



## Legislative Fiscal Bureau

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Joint Committee on Finance

Paper #296

### **Community Reentry Funding (Corrections -- Adult Community Corrections)**

[LFB 2009-11 Budget Summary: Page 222, #4]

#### **CURRENT LAW**

The Department of Corrections expends purchase of services for offenders for the purchase of goods, care and services, including community-based residential care, for inmates, probationers, parolees, and persons on extended supervision. Funding in 2008-09 for community purchase of services is \$27,518,300 GPR.

#### **GOVERNOR**

Provide \$2,487,600 GPR in 2009-10 and \$3,197,300 GPR and 11.0 GPR positions annually for community reentry services, including risk assessments, better management of purchase of services dollars, research and measure programs, and dual-diagnosis rehabilitation programming.

#### **DISCUSSION POINTS**

1. The bill would provide funding and staffing for community reentry services, including: (a) \$689,500 GPR in 2009-10 and \$1,408,500 GPR in 2010-11 for increased costs and capacities associated with community housing, including emergency housing, halfway house beds, and temporary living placements; (b) \$1,110,100 in 2009-10 and \$989,800 in 2010-11 for costs associated with conducting risk assessments on all offenders under the Department's supervision; and (c) \$688,000 in 2009-10 and \$799,000 in 2010-11 for reentry staffing, including: 6.0 corrections program specialists, 2.0 research analysts, 2.0 integrated systems business automation positions, and 1.0 staff development director.

2. Related to community housing for offenders, the bill would provide \$689,500 GPR in 2009-10 and \$1,408,500 GPR in 2010-11 including: (a) \$495,100 in 2009-10 and \$638,400 in 2010-11 for emergency housing; and (b) \$194,400 in 2009-10 and \$770,100 in 2010-11 for halfway

house beds and temporary living placements.

3. The above-cited funding for community housing (\$689,500 in 2009-10 and \$1,408,500 in 2010-11) includes monies both for increases in costs for existing contracts and bed space in the community and for providing increased capacity for housing. Currently, the Department contracts for approximately 530 halfway house beds and 400 temporary living placements, with an average of 70 emergency housing beds per night. Given the current fiscal condition of the state, however, the Committee may wish to pursue cost savings by deleting funding for increased capacity of community housing. Under this alternative, \$259,400 GPR in 2009-10 and \$482,500 GPR in 2010-11 would be provided for community housing options for offenders at the current level of capacity. [Alternative 2]

4. The bill would also provide funding for conducting annual risk assessments on all offenders under the Department's supervision (\$1,110,100 GPR in 2009-10 and \$989,800 GPR in 2010-11) and for reentry staffing (\$688,000 GPR in 2009-10 and \$799,000 GPR in 2010-11 and 11.0 positions annually). The Department indicates reentry staffing would be utilized for the coordination of reentry services, including "identifying and tracking new funding opportunities, gathering and analyzing data, evaluating existing programs, and setting/implementing policies and operating procedures which are consistent throughout the Department."

5. It should be noted that a Legislative Council study committee, the Justice Reinvestment Initiative Oversight Committee (JRIO Committee), has been working with the Council of State Governments (CSG) Justice Center to look at the state's criminal justice trends and develop policy options related to correctional practices. The CSG Justice Center recently presented policy recommendations, which were voted for passage by the JRIO Committee on May 15, 2009. Potentially relevant to the community reentry funding in AB 75, the JRIO Committee recommended the following, related to community supervision services:

***Community Alternatives to Revocation.*** Require the Department to establish community alternatives to revocation with the goal of increasing public safety, reducing the risk of offenders on community supervision, and reducing the recidivism rate of persons on probation, parole, or extended supervision for a felony by 25% by 2011. The alternatives must target the criminogenic needs of medium- and high-risk offenders and, in establishing alternatives, the Department must consider the capacity of existing services and any gaps in services for medium- and high-risk offenders placed in the community.

Community alternatives to revocation must include all of the following: (a) alcohol and other drug treatment, including residential treatment, outpatient treatment, and aftercare; (b) cognitive group intervention; (c) day reporting centers; and (d) other alternatives promulgated by the Department by rule.

The Department must ensure that services provided meet all of the following conditions: (a) target offenders at medium or high risk for revocation as determined by valid, reliable, and objective risk assessment instruments approved by the Department; (b) provide offenders with needed

supervision and services to improve the offender's opportunity to successfully complete his or her sentence; services may include employment training and placement, educational assistance, transportation, and housing; services must address the offender's criminogenic risks, needs, and responsivity characteristics; (c) use a system of intermediate sanctions for violations; and (d) be based upon an assessment and evaluation of the offender using valid, reliable and objective instruments approved by the Department.

Further, the Department must develop an accountability system for monitoring and tracking offenders receiving services in order to evaluate the effectiveness of services provided in decreasing arrests, reconvictions, and returns to prison among persons participating in community alternatives to revocation. The Department must report annually to the Governor, the Legislature, and the Director of State Courts, setting forth the scope of the services provided, the number of arrests, reconvictions, and returns to prison of persons on probation, parole, or extended supervision among offenders receiving community alternatives to revocation services, progress toward the goal of reducing recidivism, and adjustments to services that will be made to reach the goal.

The Department must also provide training and skill development for probation and parole agents in risk reduction and intervention. Additionally, the Department must develop policies to guide probation and parole agents in the supervision and revocation of offenders on probation, extended supervision and parole and best practices relating to the use of alternatives to revocation of supervision.

6. Although the work of the CSG Justice Center and the JRIO Committee have been independent of the budget process, and not involved the provisions of AB 75, the funding and staffing for risk assessments and reentry could help facilitate some of the CSG recommendation by providing resources for assessments and evaluations of offenders, and for the development of an accountability system to evaluate the effectiveness of services. While the community reentry initiative in AB 75 is broader than the CSG recommendation, which focuses on alternatives to revocation, both support policies of improving community services to offenders. As such, the Committee may wish to only approve the funding for risk assessment and reentry staffing. [Alternative 3]

## **ALTERNATIVES**

1. Approve the Governor's recommendation to provide \$2,487,600 GPR in 2009-10 and \$3,197,300 GPR and 11.0 GPR positions annually for community reentry services, including risk assessments, better management, management of purchase of services dollars, research and measure programs, and dual-diagnosis rehabilitation programming.

2. Modify the Governor's recommendation by deleting \$430,100 GPR in 2009-10 and \$926,000 GPR in 2010-11 associated with expanded community housing. [This alternative would provide funding for existing contracts and capacity for community housing (\$259,400 in 2009-10 and \$482,500 in 2010-11) and would adopt the Governor's recommendation to provide funding for

risk assessments and reentry staffing (\$1,798,100 in 2009-10 and \$1,788,800 in 2010-11 with 11.0 positions annually).]

<b>ALT 2</b>	<b>Change to Bill</b>
	Funding
GPR	- \$1,356,100

3. Modify the Governor's recommendation by deleting \$689,500 GPR in 2009-10 and \$1,408,500 GPR in 2010-11 associated with community housing. [This alternative would provide funding for conducting risk assessments on all offenders and reentry staffing (\$1,798,100 in 2009-10 and \$1,788,800 in 2010-11 with 11.0 positions annually).]

<b>ALT 3</b>	<b>Change to Bill</b>
	Funding
GPR	- \$2,098,000

4. Delete provision.

<b>ALT 4</b>	<b>Change to Bill</b>
	Funding Positions
GPR	- \$5,684,900 - 11.00

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