



# Improving performance to better serve our county residents

Countywide operational performance review –  
Santa Barbara Probation Department

December 2020

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# Executive summary

## Scope and methodology

The County of Santa Barbara (the County) contracted with KPMG in May 2019 to conduct an operational and performance review of all County departments. The Probation Department (Department) review commenced in June 2020. The purpose of this review is to provide a high-level assessment of the Department, identify strengths and opportunities, and benchmark financial and operational areas with similar jurisdictions with the focus to improve the overall operational efficiency, effectiveness, and service delivery provided by the Department.

Over a 16-week period, the KPMG team conducted the following activities:

- **More than 30 interviews** with Department leadership and staff to understand the organizational structure, roles and responsibilities, operations, and processes of the Department.
- **Analysis of data available, reports, and policy documents** to understand the demands upon and the operations of the Department.
- A **benchmarking and leading practice review** was conducted of the County with eight recommended benchmark counties: Marin, Monterey, Placer, San Luis Obispo, Santa Cruz, Solano, Sonoma, and Tulare. Specific additional counties were analyzed based on feedback from Probation Department leadership, subject matter experts, and available online information.

This report outlines the findings of the operations and performance review and details recommendations for the management of the Probation Department.

As revenue and cost constraints grow due to the economic impact of the COVID-19 pandemic, pressure will increase for public safety agencies to diagnose cost drivers and develop savings solutions—without undermining the delivery of public safety services to county residents. Given this fiscal environment, this report outlines recommendations to help maximize the impact of the Probation Department’s available resources through optimized population, staffing, workload, and performance management, as well as technology and process improvements.



# Executive summary

## Department orientation

**Mission statement:** The Probation Department’s mission is to protect and serve the community by providing information and recommendations to the Courts; providing safe, secure, and effective juvenile detention and treatment programs; enforcing court orders and supervision and release conditions, requiring client responsibility/accountability, and supporting rehabilitation; and supporting victims of crime by facilitating reparation and restitution collection.

### Probation Department responsibilities within the scope of this review:

- 1 Provide custody, education, vocational, and treatment services for youth detained at the Santa Maria Juvenile Hall (SMJH) and the Los Prietos Boys Camp (LPBC).

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- 2 Provide assessment, investigation, pretrial, and supervision services for justice-involved individuals

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- 3 Provide victim assistance through notification services and the collection of restitution.

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### Recommended budget (2020/21):

|                    |                  |                             |
|--------------------|------------------|-----------------------------|
| <b>\$61.9M</b>     | <b>\$0K</b>      | <b>337</b>                  |
| Operating Expenses | Capital Expenses | Full-time Equivalents (FTE) |

### County benchmarks:

|      |                              | Santa Barbara County     | Average  |
|------|------------------------------|--------------------------|----------|
|      |                              | <b>Budgets in \$'000</b> |          |
| FY19 | <i>Probation FTE</i>         | 328                      | 216      |
|      | <i>Percent of Enterprise</i> | 7.71%                    | 6.02%    |
|      | <i>Probation Budget</i>      | \$58,932                 | \$45,489 |
|      | <i>Percent of Enterprise</i> | 5.16%                    | 3.98%    |

### Organizational structure



# Executive summary

## Commendations

### Staff dedication

The staff of the Probation Department demonstrated a clear commitment to the pursuit of justice and to supporting their clients. Department management and leadership cited numerous examples of staff who work long hours to carry heavy workloads or overcome administrative or process obstacles to deliver results for the Department.

### Reduction in juvenile detention

In recent years, the Department has dramatically reduced the County's use of juvenile detention. Prior to this work, one-third of youth in Juvenile Hall were in custody for a technical violation and half of youth at the Los Prietos Boys' Camp had committed only misdemeanor offenses. To reduce the in-custody population, the Department has implemented initiatives such as revised booking criteria, an updated risk assessment tool, a graduated sanctions matrix, and the expansion of trauma-informed care in place of traditional models of compliance-based supervision.

### Efforts to reduce technical violations in the adult population

The Adult Services Division has commendably been working to reduce the use of probation revocations. Recognizing that 45 percent of the pre-pandemic jail population had Probation involvement, Department leadership has instituted enhanced oversight of revocations to help ensure they are used only when a client poses a "imminent, contemporaneous public safety issue." Additionally, the Department has implemented a bank caseload (i.e., low-risk caseload) reduction project to allow eligible clients to terminate their probation in response to sustained good behavior or other positive achievements.

### Commitment to data and outcome measurement

The Department's Research and External Affairs team has been working to revise the performance measures in its contracts with third-party providers, who deliver services to Probation clients. These updated measures focus on client outcomes, rather than contractor outputs. The Juvenile Division contract performance measures have been revised, while the Adult Division contract performance measures revisions are targeted for the upcoming year. This report details recommendations to further expand performance measurement at the Department. However, it is important to note that leadership and management Department-wide embrace data-driven assessments of Department operations.

### Creation of the Master Name Index (MNI)

The Department should be commended for its lead role in developing the MNI. The impetus behind the MNI is to increase data sharing between the Santa Barbara County justice-related departments. It allows for the bidirectional sharing of information into a secure portal that allows for accurate status updates regarding the people involved with multiple departments. The County's four criminal justice departments (Sheriff, Probation, Public Defender, and District Attorney) are committed to the MNI, as is the Court, and implementation is proceeding. In addition, Behavioral Wellness (BeWell) has also committed to the project and signed the memorandum of understanding (MOU). The creation and expansion of the MNI has largely been driven by the Probation Department.

# Executive summary

## Renew '22 Mapping

The recommendations made within the Department operational and performance review have been aligned to the Renew '22 Transformation Behaviors to help ensure that the recommendations are driving toward the Renew '22 strategic vision, as seen in Figure 1 below. The blue tiles identify the Renew '22 Transformation Behaviors that align to each recommendation.

|                            |     | Transformation Behaviors  |                             |                    |             |                               |
|----------------------------|-----|---|-----------------------------|--------------------|-------------|-------------------------------|
|                            |     | Alignment with Vision   | Data Driven Decision Making | Strategic Thinking | Risk Taking | Collaborative Problem Solving |
| Department Recommendations | 1.1 | Develop overarching strategic plan to align Department operations, new initiatives, and budget development to strategic priorities  |                             |                    |             |                               |
|                            | 1.2 | Strengthen capacity for monitoring and planning for legislative changes, and review processes for communicating information to staff                                      |                             |                    |             |                               |
|                            | 2.1 | Review senior staff responsibilities to enhance delegation of tasks to the appropriate staff level and right-size manager workload  |                             |                    |             |                               |
|                            | 2.2 | Develop a proactive strategy to enhance succession planning and Department resiliency   |                             |                    |             |                               |
|                            | 3.1 | Enhance use of an activity-driven, workload-based caseload allocation model to inform staffing and budgeting decisions  |                             |                    |             |                               |
|                            | 3.2 | Continue commitment to analyzing drivers of Probation and Post Release Community Supervision (PRCS) revocations to improve client outcomes while maximizing state funding |                             |                    |             |                               |
|                            | 4.1 | Continue efforts to utilize demand-based, data-driven staffing to best align workforce to changes in population size and supervision philosophy                           |                             |                    |             |                               |
|                            | 4.2 | Develop a strategic roadmap to guide and prioritize ongoing expansion of rehabilitative programming   |                             |                    |             |                               |
|                            | 4.3 | Expand scenario planning for excess Juvenile Hall and Camp capacity to maximize impact of County resources  |                             |                    |             |                               |
|                            | 5.1 | Develop a data management strategy to improve the quality and efficient use of data across the Department   |                             |                    |             |                               |
|                            | 5.2 | Expand performance measures to increase insight into staff activities and Department operations   |                             |                    |             |                               |

Figure 1: Source: KPMG LLP

# Executive summary

## Department recommendations

Department recommendations relate to the systems and processes needed for the Department to more efficiently manage its operations in delivering public safety services to County residents.

| #                                  | Department recommendations  |
|------------------------------------|---|
| <b>Strategy and budget</b>         |   |
| 1.1                                | Develop overarching strategic plan to align Department operations, new initiatives, and budget development to strategic priorities  |
| 1.2                                | Strengthen capacity for monitoring and planning for legislative changes, and review processes for communicating information to staff                                      |
| <b>Organizational structure</b>    |   |
| 2.1                                | Review senior staff responsibilities to enhance delegation of tasks to the appropriate staff level and right-size manager workload  |
| 2.2                                | Develop a proactive strategy to enhance succession planning and Department resiliency   |
| <b>Community supervision</b>       |   |
| 3.1                                | Enhance use of an activity-driven, workload-based caseload allocation model to inform staffing and budgeting decisions  |
| 3.2                                | Continue commitment to analyzing drivers of Probation and Post Release Community Supervision (PRCS) revocations to improve client outcomes while maximizing state funding |
| <b>Institutions</b>                |   |
| 4.1                                | Continue efforts to utilize demand-based, data-driven staffing to best align workforce to changes in population size and supervision philosophy                           |
| 4.2                                | Develop a strategic roadmap to guide and prioritize ongoing expansion of rehabilitative programming   |
| 4.3                                | Expand scenario planning for excess Juvenile Hall and Camp capacity to help maximize impact of County resources   |
| <b>Data-driven decision-making</b> |   |
| 5.1                                | Develop a data management strategy to improve the quality and efficient use of data across the Department   |
| 5.2                                | Expand performance measures to increase insight into staff activities and Department operations   |

# Executive summary

## Current and recommended operating model

Figure 2 below summarizes the Probation Department’s current-state operating model across six design layers, as well as the target state that can be achieved by implementing the recommendations in the following sections. Each operating model layer describes a continuum of maturity that articulates how the Probation Department can be designed to deliver services optimally. These layers were also used to structure the observations, analysis and recommendations of the review of the Probation Department. Detailed descriptions of the six design layers can be found in Appendix D.

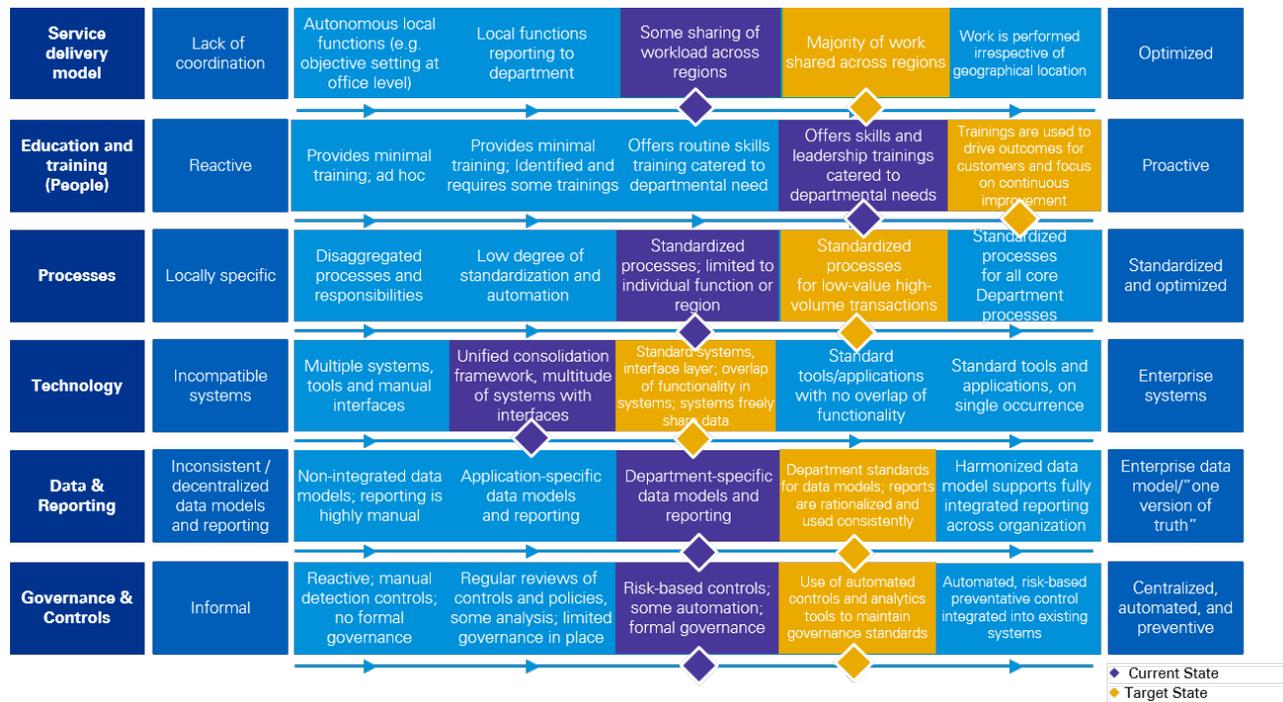


Figure 2: Source – KPMG LLP