

# The Santa Cruz Experience:

*Institutionalizing, Deepening, and Sustaining the  
Work of Addressing Racial and Ethnic Disparities.*

JDAI Inter-site Conference  
September 23, 2008

# Grant Background and Requirements

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## **Grant Background:**

The Juvenile Justice and Delinquency Prevention Act of 2002 reauthorized the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to administer the Formula Grants program, which supports state and local delinquency prevention/intervention efforts and juvenile justice system improvements.

## **Grant Requirements for DMC:**

In order for States to receive federal grants, they must “address disproportionate number of juvenile members of minority groups who come into contact with the juvenile justice system”

# California Enhanced DMC-TAP Funding

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- Total of \$2.6 million for three year grant
- Goal is to provide tools and resources needed to provide leadership in developing or strengthening DMC reduction activities
- Five sites awarded
- Each site receives \$750,000, broken into three one year phases:
  - Infrastructure and education
  - Stakeholder involvement
  - Implementation

# Phase 1- DMC Infrastructure and Education

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## Phase 1 Purpose:

- Assist probation departments in establishing or strengthening the foundation for a DMC reduction effort.

## Phase 1 Grant funds are earmarked for:

- Identified infrastructure needs within the department (e.g., DMC staff and/or resources needed to implement/improve data collection and analysis efforts)
- Contracting with an expert consultant to conduct probation staff training sessions on DMC and to assist with data analysis.

# Phase 2 - Stakeholder Collaboration and Plan Development

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## Phase 2 Purpose:

- Support the education of stakeholders (e.g., police, judges, district attorneys, and public defenders) about the probation department's DMC efforts and to engage stakeholders in the development of a long-term DMC reduction plan.

## Phase 2 Grant funds are earmarked for:

- Contracting with an expert consultant to facilitate stakeholder collaboration and assist in developing DMC reduction strategies.
- Continued support of DMC staff within the department.

# Phase 3 - Implementation of DMC Reduction Plan

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## Phase 3 Purpose:

- Support implementation of the DMC reduction plan developed in Phase 2.

## Phase 3 Grant funds are earmarked for:

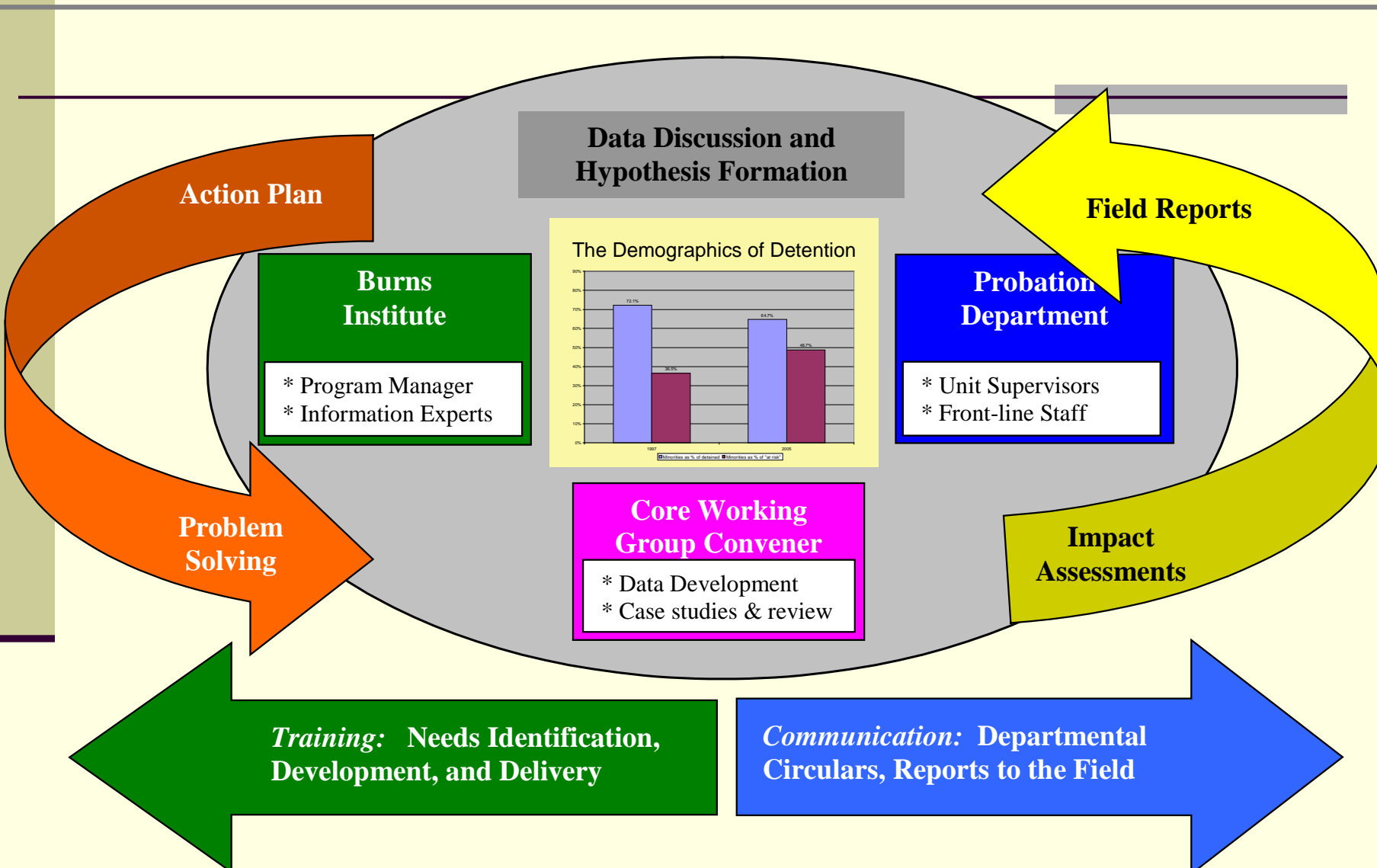
- specific activities outlined in the DMC reduction plan (e.g., development of risk assessment tools, provision of cultural awareness/competency training, implementation or expansion of prevention and/or diversion programs for at-risk youth).
- Funds are also available for continued support of DMC staff.

# Organizing the DMC work

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- Establish a regularly scheduled core working group chaired by effective leaders/ managers and include members who are responsible decision points and/or can bring technical expertise to the table
- Keep agendas and minutes that denote assignment
- Bring current baseline data representing key decision points or agreed upon work areas to the table
- Develop hypotheses and assign action steps assumed to reduce DMC to “test” hypotheses
- Conduct field studies and implement change
- Document efforts
- Repeat cycle

# Organizing the DMC work: From Data to Action





# Grant Highlights to Date

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- **Training:**
  - DMC 101: Orientation of DMC and Probation staff role in reducing disparities
  - DMC 201: Targeted training. Informed by surveys; developed with staff inclusion; with staff participation in training
- **Surveys:** pre-training and post-training
- Comprehensive **Analysis** of Probation Decision making
- In depth analysis of **target population**
  - Youth held by Probation and released by the Judge
  - Supplemental Probation Violations
- Improvements in **data collection**
- Staff tracking and monitoring “**Indicators**”
- Assessment of JJ Partners' Engagement
- **Committee** Development and work
  - RAI; Data Dictionary; Policy
- Policy/Practice **Changes**
- Targeted **Reductions** in racial and ethnic disparities



# Making staff the drivers of the process

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- Staff volunteered at DMC 101 for committees
- The committees lead the work effort
- Committees for Core working group:
  - DMC 201
  - Data Dictionary
  - RAI
  - Policy

# Arrest

*When a Peace Officer takes a person into custody, and /or issues a citation for an alleged violation of the law or probation.*

**How Measured:**

Monthly total

**Gender/Ethnicity?**

Yes

**Where Kept:**

Probation case management system, DOJ Juvenile Court and Probation Statistical System (JCPSS)

**Source:**

Department of Justice (DOJ)  
<http://ag.ca.gov/cjsc/datatabs.php>



# DMC 101

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- Overview of DMC landscape historically, nationally, in California and locally.
- History of DMC work in Santa Cruz
- Purpose of detention
- Meaning of success
- Strategies to reduce R.E.D.
- Survey staff on their perceptions of DMC and their role in reducing disparities



# DMC 201

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- Committee composed of all levels of staff developed most of the content with BI
- Mid level staff presented content
- Content included how policies and practices contribute to RED, using data to monitor policies and practices, engaging the community to reduce RED
- Post-training survey staff on their perceptions of DMC and their role in reducing disparities



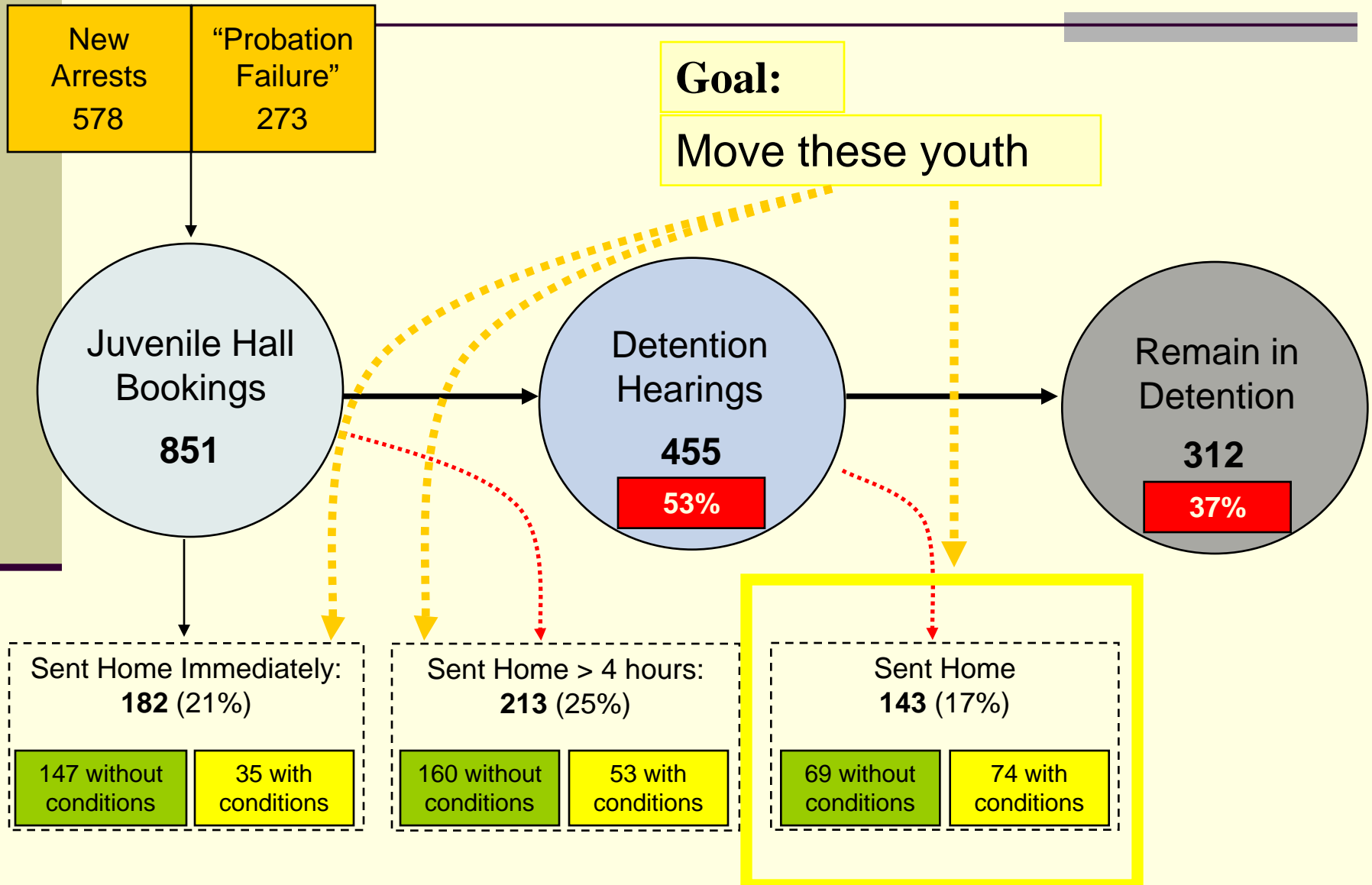
# Strategy for Reducing Racial Disparities

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- Identify Factors contributing to disproportionality
- Dig Deeper into Factors contributing to disproportionality:
- Strategize about Policy and Practice Change to reduce racial disparities
- Adopt Strategy
- Indicator to Monitor effectiveness of each strategy in reducing racial disparities
- Document Changes in reducing racial disparities

# Identify Factors Contributing to DMC:

Juvenile Detention Paths and Processes: Santa Cruz County, 2006



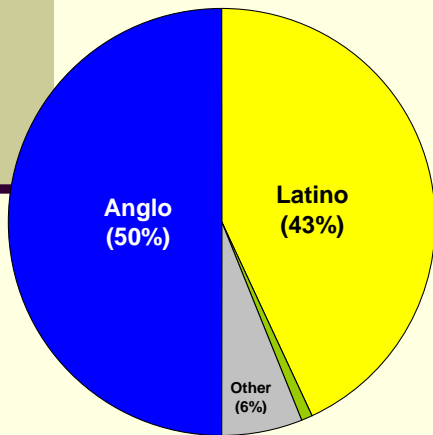
# Identify Factors Contributing to DMC: Youth Held by Probation but Released by the Judge

Sent Home **143** (17%)

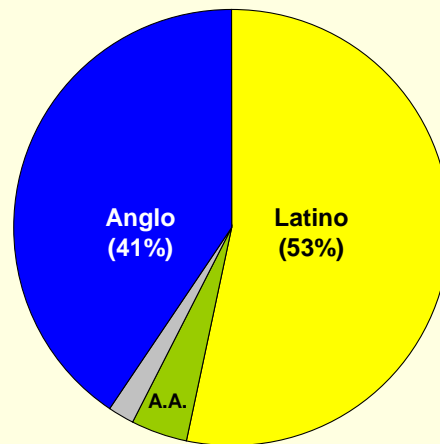
69 without  
conditions

74 with  
conditions

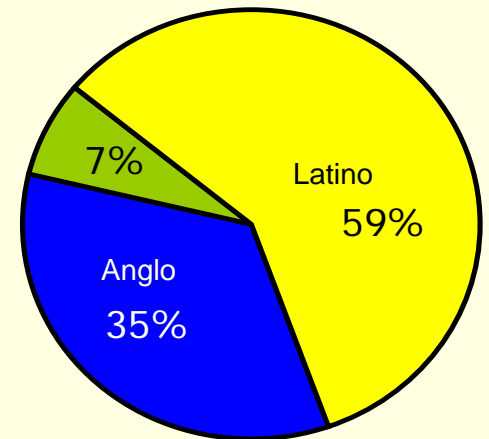
Youth Population



Bookings



Held by Probation but released  
at Detention Hearing



# Strategy for Reducing Racial Disparities

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- Identify Factors contributing to disproportionality
- Dig Deeper into Factors contributing to disproportionality:
  - *Youth held by Probation and Released by the Judge.*
  - *Profile of Youth*
  - *Isolate areas where Probation has decision making authority to release youth*
- Strategize about Policy and Practice Change to reduce racial disparities
- Adopt Strategy
- Indicator to Monitor effectiveness of each strategy in reducing racial disparities
- Document Changes in reducing racial disparities

# Digging Deeper into Youth Held by Probation but Released by the Judge

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- General Profile of Youth by R/E *and...*
  - *Offenses*
  - *Gender*
  - *Geography*
  - *Number of Contacts*
  - *Probation Status*
  - *Override Status*

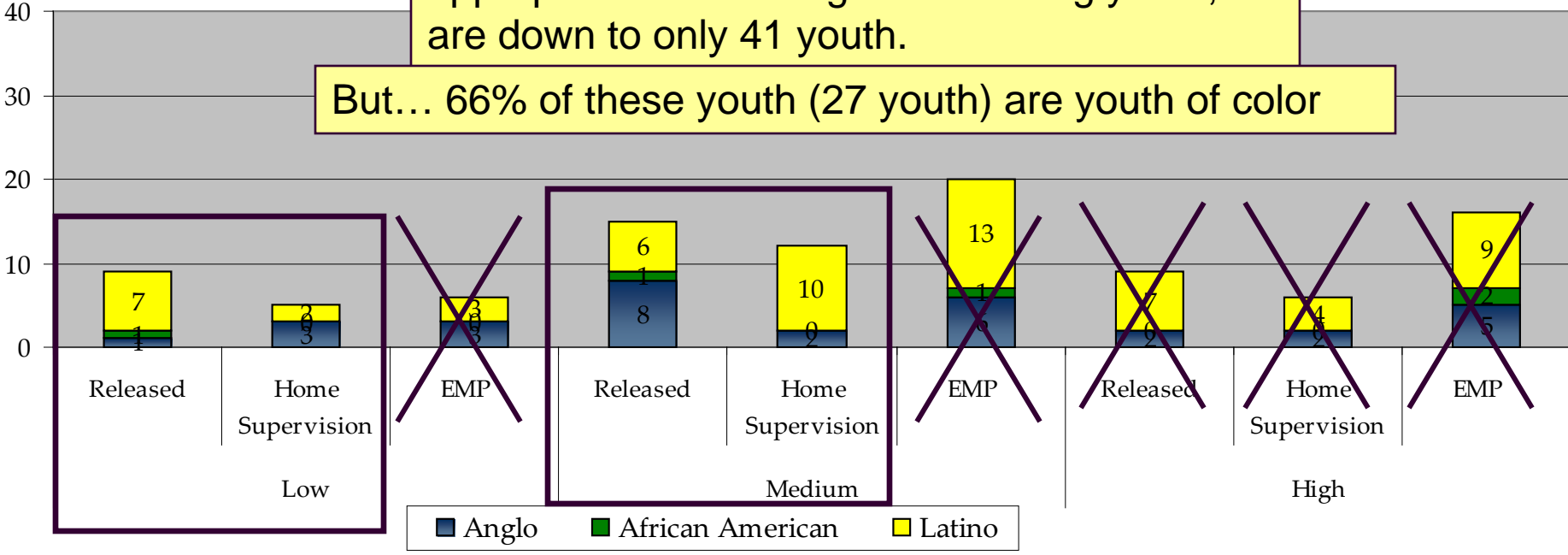
# Identify Factors Contributing to DMC: Youth Held by Probation but Released by the Judge

- Currently, Probation has little authority to release:
  - Youth with a High RAI Score
  - Youth for whom EMP is appropriate
  - Youth with “Special Detention” Status

# Strategy for Reducing Racial Disparities: Where Does Probation have Decision Making Authority?

If we also delete the youth for whom EMP is appropriate and the high RAI scoring youth, we are down to only 41 youth.

But... 66% of these youth (27 youth) are youth of color



■ Anglo   ■ African American   ■ Latino

# *What did we learn about youth held by Probation and Released by the Judge in 2006?*

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- **Volume:** *The number of youth decreases significantly when controlling for RAI score; EMP holds; and policy holds. From 143 youth down to 41 youth.*
  - *But, there is still room for improved decision making: 41 youth impacted in 2006 – 66% were youth of color.*
- **Geography:** *The highest proportion of youth were from 95076*
- **Probation Caseload:** *61% of the youth were probation intakes; 39% were already on probation caseload*
- **Discretion within Policy Holds:** *There may be room for improved Probation decision making with policy holds*
  - *71% of policy holds were non-releasable bench warrants and 68% of these holds were youth of color.*
  - *The majority of bench warrants were FTAs. We need to investigate the number of FTAs that were on Probation and whether and why they were violated.*

# Action

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- **Policy/Practice Change:**
  - Reinstated Call Notification
  - Management Approval for overrides
  
- **Digging Deeper**
  - RAI Research and Review
  - Probation Violation Research and Review
  - Bench Warrant Research and Review
  - Additional Research into Linguistic Barriers
  - Staff “Indicator” tracking

# Results

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## ■ Results for Target Population

*(youth Held by Probation Released by Judge):*

- Population decreased by 20%
- Technical Probation Violations decreased by 71%
  - (81% for Y.O.C.)
- Probation Overrides decreased by 62%
  - (61% for Y.O.C.)

# Developing an Institutional Response

- **Origins**
- **Goals**
- **Process**
- **Barriers**

Leadership/Vision of sustainability

Need for sustained data collection and analysis

DMC 101 Survey Results

## DMC 101 Survey Results

Do you have a role in reducing racial and ethnic disparities?

	Yes	No	Total	% Yes
Juvenile Hall Staff and Supervisors	5	6	11	45%
DPO 1-2	9	8	17	53%
DPO 3	4	2	6	67%
Manager	4	0	4	100%
<b>Total</b>	<b>24</b>	<b>16</b>	<b>44</b>	<b>63%</b>

**The higher level the Probation staff, the greater the perception that they have a role in reducing disparities.**

# Developing an Institutional Response

- Origins
- Goals
- Process
- Barriers

## Reduce Disparities

**Sustainability:** Establish a departmental, institutional response to using data to reduce disparities

**Staff Buy in to Reform work:** Infuse JDAI/BI principles into daily work and in a way that achieves staff buy in at all levels.

**Gain insight:** Gain important insight from line staff regarding reasons for disparities and/or what to attribute progress in reducing disparities on ongoing basis

# Developing an Institutional Response

- Origins
- Goals
- Process
- Barriers

Identify Unit Indicators of Disproportionality

Develop a strategic, institutional response to using data that engages line staff

Develop database to capture Unit DMC Indicators

Train, Process, Adapt, Train, Process, Adapt, Train, Process, Adapt...

Culture change

Reductions in disparities



# Developing Institutional Response

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- DPO III's review indicators on the intranet server noting trends and anomalies;
- DPO IIIs and ADD review summary sheets at regularly scheduled monthly meeting with direct supervisor (ADD);
- DPO IIIs and ADDs report out at regularly scheduled ADD/DPO III meeting held every 6 weeks regarding (strong focus on peer learning environment).

# Developing Institutional Response

- DPO III's regularly review indicators on the intranet server noting trends and anomalies
- DPO IIIs and ADD review summary sheets at regularly scheduled monthly meeting
- DPO IIIs and ADDs will report out at regularly scheduled ADD/DPO III meeting held every 6 weeks regarding (strong focus on peer learning environment):
  - Status of DMC indicators:
    - Has disproportionality increased or decreased? Has the number of youth impacted increased or decreased?*
  - Unit Response to Status of Indicators:
    - What can explain the increases or decreases?*
    - Is a deeper investigation under way to identify what could be contributing to increases in disproportionality?*
    - Are there findings from a deeper investigation?*
    - Are there recommendations based on these findings?*
    - Should a policy/practice change be adopted? How will that policy/practice change address the findings of what is contributing to disproportionality?*
    - How has the policy/practice change impacted disproportionality?*

# General Supervision Unit Indicators

## Data Collected and Monitored:

1. Probation Violations
2. Bench Warrants

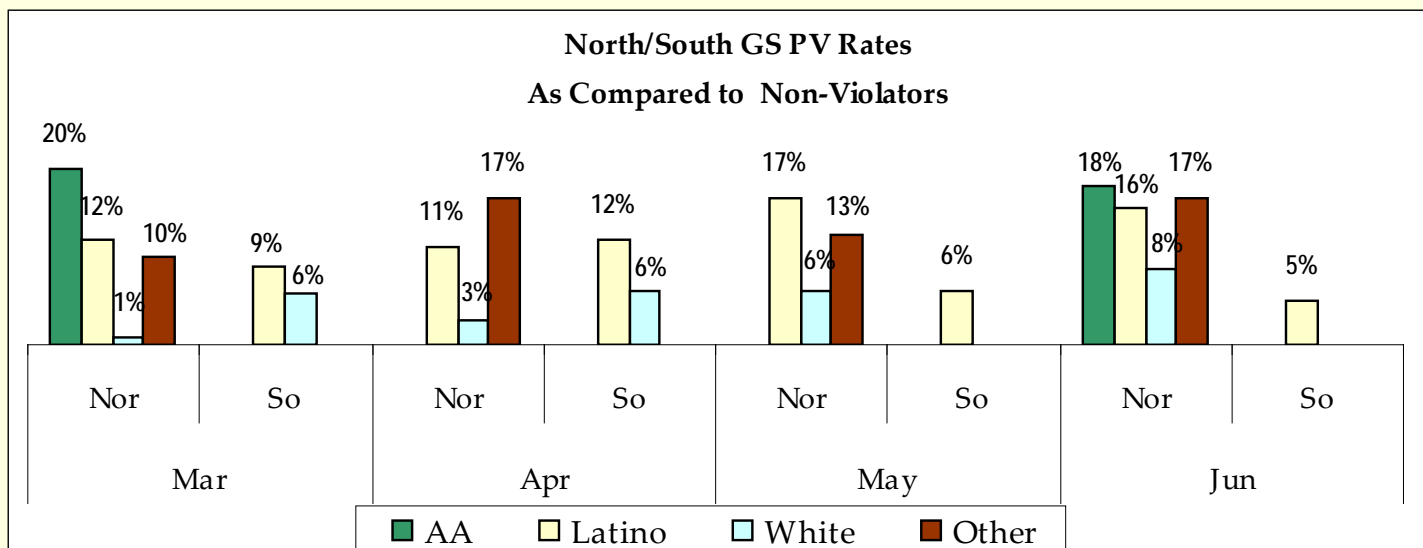
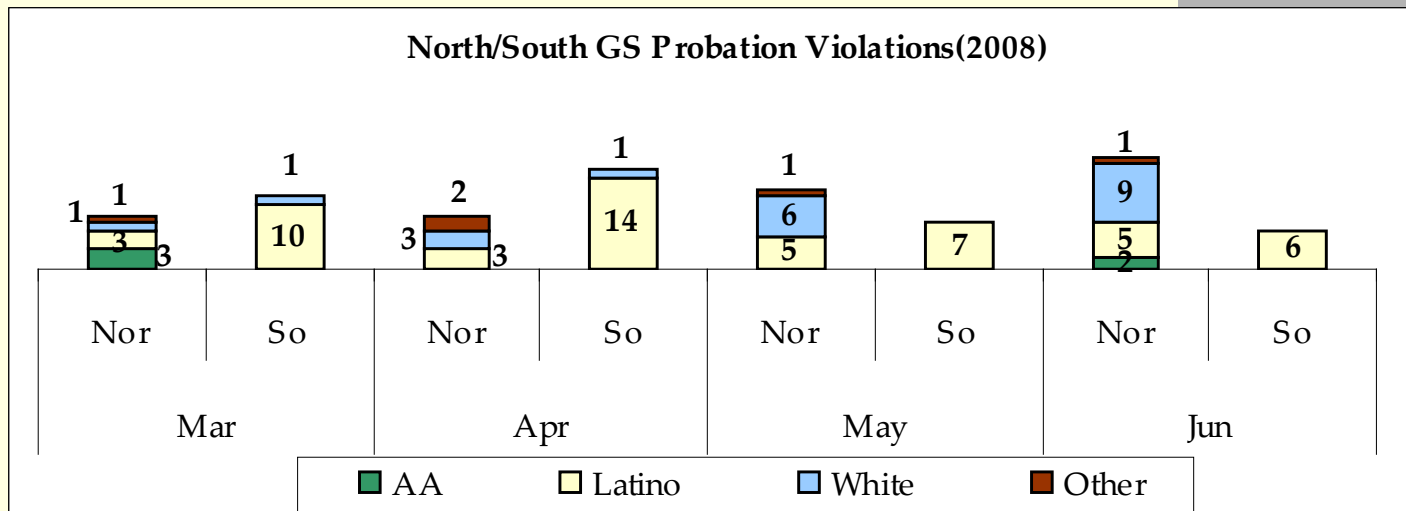
## Reason for Collecting Data

1. Monitor for any disparities between north and south county
2. Monitor for racial/ethnic disparities in examining who gets probation violations
3. Look at additional resources we need for our clients

## Concerns

Informal responses to non-compliance issues are not accounted for.

# General Supervision: North vs. South County PVs



# Developing an Institutional Response

- Origins
- Goals
- Process
- Barriers

## **Tension:**

*In depth data is meaningful but complex;  
Simple data is easily achievable but not meaningful.*

**No automated database** (*and for strategic reasons*)

## **Staff reluctance:**

*“Too few kids– this is not statistically significant”*

*“Takes too much time– this is not our real work.”*

*“We are color blind– I am just doing my job with all kids.”*

**Staff Turnover**– ensuring institutionalization of Unit processes

## **Overarching issues:**

*Are we capturing all the right indicators? When should we include additions?*

*Is General/Intensive Sup. breakdown appropriate?*

# Creating a Culture of Change

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- Incentivizing DMC Work among staff
- Developing Strategic Community Outreach
- Being open to scrutiny
- Time not wasted with typical distracters
- Strategic Hiring

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