE MINR TRANS/SALE MARJ	1		1		
	USE ROOM TO SELL CNTL SUB	3		907		
	Possess While Armed	POS CNTL SUB WHILE ARMED	5	5	181	47
		POSS CNTL SUB WHILE ARMED	16	10	511	124
		USE CNTL SUB:POSS FIREARM	17	7	122	11
	Selling to a Minor	FURNISH MINOR W/MARIJUANA	1	1	1	0
USE MNR VIOL CNTL SUB ACT		1		65		
USE/ETC MNR VIO C/SUB ACT			1		1	
Grand Total			6,768	831	203,033	17,092

Technical Appendix

Merging and data Management Process

The goal is to create a flexible data structure that can summarize a booking, as well as analyze charges, and case status. Since many of the bookings include numerous pending and adjudicated cases, and often can have multiple holding authorities, several assumptions were made to summarize the bookings and take into account the booking authority, the release reason, and other quantitative factors.

The development of this dataset used 9 separate data tables:

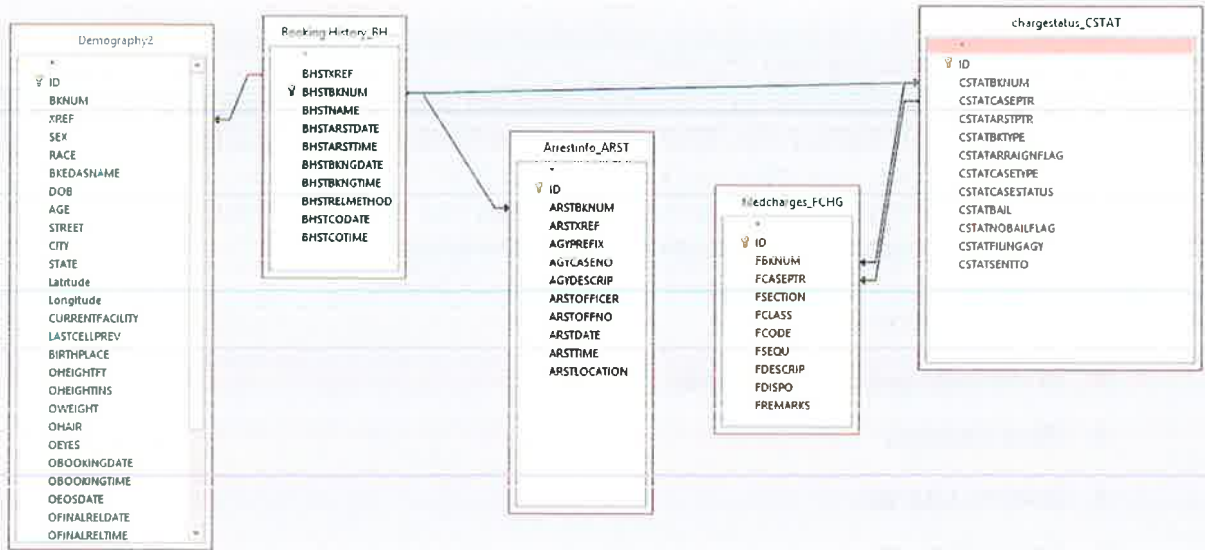
1. Booking History
2. In-custody and Out of Custody
3. Filed Charges
4. Booked Charges
5. Arrest Record
6. Case index
7. Charge Status
8. Hold

These are linked using 5 different identifiers:

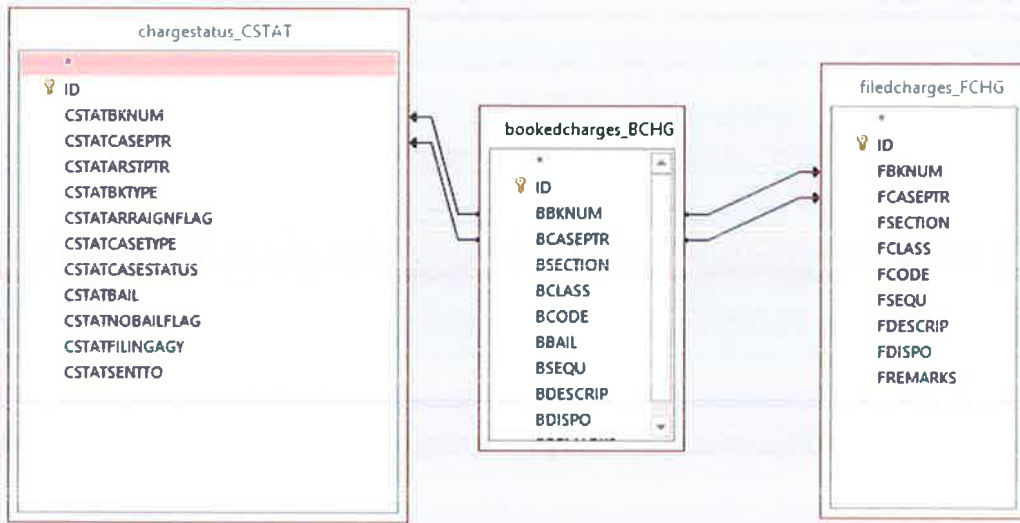
- Booking ID(BKNUM): Defines the unique entry and exit into jail
- Person ID(XREF): Defines the person across bookings
- Case/Court ID(CasePTR): This defines the court grouping of cases. Since someone can be coming in on multiple cases, it groups them in the way the court receives them

Merge 1: Combine in custody and out of custody inmates on XREF into one master file

Merge 2: Booking history, arrest, filed charges, demography on BKNUM, CASEPTR, and XREF.



Merge 3: Extract Bookings where charges were booked only, but not filed and merge remainder onto the filed charges in Merge #2.



Merge 4: Attach Charge Codes

To determine the most serious charge (if a new on-view charge), the global list of charges in merged with a list of numerical hierarchies to determine relative severity, beyond the Felony/Misdemeanor level. For example, if someone is booked for murder (Felony PC 187) and shooting at a building (Felony PC 246), the numerical hierarchy would return murder as the most serious crime when summarizing the booking. An effort was made to separate Felony severity, but due to the size of the table, misdemeanors were grouped together if they did not match the list.

Each charge code section contains information about the nature of the charge and severity. Using a master list from the Department of Justice, this approach then appends information

that leads to easier summarization. Since charges are entered by the DA/courts on charging documents, the jail must use those in the system as well as account for past charge listing and logic. The use of spacing, parenthesis, and typos contribute to substantial variation when merging list together based on severity, code section, and statute code. To create a single row per booking and summarize the authority for the booking, the following hierarchy is used.

1. A Fresh Arrest is the booking reason if an inmate has new on-view charges.
2. A Court Commitment if the court is authorizing the booking
3. A Hold if no new charges are present, such as warrants or parole holds
4. Other is used for various bookings of outside agencies or reasons.

Table 6: Variables Available

New Variable	Variable Description	In original Dataset
CBKNUM	Unique Identifier of the Booking in the system	Y
CXREF	Unique Identifier of the Inmate in the system(?)	Y
Facility	Location of Booking In Riverside	Y
Gender	Gender	Y
DOB	DOB	Y
CZIP	Zip Code of Inmate Being Booked in	Y
Bookingagency	Booking Agency Description	Y
c_status	Charge Status	Y
Bookingauth	Booking Reason	Y
FCODE	Charge Code(PC, VC, etc)	Y
FSECTION	Charge Section	Y
FCLASS	Charge Level(F, M)	Y
Releasemethod	Release Reason	Y
r_date	Release Date of inmate for the booking	Y
b_date	Booking into Facility Date	Y
s_date	Sentence Date on the charge	Y
AGYCASENO	AGENCY CASE NUMBER	Y
CIDXCASENUM	COURT CASE NUMBER	Y
Arraigned	Was the person arraigned in custody?	Y
Releasecat	Released Types mapped to 7 Categories	Created
Bookingcat	Booking in Types mapped to 5 Categories	Created
Agency_cat	Booking Agency Types mapped to 7 Categories	Created
status_cat	Released Types mapped to 7 Categories	Created
Ageatbooking	Booking into Facility Date minus DOB	Calculated
LOS	Release Date minus Booking Date	Calculated
charge_id	Derived Unique ID for each Charge	Created
b_charge_count	Count of Charges on each booking	Calculated
Highcharge	Highest Charge Severity for each Booking across Charges	Calculated

Table 7: Booking Reasons

JIMS Booking Reason	Type	Booking Category
Bail surrender – onview	Front Door	Fresh Arrest
Child custody court services	Side Door	Other(Transfers/Witness/ETC)
Court	Side Door	Court Commitment
Fugitive warrant	Side Door	Hold
Material witness	Side Door	Other(Transfers/Witness/ETC)
On-view	Front Door	Fresh Arrest
Out-of-county warrant	Side Door	Hold
Riverside warrant	Side Door	Hold
Sentenced court commit	Side Door	Court Commitment
Transportation court order	Side Door	Other(Transfers/Witness/ETC)
Un-sentenced court commit	Side Door	Court Commitment
Hold(spar, ice, etc)	Side Door	Hold

Technical Violations

Violation Type	Method
Probation	PC 1203.2 only and Booking type is on-view
Parole	PC 3056 only and Booking type is on-view
PRCS violation	PC 3456 only and booking type is on-view
PRCS flash	PC3454 or 3455 and booking type is on-view

Booking Categories	Hierarchy
Fresh Arrest	1
Hold	2
Court Commitment	3
Other(Transfers/Witness/ETC)	4

Table 8: Release Reasons

JIMS Release Reason	Category
Bail bond	Bail/pre-trial release
Booked in error	Other
Cash bail	Bail/pre-trial release
Citation	Time served/fees paid/citation
Cite out of Co.warrant	Time served/fees paid/citation
Court order	Court ordered release/charge dismissal/ no pc
Court release	Court ordered release/charge dismissal/ no pc
Credit for time served	Time served/fees paid/citation
CYA (released to)	Transfer to another agency
CYA (sent. To)	Transfer to another agency
Deceased	Other
Early release	Time served/fees paid/citation
Federal CRT order	Cap release
FTA weekender	Other
Hold cleared	Hold release
Hold(spar, ice, etc)	Hold release
Lack of probable cause	Court ordered release/charge dismissal/ no pc
Not arraigned/pc 825	Court ordered release/charge dismissal/ no pc
Own recognizance	Bail/pre-trial release
Pc 821/822	Hold release
Pc 849	Court ordered release/charge dismissal/ no pc
Release to other agency	Transfer to another agency
State hospital	Transfer to another agency
State prison	Transfer to another agency
Time served	Time served/fees paid/citation
US border patrol	Transfer to another agency
Unknown	Other
County Parole	Other
Escape (temp. Rel. Status for 90 days)	Other
Sign out	Other
Secured electronic confinement program	Other

Release Categories
Transfer to another agency
Time Served/Fees Paid/Citation
Bond/Pre-trial Release
Court Ordered Release/Charge Dismissal
Other
Hold Release
Cap Release

Table 9: Charge Code Mapping Example- Fields in Italics come from JIMS

<i>Severity</i>	<i>Offense Grouping</i>	<i>Offense Type</i>	<i>Hierarchy</i>	<i>Code</i>	<i>Section</i>	<i>Description</i>
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11352(B)X 2	TRSP F/SA LESS THAN 1 OZ
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11352(C)	TRSP F/SA 1 KILO (2.2LB)
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11352.1(A)	DISPENSE DRUG W/O LIC
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11352A	TRSP F/SA LESS THAN 1 OZ
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11353 X 2	USING MINOR FOR SALE
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11353.1(1)	SELL DRUGS NEAR SCHOOL
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11353.1(A)(2)	SALES W/IN 1000 FT SCHL SALE CONTR SUB NEAR SCHO
F	Narcotics and Drugs	Other Drug Law Violations	59900	H&S	11353.6(B)	MINR GV NARC SUBS MINOR
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(A)	POSS CONCENT CANNABIS
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(A)(1)	POSS CONCENT CANNABIS POSS MARIJ 28.5 GM L W/P
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(B)	POSS MARIJ 28.5 GM L W/P
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(B)(1)	POSS MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(B)(2)	POSS MARIJ POSS MARIJ 0/1 OZ/28.5GR
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(C)	ADLT POSS MARI GRNDS SCH
F	Narcotics and Drugs	Marijuana	58400	H&S	11357(D)	POSS CONCENT CANNABIS POSS MARIJ 28.5 GM L W/P
F	Narcotics and Drugs	Marijuana	58400	H&S	11357B	CUL/MARIJ (50- 199PLANTS)
F	Narcotics and Drugs	Marijuana	58400	H&S	11358(A)	POSS MARIJ FOR SALE
F	Narcotics and Drugs	Marijuana	58400	H&S	11359 X 3	POSS/SALE/TRANS MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11359 X 4	POSS/SALE/TRANS MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11359 X2	POSS/SALE/TRANS MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11359(A)	POSS/SALE/TRANS MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11359(B)	POSS/SALE/TRANS MARIJ POSS MARIJUANA/HASH SALE
F	Narcotics and Drugs	Marijuana	58400	H&S	11359(F)	POSS/SALE/TRANS OF MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11360 A	POSS/SALE/TRANS OF MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11360(A)	POSS/SALE/TRANS OF MARIJ
F	Narcotics and Drugs	Marijuana	58400	H&S	11360(A) X 2	POSS/SALE/TRANS OF MARIJ

Technical Recommendations

1. Compile and maintain an analytic “data dictionary” to aid analysis and interpretation. A data dictionary describes how operational data is interpreted, then used in aggregate to describe the jail system. This will create a unified view of the jail system’s operational data which will aid in interpretation. This will also promote a common set of terms for basic jail management amounts and county that can be used across the county. Further, it will provide a framework for agreeing on categories and types of bookings and releases. The technical appendix lays out the data structure, query and organizing principles used for this initially report.
2. Implement a Riverside county charge code table to map charges and crime consistently at the point of entry into the jail management system. Since the jail must enter charges as they are given to them at the point of booking or filing, having the county use a single list of charges will help on part of the system in cleaning and maintain charge data. This master list can then include attributes about each charge, such as crime type, relative seriousness, or other descriptive information that will aid analysis in an automated way.
3. Develop approaches to merge and share unique county identifier to track people across county systems. Common identifiers such as CII can be used to understand what resources offenders use throughout the Riverside system. Although manual data collection can do the same purpose, it is labor intensive and not easily done with a county of Riverside’s size. Booking identifiers may be the easiest way to share information.
4. Use data “freezes” to look at the historical data using a consistent multipurpose dataset. By using historical booking and release data, jail managers can look data that allows for consistent measurement. A freeze would include all bookings that have been closed or released, as well as those that are currently in custody.
5. Develop a single day snapshot of the in-custody population. Since a booking and release file only tells part of the story of the jail, a more nuanced view would involve the jail populations status on a given day, such as sentenced/un-sentenced, housing units, and court hearing status. Ideally, this snapshot would be automated to create an ongoing archive for analysis
6. Develop baseline or consistent reports to monitor progress, and standing team to analyze and discuss. Developing a team that routinely goes over reports, assures quality of data, and then matches data reports with operational realities gives jail management an ongoing resource to standardize reports and information to leadership, and better uses staff time in standardizing report expectations. Standard reporting then allows for automation.
7. Create indicators for mental health and service needs using existing diagnostic tools. With the use of pre-trial tools and other behavioral health diagnostics, there is better ability to accurately predict and manage the needs of behavioral health issues. This data doesn’t need to be used for case management, but instead in aggregate forms.

8. Develop a secondary database of program referrals run by the jail. Since not all program referrals such as work release, or other partnerships with agencies are “released” from sheriff custody administratively, it is difficult to tell the effects of using tools such as EM or work furlough in the data.
9. Develop an indictor using a date or other flag to indicate someone changing status from un-sentenced to sentenced. The existing dataset doesn’t have a way to clearly differentiate someone, while in custody, moves from awaiting adjudication to a sentenced person. This makes it challenging to clearly differentiate the change in legal status, which can mean different policy options. Although jail managers can look at an individual and see their status on a given day by tallying, aggregate historical data is usually only able to look at offenders stay at the point of entry (booking authority) and the point of exit (release reason). Although date flags do exist for certain charges, the movement of someone from un-sentenced to sentenced would be a better indicator since an inmate may have multiple cases pending.
10. Develop an indicator of Probation status at time of bookings, either for technical violation or with new crimes attached. The current setup makes it difficult to consistently identify violations since there can be multiple flags or identifiers, such as a 1203.2 with a new crime, a 1203.2 along, or someone coming in on a warrant attached to a probation violation. This would also include the underlying crime for the violator, which would require a better information and data sharing between probation and the Sherriff’s office.



RIVERSIDE COUNTY PROBATION DEPARTMENT

Serving Courts • Protecting Our Community • Changing Lives



MARK A. HAKE
CHIEF PROBATION OFFICER

California Forward Report

HISTORY

On February 20, 2014, the California Forward (CA Fwd): Partnership for Community Excellence met with officials from Riverside County. Their mission statement was "Supporting Counties implementing the 2011 Public-Safety Realignment." Riverside County Chief Executive Officer Jay Orr and representatives from the following departments were in attendance: the Sheriff's Department, Office of the District Attorney, Law Offices of the Public Defender, Riverside University Health Systems - Behavioral Health and Probation Department. Executive and management staff from these departments comprise the Riverside Executive Steering Committee. Later additions include the Department of Public Social Services and the Riverside University Health Systems – Public Health.

On August 25, 2014, Probation held its first meeting with CA Fwd to discuss its role in the project. The Adult Synopsis Report, which was created specifically for this project, measured several specific data points. Those measures were reviewed and discussed. The objective was to identify practices and procedures which, if altered, could impact the local criminal justice system.

The Seven Elements of System Change is the model CA Fwd uses to guide counties through the process of system change. This continuous and ever-evolving process will be used throughout the three year project.

The Data Driven Process:
The Seven Elements of System Change



Year 1: Improve system functioning to establish the foundation for effective capacity building.

Year 2: Make policy changes prompted by findings from data portraits completed in the first year.

Year 3: Workforce and program capacity building.

The Riverside Executive Steering Committee met with executives from CA Fwd on October 9, 2014. Three overlapping phases for the project were identified as follows:

- Improving system functioning by identifying and resolving justice system inefficiencies through a data-driven process;
- Policy changes, prompted by findings of system analyses; and
- Capacity building both in terms of data-driven decision making and developing new programs and services based on gaps in the system.

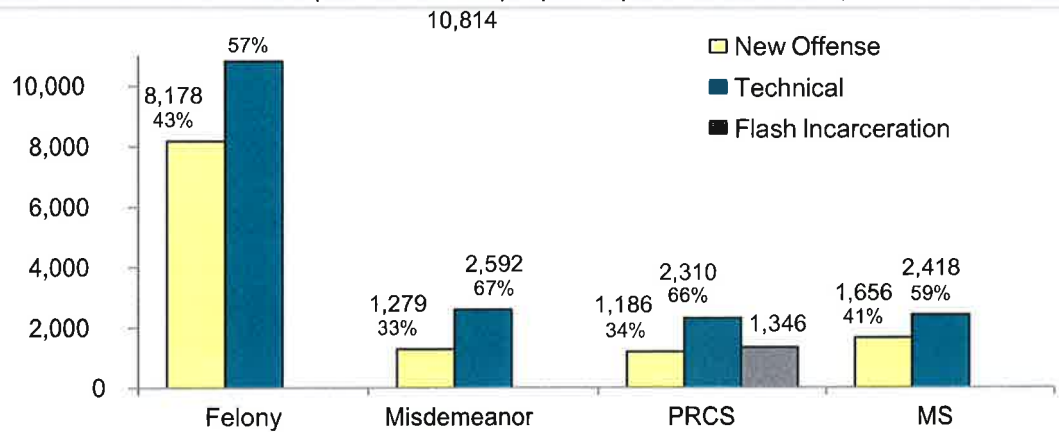
On October 21, 2014, Chief Probation Officer Mark A. Hake signed an Operational and Confidentiality Agreement with CA Fwd regarding the Justice Systems Change Initiative (J-SCI). The agreement is effective until June 30, 2017.

INITIAL DEVELOPMENT

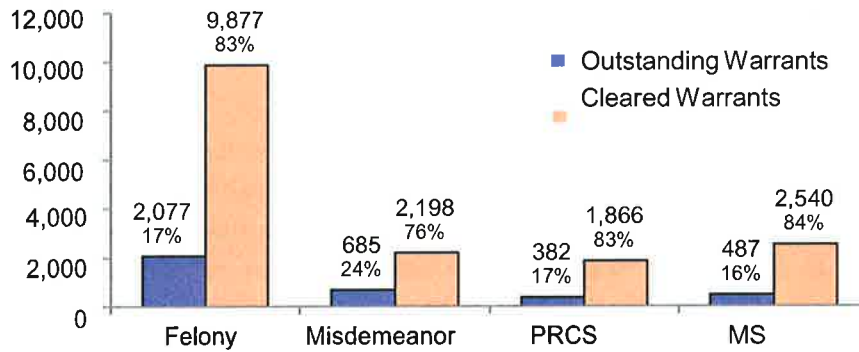
A Probation workgroup was organized to develop solutions to mitigate Probation's impact on jail bookings. The workgroup consisted of managers, supervisors and line staff, representing all regions of Field Services as well as representatives from the Information Technology Management/Quality Assurance Unit (ITM/QA). The initial meeting was held on October 28, 2014.

Utilizing data provided in the Adult Synopsis Report, dated June 23, 2014, the workgroup identified a large number of adult violations of probation as well as the large number of issued and cleared adult warrants (*see graphs below*). The data reflected that almost 19,000 felony violations had been filed since October 2011, many of them resulting in a warrant being issued. The data reflected that during the same time period, 20,112 warrants were issued. There is a discrepancy in the number of violations filed and warrants issued and this will be examined further. Subsequently, approximately 82% of those warrants were cleared. This information seemed to indicate that violations were being submitted on clients who were responsive enough to attend Court to have the warrant quashed, or during a subsequent arrest, and ended up back under probation supervision. The question became whether or not probation staff could do something differently that would reduce the impact this group had on jail bed space. This became the baseline for the workgroup to examine and develop approaches that Probation could implement to effect system-wide positive impacts.

Violations and PRCS Flash Incarcerations (Source: Adult Synopsis Report, June 23, 2014)



Status of Warrants (Source: Adult Synopsis Report, June 23, 2014)



Several key areas were identified and discussed with the workgroup during the initial meeting. These topics included a needed “culture change” for line staff, training issues, the homeless population and the time and resources needed to accomplish significant change.

Regarding “culture change,” the discussion involved staff’s lack of engagement with clients and the need to become a positive resource as opposed to solely utilizing an enforcement approach.

Discussion on training issues identified the lack of uniformity among line staff as well as differing opinions and approaches among Supervising Probation Officers. An example of this lack of uniformity includes efforts staff should take prior to submitting a violation as well as the need to enter specific information into JAMS.

With regards to the homeless population, the difficulty in determining who is “actually” homeless versus those that claim to be was discussed. Possible solutions identified included using a uniform definition of homelessness, utilizing electronic monitoring, and creating specific “homeless” caseloads to better monitor these clients.

The need to hand count much of the required data was due to the Juvenile and Adult Management System being unable to produce thorough information. This was a key discussion given the amount of

time and resources required. It was agreed that we needed to drill down on the raw data to pinpoint impactful variables and develop a clearer picture of the practices currently being utilized by the department. It was determined that a sample size of cases would be utilized to capture significant data to move forward with the project.

DATA REVIEW AND ANALYSIS

The workgroup utilized a 12-month period of data for this project. With the assistance of ITM/QA, relevant data from October, 1, 2013 through September 30, 2014, was captured and shared with the workgroup (*Attachment A*). It was determined that a sample size of these cases would be reviewed and assessed to help in developing a better picture of what was actually occurring.

Review of the data revealed some significant information; the most notable being, 55% of violations submitted by Probation were for technical violations as opposed to new law violations. This percentage was higher than expected and indicated that there might be opportunities for probation officers to try other strategies prior to submitting a violation.

The Riverside Executive Steering Committee met again on January 15, 2015, to discuss progress made by the various county departments to date. Probation presented significant data points gleaned from the 12-month data study.

On February 11, 2015, the workgroup met and reviewed the data provided at the January 15, 2015 meeting (*Attachment B*). It was decided that the creation of sub-committees would assist in moving the project forward. These sub-committees were responsible to research and evaluate specific aspects of Probation's operations as related to this project. The three sub-committees were defined by their assignments as follows:

- Engagement with Clients
- Violation Templates and Matrix
- Impacts of Prop 47

On April 14, 2015, the sub-committees reported out on their findings along with possible changes/solutions to improve performance. Significant discussion occurred regarding lack of engagement between PO and client, the lack of JAMS entries regarding the use of the violation matrix and a lack of uniformity across the department in utilizing JAMS. The sub-committees were tasked with continuing to work to identify areas of improvement and the necessary changes that need to occur to have impact on the county's criminal justice system.

The Riverside Executive Steering Committee met on April 29, 2015, to discuss progress made by the various county departments. Supervising Probation Officer's Stacy Zapata, Keven Mears, Ashley Parker and Supervising Research Specialist Lisa Gilchrist-Kopinski presented brief power point presentations on the three sub-committees' work to date.

The workgroup met again on June 25, 2015, to discuss what the data has shown thus far and give a status update of the sub-committees' respective projects. SPO Kevin Mears provided a summary of a six-

month study he had his staff complete regarding clients failing to appear (FTA) (*Attachment C*). An interesting finding from this study was that the majority of FTA VOP's involved clients who had initially reported to probation but then failed to return for follow-up appointments. Discussion of potential causes for this unexpected finding was that the defendants might be fearful they would be arrested if testing positive for drugs. We also submitted a request for changes to the violation report templates to improve our abilities in capturing relevant data and provide the courts a more thorough summary of efforts the department has undertaken with clients. During the meeting a sample "Tracking Form" was disseminated for review. The objective of the form was to increase line level staff's understanding of how they contribute to the overall picture of the criminal justice system in Riverside County as well as the desire to begin capturing "success" in our clients.

On August 5, 2015, CDPO Ron Miller and I met with all Field Service Supervising Probation Officers to discuss the CA FWD project as well as the Workload Project. The supervisors were given an assignment to identify ways to:

- Improve defendants' success
- Improve efficiency

They will report back on their division plans at a meeting scheduled for November 24, 2015.

With input and discussion from all levels of staff throughout Field Services the tracking forms were "finalized" and staff notified to begin utilizing them effective September 1, 2015 (*Attachment D*). With the assistance of CA FWD and our ITM/QA Unit we are currently developing an on-line platform for capturing the data collected as well as developing "dashboards" to reflect what each PO/Unit/Division is doing on a monthly basis.

It is hoped these "dashboards" will illustrate the impact each staff has on the department's overall performance and influence on the County's criminal justice system.

CONCLUSION

Going forward, the utilization of the tracking forms/dashboards will assist in identifying strengths and weaknesses in the organization regarding violations of probation for non-criminal behaviors. This information will empower managers/supervisors in their efforts to create culture change in the line staff. We will continue to research department data to identify areas where staff engagement can be improved.

Increased training and mentoring in the utilization of the incentives and sanctions matrices are on the horizon. Alternatives to detention will continue to be researched and developed to help in the overall mission of the project.

The Transitional Re-entry Unit (TRU) was implemented this year. Probation officers are stationed in each of the jail facilities. They work with offenders pending release to create a re-entry plan into the community. By establishing realistic and meaningful goals, the objective is to create a successful transition from custody to the community. It is believed that this effort will reduce a number of revocations resulting from failure to appear with the supervision probation officers.

A summary workload study has been accomplished. The information gained from this effort is guiding management decisions to aid staff in becoming more evidenced based in their actions and more focused on engaging the clients.

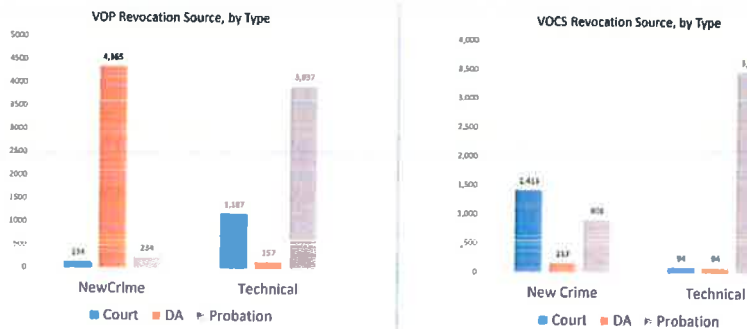
Continued work with CA FWD will include further data analysis to assist in identifying potential procedures and/or practices that can improve our overall mission of assisting clients in making positive changes in their lives. As a result, the department's impact on the entire justice system will continue to be evaluated and changes implemented.

Attachment A

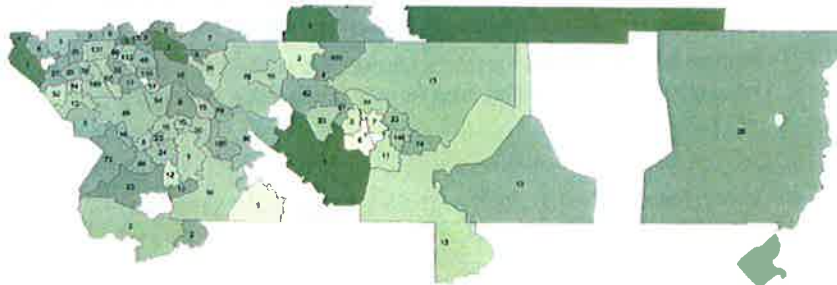
Who files probation violations?



There were 16,000 violations filed in Riverside County between Oct 1 2013 and Sep 30 2014



Some variation by zip code around where technical occurred, with the average being 60%



The darker the color, the higher percent of technical. The numbers indicate number of technical violations

Probation Sample

- **368 violations drawn from a random sample of 7,837 probation violations filed by probation**
 - This gives us a +-5% margin of error, which we can be fairly certain is accurate
 - This can be used to apply percentages or number of jail bed days to the larger pool of violations coming from probation
- **Added additional datapoints not in the automated CMS for each violation filed**
 - Term of supervision violated
 - Type of intermediate sanctions before violation filing
 - Probation Recommendation

General Themes

- 74% of the violations reviewed were the first or second violation filed by probation in the person's file. The ratio of new crimes to technical was fairly consistent as people had more violations.
- Failure to report was the common term violated at 35%, followed by new law violations(18%), and failure to disclose address verification(12%)
- In 80% of violations, there was no intermediate sanction

Applying the sample to violation recommendations gives us an idea of the impact

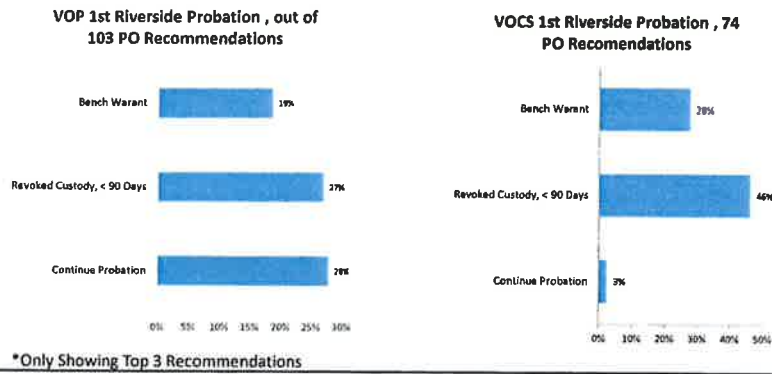
Violation Recommendation	% of the sample	Full population for the year (+/- 5%)
Terminate Probation - State Prison Suspended	1.42%	111
Probation Denied - Local time pursuant to 1170(h)	5.41%	424
Probation Terminated Screen for RSAT	3.13%	245
Probation Terminated-Mandatory Supervision	1.99%	156
Supplemental-Revoked Custody Sheriff (Jail) Less than 90 day's jail	22.79%	1786
Supplemental-Revoked Custody Sheriff (Jail) More than 90 day's jail	26.50%	2077
State Prison	3.99%	313
Continue Probation	11.11%	871
Bench Warrant Requested	23.65%	1853

In theory, most of these violations will result in a jail booking at some point.

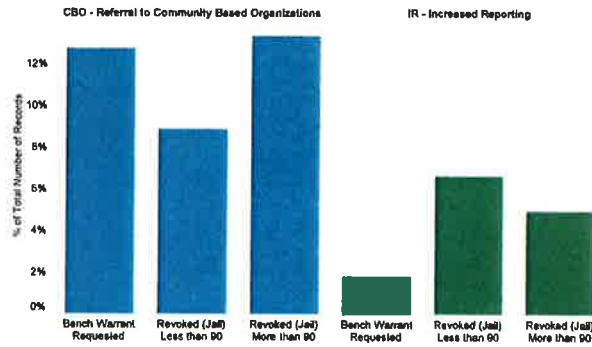
1853 Bookings x 30 days LOS in jail x Marginal Cost of a Jail bed gives us a basic breakeven for a program idea

However, we know some of these folks will end up in jail for other reasons, so it may not avoid jail usage, but it could reduce it

There is some difference between VOCS and VOPs in recommendations



In 80% of violations, there was no intermediate sanction



Attachment B

Exploring and Examining Probation Violations

Probation Workgroup Data Presentation
February 11, 2015

Goals of J-SCI

1. Build capacity for data informed decision making.
2. Ensure sustainable local justice systems by increasing success and developing alternatives to reduce jail reliance.
3. Reduce costs through increased efficiency and effectiveness while ensuring public safety.

In order for data to drive practice, we must:

- Avoid analysis paralysis.
- Prioritize our focus on areas that we have the most control and avoid getting lost or stuck in areas that we have little influence.
- Be prepared to peel the onion through quantitative and qualitative techniques.
- Move beyond exploration and hunches and complete all steps in the 7E process --- engage, explore, examine, envision, execute, evaluate, evolve.
- Understand that using data can lead to system transformation (the whole is greater than the sum of its parts).

Why focus on probation violations and why prioritize technical violations:

- Probation violations are within the probation workgroup's domain.
- Probation violations or probation failures impact other systems.
- We should learn everything we can about probation violations in order to identify opportunities to reduce probation violations.
- Technical violations are fertile ground for alternative to jail and represent a critical area of initial inquiry do to their lower status from a public safety/crime perspective.

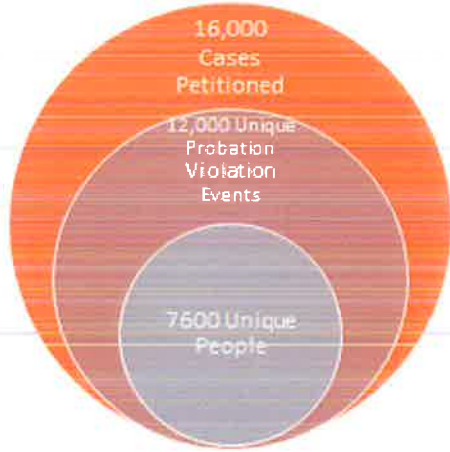
Design and Methods

- Capture a year's worth of information regarding probation violations to provide a source of data for immediate and later use.
- Disaggregate technical violations from new offenses.
- Capture offense, offender and process information to assist in analysis.
- Some Key terms:
 - Violation Event
 - Low Hanging Fruit
 - Fertile Ground

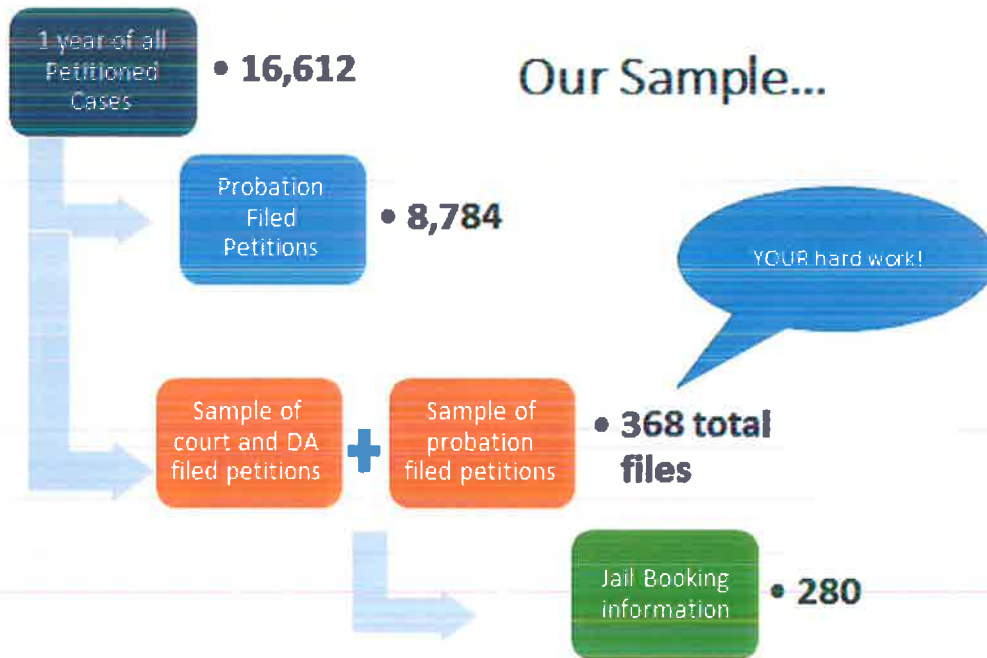
But first, some data plumbing that all ties back to people

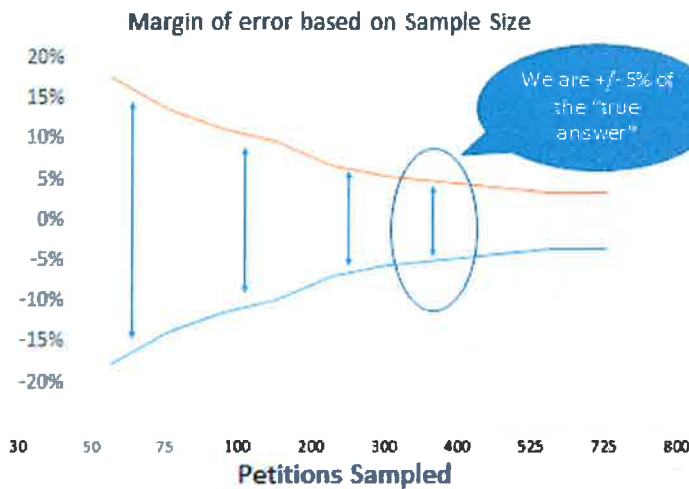


Over the span of 1 year of cases petitioned, these can be looked at a number of ways



- This translates into 1.3 cases violated per violation event. This means for every violation event, there violation on multiple cases
- Each person had 1.6 violation events during the year. This means some people were violated multiple times over the course of 1 year

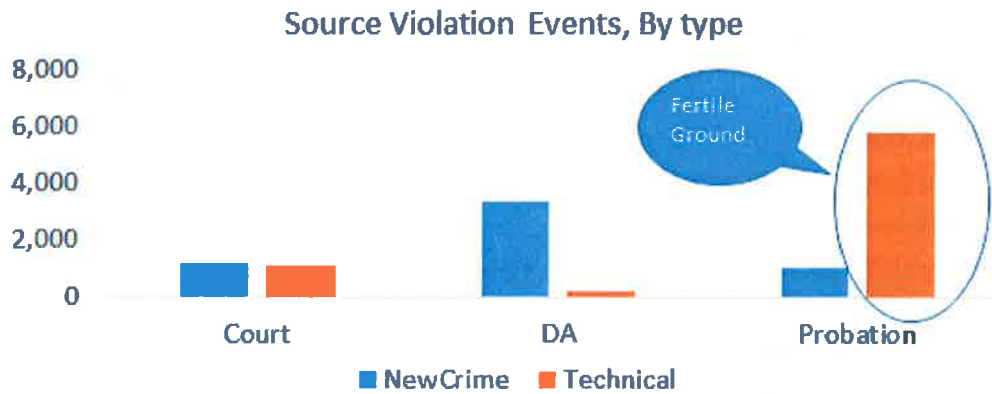




- Past a certain point, you are not gaining significant amounts of explanatory power by pulling more files, as long as you draw a random sample.

The largest source of violations are technical filed by probation

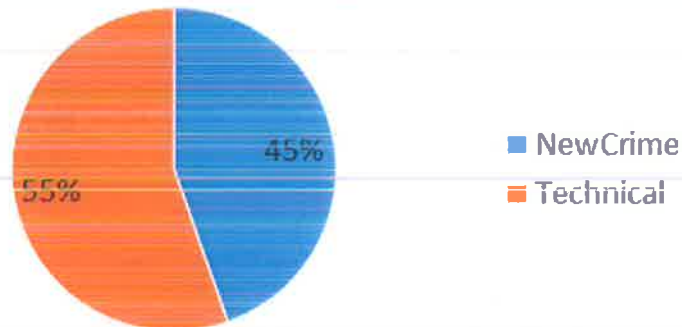
1 year of all Violation Petitions



Most are breaking rules, not laws

1 year of all
Violation
Petitions

Violation Petitions by type



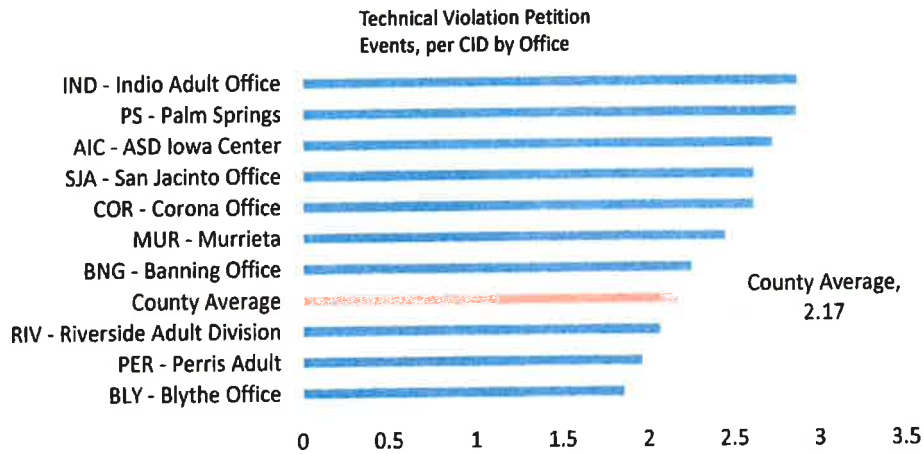
Of all the violations events:

1 year of all
Violation
Petitions

- **78% male**
- **20% were identified as having "unstable housing" but we know there were issues with this definition.**
- **Average Age at time of violation 32 years old, with realigned supervisees slightly older**
- **There 7600 unique people, with 400 people with more than 5 petition events in the year**
- **Realigned probationers make up 20% of the population, but 37% of the petition events.**

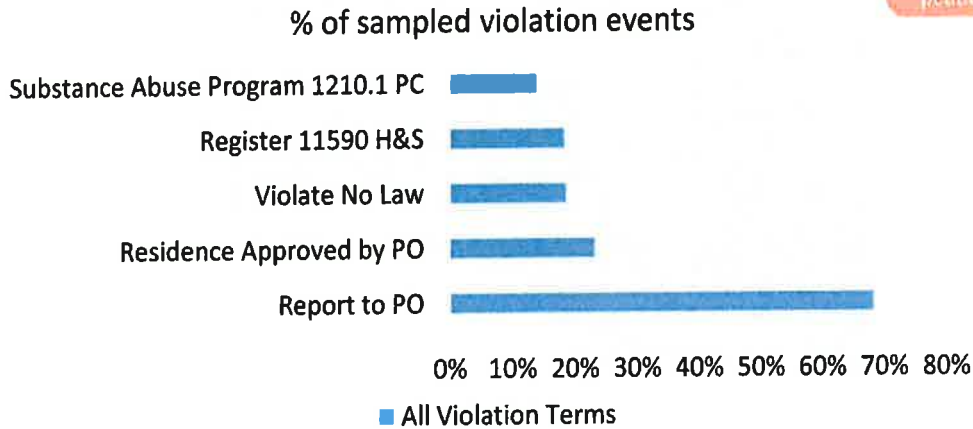
Chronicity of technical violations (# per probationer) varies by office.

Probation Filed Petitions



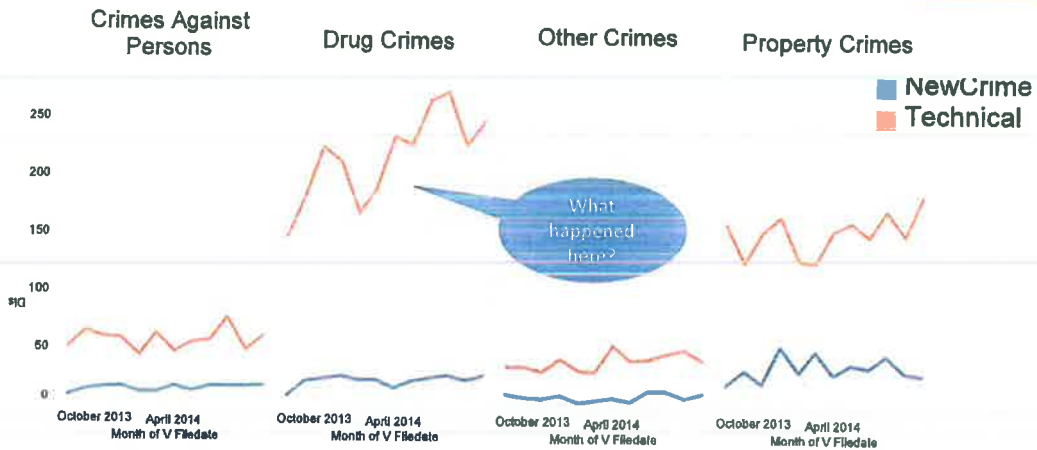
Failing to Report to PO and Residence reporting were common term violations

Sample of probation filed technical violation petitions



Underlying Crimes of people with violations are mostly drugs, then property offenses....

Probation
Filed
Technical
Petitions



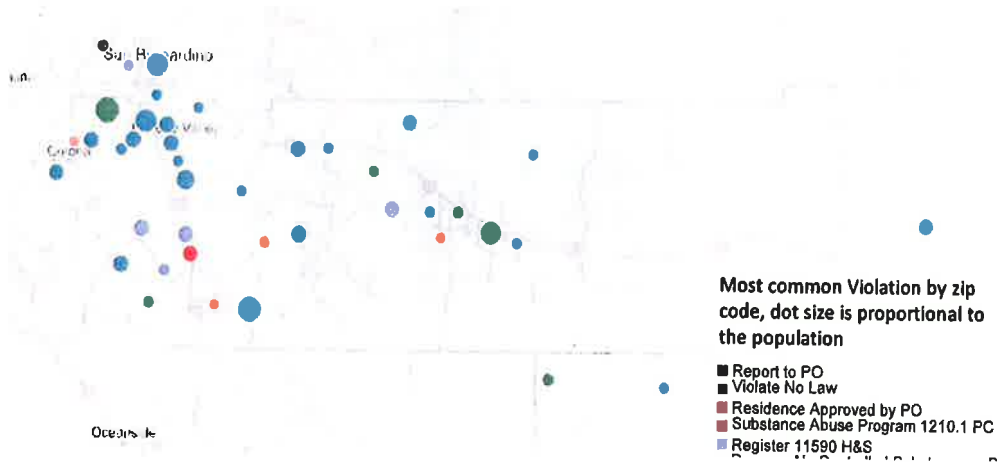
Most of underlying offenses for technical violations were drug/property crime

Probation
Filed
Technical
Petitions



Engagement violations are clustered in the western part of the county

Sample of probation filed technical violation petitions

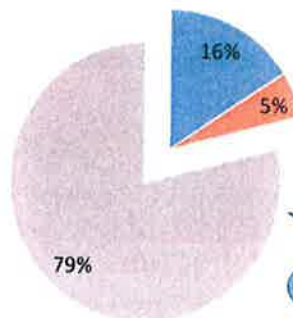


Most violation petitions were not preceded by an intermediate sanction

Sample of probation filed technical violation petitions

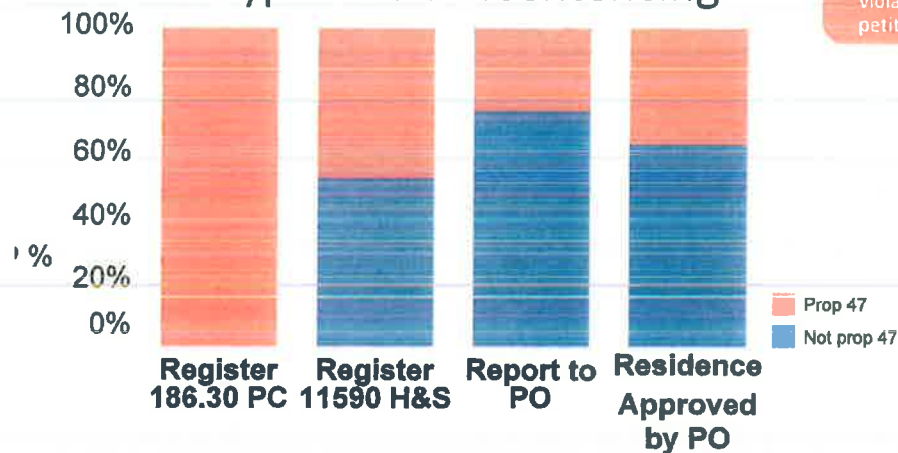
Intermediate Sanction Used, % of Technical Violations

- CBO - Referral to Community Based Organizations
- IR - Increased Reporting
- NA- None Reported



Application of intermediate sanctions are either under-applied or undercounted

Prop 47 cases may have an impact on violations types after resentencing



70% of probation filings resulted in jail, with an average LOS of 26 days

Jail Booking information

- Probation filed violations generated 118,000 jail bed days
 - Bench Warrants were the recommendation in 26% of probation filed violations, with the average jail stay of 18 days
 - 40% of probation filed violations were released under the federal cap
 - Offenders possibly eligible for Prop 47 make up 30% of the bookings, staying an average of 15 days

Fertile Ground for Intervention: Increase probation engagement

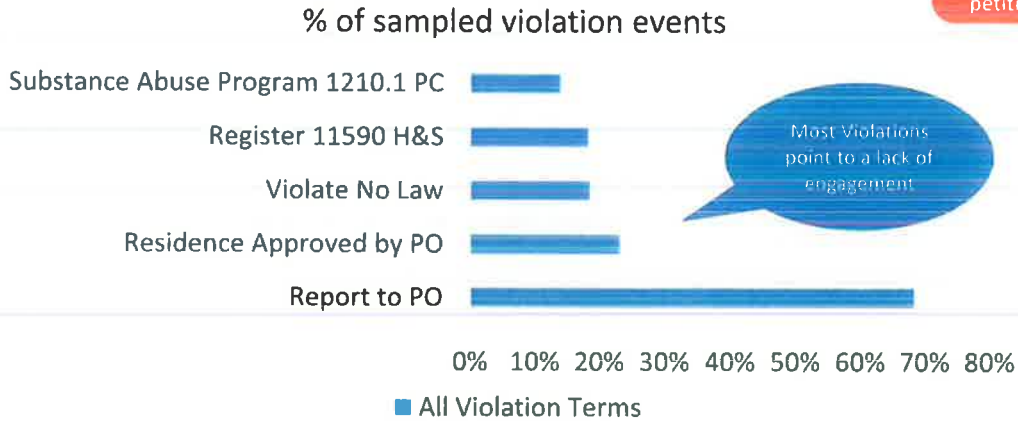
- Failures to report to probation and are included in 68% of all petitions
- 1500 offenders county wide could be targeted for increased engagement with probation after release from jail is a key way to get them connected to services,
- This could avoid ~20,000 jail bed days if **just** 30% stay engaged and avoid new jail terms, or 2% of the jail population and 55 jail ADP.
- Geographic information and demography can guide program interventions as to where in the county and for whom
- We need to dig deeper to better understand the problem and target solutions.

Recap:

- The majority of violations are technical rule breaking, not new crimes (law breaking).
- Jail is the most common response for rule breakers.
- Many rule violators have received “fed kicks from jail”
- Intermediate sanctions are under applied.
- Most violations reflect a lack of engagement with probation.
- Drugs and substance abuse is the basis of most offending, followed by the often related, property offending.
- Increasing probation engagement would reduce system resources.

Top 5 Terms Violated (Technical Violators)

Sample of probation filed technical violation petitions



Findings

- The majority of violations are technical rule breaking, not new crimes (law breaking).
- Jail is the most common response for rule breakers.
- Many rule violators have received “fed kicks from jail”
- Intermediate sanctions are under applied.
- Most violations reflect a lack of engagement with probation.
- Drugs and substance abuse is the basis of most offending, followed by the often related, property offending.
- Increasing probation engagement would reduce system impact.

Attachment C

Unit 71 Violation Stats

	Dec-14	Jan-15	Feb-15	Mar-15
FTA - Never Report	13	12	4	5
FTA - Reported	22	20	22	25
New Law	5	10	8	8
Other Tec	1	1	1	0
Total # of Violations	41	43	35	38

# of Offenders	296	297	275	275
# of Homeless that were violated	10	10	13	10
Ratio of FTA Violations	85%	74%	74%	79%
Ratio of Homeless to Violations	24%	23%	37%	26%
Ratio of Violation to Population	14%	15%	13%	14%

* DPO's were instructed in the beginning of February to take additional steps prior to submitting violations for FTA. These steps included making phone calls, sending appointment letters and attempting house visits. The results thus far have not shown a drastic change in the ratio of violations submitted.

Attachment D



RIVERSIDE COUNTY PROBATION DEPARTMENT

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MARK A. HAKE
CHIEF PROBATION OFFICER



Division Monthly Tracking Log

Month: _____	Year: ____
Division: _____	
Total number of supervision caseloads: ____	
Number of adult caseloads: ____	Number of clients: ____
Number of juvenile caseloads: ____	Number of clients: ____
Number of deceased clients: ____	Number of clients closed due to Prop 47: ____
Number of successful clients (terminated without sustaining a new conviction): ____ (Do not include deceased or Prop 47 clients)	
Adult successes: ____	Juvenile successes: ____
Total number of clients w/VOP's filed: ____	Total number of VOP's submitted: ____
Number of adults w/VOP's filed : ____	Total number of adults VOP's submitted: ____
Number of technicals: ____	Number of new law violations:
Number of warrants requested due to clients whereabouts unknown: ____	Number of flash incarceration requests: ____
	Average number of days requested: ____
Number of juvenile VOP's: ____	
Number of technicals: ____	Number of new law violations: ____
Number of warrants requested due to clients whereabouts unknown: ____	

Last revised 8/10/15

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CHIEF PROBATION OFFICER



SPO Monthly Unit Tracking Log - Adult

Month: _____	Year: ____
Name: _____	
Location: _____	
Number of supervision caseloads: ____	Number of clients: ____
Number of deceased clients: ____	Number of clients closed due to Prop 47: ____
Number of successful clients (terminated without sustaining a new conviction): ____ (Do not include deceased or Prop 47 clients)	
Number of clients w/VOP's filed: ____	Total number of VOP's submitted: ____
Number of technicals: ____	
Number of new law violations: ____	
Number of warrants requested due to clients whereabouts unknown: ____	
Number of flash incarceration requests: ____	
Average number of days requested: ____	

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SPO Monthly Unit Tracking Log - Juvenile

Month: _____	Year: _____
Name: _____	
Location: _____	
Number of supervision caseloads: _____	Number of clients: _____
Number of deceased clients: _____	Number of clients closed due to Prop 47: _____
Number of successful clients (terminated without sustaining a new conviction): _____ (Do not include deceased or Prop 47 clients)	
Number of clients w/VOP's filed: _____	Total number of VOP's submitted: _____
Number of technicals: _____	
Number of new law violations: _____	
Number of warrants requested due to clients whereabouts unknown: _____	

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**Monthly Tracking Log
 Supervision Caseloads
 (Data collected last Friday of each month)**

Month: _____	Year: ____
DPO Name: _____	Supervisor: _____
Location: _____	
Caseload number: _____	Number of clients: _____
Adult: _____	Juvenile: _____
Number of deceased clients: _____	Number of clients closed due to Prop 47: _____
Number of successful clients (terminated without sustaining a new conviction): _____ (Do not include deceased or Prop 47 clients)	
Number of clients w/VOP's filed: _____	Total number of VOP's submitted: _____
Number of technicals: _____	
Number of new law violations: _____	
Number of warrants requested due to clients whereabouts unknown: _____	
Number of flash incarceration requests: _____	
Average number of days requested: _____	

Last revised 8/10/15



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Terminations for Clients
(Supervision Tracking Logs)

September 2015

Cases will be tracked as "successful" unless they fall into one of the categories below:

- Terminated due to new case (i.e. juvenile terminated due to picking up an adult case)
- Transferred out of County/State
- Terminated due to client sentenced to prison
- Terminated due to Prop 47
- Death

BH/cn