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The Criminal Justice Planner's Toolkit for Justice Reinvestment at the Local Level

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Contents

Overview.....	1
Getting Started.....	5
Identifying a Broad Statement of Goals and Need.....	7
Engaging Leadership and Key Stakeholders	10
Developing an Organizational Structure.....	12
Assessing Analytic Capability	13
Key Considerations for Conducting Data Analyses	15
Basic Analyses: Collecting Snapshot Data	18
Advanced Analyses: Linking Individual Data	19
Population Projection Analyses.....	20
Analyzing Financial Data: Learning about Costs.....	21
Determining Criminal Justice Drivers for Justice Reinvestment.....	23
Who Enters the Criminal Justice System and Why?.....	24
How Long Do People Stay in the Criminal Justice System Pretrial?	27
Who Is Incarcerated and for How Long?.....	34
Who Is Supervised within and outside the Criminal Justice System?	41

Linking Drivers to Policy Options	45
Identifying Implementation Issues and Sustaining Justice Reinvestment	49
Notes	51
Appendix A. Time- and Efficiency-Related Data Measures	53

Overview

What is justice reinvestment?

Justice reinvestment is a systematic and collaborative method of decisionmaking that identifies data-driven approaches to reducing spending in the criminal justice system and redirecting the savings to criminal justice strategies proven to decrease crime and maintain public safety. Originally developed for state criminal justice systems, justice reinvestment is a relevant strategy for local jurisdictions as well. Justice reinvestment can help local jurisdictions maximize limited funds and achieve tangible cost savings through direct policy changes. The justice reinvestment process is ambitious and may be challenging for local jurisdictions, as it requires a strong base of collaboration and stakeholder engagement, as well as data collection and analysis capabilities within the local criminal justice system. Jurisdictions should also consider whether they are positioned to engage in justice reinvestment given their current criminal justice context.

The local justice reinvestment model, profiled in the *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition,¹ details the process localities can follow to develop and implement a justice reinvestment strategy,

Figure 1. JROLL Model



including conducting data analyses to understand how different populations can affect criminal justice spending, developing strategies to reduce costs while maintaining public safety, resolving barriers to implementing successful strategies, and monitoring results.

As interagency strategic planning is the central component and driving force of local justice reinvestment, any local jurisdiction engaging in justice reinvestment must identify a planner or coordinator (or a group of planners) devoted to promoting and sustaining collaboration among key decision-makers. Planners should also have a meaningful role in data collection and analyses—often the most challenging

components of the process, considering the barriers to collecting and sharing information.

What is the purpose of this toolkit?

This toolkit is designed to provide planners of a local justice reinvestment initiative with the technical information to identify drivers of local criminal justice system costs and to design strategies addressing those drivers. The *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition, details each essential component of the local justice reinvestment model and answers questions about how criminal justice stakeholders in a local jurisdiction should approach justice reinvestment. Additional information is also available in three local justice reinvestment policy briefs on data collection and analysis,² strategic planning,³ and tracking costs and savings.⁴ Links to all three briefs can be found at <http://justicereinvestment.urban.org/>.

This toolkit distinguishes itself from other publications by examining the local justice reinvestment process from the planners' perspective and by providing more detailed information about collecting, analyzing, interpreting, and using data. While the intended audience of this toolkit is local-level criminal justice "planners" responsible

The Justice Reinvestment Initiative

In addition to funding the development of this toolkit to serve as a how to guide for planners interested in local justice reinvestment, the Bureau of Justice Assistance (BJA), a component of the U.S. Department of Justice's Office of Justice Programs, has dedicated substantial resources to technical assistance and related support for a select number of states and localities engaging in its Justice Reinvestment Initiative (JRI). JRI involves detailed justice reinvestment data analyses to identify criminal justice cost and population drivers as well as support for identifying appropriate policy options in response. These efforts are supported through Phase I of the project. Limited funding is available through Phase II to aid

jurisdictions implementing their identified justice reinvestment strategies, including technical assistance opportunities and seed funding.

Assistance is provided to localities through the Center for Effective Public Policy and the Crime and Justice Institute at Community Resources for Justice, and to states through the Vera Institute of Justice, the Pew Center on the States, and the Council of State Governments Justice Center. The Urban Institute provided technical assistance to local jurisdictions in a pilot phase of this project. For information on the availability of this assistance, please refer to BJA's JRI website: https://www.bja.gov/ProgramDetails.aspx?Program_ID=92.

for managing, planning, coordinating, or analyzing local criminal justice inter-agency strategic operations, criminal justice personnel at any level of government interested in justice reinvestment may find the contents useful.

Collectively, these individuals should have both an understanding of agencies in the criminal justice system and experience with the budgeting process. Depending on the structure of the jurisdiction, planners may be full-time coordinators working for a county or city, or they may be agency staff who organize collaborative initiatives. In

some jurisdictions, many people may have to bring information together to coordinate a justice reinvestment initiative. For example, the coordinator role could be shared by a criminal justice planner who has knowledge of criminal justice stakeholders, agencies, and policies, and a budget analyst who understands how agencies quantify costs in each of their budgets.

While the processes in this toolkit are intensive and jurisdictions may find this work difficult without technical assistance, variations of the ideas and components discussed here may be

accomplished without outside resources. Throughout the document, we note where technical assistance resources may be particularly helpful to local jurisdictions and where the local planners' expertise is most relevant.

This toolkit begins with a discussion of how both data *and* collaboration are integral to a successful justice reinvestment approach; in this section, you will learn the specific support needed from key stakeholders and participating agencies. Next, the toolkit will walk you through the basic steps of collecting and organizing relevant criminal justice data, including articulating key questions, identifying relevant data sources, and addressing barriers to the collection and sharing of information. Once your jurisdiction has collected relevant criminal justice data, you will analyze those data to identify and quantify criminal justice population and cost drivers; the next section focuses on the steps required to identify appropriate data, answer key questions about the characteristics and movements of the local criminal justice population, and quantify criminal justice system costs. Finally, the concluding two

What Do We Mean by "Population Driver"?

The size of a jurisdiction's criminal justice population is "driven" by a variety of factors. Some drivers result in a *temporary and one-time* spike in population, such as an increase in the jail population following a police raid. Other drivers that also lead to a temporary spike follow a temporal pattern; for example, arrests that occur over the weekend will increase the jail's average daily population until detainees can be arraigned on Monday.

A driver can also be a specific subgroup of individuals, such as people with mental illness or who are homeless, who consume a disproportionate share of criminal justice resources; this disproportionality might be in comparison to the general population, to their representation in other parts of the criminal justice system, or to their historical representation in that part of the system.

sections discuss translating population and cost drivers into policy options that have a greater impact on public safety, are less expensive, or resolve cases more efficiently.

Getting Started

The four actions every criminal justice planner should take first

Justice reinvestment can be achieved by implementing an iterative model comprising five steps centered on interagency strategic planning, as illustrated in figure 1.⁵ When implemented comprehensively, the justice reinvestment approach can enhance public safety and reduce local criminal justice expenditures.

The local justice reinvestment model has five critical steps (see figure 1); however, there are also prerequisites to justice reinvestment, discussed in the following section. This toolkit is designed to discuss the local criminal justice planner's role at the front end of the justice reinvestment process, which involves identifying local criminal justice cost and population drivers and then linking these drivers to relevant policy options (i.e., steps 1 and 2 of the local justice reinvestment model). The toolkit presents many of the logistical and operational concerns you may encounter as you identify these drivers and the policy options your locality may implement.

As a planner, you are the backbone of the local justice reinvestment effort, and as such you should be the primary person in charge of collecting data, conducting analyses, and recommending which policy options the strategic planning entity should pursue. Because this is an enormous responsibility, you must have the necessary skills and sufficient time to do the work.

Jurisdictions should expect to dedicate one full-time equivalent (FTE) staff member to the initiative during its beginning stages and half an FTE to subsequent rounds to ensure that the jurisdiction continues to identify and respond to criminal justice cost drivers.

Localities interested in pursuing a justice reinvestment approach should have four key “prerequisites” in place before beginning work:

1. A shared agreement among key stakeholders about the need for justice reinvestment;
2. Strong leadership and stakeholder engagement;
3. A clearly defined organizational structure; and
4. Sufficient data and analytic capacity.

These components will be crucial to the success of any initiative and should be identified early in the process. However, it is the strategic planning process, spearheaded by agency heads and other executive-level leaders and supported by local criminal justice planners, that is essential to ensuring the initiative’s sustainability over time.

In considering whether to engage in local justice reinvestment, your jurisdiction should first consider whether the current state of the public safety system indicates readiness for justice

reinvestment. This early discussion of your goals and key challenges will represent the “spark” for subsequent analyses, and your job as planner is to use this “spark” to identify specific goals and needs.

Strong and consistent leaders will be needed to generate enthusiasm, dedicate staff and resources, and ensure that work and progress is sustained. Those leaders will also need to garner support and involvement from agencies that can influence local justice spending. As a planner, you must engage leadership and key stakeholders, particularly those involved in existing or recent criminal justice planning efforts (see the next section—“Engaging Leadership and Key Stakeholders”—for more information). These individuals’ involvement must be sustained throughout the course of the initiative.

Your job as planner is to maintain the big-picture perspective; however, a key executive-level decisionmaker must give the planner the necessary authority to accomplish the tasks associated with local justice reinvestment. This decisionmaker should have strong working relationships with agencies involved in the criminal justice system, regardless of whether she or he oversees agency budgets directly, and a demonstrated commitment to and extensive knowledge of the criminal justice system. The justice reinvestment leader must also

be able to grasp both the interests of each stakeholder agency and the broad purpose of the initiative. (The forthcoming *Justice Reinvestment: A Toolkit for Local Leaders* is designed to guide this integral leader in garnering support and leadership for the justice reinvestment approach among all key jurisdictional stakeholders.)

As a planner, you must be empowered to develop a structure that encourages productive meetings, provides oversight, and ensures that workgroup members are given clear assignments and that they know to whom they report. Subcommittees will report back to the larger stakeholder group (the steering committee for the initiative), and the groups can then work together to develop recommendations. You need to **develop an organizational structure** that fits into the existing collaborative structure—for example, a criminal justice leadership board or criminal justice coordinating council whose membership can help facilitate local initiatives that span multiple agencies. This organizational structure will vary from one jurisdiction to the next but should support a framework in which responsibilities and activities are led, supported, and staffed in a collaborative and interactive manner.

Finally, your jurisdiction will need access to basic data before it can embark on a justice reinvestment initiative.

“Having data” does not mean just having numbers—it also means that partners have access to data, that data are reliable and usable, and that data can be feasibly and legally shared and linked between agencies. It is your job to **assess analytic capability** by working with local IT staff and analytic staff in other criminal justice agencies; these individuals can help you understand how data are currently being used and how accessible they may be to the justice reinvestment effort.

Identifying a Broad Statement of Goals and Need

Your jurisdiction might want to pursue a justice reinvestment strategy for a variety of reasons: Do you want to improve public safety, is your local jail over capacity, or is your primary concern the impact of budget cuts on service quality? Is a particular part of the system facing legal concerns? Is a certain population known to recidivate at high rates? The reason to engage in justice reinvestment can range from specific to broad. It may be the result of trends observed over years and based on empirical evidence, or it may be an emerging concern for which the jurisdiction has yet to collect data. Reasons can also vary by agency—one agency may wish to save money in next year’s budget, while another may seek ways to target services to the most appropriate clients.

Generally, these “reasons” will fall into at least one of the following categories:

- Public safety
- Financial
- Efficiency
- Legal
- Structural

Public safety concerns

Jurisdictions that have analyzed the distribution of crime and patterns of criminal offending may already have a targeted, strategic approach from which to build support around policies that reduce crime, lower recidivism, and save money. If reducing crime is public safety officials’ primary policy interest, you might begin your jurisdiction’s analyses by exploring the following questions:

- What specific crimes are occurring in your jurisdiction?
- Are multiple crimes associated with certain individuals or clusters/groups?
- Do first-time or repeat offenders commit the majority of certain crimes?
- What specific locations seem to be saturated with criminal activity? Can any crime “hotspots” be identified?
- How does your criminal justice system respond when these crimes are committed?

Data can help you answer these and other similar questions and help you determine how current jurisdictional conditions might be impacting crime and citizens’ perceptions about crime.

Financial concerns

In 2007, counties and their municipal partners spent just over \$116 billion on criminal justice services, including policing (\$73 billion), corrections (\$24 billion), and legal and court functions (\$20 billion).⁶ These costs, which have been steadily growing over the last 25 years, particularly at the local level, come at a time of substantial budget cuts and decreased crime. Most counties and cities are facing budget deficits and may have to cut staff and services. If financial concerns represent the primary reason for pursuing a justice reinvestment strategy, your jurisdiction might begin by examining which agency budgets have grown the most over the last five years and compare this growth to changes in demand. This will determine if the need for additional funding is related more to changes in case processing (e.g., longer processing times resulting in longer lengths of stay) or to a larger or different criminal justice population (e.g., more people being detained in the jail, or people requiring more resources while in custody, such as medical attention or

higher-security housing). If the former, steps might be taken to return the system to its previous state. If the latter, examining whether changes in crime alone explain growth in the criminal justice population may yield insights leading to policy changes.

Efficiency concerns

If your jurisdiction is concerned primarily with improving cost effectiveness—for example, by reducing staff overtime or case-processing time—you will begin by determining how these inefficiencies impact agency budgets. For example, overtime might be calculated as a percentage of total personnel spending. Additionally, extra days individuals spend in jail awaiting case disposition would be an effective case-processing measure. Your jurisdiction may have existing metrics that can be used to assess the efficiency of current practice at the onset of justice reinvestment.

Legal concerns

Legal concerns—such as insufficient resources to provide humane conditions, court orders for emergency population releases from jail, the threat of lawsuits against criminal justice agencies, and the presence of an external entity to investigate abuses—are particularly problematic for jurisdictions, but they can be

addressed through a justice reinvestment approach. Data analyses can reveal the factors that lead to systemic and legal problems by examining patterns that show when these problems are most acute. For example, your jurisdiction might consider the issue of jail overcrowding. Is it a problem 24/7, restricted to weekends, or a seasonal trend? If the jail is not always overcrowded, when is it not? Is it after an emergency population release? If so, when do releases occur, who orders them, and with what frequency? Typically, emergency releases occur on Monday mornings, after the jail has reached capacity on Saturday and Friday. Examining why overcrowding only happens at certain times can help pinpoint factors that lead to legal and systemic problems.

Structural concerns

General concerns about coordination, long-term planning, vision, and sustainability will focus on the entire system, but stakeholders should be able to pinpoint, at the very least, basic problems with coordination and communication. For example, if the court does not communicate changes in defendants' court dates or times, and the jail transports those defendants based on out-of-date information, the jail would waste time and resources simply because of a failure to share information. If this problem is occurring, your jurisdiction could

consider why there is inadequate coordination and focus on how to improve communication between the two agencies.

Identifying your jurisdiction's need for justice reinvestment will generate agreement among stakeholders about the general challenges your jurisdiction faces, helping structure the beginning of your data analyses. The intent is not to narrow the focus of local justice reinvestment work at the outset, but rather to provide the first set of questions in what ideally will be a series of data analysis inquiries. Moreover, the motivation for participating in justice reinvestment does not dictate how the process will move forward in your jurisdiction; the main purpose of these early stages is to engage local stakeholders and to provide a beginning point for data analysis, which may seem overwhelming at first.

Engaging Leadership and Key Stakeholders

Successful justice reinvestment is contingent upon collaboration between your local criminal justice agencies and leaders.

Committing to interagency strategic planning

The local justice reinvestment model is centered on interagency strategic

planning; such a planning body may already exist in your jurisdiction, based on the will of the involved parties, statutory requirements, or a combination of the two. In many jurisdictions these bodies are referred to as public safety coordinating committees, criminal justice advisory boards, or criminal justice coordinating councils, among other titles. When criminal justice planning entities already exist, local justice reinvestment efforts often fall under their purview. However, in certain instances and when there is no interagency collaborative body, it is necessary to form such a group.

Table 1 presents a list of agency leaders essential to the local justice reinvestment process. Whether your jurisdiction opts to use an existing entity or to create a new one, executive-level decisionmakers must commit to and engage in the collaborative body. These leaders must have the authority to provide data and change policy. Most importantly for this toolkit, the leadership body must empower the planner, or group of planners, to collect and analyze data and make recommendations to the executive-level group.⁷

Obtaining ownership from key leaders and stakeholders

To ensure leaders and other key stakeholders are engaged and committed, a project

Table 1. Potential Justice Reinvestment Activities of Planning Entity Participants

Judges	Sentence individuals in a way that efficiently uses jail resources Improve oversight of the use of alternatives to incarceration Establish responsible and cost-effective bail policies
Prosecutors	Make recommendations for sentencing Facilitate the use of alternatives to jail Expedite cases through the criminal justice system
Local government agencies	Contribute expertise to policy formation Collaborate to avoid unnecessary delays of cases, especially those of individuals detained in the jail Provide access to and eligibility screening of public services to individuals in and exiting the jail
Jail administrators	Manage the jail's resources Maintain data Understand clientele of the jail Provide programming and prerelease planning
Law enforcement	Prevent crime Decrease the number of arrests Divert arrestees
Social service providers/community members	Build strong connections with community Represent community concerns Educate the public about resource allocation decisions

charter should be adopted.⁸ The charter should be signed by all relevant leaders and stakeholders, affirming their commitment and agreement to (1) develop a unified vision, mission, and set of goals for the project; (2) provide the necessary data; (3) empower staff to participate in the effort and carry out the necessary activities; (4) attend meetings; (5) consider adopting findings from the data analyses and policy options that address identified drivers; and (6) agree to a reinvestment and savings plan, which is tied to the other steps of the justice reinvestment process.

The collaborative body should agree upon a meeting schedule, along with mechanisms to hold members accountable; both should be made explicit in the project charter. If stakeholders are reticent to participate in the effort or to sign the charter, the leadership group must decide whether reform is possible without their representation. The justice reinvestment effort may still move forward without the support of the disengaged party, particularly in parts of the local justice system where that agency's role is less significant. However, it may not

be feasible to collect the necessary data or make meaningful changes without certain key stakeholders or leaders. In these instances, proceed cautiously and possibly seek outside support to mediate with the resistant parties.

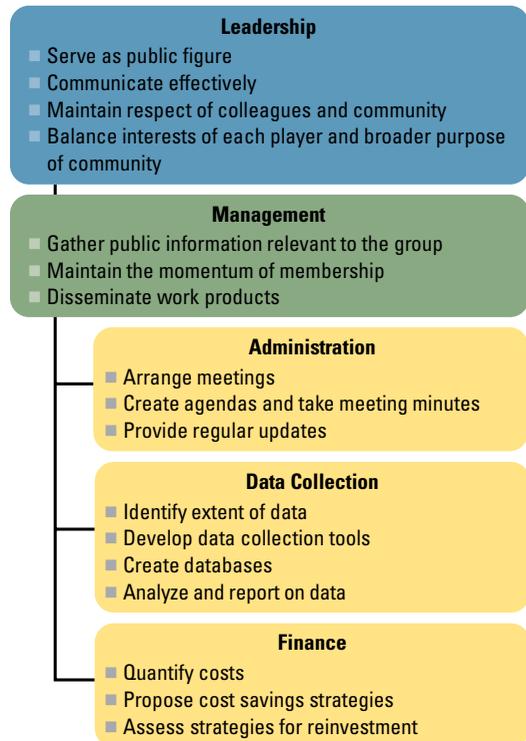
Devoting resources and empowering staff for justice reinvestment

The interagency collaborative body is required to make decisions relevant to the justice reinvestment process. It is the job of the collaborative body to determine when sufficient information and accomplishments merit advancing to the next step (or, when necessary, revisiting earlier steps). The collaborative body—particularly its chairs or leaders—is responsible for driving the effort and setting its course. If you do not have a direct reporting relationship with the chairs or other leaders, regular meetings may be necessary to ensure reinvestment is proceeding as intended and troubleshoot accordingly. As previously discussed, the group must be fully committed and engaged to achieve local justice reinvestment goals. However, as the justice reinvestment planner, you will be responsible for the day-to-day project tasks and activities, and the collaborative body must devote the necessary resources and empower you for that responsibility.

Developing an Organizational Structure

Justice reinvestment may be best accomplished through subcommittees or work groups dedicated to various aspects of the approach. These groups may be described and detailed in the project charter; however, it is often not until the work begins that it is clear what the content and composition of the subcommittees should be.

Figure 2. Suggested Planning Entity Organizational Structure



What structure exists, or what can you create, that will unite leaders and staff in guiding the initiative?

Figure 2 shows how you could design an organizational structure for the justice reinvestment initiative, if one does not already exist. In general, you will need to organize data collection and analysis and to understand the jurisdiction's budgeting process. This will also be where the planners will likely focus most of their efforts; thus, assembling a reliable and knowledgeable team to accomplish these tasks is critical. Members of data collection, analysis, and finance subcommittees should include jurisdictional budget analysts, IT programmers, and staff members who can link activities, data, and costs. The executive-level collaborative group, in creating these subcommittees, should also designate one member responsible for leading each group's work. This ensures that subcommittees ultimately report to and take direction from the executive-level collaborative strategic planning body.

Assessing Analytic Capability

A major component of justice reinvestment is analyzing population and financial data to identify criminal justice cost drivers (see next section). These data will likely come from multiple agencies and

jurisdictions; locating and gaining access to relevant data and resolving definitional differences between agencies may be challenging.

What is your jurisdiction's basic capacity to access information across agencies, including sharing data?

The jurisdiction's leaders should promptly engage key data and budget analysts to determine whether data availability may be problematic or whether the collaborative body needs more planning to collect all relevant information. Most importantly, it is crucial to have an explicit **agreement from all relevant public safety agencies that they will share all available data** relevant for the justice reinvestment analyses.

Agencies may have legitimate concerns regarding data security and use. Some agencies, specifically those dealing with vulnerable populations (e.g., individuals with a diagnosed mental illness), may have sensitive data subject to state and federal regulations on its use and distribution. Developing a memorandum of understanding among data providers can help address concerns about privacy and data confidentiality at the outset and minimize miscommunication and turf issues. Similarly, to obtain the consent of criminal justice clients, jurisdictions

may adopt universal release forms for agencies to share client-level information. Regardless of how data sharing is addressed, your jurisdiction must resolve these issues early in the justice reinvestment process.

Your jurisdiction must also have staff capable of extracting and analyzing criminal justice population and financial data. Budget analysts, database managers, researchers, and program managers are all likely candidates

for this work. Technical assistance providers or research staff from nearby universities can also be sought out (see “Technical Assistance to Supplement Local Data Expertise”). The following sections discuss the data collection and analysis processes; both require the skills of an analyst comfortable with large datasets and capable of generating basic information that can be presented to and interpreted by the larger stakeholder group.

Key Considerations for Conducting Data Analyses

How to identify, access, and analyze data

Once your jurisdiction has done the initial work—that is, identifying the broad goals of or need for justice reinvestment, engaging leadership and key stakeholders, developing an organizational structure, and assessing its capacity to pursue a justice reinvestment approach—you can begin your first major task: collecting data. This section of the toolkit will walk planners through the necessary steps to identify and access data, conduct analyses, and identify policy options.⁹

At the start of the data collection and analysis phase, you will consider all data that may be available. Data can come in many forms and generally include any information that can be collected in a standard format for all people (or activities) in a system. Before beginning to collect data, you can work with other analysts in your jurisdiction to identify existing data sources (see table 2 for a list of potential data sources and likely available data). Many agencies collect data on their staff operations and the population housed in agency-run facilities. Other agencies report data annually as performance measures for budgeting purposes, or they may be required to periodically submit information to funders on their activities.

Some data extractions require breaking down information from a variety of sources, such as booking logs, release logs,

Table 2. Commonly Available Data by Relevant Agency

Data source	Data
Law enforcement agencies	Criminal history Arrest records Arrest diversions
Courts/court services	Case processing Hearing dates Case history Sentencing data Charge, disposition, and plea records Bond/bail decision
Jail/detention facilities	Bookings, releases, and daily standing population unique bookings (booking ID, incident ID, FBI National Crime Information Center ID) Entry and exit dates (length of stay) Charge (number, type) Program enrollment, participation, and completion Housing/classification status Screening/assessment data Discharge information Over-/undercrowding design and rated capacity
Alternative/diversion programs	Program type Program enrollment and capacity Treatment dosage/activity Recruitment methods Outcomes
Community organizations	Program enrollment and capacity Needs addressed Outcomes
Pretrial agencies	Risk/needs assessments Background information Bail recommendations Failure to appear rates
Probation/parole offices	Revocation sanctions Capacity and enrollment Outcomes Violations Successful completions

Source: Nancy G. La Vigne, Elizabeth Davies, Pamela Lachman, and S. Rebecca Neusteter, *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition (Washington, DC: The Urban Institute, 2013).

classification screening forms, and daily activity logs, to collect adequate information.¹⁰ Some jurisdictions may need to hand count data from paper records if they do not have electronic data systems. Others may collect data electronically but have systems that overwrite historical data with new data because the system was not designed to support analyses of change over time. Larger jurisdictions may find that while most of their data are collected electronically, the systems are not connected across agencies, so accessing and linking data for analysis will be difficult. Agencies in these jurisdictions should also examine their data dictionaries to ensure that data fields with the same titles actually contain the same types of data.

If your jurisdiction has limited data extraction capabilities or complicated systems, do not be deterred from justice reinvestment. Smaller jurisdictions in particular may struggle with these issues, but there are ways to troubleshoot the process. If the data are not electronic but the criminal justice population is small enough, it may be easier to hand count data specifically for the justice reinvestment effort or to make a spreadsheet. Ultimately, the work required upfront may be extensive, but the rewards may be considerable. In fact, jurisdictions might consider using dollars saved from justice reinvestment to invest in a new data system or

improve the existing system with dashboards or middleware that joins data from different systems.

As a planner, your approach to analyzing criminal justice data will depend on the type of data collected. It is important to develop a data collection and analysis approach that reflects the realities of your jurisdiction's information management systems and ability to collect data from multiple agencies. With all data analyses, you should first discuss and determine the appropriate data definitions with the agency staff helping you extract data.¹¹ Consistent data definitions and units of analysis are fundamental because without this consistency, data analysts might not understand what information is being extracted and may misinterpret what it means. For example, do admissions represent unique individuals or events? Does a booking represent the same thing as a charge? Criminal justice personnel and IT staff may understand these definitions differently, and it is crucial to resolve any differences before data are extracted.

If your jurisdiction has data sources from multiple information systems, you may be able to conduct a more advanced justice reinvestment data analysis. However, if your jurisdiction has only recently begun collecting data and the agencies do not allow for linking across systems, you may

still conduct a basic analysis comparing data from a single point in time. (These analyses, termed “snapshot” or “cross-sectional” data, are discussed in the following sections). Even if you are only able to conduct basic snapshot analyses, you can still associate costs with criminal justice populations, which is a key component of justice reinvestment. Regardless of what level of analytic rigor you pursue, it is important to conduct an analysis that provides your jurisdiction with data that inform policy options and strategies for justice reinvestment.

Basic Analyses: Collecting Snapshot Data

Snapshot data can offer a comprehensive look at the whole criminal justice system without tracking individuals across agencies, which requires all individuals in the system to be assigned a cross-agency identifier. If in your jurisdiction cross-agency individual identifiers do not exist or it is difficult to analyze data across agencies, you may still conduct a basic snapshot analysis. However, even if you are able to collect data from all agencies, snapshot data can still answer questions about what the criminal justice population looks like, how much money the system is spending, and how this picture has changed over time.

In collecting snapshot data from various agencies, we examine how the criminal justice system changes over time and why. This requires collecting snapshot data at multiple points in time (e.g., all jail data from 2010 and 2011; all sentencing decisions from March 2010 and March 2011). To tie the snapshot data together, it may be helpful for you to think about how decisions at each point in the criminal justice system impact the time an individual spends in the system and the amount of resources devoted to each case. (Appendix A provides time-related measures at various decision points in the criminal justice system, which are discussed in further detail in the following section.)

These basic snapshot analyses can become more sophisticated if the agencies in your jurisdiction retain similar data elements that describe the people who move through the criminal justice system. These data elements may relate to demographics (e.g., age, sex, race/ethnicity), special population designations (e.g., homeless, mental health diagnosis), risk level, criminal history, socioeconomic factors, and geography. This information allows you to identify population drivers across agencies in the criminal justice system; however, definitions for terms like “risk,” “recidivism,” and “successful completion” are likely based on the needs of the agency collecting the data and may not

be comparable across the system. This challenge may be particularly salient when you are trying to compare outcomes for individuals enrolled in discrete agency programs. For example, two agencies may have similar programs, but one agency may measure “completion” as attending a certain number of classes or meetings, while another agency may measure “completion” as meeting certain milestones. Agencies in these situations may find it easier to “agree to disagree” and qualify terms accordingly when combining their data to examine the trajectory of justice-involved individuals. For example, if a jurisdiction’s pretrial services and its jails both use the term “risk,” a combined dataset could rename the “risk” variable that derives from pretrial services as “risk_to_FTA” and the “risk” variable that derives from the jail as “in-custody_security_risk.”

Similarly, labels associated with special populations (homeless, indigent, mentally ill, disabled, etc.) will also likely vary by agency, and agencies may disagree over which definition is best to use. Regardless of how you answer these questions, troubleshoot these issues as they arise and engage members of the stakeholder group when necessary (e.g., if certain agency analysts need to change the way they measure something to be consistent with other agencies in the jurisdiction). Employing

consistent definitions is necessary so stakeholders are accurately informed about what their population looks like across the criminal justice system.

Advanced Analyses: Linking Individual Data

If you are fortunate enough to work in a jurisdiction that has valued the importance of data collection for a long time, has already invested considerable effort in refining data collection and analysis, and as a result has built the necessary analytic capacity in its criminal justice agencies or system planning entity, you may be in a position to conduct more advanced data analyses for justice reinvestment.

If you choose to pursue a more advanced data analysis, you will need to coordinate with the technicians or computer programmers responsible for pulling data to ensure that all relevant identifiers and other information are extracted. You will also want to ensure that systems are correctly linked. Ideally, all agencies in your jurisdiction’s criminal justice system use a common unique identifier (e.g., an individual’s state ID, the FBI National Crime Information Center [NCIC] number, etc.) so that you can follow an individual’s trajectory across the criminal justice system. In jurisdictions that have a data warehouse or large repository of data from multiple

agencies, this process may be more manageable. In the absence of such an identifier, if you still want to pursue an advanced data analysis, you can often link data from multiple agencies by using an individual's name and date of birth.¹²

If your jurisdiction has the analytic capacity to link data across systems, a cohort analysis may be the best approach to take. While snapshot data analysis involves pulling and analyzing data for a specific time period (e.g., the number of people in the jail in December of the previous year), cohort analyses involve establishing start and end dates (e.g., anyone released from the jail over a one-year period) to define a cohort and collect all relevant data on those individuals.

Cohort data may be more useful than snapshot data because they can produce more accurate outcome measures. Consider the example of recidivism: With snapshot data, individuals will have different release dates and some will have less time to recidivate than others. Therefore, the rate of recidivism captured in a snapshot does not necessarily reflect the real rate of recidivism among those released from the jail. By following a cohort over time, planners can draw accurate conclusions about individuals' outcomes during the period of analysis. However, as discussed earlier, the time required to gather these data and track individuals throughout the

criminal justice system may prove to be too lengthy for those conducting justice reinvestment data analyses.

Population Projection Analyses

Perhaps the most sophisticated component of the justice reinvestment data analyses is the criminal justice population projection analysis. Population projection analysis has two main components: (1) mapping the criminal justice system and understanding which factors have the strongest influence and (2) developing a simulation model based on those factors and characteristics of the criminal justice population to predict the future population size.

Simulation modeling requires a thorough understanding of criminal justice caseflow, as well as access to data showing the composition of the criminal justice population. To develop a simulation model requires special software and mathematical algorithms, which can be extremely difficult to learn without the proper training and expertise. While this analysis can offer perspective on how the population may grow over time (and how certain policy changes can reduce that growth), developing accurate population projections is often too challenging for local planners. They may need outside technical assistance resources for this part of the process, even if they

are not receiving technical assistance for the other data analysis work.

Many states, and some localities, have a less complicated method of projecting the criminal justice population, but this method may suffice for your justice reinvestment analysis. If you have information on how the local criminal justice population has grown or declined over time (i.e., an average rate of growth per year) and have some understanding of overall demographics and population changes in your locality, you can apply that growth rate to out-years, generating a rough estimate of what your population will be in years to come. Based on those population estimates, you can work with budget analysts in different criminal justice agencies (who often use population data to project their budgets) to associate costs with the projected growth or savings with the projected decline.

If your jurisdiction recently implemented changes that may affect your criminal justice system (e.g., by closing a mental health care facility or expanding funding for alternative-to-incarceration programs), factor in those decisions when projecting how your population may change in the future. If the decision was made recently, you may not have the historic data to do this, resulting in inaccurate future projections. You must keep these limitations in mind when presenting these projections to policymakers. Inaccurate projections

can dramatically affect policymakers' decisions. They can also damage the credibility of the collaborative body and make garnering support for justice reinvestment proposals difficult.

Analyzing Financial Data: Learning about Costs

As noted earlier in this section, both basic and advanced analyses allow you to associate costs with your jurisdiction's criminal justice population and with processing individuals through the system. This requires looking at costs to the criminal justice system and to other agencies like health and human services or housing.¹³ Estimates of agency spending and revenue, as well as more detailed accounting information, are important to collect in this process.

Reaching out to the local criminal justice agencies' budget analysts may be the most helpful way to start. County and city budgets are often categorized in the following three areas:

- **Personnel services:** FTE or head-count/salary, overtime, fringe benefits, consultants/contracts
- **Other-than-personnel services:** travel, equipment, supplies
- **Capital expenditures:** construction, major equipment/machinery purchases, office equipment, furniture and fixtures, vehicles

Examine each expense and revenue type independently and in relation to one another, as most jurisdictions have different budgeting practices and requirements for each area (e.g., often capital budgets are developed on a different cycle, as they may span a longer period of time than an expenses budget and are often attached to different revenue streams). However, if you can pull data that align with the associated activities and the time period being examined,

you can connect the costs with the population analyses. This is particularly important if financial data are only available for fiscal years that may not align with calendar years; in this case, you may consider basing the criminal justice population analysis on a fiscal year, as opposed to a calendar year. Jurisdictions should also plan to catalog revenue sources, including general fund dollars, state and federal pass-through funding, grants, and contracts.

Technical Assistance to Supplement Local Data Expertise

There are two ways to strengthen data capacity: one is to secure outside expertise through technical assistance resources and the other is to rely on internal expertise. This section of the toolkit explains how jurisdictions can engage in justice reinvestment data analysis without outside technical assistance. In the long term, this effort can benefit the jurisdiction because it helps agencies build their own local analytic capacities. However, it can also be beneficial to have an outside expert or team of experts help analyze and validate data and develop policy proposals; BJA's JRI provides

such assistance to local sites. A local university or other research organization can also assist. As neutral and objective participants in justice reinvestment, external research partners and technical assistance providers can present findings that may challenge conventional wisdom, threaten certain agencies' turfs, or lead to politically or institutionally unpopular policy recommendations that are nonetheless grounded in fact and likely effective. Without any outside assistance, this work can be challenging—but not impossible—for sites to pursue.

Determining Criminal Justice Drivers for Justice Reinvestment

Primary questions to guide data analysis and choice of policy options

Regardless of what analytic method you choose to approach your justice reinvestment data analysis, you may be overwhelmed by figuring out the data and the criminal justice policies and practices supported by your analysis. Asking what the data mean at key decision points in the criminal justice system can help you structure this process. At each decision point, there are events (e.g., arrest, booking) and time periods (e.g., length of stay in jail) that may help you identify population and cost drivers. If the data can answer key questions about these system interactions, even basic descriptive analyses at each stage can provide a comprehensive assessment of the population and the factors that may drive system costs.

The following section provides examples of the primary questions that can guide your data analysis and how the answers can inform which policy options you present to the justice reinvestment collaborative. For each question, you must have the necessary data, understand what the data are telling you about current policy and practice, and assess which costs to consider in making recommendations to the stakeholder group. In the context of the following decision points, the questions can help you determine the relevant data:¹⁴

- Law enforcement interaction
- Booking
- Charging/first appearance
- Pretrial placement
- Case processing
- Sentencing
- Jail custody and release
- Community supervision

Population and cost analyses cannot fully explain why parts of the criminal justice system operate as they do and produce the outcomes that they do. Many factors influence criminal justice practice: local and state statutes, formal policy, informal practices, agency culture, and operating assumptions all influence decisions and outcomes in the criminal justice system, and they can affect various populations and costs. Justice reinvestment data analyses can identify which populations and budgets may be affected, but deeper analysis is required to identify which policies, practices, or behaviors have produced these effects. Identifying which current practices have caused the problem, and what changes could improve the problem, is a complementary component of justice reinvestment data analyses. The following sections discuss specific questions that may guide analyses of current practice (and the potential causes of population and cost drivers).

Who Enters the Criminal Justice System and Why?

From the moment an individual enters the criminal justice system, that person costs your jurisdiction money. The first main decision point in the criminal justice system—**law enforcement interaction**—can show who enters the criminal justice system and why. Criminal incidents, arrests, and booking patterns are all relevant. Below are some key subquestions that may help you determine what the data tell you, along with examples of data you need to answer the question.

Where are crimes occurring?

This question can reveal where police are being dispatched and whether more crime occurs in specific neighborhoods and communities. When compared against arrest data, criminal incident data can also reveal differences in (1) where crimes are reported, (2) where crimes are detected by police, and (3) where suspects are arrested. Crime incidents and calls for service data are relevant to justice reinvestment because they may indicate where certain police activity (including proactive responses to crime) may cause a spike in arrests and future interactions with the justice system. These data are also relevant in determining if case outcomes (e.g.,

clearance rates) vary by area, and they can help you assess the effectiveness of patrol deployment in specific locations (e.g., whether crime is decreasing in places where more officers are being deployed). The following data are important to answering this question:

Law Enforcement Interaction

INCIDENT/INVESTIGATION (POLICE, SHERIFFS)

Identifiers	Incident number
Time data	Incident date and time
Case data	Charge level
	Crime type
	Location of incident
	Assigned law enforcement agency
Activity data	Number of incidents reported
	Number of active investigations
	Number of clearances

Who is arrested or cited?

The arrestee population can serve as a baseline of individuals who enter the criminal justice system, along with individuals who are released with a court date but without being arrested. Breaking down the arrestee population by demographics, charges, number of prior arrests, and other personal special circumstances (e.g., homeless, mental health history) can help you compare it to the booking population, and thus understand differences between individuals arrested, individuals given a citation, and individuals booked into the

local jail. Inconsistencies might be the result of different jurisdictional authority (e.g., the city police jurisdiction may span multiple counties), local statutes or mandates, officer or jurisdictional discretion, overcrowded conditions in the jail, or system error.

Information on the arrestee population can also suggest a point of collaboration for other justice system stakeholders. For example, police may want to identify offenders arrested multiple times for the same charge. Knowing their case disposition outcomes (including whether they are incarcerated or on community supervision) could help police determine if and how they should target these individuals in a proactive crime prevention strategy. The following data relate to the arrest decision point:

ARREST (POLICE, SHERIFFS)

Identifiers	Arrest number
	State/county ID number
	NCIC number
Time data	Arrest date and time
Case data	Charge level
	Crime type
	Demographics
	Location of arrest
Activity data	Assigned law enforcement agency
	Number of arrests
	Number of citations
	Number of warrants issued
	Number of warrants served

The second decision point—**booking**—can also be considered part of “system entry.” This may be the first point at which the jurisdiction collects comprehensive information about its criminal justice population, besides the circumstances of the crime or the charge.

Who is booked into jail?

Answering this question may tell you which individuals are likely to cycle through the system and reveal disproportionate representation relative to other system stages and subpopulations. The jail booking stage is also the first point in which the jurisdiction may collect extensive demographic data, including risk assessment information. Many jail booking processes include a screening tool that can provide information about risk to reoffend. For example, the Hawaii Proxy tool has only three questions: What is your current age? How many times have you previously been arrested as an adult? How old were you when you were first arrested? Yet the proxy has been validated to predict risk of reoffense accurately and is currently being deployed during booking at jails across the country.¹⁵ If the jail collects risk information on individuals at booking, jurisdictions could use that data to determine (1) which individuals in jail have low, medium, and high risk of reoffending, and (2) within each

of those categories, what the offense charges are. The following data should be collected as part of a standard booking process, even if they are not electronically available:

Booking

BOOKING (JAIL)

Identifiers	Booking number
	Jail ID number
	Arrest number
	State/county ID number
	NCIC number
Time data	Booking date and time
Case data	Charge level
	Crime type
	Booking type
	Booking agency
	Type of other agency holds
Activity data	Number of individuals passing through identification
	Number of individuals passing through medical screening
	Number of individuals eligible for pretrial release
	Number of individuals with another agency hold
	Number of individuals classified

What are the costs to consider?

Arrest is the first decision point at which to begin quantifying costs associated with criminal justice populations. The financial costs associated with arresting people are directly related to personnel and staffing expenditures and the local patrol needs of each individual jurisdiction. The challenge

of quantifying these costs is that law enforcement puts many resources toward crime prevention efforts (e.g., adding officers and officer time) that cost money but may not directly affect who enters the criminal justice system. However, costs directly associated with arrest, including officer time to process and transport individuals to jail, are important components of the cost of system entry.

When quantifying the cost of booking, remember that booking tends to make the first day of a jail stay the most expensive. This results from expensive and time-consuming screenings and procedures that occur upon intake and are typically not repeated. Days when individuals need to be transported (e.g., to court) tend to be more costly than days with less movement within and outside of the jail.

Because of these high up-front costs in booking and processing for court, jurisdictions often find the most cost savings by targeting a small subpopulation with frequent bookings and by reducing pretrial populations. For example, homeless populations are typically a small proportion of the jail composition on any given day; however, because these individuals tend to be booked more frequently, they often generate a highly disproportionate amount of jail costs (see “Cost-Benefit Analysis of Special Populations” for more information).

Officer-level cost calculations can also be helpful for assigning costs to

a particular system decision point. For example, if a jurisdiction wants to calculate the cost of booking from a staff time perspective, it may consider that X number of bookings per day requires Y number of booking officers to be staffed at central booking. Therefore, a reduction in that number of bookings by X per day could enable a jurisdiction to reduce an officer or duty post.

How Long Do People Stay in the Criminal Justice System Pretrial?

Nationwide, pretrial populations are a huge driver of local criminal justice costs. Pretrial detainees represent more than 60 percent of the population of local jails across the country.¹⁶ This makes it all the more important to understand the nature of the pretrial population and how long the pretrial population remains in the criminal justice system (either incarcerated or in the community) before case disposition.

Arrests and citations are forwarded to the district attorney’s (DA) office for review and a charging decision. Although the case has already “entered” the system through law enforcement interaction, the **charging/first appearance** decision point is critical in determining (1) who will have criminal charges filed against them and (2) what trajectory their case will follow in the

system. Analyzing the length of time from arrest to a first appearance hearing by different categories (e.g., offense type, demographics, risk level) can help identify early in the criminal justice system inefficiencies where case processing can be expedited. While necessary tasks are associated with this stage of the justice system (e.g., fingerprinting to confirm the identity of jail detainees), inefficient activities negatively impact the ability to present defendants before the court for charging or first appearance hearings.

How long does it take for people to be charged or have a first appearance hearing?

How long it takes to be brought before a judge or magistrate after booking can inform opportunities to increase efficiency early in case processing. These activities can and should be time stamped and monitored to assess and manage any delays. Some may occur legitimately: for example, more intensive assessment processes prior to first appearance can inform future case-processing decisions, which in turn can improve efficiencies and decrease the time to case disposition after first appearance. The following data points can help determine whether certain groups (i.e., individuals with specific offenses or pretrial statuses) take longer for charges to be filed or to be brought before a judge:

Charging/First Appearance

CASE REVIEW (DA)

Identifiers	DA case number Arrest number State/county ID number NCIC number
Time data	Case review date
Case data	Charge level Crime type Victim information Assigned DA unit
Activity data	Number of cases received Number of cases reviewed Number of cases filed Number of cases rejected for police follow-up Number of cases rejected without police follow-up Number of cases eligible for bail Number of individuals with immigration holds Number of individuals with probation/parole violation holds

ARRAIGNMENT (DA, COURTS)

Identifiers	Court case number
	DA case number
	Arrest number
	State/county ID number NCIC number
Time data	Arraignment date and time
Case data	Charge level
	Crime type
	Victim information
	Assigned DA unit
Activity data	Number of cases arraigned
	Number of cases dismissed with prejudice
	Number of cases dismissed without prejudice
	Number of cases continued due to failure to appear
	Number of hearings scheduled

The fourth decision point—**pretrial placement**—is a key point of release in the criminal justice system. Pretrial agencies have a significant role in determining detainees' lengths of pretrial detention. Not only can they strategically increase the use of bail for people who qualify for pretrial release, they can also decrease the time needed to post bail.¹⁷ If pretrial officers incorporate into their recommendations a defendant's ability to pay, they can minimize separate indigence hearings and avoid bottlenecks in case processing and long-term problems for local correctional management. Pretrial officers can also monitor defendants' behavior and activities while

they are released into the community on a pretrial status, to minimize public safety risks and decrease the probability of defendants failing to appear for court appearances.

If your justice reinvestment data analysis shows who is released, when, and why, it can offer insight into pretrial decisionmaking in the jurisdiction. Understanding pretrial placement is integral to understanding how long people stay in the criminal justice system before their case is disposed.

Who is released pretrial and by what method?

By breaking down pretrial releases (e.g., release on recognizance, release on money bail, transfer to other facility, etc.), when release occurs, and the difference in failure to appear (FTA) rates or new charges filed for each category, you can identify which pretrial release decision is most common and whether any pretrial release decision has disparate FTA outcomes. When analyzing these data, also consider whether multiple decisionmakers are involved. For example, do pretrial officers make a recommendation to the magistrate/judge, and does the magistrate/judge typically follow the recommendation? Or do magistrates/judges frequently make pretrial release decisions without taking into account the pretrial officer's recommendation?

There are many opportunities to delve deeper into this stage. For instance, knowing outcomes for individuals whose pretrial reviews end with the recommendation “remain in jail awaiting trial” and comparing those to recidivism outcomes for those released on bond can help you retool the pretrial release process. The following data show how pretrial decisions are made and how certain groups are represented among the pretrial population:

Pretrial Placement

SCREENING (PRETRIAL SERVICES)

Identifiers	Court case number
	DA case number
	Arrest number
	State/county ID number NCIC number
Time data	Screening date and time
Case data	Charge level
	Crime type
	Criminal history
	FTA history
	Employment status Risk or criminogenic needs assessment
Activity data	Number of individuals eligible for release
	Number of individuals screened
	Number of individuals assessed
	Number of individuals recommended for release
	Number of individuals recommended for supervision Number of individuals recommended for custody

BOND REDUCTION HEARING (COURTS, DA, DEFENSE)

Identifiers	Court case number
	DA case number
	State/county ID number
	NCIC number
Time data	Bail reduction hearing date and time
Case data	Charge level
	Crime type
	Assigned DA unit
	Assigned judge Number of bond reductions

Who is supervised pretrial and by what method?

Some jurisdictions, particularly those with a local pretrial services agency (as opposed to pretrial release officers employed by the jail or courts), have resources to supervise individuals released pretrial. Your jurisdiction may have these resources for individuals who do not pose a risk of flight (i.e., cases of FTA) but perhaps are at risk for a specific pretrial misconduct (e.g., DWI or domestic violence offenses). These individuals may be released pretrial with some type of supervision, such as electronic or GPS monitoring; it is important for the justice reinvestment process that you determine who has access to these programs and examine these individuals' outcomes. Additionally, even those who exit the jail pretrial without risk of misconduct may require transition or discharge planning,¹⁸ since they may also be supervised while on pretrial release.

A separate but related issue is how released defendants are supervised pretrial. Certain alternative-to-detention programs—such as deferred prosecution, day reporting, work release, day treatment, or inpatient treatment—may be more cost effective for managing certain defendants awaiting case disposition at a minimal risk to public safety. In jurisdictions with pretrial diversion programs or alternatives to detention, defendants can receive adjournment or case dismissal if they successfully complete the pretrial release program. Examining the population under pretrial release supervision can help your jurisdiction determine how pretrial resources are being used and whether supervision conditions are tied to a specific risk of reoffense or risk of flight (which is the National Association of Pretrial Services Agencies’ and American Bail Association’s recommended standard for setting pretrial supervision conditions).¹⁹ The following data can help answer these questions:

PRETRIAL SERVICES/SUPERVISION

Identifiers	Booking number
	Jail ID number
	DA case number
	Court case number
	Pretrial client number
	State/county ID number
	NCIC number
Time data	Supervision start/end date
Case data	Charge level
	Crime type
	Assigned pretrial unit
Activity data	Number of individuals supervised
	Number of individuals completing supervision
	Number of individuals who FTA on supervision
	Number of technical violations of supervision conditions (total number of violations and total number of individuals)
	Number of individuals charged with new crimes while on supervision
	Number of individuals’ pretrial placement revoked

Analyzing the **case-processing** decision point can provide information about inefficiencies throughout the criminal justice system (see appendix A for examples of time and efficiency measures). Considering how long an individual’s case remains undisposed and whether any information exists about the defendants and court actors (prosecutors, defense attorneys, judges, administrators, etc.) can help you determine case-processing time.

How long do cases take to move through the court system?

By measuring time between case-processing stages, you may discover how the criminal justice system processes cases in relation to an individual's pre-trial status. For example, knowing the average time from first appearance to case disposition for those in jail pre-trial compared to those in the community can help identify opportunities to expedite cases with defendants in jail (since the county must spend costly jail resources on those individuals prior to any sentencing decision). Events within the case are also important; the number of continuances (called "resets" in some jurisdictions) within the court, broken down by case, can help identify delays in court processing. Another key statistic for the local criminal justice system is the average length of jail stay for unsentenced individuals—for example, distinguishing between those in jail on a hold (e.g., a probation or parole violation) and those in jail awaiting case disposition and sentencing. The following data can provide an overview of local criminal justice case processing:

Case Processing

PRETRIAL INVESTIGATION (POLICE, DA)

Identifiers	Court case number DA case number Arrest number State/county ID number NCIC number
Case data	Charge level Crime type Victim information Assigned DA unit Case discovery
Activity data	Number of subpoenas

PRELIMINARY HEARINGS (DA, COURTS, DEFENSE)

Identifiers	State/county ID number DA case number Court case number Arrest number NCIC number
Time data	Preliminary hearing dates and times
Case data	Charge level Crime type Assigned agency unit
Activity data	Number of hearings Number of continuances Number of FTAs

DISPOSITION (COURTS, DA, DEFENSE)

Identifiers	DA case number
	Court case number
	Arrest number
	State/county ID number NCIC number
Time data	Disposition date and time
Case data	Charge level
	Crime type
	Assigned agency unit
Activity data	Number of adjournments
	Number of plea convictions
	Number of trial convictions
	Number of acquittals
	Number of dismissals
	Number of diversions Number of deferred prosecutions

What are the costs to consider?

Regardless of whether an individual is incarcerated pretrial, your jurisdiction still pays to process that case. In many states, court budgets (and probation budgets as well) are controlled by the state government and divided into judicial districts that may encompass multiple counties. This structure makes it complicated to determine how each locality contributes to court costs and how cost reductions would impact the local jurisdiction. However, prosecutors, public defenders, and courts in the same judicial district can work together to determine if their budgets can be broken down by county or other locality, depending on which court handled the case.

Court costs, like incarceration costs, have both operational and marginal components. Similar to how the jail can break down its costs based on space in a facility, the court system can break down its costs by each case and each docket. Typically, each judge has his or her own docket and courtroom, with clerks and bailiffs assigned to it. Prosecutors and public defenders usually have cases in multiple courts, so their time and resources are split across multiple dockets. A county may quantify the cost of the docket based on the type and number of cases (e.g., felony, misdemeanor, specialty docket); the court system budget would be proportional to the total number of cases in each docket.

As noted above, many states manage court budgets that are split into judicial districts, as opposed to a city or county jurisdiction. If you are in a jurisdiction like this, quantifying these local costs may become more challenging. Moreover, this is not uniform practice in states that have unified criminal justice systems. For example, some states do not have a public defender service and instead rely on counties to contract indigent defense work to the defense bar. Many jurisdictions establish contracts with specific attorneys who are required to have a certain number of cases; others establish a rotating “wheel” of defense attorneys to pick up indigent cases

involving special needs defendants (e.g., mental health, homeless). These costs are projected based on anticipated case flow and the typical case-processing trajectory for such cases. This can be helpful in understanding how court costs relate to the criminal justice population.

Who Is Incarcerated and for How Long?

Given that incarceration tends to be the most expensive part of the criminal justice system, determining who is incarcerated in the local system and for how long—both pretrial and post-disposition—is a crucial part of the justice reinvestment data analysis. Most people who enter the criminal justice system are held in jail for a time ranging from a few hours (if they are simply booked and released) to one year or longer. However, those who are sentenced may be the heaviest consumers of criminal justice resources, particularly if they are incarcerated pretrial as well. The **sentencing** decision point can show various incarceration and alternative sentencing outcomes based on a specific population characteristic (e.g., charging level, offense type, risk level) or length of stay in the system. The following data indicators may be useful in identifying incarceration drivers:

Sentencing

PRESENTENCE INVESTIGATION (PSI) (VARIES, USUALLY COURTS, DA, PAROLE/PROBATION)

Identifiers	DA case number Court case number Arrest number State/county ID number NCIC number
Time data	Disposition date and time PSI date and time
Case data	Charge level Crime type Criminal history FTA history Employment status Risk or criminogenic needs assessment Assigned agency unit Terms and conditions of sentence
Activity data	Number of PSIs conducted Number of individuals assessed Number of individuals recommended for release Number of individuals recommended for supervision Number of individuals recommended for custody

SENTENCING HEARING (COURTS, DA, DEFENSE)

Identifiers	DA case number
	Court case number
	Arrest number
	State/county ID number NCIC number
Time data	Sentencing date
Case data	Charge level
	Crime type
	Victim information
	Assigned agency unit
Activity data	Number of sentences time served
	Number of sentences to prison
	Number of sentences to jail
	Number of sentences to probation/ parole
	Number of sentences to diversion programs
	Number of sentences to treatment/ services
	Number of sentences including fines and fees

Who receives an incarceration sentence and why?

When examining the differences in sentencing outcomes by case disposition (guilty plea versus trial) and charge type, you can identify whether individuals who take their cases to trial have longer or shorter sentences than individuals who enter a guilty plea (particularly if the conviction charge is different from the charge that the defendant pled to). Examining case outcomes by judge can also identify differences within divisions of the court system. The decision at

sentencing has implications for the rest of the criminal justice process—namely, whether the person is incarcerated, supervised in the community, or some combination of the two.

It is also useful to determine the type of sentence and how this may vary by court, charges, or defendant characteristics. You may consider the following types of sentences to better understand justice expenditures: time served, alternative-to-incarceration program (and duration), jail sentence (and duration), state prison sentence (and duration), community supervision sentence (and duration), and community supervision in combination with a jail or prison sentence (e.g., split sentence).

The stage of **jail custody and release** is another area to examine when determining who is incarcerated and for how long. Typically, the jail houses pretrial detainees and individuals sentenced for a short time (one year or less, in most jurisdictions). Understanding the composition of the jail population—what percentage is pretrial, what percentage is sentenced, and the average length of stay within each of those categories—is necessary to determine which populations consume the most jail resources and why.

Who is sentenced to jail and how long do they stay?

For individuals sentenced to jail, the average length of time served (compared to the average sentence length for those sentenced to jail incarceration) categorized by charge group or risk level can indicate whether the sentenced jail population is predominantly composed of a certain group. The following data points can help determine the subpopulations among the jail detainees:

Jail Custody and Release

JAIL CLASSIFICATION (JAIL)

Identifiers	Booking number Jail ID number State/county ID number NCIC number
Time data	Jail movement dates and times
Case data	Charge level Crime type Custody/classification level
Activity data	Number of individuals sentenced Number of individuals unsentenced Number of individuals classified for general population housing Number of individuals classified as administrative segregation Number of individuals classified as medical concerns Number of individuals classified as protective custody

COURT TRANSPORTATION (JAIL)

Identifiers	Booking number Jail ID number DA case number Court case number State/county ID number NCIC number
Time data	Court transportation dates and times
Case data	Charge level Crime type Judge Court location (note if out of county)
Activity data	Number of trips per day Number of non-court transports

Who is released and under what circumstances?

Examining the types of release at the jail release decision point in relation to other factors will indicate whether the jail has exemplary discharge planning mechanisms in place (e.g., the percentage of sentenced inmates released with time served who participated in a reentry program) and targets the right individuals.²⁰ The following data can provide you with important information on programming and discharge planning in the jurisdiction:

JAIL PROGRAMMING (JAIL)

Identifiers	Booking number Jail ID number Client number State/county ID number NCIC number
Case data	Status (pretrial/sentenced) Charge level Crime type Available programming Programming eligibility criteria Assigned agency unit
Activity data	Number of programs offered Number of individuals eligible Number of individuals participating Number of individuals successfully completing programming

RELEASE (JAIL)

Identifiers	Booking number Arrest number DA case number Court case number Jail ID number State/county ID number NCIC number
Time data	Release date and time
Case data	Release type (e.g., released on a pretrial status, time served, released to state custody) Release location (e.g., released from central booking, jail, court)
Activity data	Number of individuals released on recognizance (ROR/personal bond) Number of individuals released on cash bond Number of individuals released on surety bond Number of individuals released with time served Number of individuals released to community supervision Number of individuals released to alternative-to-detention/incarceration program Number of individuals transferred to state department of corrections Number of individuals transferred out of county Number of individuals released with discharge plan

What are the costs to consider?

A key component of quantifying criminal justice costs is enumerating an individual’s use of one of the most expensive per-person resources in the local criminal justice system: detention.

Establishing the baseline cost of a single jail stay requires documenting the costs of its processes, such as booking, classification, housing, and assessment. Additional marginal costs (those not related to operating the overall facility but specific to services individuals require while incarcerated) may apply to some, but not all, jail stays. While some individuals may only have one jail stay in a given period, the costs of an individual stay would have to be multiplied for those who are booked and released multiple times in the same period.

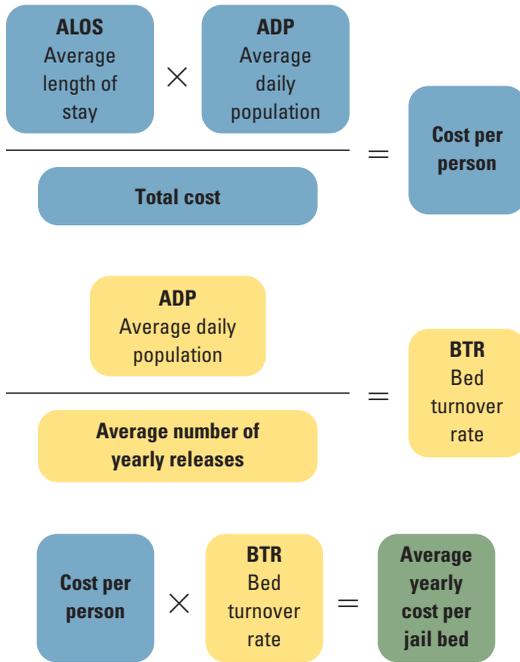
Program, Service, and Additional Personnel Costs

Although reducing groups of people in the criminal justice system can usually lead to cost savings, a jurisdiction will have some fixed costs not dependent on the size of the population in question. Some programs will have fixed costs that can only be reduced by eliminating a program; for example, program administration will require a certain level of staffing, even if the number of clients is reduced significantly. Other costs will be so inflexible that even if a program is eliminated, the jurisdiction will still have associated costs; a good example is a building that cannot be easily repurposed or sold to another entity (e.g., a prerelease facility used for a reentry program).

The average “per person” or “per bed” costs are the most frequently used calculations in the field, but also the most crude. These figures provide estimates for envisioning system costs, but they do not properly account for the marginal costs all criminal justice systems must manage. For example, reducing a jail population by one person does not equate to an equal savings of one jail bed or to that individual’s average costs. Reductions in populations and services must meet a certain margin (or threshold) that will vary by the institution, housing unit, and service and that is based upon the design features of the facility, contracts for services, and other operating expenses. Jurisdictions must engage in additional steps to understand at what margin cost savings are obtainable (see figure 3).

Individual- and bed-level cost analyses are a helpful way to understand the components of different costs, but as stated above, no agency’s budget can be reduced by removing one justice-involved person from the equation—or even several. For example, many housing expenses (such as food and laundry) vary directly with the number of people in a facility, but the amount of money jails pay to cover housing expenses cannot change if one less person enters the jail. Rather, the jail’s average daily population must drop by some threshold—such as a drop in 20 people reducing duty posts or overtime costs. This threshold will vary

Figure 3. Person-Level Cost



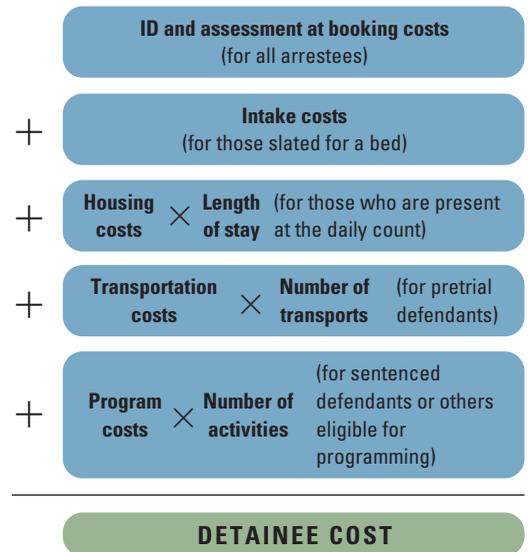
by facility, by the size of your jurisdiction, and by the service needs and risk level of the population for which declines are expected. Determining this margin is an essential component of any justice reinvestment analysis, as the results will likely be central in evaluating strategies or policies that address criminal justice cost or population drivers.

In addition, the baseline cost per day of a criminal justice resource may not be the same for all individuals in your jurisdiction’s system. For example, the cost of a jail “bed day” is the average cost across all people in the system; in reality,

each individual has a different marginal cost associated with his or her needs, which must be added to the jail’s baseline operating costs. Another example relates to the pretrial population: transportation and other pretrial-related activities (e.g., more frequent visitations from counsel) are a great expense. If public safety will not be adversely impacted, releasing individuals who would otherwise be detained on a pretrial status is often more cost effective. The formula in figure 4 illustrates how costs accrue for individuals who are booked more frequently or stay in jail longer.

In many jail settings, individuals with a mental or physical health condition undergo further assessment and may be

Figure 4. Inmate Cost



System Mapping

Criminal justice system mapping provides stakeholders with an opportunity to learn more about how decisions made in each agency influence other parts of the system. Stakeholders can work together (or with an outside technical assistance provider) to create a visual map or flowchart of their local criminal justice system. This useful process can inform data collection tasks by requiring jurisdictional leaders to ask questions about the connections between criminal case processing, the policies that guide agencies, the practices that influence daily activity, the composition of the criminal justice population, and the availability of jurisdictional resources.²¹

found to require additional monitoring or medication. The costs associated with these activities should be added to the booking costs and costs of overall “bed day” consumption (based on length of stay). Because of these marginal costs, targeting more “expensive” populations who require more care (and more spending) while in the criminal justice system or who may be eligible for more cost-effective treatment and services in the community can help the jurisdiction achieve more savings.

When considering a particular facility, it is helpful to think of costs and

spending in terms of staff time, which accounts for most of facilities’ costs.²² Each jail facility is staffed based on its design and the expected population, which is estimated by the projected number of jail admissions and average length of stay. If the jail can house fewer detainees for a shorter time, thus effectively eliminating the need for a housing unit, dorm, or wing, duty posts can be reduced, reducing the need for staff and overtime. Reducing the number of detained persons in the necessary increments (e.g., housing unit, dorm, wing, facility) can create tangible savings in the jail budget. Table 3 provides examples of costs and methods of measuring them; these costs could be quantified for facilities or specific programs.²³

Table 3. Cost Measures

Personnel	Attrition cost and cost of hiring new staff Number of FTEs/PTEs Overtime/sick time Fringe/indirect benefits
Capital	Construction Maintenance Contracting existing space Staff supervision Safety protocols
Marginal	Medication/treatment Beds Food/supplies

Who Is Supervised within and outside the Criminal Justice System?

Incarceration tends to be the most expensive part of the local criminal justice system, and many cost drivers can be identified at the system’s front end. Yet your jurisdiction must still examine the back-end drivers as well. **Community supervision** is a key decision point in justice reinvestment, since significant resources may be spent on individuals supervised in the community. Probation and parole violators can also be drivers of the jail population, and variations in supervision methods (e.g., programming and supervision driven by assessment of risk and criminogenic need) can impact the costs associated with those who fail under supervision. The following data break down the characteristics of the supervised population and may help you assess the costs of different types of supervision (and outcomes of supervisees):

Community Supervision

ASSESSMENT/CLASSIFICATION (PROBATION/PAROLE)

Identifiers	Court number DA case number Court case number State/county ID number NCIC number
Time data	Assessment/classification date
Case data	Charge level Crime type Terms and conditions of supervision Length of supervision Assigned agency unit
Activity data	Number of individuals supervised Number of individuals assessed as high risk Number of individuals assessed as medium risk Number of individuals assessed as low risk Number of individuals supervised on general population caseload Number of individuals supervised on specialized caseload Number of individuals on reduced supervision

PROGRAMS (PROBATION/PAROLE CONTRACTS)

Identifiers	Client number
	DA case number
	Court case number
	State/county ID number
	NCIC number
Time data	Program start and end dates
Case data	Charge level
	Crime type
	Available programming
	Programming eligibility criteria
	Assigned agency unit
Activity data	Number of individuals eligible
	Number of individuals participating
	Number of individuals completing programming

Who violates their supervision conditions and what happens to them?

Even if your jurisdiction does not have authority over probation and parole agencies, you must determine who is on supervision, the duration of that supervision, and how people are supervised during that time. The data above can also show you how the system responds to these individuals and how that response impacts the local criminal justice system. The agency's response to the violation is essential to understanding the drivers of the local criminal justice population, since you must know what types of violations lead to incarceration (or reincarceration) (e.g., whether technical violations and new charges

both require mandatory jail time). Understanding who the decisionmaker is at the point of violation response—for example, the judge versus the probation officer (PO)—may indicate whether incarceration is necessary. If the probationer commits a violation, must the PO respond by sending the probationer to jail and wait for the judge to hear the case? When the probationer violates, does the PO refer the case to the judge, who determines whether to revoke probation or sentence the probationer to jail time? Are there agency or local policies the officers use to effectively manage some violations without incurring additional costs? The violation data points below may help you answer these questions:

VIOLATION RESPONSES**(PROBATION/PAROLE, DA, COURTS)**

Identifiers	Client number
	DA cases 1 and 2
	Court cases 1 and 2
	State/county ID number NCIC number
Time data	Violation dates
Case data	Charge level
	Crime type
	Graduated sanctions grid/matrix
	Assigned agency unit
Activity data	Number of administrative sanctions (by type)
	Number of jail sanctions (by number of days)
	Number of violation hearings (total number of violation hearings and total number of individuals)
	Number of revocations (by type: prison/jail; by number of days; by total number of revocations; by total number of individuals)

What are the costs to consider?

While people under criminal justice supervision are particularly “expensive” when incarcerated, individuals who are supervised in the community also generate costs for the system. Individuals on probation, for example, may be supervised for much longer than incarcerated individuals, incurring more costs over time. They also have varying levels of PO supervision; some may visit their PO every week, while others may have monthly visits or require home visits from their PO. The staff

time required to supervise an individual impacts that individual’s cost to the probation agency.

To determine accurate community supervision costs, consider the number of supervision officers, caseload size, and average length of community supervision sentences. If possible, estimate the number of probationers equivalent to one PO’s supervision caseload. In calculating supervision costs, remember that not all POs have the same caseload composition. For example, more intensive supervision costs more than lower levels of supervision. Some POs may have specialized caseloads composed of high-risk individuals, such as sex offenders, who require additional monitoring and more intensive supervision methods focused on behavior change; both techniques are time intensive, so costs associated with the specialized caseloads would be higher than the average caseload cost. Additionally, drug-involved probationers may require regular drug tests and more frequent visits, generating additional costs. Moreover, many community supervision departments charge supervision, program, monitoring, and testing fees. These eligible charges and rates of payment are relevant to this analysis.

Consider, also, these costs within the context of the probationer outcomes supervision strategies are targeting. Intensive supervision focused on behavior change, in proper proportion to

Cost-Benefit Analysis of Special Populations

Few jurisdictions have the internal analytic capacity to comprehensively analyze the costs of a specific population within the criminal justice system and to assess the benefit of reducing the population's recidivism and further contact with the system. One jurisdiction with this capacity is Travis County, Texas (one of three local jurisdictions that served as a pilot site for local justice reinvestment and is currently engaged in Phase II of BJA's JRI). Planners in the Travis County Justice and Public Safety Division conducted a cost-benefit analysis of the county's mental health public

defender office, which provides legal and case management services to individuals with a diagnosed mental illness and charges already in the local criminal justice system.²⁴ The cost-benefit analysis identified the marginal costs of incarcerating program clients, since their costs are dramatically higher than those for housing an individual without additional supervision and medication needs, and showed that the program was able to reduce recidivism and jail "bed day" consumption among this population enough to make the office cost beneficial after six years of operating.²⁵

offender risk and matched to offender needs, has shown to be more effective in achieving positive probation outcomes (increasing the likelihood of probation completion and reducing the likelihood of rearrest). While this supervision

strategy may be more expensive at the outset (due to the costs of training staff or providing new programming), achieving success through improved probationer outcomes can be more cost-effective in the long run.

Linking Drivers to Policy Options

Concrete policy options in response to criminal justice cost drivers

If your jurisdiction is able to identify the criminal justice population and cost drivers, as described in the previous sections, you can begin to develop specific strategies to address those drivers. As a justice reinvestment planner, this means working with your local decisionmakers to identify strategies that save the jurisdiction money while maintaining public safety. Your jurisdiction's data analysis may have identified several drivers, and there may be multiple strategies to address each driver. At this point, stakeholders should discuss the goals of certain strategies and decisions, and decide what they most want to achieve. Articulating these goals will point toward acceptable options at each decision point and help your jurisdiction determine the most appropriate policy options. As such, the justice reinvestment approach typically entails identifying and developing a number of strategies.

How does your jurisdiction select the right suite of strategies to address the identified population drivers? In identifying policies that respond to system cost drivers, remember that populations that consume significant local justice resources are typically not confined to one stage of the system. In fact, the prevalence of these populations at arrest and booking, in jail and court, and on supervision is likely the result of systemic issues that can only be addressed through multistaged interventions. For example, if

your jurisdiction has identified pretrial jail detainees with mental health diagnoses charged with minor crimes as driving your local criminal justice costs, new policies could be implemented at many stages of the criminal justice system profiled in this toolkit:

- Crisis intervention training²⁶ at **law enforcement interaction**
- Service referrals for nondetainees at **booking**
- Alternatives to warrants for FTAs at **charging/first appearance**
- Supervised community release at **pretrial placement**
- Dismissal or preadjudication diversion at **case processing**
- Community-based treatment and services at **sentencing**
- Specialized reentry planning at **jail custody and release**
- Additional services and monitoring and additional treatment in lieu of jail for violations of probation or parole conditions at **community supervision**

In narrowing down your policy options to address your criminal justice system cost drivers, your jurisdiction might consider when the driver first becomes a problem and how you can intervene at the earliest stage. However, it can be extremely difficult for jurisdictions to decide what interventions will

generate savings. Often, practitioners look to researchers to identify best practices they can replicate in their own jurisdictions. The *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition, discusses in detail many evidence-based or promising policies and programs a jurisdiction may consider at each decision point; these are highlighted briefly below. Not all of these options are equal in terms of the research that supports them or their potential impact on your system. Once you identify the options that seem most promising, conduct more research to determine whether they may work in your locality.

Law enforcement interaction

- Citing in lieu of arrest for certain criminal behaviors
- Diverting individuals to community-based services (e.g., sobriety/detox centers, education/work programs, in-/outpatient substance abuse treatment)
- Notifying jail/other stakeholders of potential spikes in arrests
- Developing geographic/certain crime enforcement patterns
- Establishing crisis intervention teams to respond to individuals with a mental illness

Booking

- Changing fingerprinting, assessment, and identification

procedures to make booking more efficient

- Restricting booking to a certain subset of charges
- Developing mobile booking units
- Charging law enforcement agencies/jurisdictions for booking
- Expediting precharging procedures (e.g., expedite affidavit process systems)

Charging/first appearance

- Coordinating with law enforcement on charging decisions (dropping charges, reducing charges, etc.)
- Expediting first appearance/arraignment hearings
- Reducing FTA rates
- Creating weekend or night courts to expedite bond and release procedures

Pretrial placement

- Implementing/increasing the use of risk assessments to inform pretrial release decisions
- Reviewing/changing bond release/release on recognizance practices
- Aligning emergency release procedures with evidence-based practice

Case processing

- Engaging in more efficient investigations

- Organizing around vertical (charge-based) prosecution
- Expediting frequently identified cases (e.g., charge-based docket) or developing specialty courts
- Expediting cases involving extra-jurisdictional holds
- Offering diversion and alternative-to-detention options
- Developing specialty courts
- Notifying witnesses of upcoming court dates (automated court date notification system)
- Implementing a “one judge, one defendant” system (to consolidate cases, especially technical violations and new charges, for individual defendants)

Sentencing

- Using sanctioning grids/matrices to determine type of sentence (incarceration versus community-based alternatives)
- Incorporating risk-level information into presentence investigation reports
- Providing judges with information on the range of sentencing options, including alternatives to incarceration, and other community-based resources
- Identifying programs that produce positive outcomes and sharing that information with judges
- Creating reentry courts

Jail custody and release

- Offering temporary release (work/education release)/weekender programs
- Improving classification procedures for sentenced individuals
- Conducting risk screening/needs assessment to determine whether needs can be met through jail programming
- Offering in-jail programming/services
- Developing social networks (e.g., mentoring)
- Creating reentry courts
- Planning for transition/discharge from the facility (establishing a continuum of care based on risk and need)
- Releasing with proper identification, certification, and other vital information
- Transporting detainees from the releasing facility to the community
- Assisting detainees with paperwork compliance (e.g., Medicaid, child support, employment services, victim restitution, etc.)
- Prioritizing family reunification in reentry programs

Community supervision

- Screening and supervising based on risk and needs assessment
- Providing programming and services commensurate to risk level and based upon assessed needs
- Conducting a risk and needs assessment to determine the appropriate supervision and constellation of programming for medium- and high-risk individuals
- Assigning risk-based caseloads
- Fostering community-based partnerships
- Responding to violations with evidence-based approaches, such as swift and certain sanctions

These examples represent only a segment of the vast suite of options relevant to each area of the criminal justice system. You will find more information on each of these options, and others, in the *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition. Your jurisdiction must also consider each option in light of the data analysis results and political realities; the following section discusses the implementation of proposed justice reinvestment strategies.

Identifying Implementation Issues and Sustaining Justice Reinvestment

Anticipating and solving implementation challenges

In implementing the policy options your jurisdiction chooses (based on the results of the data analyses), your role is to prepare for challenges the jurisdiction may face, including those arising from a team member's opposition or political obstacles, neither of which you may have direct control over.

To identify which challenges a jurisdiction may encounter, begin the implementation process with the following questions in mind:

- What are stakeholder priorities regarding where they want reinvestment?
- Are these priorities related to the criminal justice drivers or to policies that are solutions to criminal justice drivers?
- Would components of the policy/program (intervention) support sustainability?
- Is there a way to track the implementation of these strategies?
- Is there long-term support for overall justice reinvestment, which may identify savings in one part of the system and reinvestment in another part?

In reviewing and devising alternative strategies, your jurisdiction should also consider any barriers to implementing a particular program or policy change. Indeed, no matter how logical or evidence based a strategy appears on paper, it will not be successful if certain factors are not in place to support its implementation.

Several factors may challenge a jurisdiction's efforts to implement justice reinvestment strategies as intended, including historical barriers, resource barriers, logistical barriers, and legal barriers. Each is discussed in detail in *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition, and *Justice Reinvestment: A Toolkit for Local Leaders*, but addressing them is the responsibility of the local stakeholder group.

As this toolkit emphasizes, the planner's role is of utmost importance throughout the justice reinvestment

process, particularly in the early strategic planning and data collection and analysis phases. It is at this point you have the ability and responsibility to provide relevant information to the larger stakeholder group. This will ensure that the group has a strong foundation on which to identify the appropriate changes to policy and practice in your jurisdiction's criminal justice system. It is not your job to recommend specific changes to local practice, but it is your job to help the group decide on these changes together and build consensus. Though the technical work described in this toolkit may seem tedious and time consuming, it is arguably the most important part of the justice reinvestment process. Without strong planners guiding their way, stakeholders will not be able to make collaborative, data-driven changes that reduce costs, which is the ultimate goal of justice reinvestment.

Notes

1. Nancy G. La Vigne, Elizabeth Davies, Pamela Lachman, and S. Rebecca Neusteter, *Justice Reinvestment at the Local Level: Planning and Implementation Guide*, second edition (Washington, DC: The Urban Institute, 2013).
2. Allison M. Dwyer, S. Rebecca Neusteter, and Pamela Lachman, "Data-Driven Decisionmaking for Strategic Justice Reinvestment," *Justice Reinvestment at the Local Level brief 2* (Washington, DC: The Urban Institute, 2012).
3. Justin Archer, S. Rebecca Neusteter, and Pamela Lachman, "Improving Strategic Planning through Collaborative Bodies," *Justice Reinvestment at the Local Level brief 3* (Washington, DC: The Urban Institute, 2012).
4. Pamela Lachman and S. Rebecca Neusteter, "Tracking Costs and Savings for Justice Reinvestment," *Justice Reinvestment at the Local Level brief 1* (Washington, DC: The Urban Institute, 2012).
5. Please see Archer et al., "Improving Strategic Planning," and La Vigne et al., *Justice Reinvestment*, for more information on developing the strategic planning body and its functioning.
6. Tracey Kyckelhahn, *Justice Expenditures and Employment, FY 1982–2007: Statistical Tables* (Washington, DC: Bureau of Justice Statistics, 2011). Although the listed criminal justice costs represent only those incurred by county and municipal budgets, other costs are often associated with locally detained individuals. For example, court costs are frequently state expenditures but may represent individuals concurrently consuming local resources, such as the costs associated with local jail stays.
7. For more information about developing and sustaining a criminal justice coordinating council, see Peggy McGarry and Becky Ney, *Getting It Right: Collaborative Problem Solving for Criminal Justice* (Washington, DC: National Institute of Corrections, 2006) and Robert C. Cushman, *Guidelines for Developing a Criminal Justice Coordinating Committee* (Washington, DC: National Institute of Corrections, 2002).
8. A sample project charter can be found in La Vigne et al., *Justice Reinvestment*.

9. For more information on how leaders of a strategic planning body can engage in data collection, review the local justice reinvestment data brief Dwyer et al., "Data-Driven Decisionmaking."
10. Gail Elias, *How to Collect and Analyze Data: A Manual for Sheriffs and Jail Administrators*, 3rd ed. (Washington, DC: National Institute of Corrections, 2007).
11. For more information on how a jurisdiction can develop common definitions for key public safety terms, see "What Factors Characterize Justice-Involved People?" in La Vigne et al., *Justice Reinvestment*.
12. For more information on data linking across criminal justice and social services systems, see Diana Brazzell, *Using Local Data to Explore the Experiences and Needs of Children of Incarcerated Parents* (Washington, DC: The Urban Institute, 2008).
13. See Lachman and Neusteter, "Tracking Costs and Savings," for more information on basic and advanced cost analyses.
14. For more information about decision points, see La Vigne et al., *Justice Reinvestment*.
15. Gary Christensen, Jesse Jannetta, and Janeen Buck-Willison, "The Role of Screening and Assessment in Jail Reentry," Transition from Jail to Community Initiative practice brief 1 (Washington, DC: The Urban Institute, 2012).
16. Todd D. Minton, *Jail Inmates at Midyear 2011—Statistical Tables* (Washington, DC: Bureau of Justice Statistics, 2012).
17. County Commissioners Association of Pennsylvania and Temple University, "Exploring Problems and Prospects for Controlling County Jail Populations in the United States," (Washington, DC: National Institute of Justice, 2005).
18. Transition or discharge planning refers to preparing an individual for his or her release from jail or another local detention facility. Compared to transition planning in prisons, which can last months, jails sometimes only have days to prepare individuals for release. However, the transition process is equally, if not more, important for jail detainees as it is for prisoners. For more information, visit the Transition from Jail to Community Initiative website at <http://www.jailtransition.com> (accessed August 31, 2012).
19. See the *National Association of Pretrial Services Agencies Standards on Pretrial Release*, 3rd ed., as approved by the NAPSA Board of Directors, October 2004; and *ABA Criminal Justice Standards on Pretrial Release*, 3rd ed., as approved by the ABA House of Delegates, February 2002.
20. The program took six years to become cost-beneficial because it needed to serve enough people (304 clients) to garner a large enough reduction in jail "bed day" consumption to reduce the jail's average daily population. As discussed, marginal cost savings only have tangible budgetary implications when associated with a population reduction.
21. See McGarry and Ney, *Getting It Right*; a comprehensive discussion of the system-mapping process begins on page 109.
22. Steve Aos and Elizabeth Drake, *WSIPP's Benefit-Cost Tool for States: Examining Policy Options in Sentencing and Corrections* (Olympia: Washington State Institute for Public Policy, 2010).
23. John Roman and Aaron Chalfin, *Does It Pay to Invest in Reentry Programs for Jail Inmates?* (Washington, DC: The Urban Institute, 2006).
24. For more information, see the Transition from Jail to Community Online Learning Toolkit, Module 5, Section 2, at http://www.urban.org/projects/tjc/Toolkit/module5/section2_1.html (accessed August 31, 2012).
25. Tonya Mills and Eric Calkins, *Mental Health Public Defender Cost-Benefit Analysis, 2012*. (Austin, TX: Travis County Justice and Public Safety Division, 2012).
26. Police agencies with crisis intervention teams appoint liaison officers to work with mental health professionals and hospital staff to divert individuals with a mental illness from the criminal justice system. In most jurisdictions, the 9-1-1 dispatcher will alert the police if a call involves a person with a mental illness, and these liaison officers will respond to the call.

Appendix A

Time- and Efficiency-Related Data Measures

1. Law enforcement interaction

- Time between incident (reported) and arrest
- Time between arrest and case/complaint filing
- Time between arrest and first appearance

2. Booking

- Percentage of booked population staying
 - Less than 6 hours
 - Less than 24 hours
 - Less than 72 hours
 - Less than 1 week
 - Less than 1 month

3. Charging/first appearance

- Time between arrest and case filing
- Time between arrest and pretrial risk assessment
- Time between arrest and first appearance

4. Pretrial placement

- Percentage of pretrial jail population staying
 - Less than 72 hours
 - Less than 1 week

- Less than 1 month
- More than 1 year
- Average length of pretrial jail stay
- Percentage of pretrial population released on bail (money bail or surety bond)
 - Time detained before posting bail
 - Less than 6 hours
 - Less than 24 hours
 - Less than 72 hours
 - Less than 1 week
 - Less than 1 month
 - FTA rate
- Percentage of pretrial population released on recognizance
 - FTA rate

5. *Case processing*

- Time between first appearance and trial by offense type and disposition status
- Time between first appearance and plea agreement by offense type and disposition status
- Time between first appearance and disposition by offense type and disposition status
- Number of continuances per case
- Number of FTAs per case

6. *Sentencing*

- Average sentence length by offense type

- Average sentence length by court
- Average sentence length by sentence type (prison, jail, supervision split sentences)
- Average sentence length of “time served” sentence

7. *Jail custody and release*

- Total time in jail post-trial
- Total time in jail post-sentencing
- Total time in jail awaiting placement to other facility:
 - Prison bed
 - Hospital bed
 - Treatment bed
 - Prerelease facility bed

8. *Community supervision*

- Total time awaiting presentencing investigation
- Total time on supervision
- Total time on supervision by number of violations
- Total time in jail awaiting response from judge/supervision agency (e.g., revoke or not)—broken down according to technical violations and new charges
- Total time in jail awaiting revocation hearing—broken down according to technical violations and new charges
- Failure rate within certain time periods (e.g., 1 month, 6 months, 1 year)



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