National Institute of Corrections

Advisory Board Meeting

September 29 - 30, 2014

Discussions, Decision Points, and Outcomes

In Attendance: Panda Adkins (NIC), Robert Brown (NIC), Norman Carlson (AZ), Sandora Cathcart (NIC), Jim Cosby (NIC), Jim Eaglin (FJC), Kathleen Grilli (USSC), Stanley Glanz (OK), Laurie Guarduque (MacArthur Foundation), Jeffrey Hadnot (NIC), Jim Jacobs (NYU), Tom Kane (BOP), Mary Lou Leary (OJP), Catherine Pierce (OJJDP), Colette Peters (OR), Catherine Pierce (OJJDP), Charles Samuels (BOP), Anne Seymour (DC), Susan Shaffer (DC), Jeffrey Washington (ACA), BeLinda Watson (NIC), Reginald Wilkinson (OH), Diane Williams (Chair, IL), Shaina Vanek (NIC), Kenneth Windham (NIC).

Monday, September 29, 2014

- NIC's Designated Federal Official, Shaina Vanek, called the meeting to order at 8:00 AM.

Meeting Opening & Instructions

- Shaina Vanek (NIC) reviewed the rules and regulations as required under the Federal Advisory Committee Act (FACA) of 1972. The FACA is the legal foundation defining how federal advisory committees operate, with special emphasis on open meetings, chartering, public involvement, and reporting.

Opening Comments

- Diane Williams (IL) welcomed everyone and spoke about the importance of meeting and providing advice and assistance to NIC – especially after the fiscal challenges earlier in the fiscal year. She indicated the need for the Advisory Board to look at the next year and assist the agency in planning for it's future. She reiterated the importance for NIC to be proactive in its partnership with other federal agencies, indicating that these meetings provide one such opportunity.
- She also welcomed newly appointed Advisory Board member, Colette S. Peters, Director of the Oregon Department of Corrections. She, along with others on the board, affirmed how pleased they were of her addition to the board and look forward to her contributions. The other new member, Director A.T. Wall, II, from the Rhode Island Department of Corrections was not able to participate in this meeting due to a conflict in his schedule.

Bureau of Prisons Update

- Charles Samuels (BOP) spoke about recent events within the Bureau, emphasizing the support that he has received from both the Attorney General and the Deputy Attorney General.
- He discussed the review of restrictive housing, currently underway within the agency. Supervised by the National Institute of Corrections, the study is being conducted by CNA Analysis and Solutions. He indicated that, while the Bureau has reduced it's SHU population significantly, established a secure mental health unit in Atlanta, and purchased the Thompson facility in Illinois, he is looking forward to the outcomes of the review. With the diverse inmate population that the Bureau supervises, it is important to ensure that there are effective means of managing them and their varied needs.

Advisory Board Business

- Shaina Vanek (NIC) asked the Advisory Board to review the minutes from the last meeting (March 20, 2014). The Board approved the minutes without change through unanimous vote.

NIC Acting Director's Report

- Acting Director Bob Brown (NIC) began his presentation by noting the many changes and challenges NIC had experienced over the previous six-month period, thanking Director Samuels for his support.
- He then provided an overview of NIC's current state of affairs, highlighting the challenges and successes over the past year and looking towards the future (see attached PowerPoint slides).
- Diane Williams (IL) commented on how she felt encouraged and uplifted, stressing the importance of NIC addressing internal organizational health issues – both in terms of morale and operational directions for staff. Doing so supports NIC's ability to be a credible leader in the field of corrections. She expressed interest and support for the Advisory Board to be involved in these efforts, providing advice and recommendations along the way.
- She also conveyed her support of NIC's development of Operational Instructions (OI's). "They…make a huge difference for fidelity of models and they keep everyone on the same page."
- Reggie Wilkinson (OH) thanked Acting Director Brown for his efforts, particularly around staffing. He asked about the vacancy left by Dr. Chris Innes, who retired as the Chief of the Research and Information Services Division of NIC. He suggested partnering with the Academy of Criminal Justice Sciences (ACJS) to help find potential candidates. Acting Director Brown (NIC) thanked him for the suggestion and stated that the NIC Executive Team was working on the vacancy.
- Anne Seymour (DC) volunteered to help with crafting a position description for the vacancy. Bob Brown (NIC) stated that, while he welcomed the board's input on the type of skills that

NIC should be looking for, they could not be involved in personnel actions (including contributing to a position description). Charles Samuels (BOP) concurred, stating that (1) doing so would be a prohibited employment practice and (2) nobody that the board knows would be permitted to apply for the position once it was announced.

  - Jim Jacobs (NY) suggested doing a survey of research questions on the NIC website to see what kinds of issues are most pressing to the field.**

- Mary Lou Leary (OJP) said that her agency is experiencing the same focus on hiring and ensuring that they have the right people in place to meet the needs of their constituents – particularly around the Prison Rape Elimination Act (PREA). She took an opportunity to thank Director Samuels (BOP) for the work that Paul Layer and Ken Hyle have done in contributing to the Attorney General's PREA Working Group.

Division Liaison Reports

- Diane Williams (IL) reviewed the Advisory Board members assigned to each NIC division and asked each to speak about their engagement with their assigned divisions since the last meeting.[1]
- Community Services Division
  - Susie Shaffer (DC) talked about her experience in working with the Community Services Division (CSD) over the past six months. She specifically discussed the veteran's assessment tool with BJA and the victim's handbook, noting that she was very impressed with both. She noted that meeting with staff and being exposed to some of the more 'regular' work of the division was helpful in her gaining a better understanding of the work being done by the division and the commitment of the staff.
- Diane Williams (IL) suggested that the advisory board define the role of the liaisons to ensure that the goals are clarified and other division liaisons are better able to serve in the intended capacity. **
- Prisons Division
  - Although the prisons division liaison (Norm Carlson) was not able to connect with the division since the last meeting, division Chief BeLinda Watson (NIC) spoke about some of the key programs that have received positive feedback from the field. Specifically, she noted the Crisis Intervention Team (CIT) training that had recently been completed in South Carolina and the network meetings (mental health, food services, general counsels, religious directors, human resources, and communications/PIO's) were highlighted.
  - Colette Peters (OR) indicated that the emergency planning/incident command training was extremely helpful to her agency.

[1] Advisory Board division liaisons are as follows: Susie Shaffer and Anne Seymour – Community Services; Reggie Wilkinson – Academy and PREA; Stanley Glanz and Gary Raney – Jails; Norm Carlson – Prisons; Jim Eaglin and Jim Jacobs – Research/Impact).

- Diane Williams (IL) asked how often NIC trains leaders/managers who retire or leave their positions shortly thereafter. BeLinda Watson stated that it happens frequently, stressing the need for continued development of future leaders and succession planning. She noted that there are 36 governor's races, many of which will result in political party changes. That, in turn, influences appointments/reappointments of directors of corrections.

- Academy Division
  - Reggie Wilkinson (OH) spoke about his support of the new Academy Chief, Jeff Hadnot. He noted the importance of the academy to the field of corrections and looks forward to meeting with Jeff and getting to know more about him and his leadership style.

- PREA
  - Reggie Wilkinson (OH) also spoke to some of his recent experience with PREA, noting that 350 certified auditors have been trained by BJA in collaboration with the PREA Resource Center (PRC). Mary Lou Leary (OJP) noted that she had seen some interesting videos involving inmates talking to other inmates about PREA. Auditors continue to be trained, with new BJA PREA Manager (Tom Talbot) directly involved.
  - It was recommended that Tom Talbot (BJA) be invited to one of the upcoming meetings in FY 15 to provide an overview of BJA's PREA work.**
  - Stanley Glanz (OK) stated that many of his peers in the jail community do not believe that PREA applies to them. Along those lines, Diane Williams (IL) asked about buy-in for PREA. Mary Lou Leary (OJP) said that it is imbedded in prisons and associations, and it will continue to be implemented. Colette Peters (OR) stressed that PREA represents a culture shift, stating her optimism for the progress that has already been realized in the state prisons. The board recognized the lag in the areas of juveniles and jails.
  - Reggie Wilkinson (OH) said that there were six states that had not signed governor's certifications.

Agency and Association Updates

- American Correctional Association – Jeff Washington (ACA) spoke about the joint meeting that ACA had with ASCA/NIC in Phoenix, thanking both NIC and BeLinda Watson for collaborating with them. He noted that the next meeting of the American Correctional Association was scheduled for February 6 – 11, 2015 in Long Beach, California (replacing the previous site, Austin, Texas). He also spoke about the murder of DC Corrections Deputy, Carolyn Cross and commented on his appreciation of the outreach that NIC provided – both to the agency and to the field of corrections to communicate the loss of one of our own.
- Office of Juvenile Justice and Delinquency Prevention – Catherine Pierce (OJJDP) spoke about the leadership of agency Administrator Bob Listenbee, and his priority focus on key projects such as those for the juvenile Native American population and other grant opportunities.

- U.S. Sentencing Commission – Kathleen Grilli (USSC) said that they were finishing up the drug quanitity tables that trigger statutory sentences for rug offenses. The USSC wants to make the policy retroactive, effectively reducing sentences of up to 46,000 federal drug offenders. If the policy goes through, there will be a one year delay for release (from November 1, 2015 to November 1, 2016), giving agencies and the US courts time to review case files/requests for reduced sentences as well as to engage in release planning. Other items on the horizon for USSC include a large-scale recidivism study, alternatives to incarceration, and risk assessment tools.

    - Jim Eaglin (FJC) stated that the field needed research to be a priority for NIC, and requested that NIC report out on its research efforts at one of the FY15 meetings.

NIC Reentry Initiatives

- Jim Cosby (NIC) introduced two of NIC's staff members (Lori Eville and Pat Taylor) to the board, as well as two key reentry-oriented initiatives that they oversee (Evidence-Based Decision Making and Transition from Jails to Community). Each initiative was presented to the board, with discussions woven throughout (see attached PowerPoint presentation for additional information).
- Major outcomes are as follows:
    - EBDM – Susie Shaffer (DC) suggested that BJA and NIC partner to expand the work (Jim said that it had been explored and determined that we would not be combining our efforts in FY15; future years to be considered).
    - TJC – Jim Cosby (NIC) noted that BJA had partnered with NIC and funded the cooperative agreement sites for TJC; he indicated that one of the things we have learned from the work is related to timing and duration of the efforts – TJC had to be quicker and have better handoff between what occurs at the jail and in the community.

MacArthur Foundation: Exploring Potential Partnerships

- Diane Williams (IL) introduced this discussion topic, stating that she thought it would be good to talk about the MacArthur Foundation's focus on mass incarceration and see what – if any – overlap might be between their efforts and those of NIC.
- Laurie Garduque (MAF) participated via teleconference, stating that the MacArthur Foundation could contribute to the problem of mass incarceration at the local level, aiding jurisdictions in redirecting offenders from jail. She cited that there were approximately 11.6 million jail admissions annually across the country. The MacArthur Foundation has looked at a lot of programs, including EBDM and other programs with elements of racial and social justice. She said that the MacArthur Foundation wants to create a national dialogue on the topic as well as create models for change, with funding for projects to go along with those models.

- The MacArthur Foundation expects to launch their efforts in January 2015, with sites to be selected in April and site visits to occur through October 2015. They are working with the following entities: Center for Court Innovation, JM Institute, Justice System Partners, and the Vera Institute for Justice). They will be reaching out to professional associations (e.g., CSG, NCSC, NaCo, etc) and have also spoken with BJA and the Arnold Foundation. Laurie noted that "…by speaking with one voice, we can make a bigger impact." Mary Lou Leary (OJP) suggested bringing the American Prosecutors Association (APA) into the discussion for a different but important perspective.
- Diane Williams (IL) brought up EBDM and asked how the MacArthur Foundation intends to use it. Laurie stated that the MacArthur Foundation had conducted it's own research and are currently using the same consultants to bring the work forward and develop a performance measurement system. Susie Shaffer (DC) asked how the Advisory Board could be helpful in collaborating between NIC and the MacArthur Foundation. Recommendations were made regarding NIC being at the table and participating like BJA has already done.
- Director Charles Samuels (BOP) raised concerns around the ethical issues that must be considered when a federal entity engages in a formal relationship with a private entity, specifically speaking to (1) perceived or real federal endorsement of a product and (2) potential business relationships/conflicts of interests with external private entities, and (3) the sharing/use of information with/from a private entity. He suggested that NIC reach out to the Bureau's ethics office to obtain guidance specific to the circumstances discussed.
    - Shaina Vanek (NIC, DFO) will contact the ethics branch of the Bureau's Office of General Counsel.**
    - Mary Lou Leary (OJP) stated that she would share (via Shaina Vanek) the guidance that she had received from OJP's ethics officer as well.**
- Diane Williams (IL) agreed with the recommended course of action, asking Shaina Vanek if there were any prohibitions related to the Advisory Board's efforts under the Federal Advisory Committee Act (FACA). Shaina stated that there were not any such provisions under FACA.

Jail Reformation: Planning for Transformational Change

- Advisory Board Vice Chair Gary Raney (ID) discussed his observation that there is not enough work being done around pretrial and asked what NIC could and should be doing in this area. Discussion centered around technical assistance work that is currently underway, and how to move that work forward on a broader scale to make it applicable to the broader field. Gary cautioned that NIC might lose credibility as a TA provider if it falls behind in terms of innovation or the quality of technical resource providers (TRPs). Bob Brown (NIC) noted that the type of consultants that we historically have used may not fit the specialized needs in this area of technical assistance. BeLinda Watson (NIC) agreed, stating that the jails division is currently working on augmenting the current pool with a wide variety of TRPs to increase bench strength.
- Gary Raney (ID) indicated his support, noting the need to find and engage with new consultants who can help to repair relationships in cases where there might be

misunderstandings or problems. Bob Brown (NIC) said that NIC is working on reviewing how consultant qualifications are documented/evaluated; doing so on a regular basis. The goal is to move towards a formal evaluation of all TRPs.

  - The Advisory Board suggested developing criteria for evaluation of TRPs and how to communicate expectations to current and future TRPs.**

- Gary Raney (ID) stressed the importance of moving from an operational/how-to consultant role to one that integrates the academic/theoretical with the operational concepts. Reggie Wilkinson (OH) suggested paying consultants more in order to be competitive with the field (NIC has provided comparatively low fees for the field). Bob Brown (NIC) stated that NIC would be increasing fees from $450/day to $500/day in the new fiscal year (October 1, 2015).

Deputy Attorney General Meeting Preparation

- Diane Williams (IL) lead a discussion to prepare the board members and NIC executive staff for the next day's meeting with the Deputy Attorney General, James Cole. Key outcomes of the discussion included:
  - Understanding that this is the DAG's meeting and he will set the agenda.
  - Explaining the important role of NIC, it's mission, and the type of work that it does (including TA and online training).
  - Highlighting the impact NIC has on the field of corrections with a small budget and staff.
  - Stressing importance of the agency and the gaps that NIC fills for state and local agencies; perpetuation of best and evidence-based practices.

With no further business to discuss for the day, Norm Carlson (AZ) made a motion to adjourn the meeting. Reggie Wilkinson (OH) seconded the motion. The meeting adjourned at 4:48 PM.

Tuesday, September 30, 2014

- NIC's Designated Federal Official, Shaina Vanek, called the meeting to order at 8:03 AM.

Measuring for Success: Evaluation of Program Effectiveness and Impact

- Chief Jim Cosby (NIC) presented NIC's commitment to evaluating our initiatives in terms of their impact on the field. He stated, "I'm a product of NIC and wouldn't be where I sit now if it hadn't been for the training and opportunities provided to me when I was in the state system in Tennessee."
- He went on to explain how the NIC executive staff thought it was important for the agency to draw on outside expertise in conducting a top to bottom review of the various forms of assistance that NIC provides and the methods by which we currently gather data on whether those efforts are effective/have impact. As such, NIC has engaged in a cooperative agreement with the Fox Valley Technical College (FVTC) to conduct this work in collaboration with NIC, providing a gap analysis of our current data collection process and how we deliver services. At the end of the project, they will provide NIC with their evaluation assessment as well as recommendations – both short and long term – on how we can address them.
- Bob Brown (NIC) spoke about positions that NIC may re-program to support data analysis and impact evaluation.
- Diane Williams (IL) commended NIC for engaging in such an effort, noting "I really want people to understand what NIC does and how it contributes to the field."
    - She went on to say that the work being done by Fox Valley would be of great interest to the Board and suggested that an overview of the findings/recommendations be shared once they are available.**

Advisory Board Project

- As one of the topics of discussion from the previous day centered around what kinds of tangible projects the Board could engage in to be supportive of NIC, Chairperson Diane Williams (IL) lead a discussion around the topic. That discussion included:
    - Division Liaisons – Norm Carlson (AZ) suggested having them reach out to the chiefs more regularly and engage in conversation about current division projects and ways that the board might be helpful in providing advice/feedback.
    - Environmental Scan – Jim Jacobs (NY) suggested the need to do more targeted environmental scans to see what the most pressing needs of the field are and develop methods of addressing those needs.
    - Following Up on Hearings – Reggie Wilkinson (OH) noted that the Board has held hearings in the past and stressed the importance of following up on those and the outcomes from them.

- Staff Wellness – Colette Peters (OR) suggested that the Board could focus on a particularly salient and inclusive topic like staff wellness. She cited figures from her state's agency around staff suicide, health, depression, domestic violence, etc – all of which demonstrate a significant need for attention to be paid to these issues.
- Other topics included interstate compact, strategic planning, cost containment, local system reform, restrictive housing, and religious services/RLUPA. After discussing all, the Advisory Board decided to focus in on Staff Wellness as it's primary topic.**

- Colette Peters (OR) spoke about her experience in Oregon: "…staff are everything to our agencies and their jobs are killing them. We need to save our staff, address staff turnover, and ensure that corrections becomes a healthy place to work – despite the challenges of the populations that we work with." Charles Samuels (BOP) concurred, noting the importance of "…investing in our people."
- Susie Shaffer (DC) suggested the topic be combined with difficult to manage offenders.
- Anne Seymour (DC) recommended that the Board focus on the issue from a strength-based position.
- Decisions:**
  - Colette Peters (OR) will serve as the subcommittee chair.
  - Members: Jim Jacobs (NY), Anne Seymour (DC), Reggie Wilkinson (OH).
  - Shaina Vanek (NIC, DFO) will provide guidance regarding FACA regulations for subcommittee effort and serve as a resource to Colette Peters (OR) and the subcommittee.
  - Anne Seymour (DC) stated that she would provide information on relevant victims research (meta-analysis).
  - Maureen Buell (NIC) will provide information at the next Board meeting regarding wellness-related work that she has been involved with, including that which is being done via cooperative agreement with Desert Waters.
  - Reggie Wilkinson (OH) brought up the need to involve union/labor-management at appropriate junctures of the subcommittee/Board's work; particularly gathering information from some of the state systems that have engaged in this work.

Planning for the Next Meetings

- After discussions and a review of calendars, the next three NIC Advisory Meetings were tentatively scheduled for:
  - March 9 – 10, 2015 (Washington, DC)
  - June 8-9, 2015 (Aurora, CO)
  - September 14-15, 2015 (Washington, DC)
- Shaina Vanek (NIC, DFO) will send a list of the dates out to the Advisory Board members and their designees.**

Meeting with the Deputy Attorney General

- The NIC Advisory Board and NIC Executive Staff participated in a meeting with Deputy Attorney General James Cole in his offices at the Department of Justice. The following outlines major discussion points from that meeting:
    - Chairperson Diane Williams (IL) spoke about the mission of NIC and her pride in the work that NIC staff and leadership deliver to the field of corrections. She noted that NIC plays an important role in helping state and local jurisdictions to be more effective in the work that they do.
    - DAG Cole (DOJ) agreed, noting that NIC has been doing great work. He commented on the breadth of what NIC has been able to deliver and his interest in supporting expansion of reentry-related programs, including those that have helped to inform and support the work of the Bureau of Prisons. He stressed the need to focus on productive programs that have statistics to back up their value/efficacy.
    - He went on to speak about the importance of correctional industries, highlighting some of the work that the Bureau's UNICOR program has engaged in. Educating inmates in productive work is key, though he also noted the political challenges associated with correctional industries as a whole.
    - He stated the importance of being able to show success rates of any effort that is engaged in – not just for NIC, but for the field as a whole. Diane Williams (IL) agreed, noting that the magnitude and demand for facts and figures is significant and NIC is working on doing just that through the impact/evaluation initiative.
    - Reggie Wilkinson (OH) said that while we know which programs we think work, we need more empirical evidence. States are still struggling with that, but NIC can help. DAG Cole (DOJ) said that evaluation process are long-term efforts, but well worth the investment.
    - Colette Peters (OR) spoke about the issue of staff wellness and the work that she is taking on in her state, which was supported by the DAG. He indicated that taking a look at the stressors that impact and effect staff mental and physical health was important.
    - Charles Samuels (BOP) stated that NIC makes it easier for state and local systems to do the more complicated/challenging work. DAG Cole (DOJ) agreed, noting the importance of information sharing throughout the field.
    - DAG Cole (DOJ) also stressed the need for NIC to continue to support efforts around PREA, collateral consequences, reentry, and drug addiction.

At the conclusion of the meeting with Deputy Attorney General James Cole, the meeting was adjourned.

** = Decision Points or Action Items

Acting Director's Report

NIC Advisory Board Meeting

September 29, 2014

Looking Back: A Year of Progress

- Over the course of FY 2014, NIC worked on:
  - Refocusing Business Practices
  - Addressing on Organizational Health
  - Planning for and Filling Staff Vacancies
  - Strengthening Partnerships and Collaborations

Refocusing Business Practices

Refocusing Business Practices

- NIC faced adversity in FY 13 and FY 14
  - Sequestration; shutdown in October 2013
  - Work in the field basically stopped
  - When work resumed, it was reduced and took time to get back up to speed
- Impacted relationships NIC has with the field

Refocusing Business Practices

- Started looking at not just WHAT we do in the field, but HOW we go about doing it
  - Improving internal review processes and oversight
  - Streamlining onsite assessment and training teams
  - Increasing programs we hold at the NCA

Addressing Organizational Health

Addressing Organizational Health

- NIC couldn't just react to the changing fiscal and political landscape
- To be successful, we had to focus internally on our own organizational health
- As discussed during our March 2014 meeting, we brought in Jason Stiles from within the Bureau to help us to identify areas to address and prioritize them

Addressing Organizational Health

- Addressed five areas:
  - Budget planning and process
  - Staff telework
  - Operational Instructions
  - Evaluation of NIC's impact on the field
  - Staffing

Addressing Organizational Health

- Budget Planning and Process
  - Looked at how we divided funding between divisions and how we evaluated new initiatives
  - Looked at the timing of our budget process
  - Determined that we needed to streamline process and make it easier for new ideas to be brought forward and funded

Addressing Organizational Health

- Staff Telework
  - Increase operational efficiency
  - Improve staff morale
  - Purchased laptops and required staff training
  - 14 staff now have situational or scheduled telework integrated into their regular work schedules

Addressing Organizational Health

- Operational Instructions (OI's)
  - Developed a structure and process for developing operational instructions
  - Needed to ensure consistency and accountability of both staff and supervisors
  - Provides documented guidelines for how work is to be done and sequential instructions
  - Eight developed so far

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Addressing Organizational Health

- Evaluation of NIC's impact on the field
  - Competitive cooperative agreement to develop a process to guide us in validating program effectiveness and impact of service delivery methods on the field of corrections
  - Long way of saying, "*we want to know if what we're doing works*!"
  - We will make changes based on what we learn

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Planning for and Filling Staff Vacancies

Filling Staff Vacancies

- Over FY 2014, NIC had 5 retirements and resignations
- Our lowest staffing complement this year was 31 (62% of our FY 2015 authorized FTE's
- To address these vacancies, NIC's Executive Staff developed a comprehensive strategy and a sequence for filling them

Filling Staff Vacancies

- At the end of this fiscal year, we have filled the following 7 vacancies:
  - 1 Chief (Academy)
  - 1 CPS (Community Services)
  - 3 CPS (Jails)
  - 1 Administrative Assistant (Administration)
  - 1 Management Assistant (Academy)
- 36 positions filled

Filling Staff Vacancies

- And have the following 6 positions in process, and anticipate bringing NIC's staffing complement to 42 in the next 6 months:
  - 1 Administrative Assistant (Administration)
  - 1 Grants Management Specialist (Financial Mgmnt.)
  - 1 Chief (Jails)
  - 1 CPS (Jails)
  - 1 CPS (Academy)
  - 1 CPS (Prisons)

Filling Staff Vacancies

- NIC Executive Staff are also working on:
  - Increasing our complement of Intergovernmental Personnel Act (IPA) positions in both the east and west
  - Updating position descriptions and crediting plans for additional positions
  - Working towards reaching full staffing complement of 50 FTE's in FY 2015

Strengthening Partnerships and Collaborations

Partnerships and Collaborations

- Networks and Professional Associations (APPA, ASCA, ACA, CCHC, et cetera)
- Reentry Council
- Children of Incarcerated Parents
- BJS (Institutional Corrections Research Network / National Corrections Reporting Program)

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Partnerships and Collaborations

- BJA (Demonstration Field Experiment / Second Chance Act)
- Interagency Research Council
- Collaboration with OJJDP
- Continued work with the National PREA Resource Center

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Questions ?

Robert M. Brown, Jr.
Acting Director

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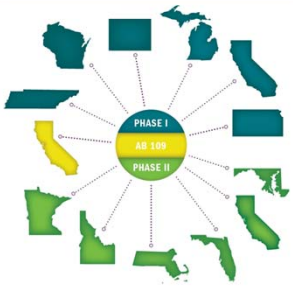
TRANSITION FROM JAILS TO COMMUNITY



P. Elizabeth Taylor
Correctional Program Specialist
Community Services Division

TJC OVERVIEW

Initiated by NIC cooperative agreement with Urban Institute in 2007

- **Develop a TJC model to assist with implementing effective transition strategies**
- **Conduct process and systems-change evaluations**
- **Disseminate TJC knowledge to inform practice nationwide**
  - **Web-based *TJC Online Learning Toolkit* launched April 2010**

LEARNING SITES

WHY A TJC MODEL IS NEEDED

- Jails see huge numbers of individuals
  - 13 million annual admissions
  - High levels of need (substance abuse, mental illness, homelessness)
- Reentry knowledge base is very prison-focused
- Jails face unique challenges managing reentry
  - High turnover
  - Disparate populations
  - High demand on limited resources

TJC Model

System Elements

Leadership, vision, and organizational culture + Collaborative structure and joint ownership + Data-driven understanding of local reentry + Targeted intervention strategies + Self-evaluation and sustainability

Individual Intervention Elements

JAIL **COMMUNITY**

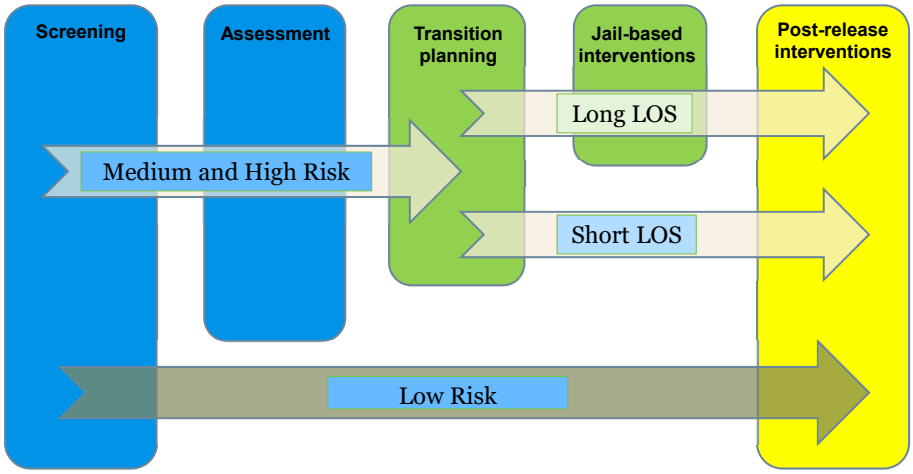
Screening & Assessment →

Transition Plan →

Targeted Interventions →

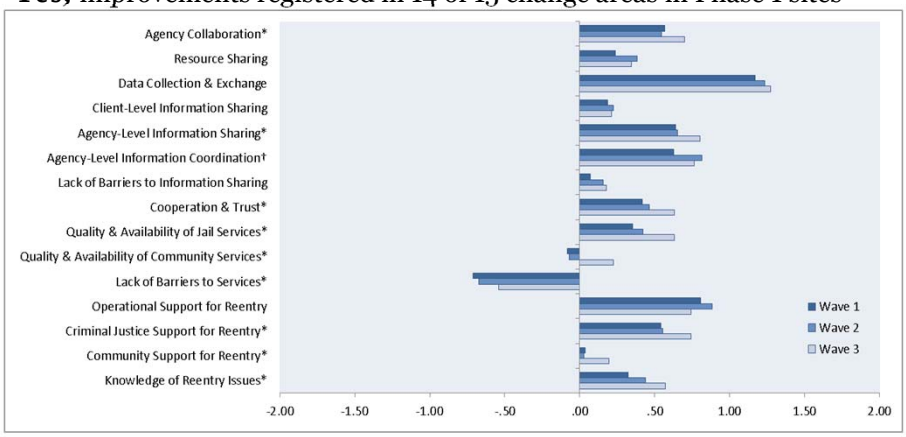
Information & referrals **Case management** **Formal services** **Informal support systems** **Supervision**

Triage Approach to Interventions



Did TJC Lead to Systems Improvements?

Yes, improvements registered in 14 of 15 change areas in Phase 1 sites



† p<.10, * p<.05, indicating significant differences between Wave 1 and Wave 3

Are These Systems Improvements Sustainable?

Yes, assessment finds ample evidence of early sustainability in Phase 1 sites

- **Universal screening/targeted assessment continued**
- **Evidence-based programming sustained, expanded**
  - **Some reduction in services (Denver) at time of inquiry**
- **Most collaborative structures maintained, expanded despite changes in leadership**
- **Self-evaluation (regular analysis/reporting) continued in half the sites**

TJC Can Start from Different Points

- Nascent: Little or no jail reentry activity exists
  - **Priority: Identify a starting point**
- Fragmented: Jail and community reentry activity in place, but little coordination or communication
  - **Priority: Establish collaboration and fill gaps**
- Unbalanced: Reentry work in either jail or community much more advanced than the other
  - **Priority: Build up other side and ensure coordinated approach**
- Mature: Reentry system in place
  - **Priority: Focus on maintenance and continuous improvement**
- Uncertain: Not sure what's in place
  - **Priority: Fact-finding and information-gathering**

Fostering Deep Organizational Change

- **Going beyond speaking the language**
- **Changing standard operating practice culture in criminal justice**
- **Ensuring engagement from executive leadership level (not just the top leader)**
- **Moving from commitment to vision to measuring progress**

Intervention Delivery Challenges

- Achieving fidelity
- Reaching the necessary dosage
- Expanding intervention opportunities for those in custody less than 60 days

ADA COUNTY

Serving Time	Program Graduate				Jan-Jun 2014	General Population				Jan-Jun 2014
Recidivism year:	2010	2011	2012	2013		2010	2011	2012	2013	
1-yr recidivism rate	36%	39%	41%	36%	29%	46%	44%	45%	42%	46%
No. of offenders released	248	365	236	255	123	2,846	2,825	2,503	2,077	935
Average time to re-arrest	*154 days*	*157 days*	*162 days*	*143 days*	*138 days*	*127 days*	*124 days*	*122 days*	*125 days*	*120 days*

National Institute of Corrections
Community Services Division
Evidence Based Decision Making in State and Local Criminal Justice Systems
2014-2016

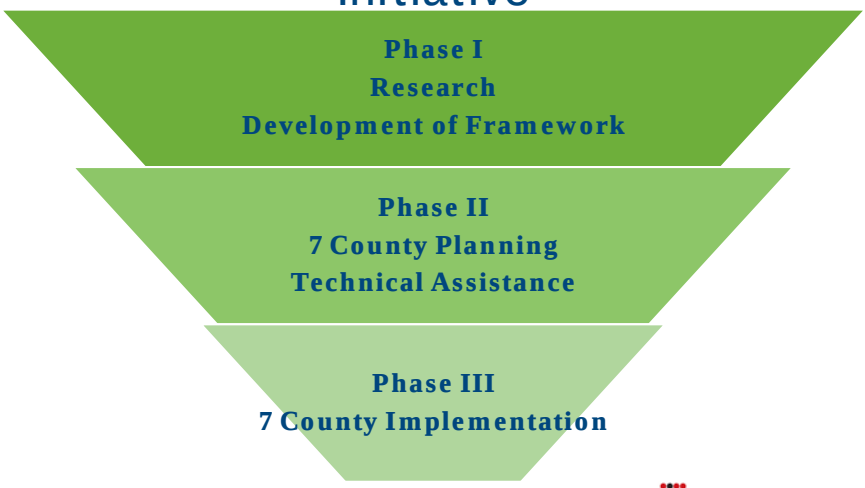
A Framework for Evidence Based Decision Making in State and Local Criminal Justice Systems

Create a framework for justice systems that will result in improved system outcomes-
through true collaborative partnerships;
systematic use of research at each decision point;
and a shared vision of desired outcomes

Goals

- **Build system-wide frameworks, arrest through final disposition and discharge, that support collaboration, evidence-based decision making and practices in local criminal justice systems.**
- **Contribute to criminal reoffending and the methods the justice system can employ to interrupt the cycle of reoffending.**
- **Equip criminal justice policymakers with the information, processes, and tools that will result in measurable reductions of pretrial misconduct, and post-conviction reoffending.**

Evidence Based Decision Making Initiative



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EBDM Local Jurisdictions

- Mesa County, Colorado
- Grant County, Indiana
- Ramsey County, Minnesota
- Yamhill County, Oregon
- Charlottesville-Albemarle County, Virginia
- Eau Claire County, Wisconsin
- Milwaukee County, Wisconsin

Principle #1

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

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

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

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Principle #2

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

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

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

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Principle #3

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

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

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

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Principle #4

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

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

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

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The Framework examines key decision points and the evidence to support decision making at each one

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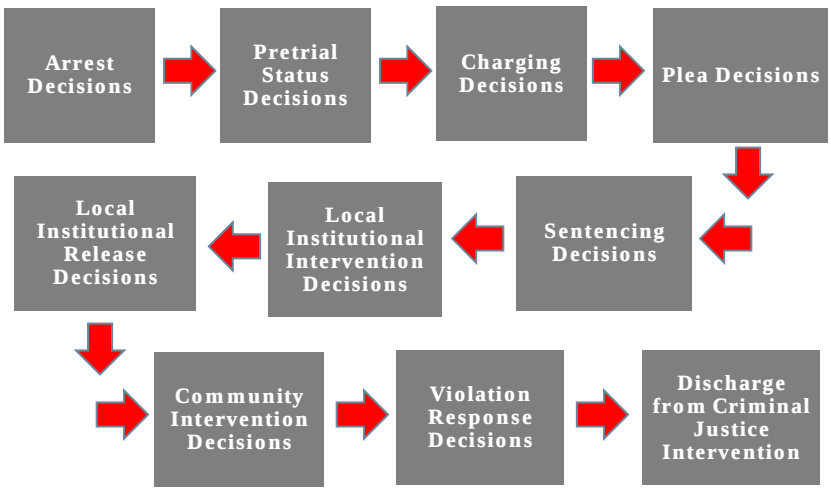
Key Decision Points



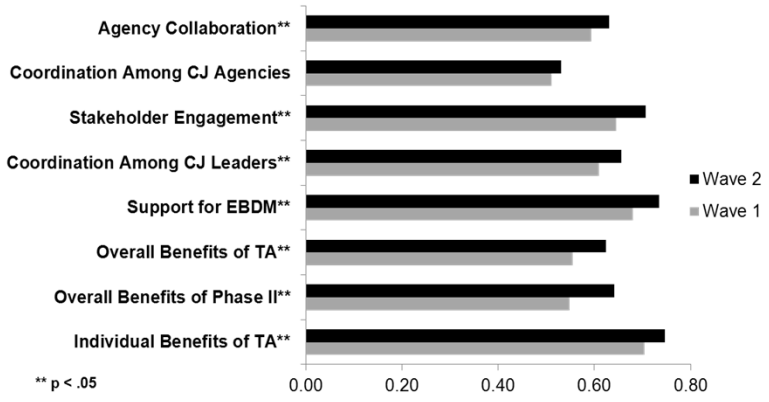
Phase II (Planning) Objectives

Build a genuine, collaborative policy team
Build individual agencies that are collaborative and in a state of readiness for change
Understand current practice within each agency and across the system
Understand and have the capacity to implement evidence-based practices
Develop logic models
Establish performance measures, determine outcomes, and develop a system scorecard
Engage and gain the support of a broader set of stakeholders and the community
Develop a strategic action plan for implementation

Evaluation Findings: Ample Evidence of Positive Impact

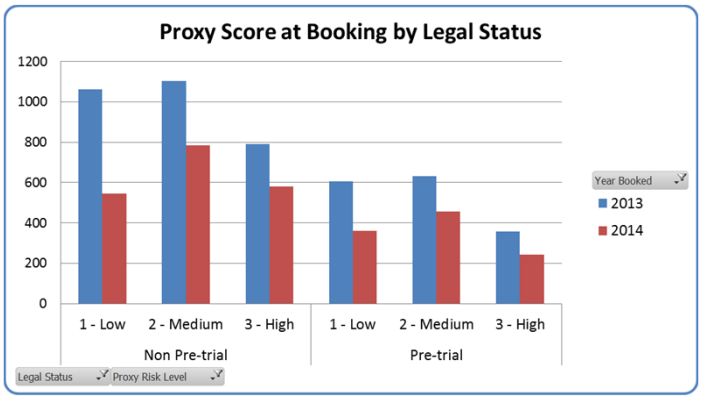
- **Critical change targets identified in all 7 sites**
  - Facilitated robust strategic planning process
  - Implementation on-going in all 7 sites
- **Increased EBDM and system knowledge**
- **Increased knowledge and support for EBDM principles and practices**
- **Enhanced collaboration and coordination**
- **Indirect and direct benefits**
- **Essential TA elements identified**
- **Consensus on initiative's key challenges**

Evidence of the Impact: Strong and Positive



	Jail Population Reduction	Pretrial Population Reduction	Jail Population Risk Change	Below Jail Capacity	Meeting EBDM Harm Reduction Goals
Charlottesville Virginia	Yes: 25% Reduction	unknown	Not measured	Yes	Yes
Eau Claire, Wisconsin	Yes	unknown	Yes	Yes	Yes
Grant County, Indiana	Yes	Not measured	unknown	Yes	Yes
Mesa County, Colorado	Yes	Yes	Yes	Yes	Yes
Milwaukee, Wisconsin	Yes	Jail population analysis underway	Jail population analysis underway	Yes	Yes

Eau Claire County, WI



Cases Diverted

The Diversion program has averaged around 260 successful participants per year since its inception in 2012. In the table below, 2014 numbers are projected from data collected through June.

	2014 (projected)	2013	2012
Diversion Participants	262	264	258

Meeting Harm Reduction Goals

15% reduction in Jail Bed Days on Criminal Cases

Sentenced Jail Bed Days	2013 (Baseline)	2014 (projected)
	52,290	49,035 (-6.2%)

15% reduction in Misdemeanor Case Filings

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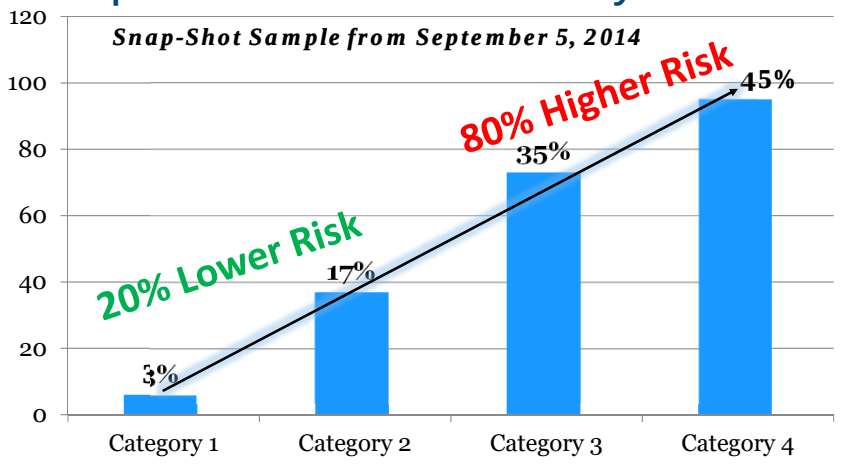
2010 Misdemeanor Case Filings	2012	2013	2014 (projected)
1764 (Baseline)	1551 (-12.1%)	1562 (-11.5%)	1480 (-16.1%)

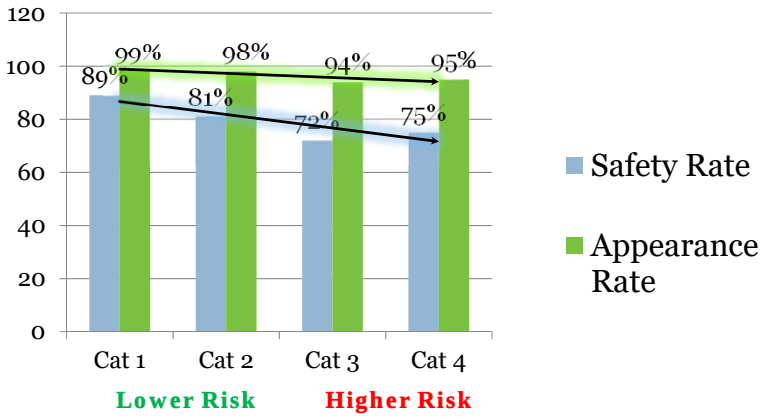
What Level of Risk Currently Populates the Mesa County Jail?



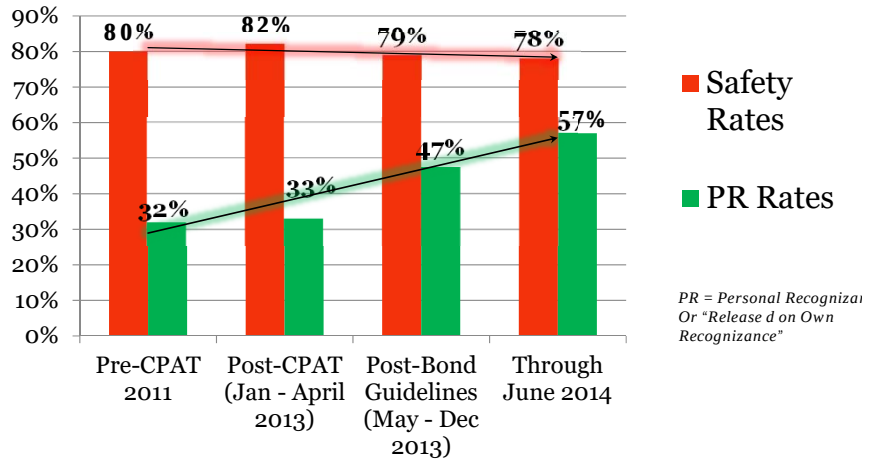
Sample size 211, 91% of Pretrial Jail Population, (includes holds); 9% unknown due to inability to interview, or refusals to interview .

Convincing Local Outcomes of Colorado's Risk Instrument

- Local data demonstrates that the instrument is predicting accurately.
- Alleviates local skepticism about the instrument itself.



How has an Increase in PR Rates Affected Public Safety?



PR = Personal Recognizai Or "Release d on Own Recognizance"

**Safety Rate is Supervised Group Only; The unsupervised group cannot currently be tracked. Updated through June 2014*

Milwaukee, Wisconsin

Jail Inmate Population Reduction 2011- 2014

- Average Population Reduction 170

Equivalent Daily Cost Difference $3,715

Equivalent Yearly Cost Difference $1,356,048

- Using the cost methodology developed by the Milwaukee County Office of the Comptroller

	2011	2014	change	% change
January	2652	2502	-150	5.7%
February	2609	2487	-122	4.7%
March	2592	2441	-105	4.1%
April	2582	2477	-137	5.3%
May	2568	2430	-232	8.9%
June	2642	2410	-234	8.9%
July	2714	2488	-226	8.3%
August	**2714**	**2488**	**-226**	**8.3%**
AVERAGE	**2626**	**2456**	**-170**	**6.5%**

Evidence Based Decision Making Initiative Phases

Phase IV: -Dec 2014
State Preparation for EBDM

Phase V: January 2015-January 2016
State and Local Planning
Technical Assistance

Phase VI: February 2016
State and Local Implementation

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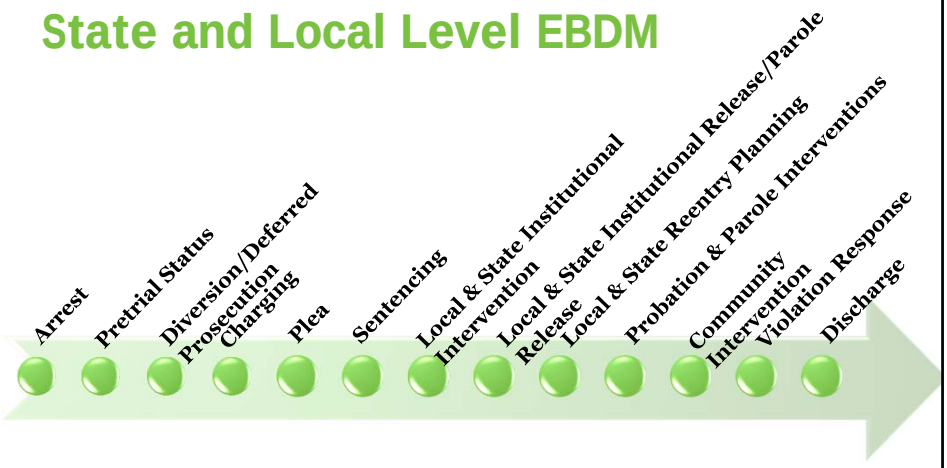
States Participating in Phase IV Activities

- Colorado
- *Indiana*
- Oregon
- Virginia
- *Wisconsin*

Key Justice System Decision Points: State and Local Level EBDM



Phase IV

- Participate in a process designed to prepare teams within the 5 states for the EBDM planning phase a state team & 5 local teams
- Engage additional in-state partners
  - Local partners
  - State partners
- Prepare Phase V application

Phase V

- Select EBDM state(s)
- Engage in EBDM planning activities
  - in multiple local jurisdictions
  - at the state level

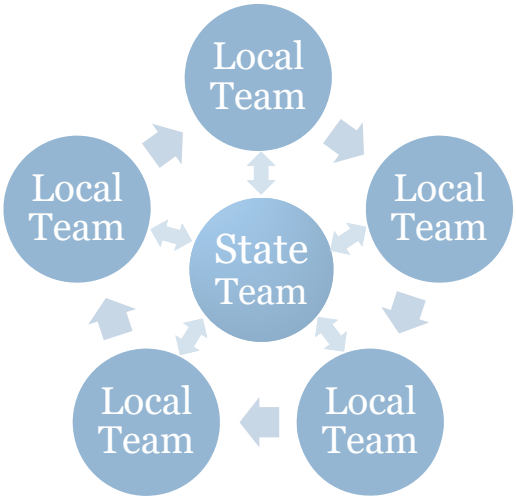
Phase VI

- Engage in EBDM implementation activities
  - in multiple local jurisdictions
  - at the state level

Roadmap for *Expanding* the EBDM Framework the State Level and Additional Local Jurisdictions Phase IV

Objective	Likely Action Steps (Others May Be Added, Where Needed)	By the end of Phase IV, the site will have…
Conduct Awareness Building Activities within the State	• Conduct individual or large group meetings/trainings to facilitate the expansion of EBDM within the state.	• Local communities and state policymakers who are knowledgeable about EBDM, its goals, and the implications of the expansion effort.
Conduct a Stakeholder Analysis	• Identify the thought leaders (organizations and individuals) in the state who influence criminal justice policy. • Discuss how to engage and retain key stakeholder involvement in EBDM.	• Key stakeholders engaged in EBDM and a strategy for engaging them.
Conduct and Prepare a Data Capacity Analysis	• Identify the data that is currently collected that does or could inform criminal justice policy at the state and local levels, and where and how the data is collected, stored and used. • Collect and review current data sharing protocols across state agencies and between state and local agencies. • Determine the challenges associated with data collection, use, and sharing.	• A description of the current state of analytic support for expanding EBDM within the state.

Objective	Likely Action Steps (Others May Be Added, Where Needed)	By the end of Phase IV, the site will have…
Conduct and Prepare a State-Level Criminal Justice Policy and Practice Analysis	• Conduct a criminal justice *policy* analysis and identify (major) policy efforts that may influence EBDM. • Conduct a criminal justice *practices* analysis and identify current (major) practices within the state that relate to prison admission and release. • Conduct a criminal justice *initiatives* analysis and identify (major) efforts underway that may impact EBDM.	• A full understanding of the policies, practices, and initiatives that may favorably or unfavorably impact EBDM efforts in the state.
Develop a Local Jurisdiction Matrix	• Determine the level of interest in and understanding of EBDM among local jurisdictions in the state. • Describe the nature of the state-local relationship. • Identify key criminal justice structural arrangements that impact EBDM expansion.	• A description of local jurisdictions, their structure, capacity, and conditions that must be considered when determining the jurisdictions that will participate in a state-wide EBDM effort. • A description of issues pertinent to expansion of EBDM at the local level. • A strategy for engaging select local jurisdictions in EBDM expansion efforts. • A strategy for developing state/local/multi-jurisdictional partnerships.

Objective	Likely Action Steps (Others May Be Added, Where Needed)	By the end of Phase IV, the site will have…
Conduct a Communications Strategy Analysis	• Analyze the systems and vehicles in place for communicating with criminal justice and allied policymakers and practitioners. • Examine the systems and vehicles for communicating with the public at large.	• An understanding of the current opportunities for and methods to communicate with policymakers, practitioners, and the public within the state about EBDM.
Develop Phase V Application	• Review the results from the various analyses conducted during Phase IV. • Agree upon a process to select the local teams for Phase V and develop criteria for their selection. • Make final selection decisions in regard to proposed state and local team members for Phase V. • Discuss and agree upon the teams' goals and outcomes for advancing EBDM in the state.	• Identification of state and local team members desiring to participate in Phase V. • A set of agreed upon goals for Phase V. • A complete Phase V application that outlines the state's goals for Phase V, identifies the state and local team members, and describes the rationale for the selection of these teams and individual members; and a description of how these partnerships will be established and maintained.
Identify Capacity Builders	• Identify the individuals best positioned to serve as capacity builders who will support the expansion of EBDM within the state (with or without NIC technical assistance).	• A team of up to six people from the state to participate in a "Capacity Builders" training from NIC.

Phase V
In-State
Activity