City of Charlottesville/County of Albemarle, Virginia

Charlottesville is an independent city geographically surrounded by, but separate from, Albemarle County, Virginia. The official population estimate for the city, calculated in 2010, was 43,475 for Charlottesville and 100,500 for Albemarle. In addition, approximately 20,000 students attend school at the University of Virginia (UVA). Charlottesville-Albemarle applied for and was accepted as a Phase One JRI site in the fall of 2011. While a great deal of jail population analysis was conducted in the years prior to the site's JRI application, the planning in Phase One began in December, 2011, when the JRI Workgroup was established. Charlottesville-Albemarle is also participating in the Evidence-Based Decisionmaking Initiative (EBDM).

JRI Phase I in Charlottesville/Albemarle

A JRI Workgroup was formed with the goal of reducing the reliance on the local jail, and reinvesting cost savings without compromising public safety. The JRI team aimed to accomplish this goal by building an information infrastructure that would create common data identifiers in order to link cases, individuals, and episodes. This would ultimately allow for increased data analysis capacity and offer opportunities for developing policies and programs to divert inmates to more effective interventions.

In order to pursue their goals in the most effective way, the workgroup formally established a number of specific work groups to undertake various components of the JRI work in Phase I and clarified roles of existing groups as they relate to the JRI initiative. Those groups include:

- *Criminal Justice Board:* responsible for policy approval of major policy decisions that are then forwarded to the final decision makers when it involves funding.
- *Evidence-Based Decision Making Policy Committee:* responsible for policy discussion and recommendations to the Criminal Justice Board, when appropriate; is also responsible for the coordination and integration of EBDM and JRI initiatives.
- *JRI Workgroup:* responsible for the analysis and formulation of jail population reduction recommendations to the EBDM Policy Committee.
- *Data Group:* responsible for determining what data can be captured by whom and assists with data collection for consideration by the JRI Workgroup.
- *Capstone Group:* responsible for assisting the Data Group and JRI Workgroup in the collection of data, building information system capacity, and assessing general themes for policy consideration.

A great deal of work occurred during Phase I, including the creation of workgroups which deliberated on jail population reduction options, achieved consensus on feasible options for reducing costs and populations and improving outcomes, and agreed on a reinvestment strategy regarding how to reinvest the savings expected from the changes in policy. Specifically, the Workgroup tasks in Phase I included identifying the jail population drivers, quantifying and prioritizing drivers, and selecting jail population strategies. In addition, the Workgroup worked toward establishing an information system(s) that has the ability to collect data to answer ongoing policy and jail population questions and determine how data from one agency can be captured by another agency and connect it with a higher-order data system (in order to export the data from multiple sources for analysis).

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An updated study of jail releases from 2009 – 2013 indicated similar findings when compared to the original analysis using data from the 2008 – 2011 cohort.   A final jail extract was subjected to a more limited set of analyses in order to assess potential impacts of JRI strategies, containing data inclusive of all jail admissions from 2011 through mid-2015. In light of the jail analysis report, the following were identified as high impact drivers of the jail population that would be addressed by the team in consideration of their Phase II goals:

- Offenders jailed for public intoxication/swearing in public
- Chronic system users
- Misdemeanants who might benefit from an alternative response
- Offenders convicted of traffic offenses (notably, those convicted of driving under the influence and driving with suspended/revoked licenses)
- Pretrial detainees
- Violators of probation/parole

As a result of an iterative, data-driven process, the Work Team and criminal justice stakeholders decided upon two specific initiatives to address the three drivers of cost and population: 1) lower risk pretrial holds (of which low or below average risk pretrial defendants account for 26% of the jail population); 2) select post-conviction offenders (i.e., almost two out of three bookings are for a misdemeanor offense); and 3) probation violation populations (which account for 10% of the jail population and have an average length of stay of 118 days).

The initiatives selected to address these drivers included:
1) A structured violations/incentives response matrix and associated internet-based case management information system for use with probationers to encourage more consistent and effective responses to both positive offender behavior and violations of supervision. The primary objective of the probation violation matrix was to reduce the degree to which probation-related episodes consumed jail bed days.
2) The development of an intensive day reporting center, entitled CORR: Center of Risk Reduction, to reduce the jail population to the extent that a single pod could be closed, resulting in significant cost savings that would subsequently be used to pay for the DRC.

JRI Phase II in Charlottesville/Albemarle

With the JRI technical assistance Charlottesville/Albemarle developed a web-based Administrative Response Matrix (ARM) to address probation violations and rewards for prosocial behavior. The ARM allows for swift, consistent, least restrictive, and transparent responses. This web-based tool, one of the first of its kind, provides the local justice systems with the ability to identify offenders who are eligible for jail diversion and reduce the length of stay in jail while at the same time providing increased levels of treatment and intervention through the CORR. The ARM collects data on violations that encompass: jurisdiction, risk levels, severity of violations, and responses. The probation violation response matrix and associated Internet-based case management information system was implemented on April 1, 2014. Probation staff with OAR/Jefferson Area Community Corrections, VA Department of Criminal Justice Services and District 9 Probation and Parole, Virginia Department of Corrections routinely uses the response matrix to guide their decision making for both

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prosocial and violation behavior. This has resulted in a profound impact on day to day operations regarding behavioral responses, as confirmed by analysis of relevant data. In addition, staff report that they are more consistent and swift in their responses to probationer behaviors.

Summary statistics suggest that the system has gained wide use and acceptance in OAR and District 9, with approximately 300 probationers having been entered into the system and over 800 violations having been recorded. Slightly over half (52%) of responses were administered within seven business days of the violation. A jail data extract was obtained and analyzed in order to assess the degree to which more distal impacts might be evident as indicated by the number of jail admissions and jail bed days

associated with probation violations and revocations of sentence or probation. Given that the matrix has been in use for just over one year, these data are to be considered preliminary, given the relatively small numbers and short follow-up period. Nonetheless, the data suggest that while jail admissions due to probation violations have been at consistently low levels since at least 2011, the last year has seen a reversal of the upward trend in jail admissions due to Revocation of Sentence or Probation seen from 2011 to 2014.

More striking still has been the change in jail bed days associated with these two charges. The graphs below provide data on the average length of stay (LOS) and the total number of bed days associated with these two reasons for admittance to the jail.

Average Length of Stay
Associated with Probation Violations
and Revocations

Sum of Jail Bed Days
Associated with Probation Violations
and Revocations
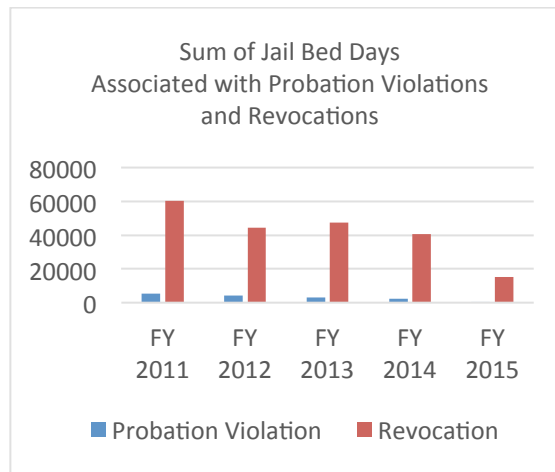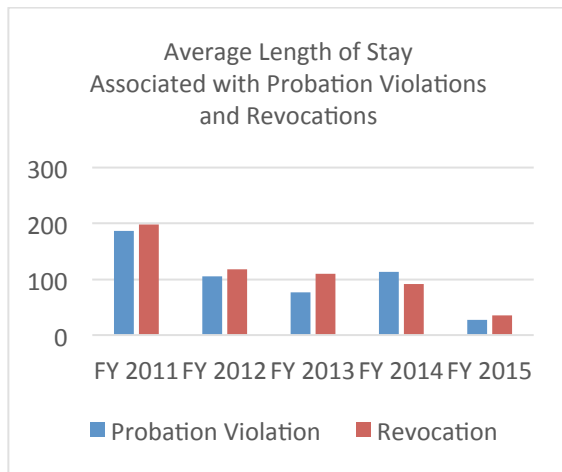
As the data indicate, LOS trends were such that both the average and total number of jail bed days were decreasing prior to initiation of the violations response matrix in April of 2014. However, the most precipitous drops have occurred since the violations response matrix was instituted in April of 2014. While this suggests an association, the short follow-up period and relatively small numbers demand a cautious interpretation of this data, and further analysis is necessary to assess the strength and nature of these trends moving forward. An

examination of the rate of change is necessary in order to assess the degree to which the past year of implementation of the violations matrix is associated with an increased rate of change regarding LOS.

Despite significant efforts expended by stakeholders, it was not possible to implement the CORR DRC by the end of the grant period, in order to benefit from JRI funding. However, support among criminal justice stakeholders for the day reporting center remains strong and its

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implementation will be pursued in the near future, when the timing is more conducive to receiving necessary ongoing operating budget approval.

Finally, Charlottesville/Albemarle has utilized JRI funds to implement and support a number of important advances, including:

- Providing evidence-based programming for inmates to address their identified criminogenic needs with the intent of reducing recidivism. A number of evidence-based practice curricula have been put in place to help offenders learn skills to avoid legal problems in the future. JRI funds were used to certify staff in the proper delivery of the selected programming and provide the curriculum and materials for the participants. The evidence-based practices programming include Moral Recognition Therapy (on-site MRT training for 10 staff and curriculum for 200 inmates); the Matrix Model for substance abuse (training for three staff members); and Parenting Inside and Out (curriculum, training, and certification).
- Improving and streamlining the reporting functions of the violations response system. This entailed assessing the usability and completeness of current reports, focusing on implementing graphical elements, and improving the functionality of the reports. Stakeholders will ultimately be able to send monthly usage/outcome reports

to individual officers/supervisors in order to promote better staff engagement in usage, and to be able to download reports/data directly into MS Excel, in order to ease data capture and analysis.

- Developing a logic model with associated performance objectives and indicators for jail-based Center for Risk Reduction (CORR) programming, and identifying which programs will be offered as part of a jail-based CORR. JRI funds were used to develop measurable performance objectives, goals, and indicators for specific programs that will be offered through a jail-based CORR.
- Working with jail staff to develop a means of assessing recidivism on an ongoing basis that will allow assessment of the impact of jail programming on recidivism.
- Engaging stakeholders to assess the possibility of integrating the violations response system into current data systems (this would reduce or eliminate duplicative data entry).
- Working with stakeholders to create a platform for ongoing research, specifically to assess on an ongoing basis alignment with evidence-based practices and adherence to the Risk Needs Responsivity (RNR) model. Relevant research questions will include, but are not limited to, the following: Do intermediate sanctions impact later recidivism? How do referrals for treatment impact later performance and revocations?

In summary, the Justice Reinvestment Initiative funding and technical assistance were instrumental in helping Charlottesville/Albemarle both examine its jail population drivers and identify practical solutions to more effectively and cost efficiently address these populations.

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