

**Kansas Justice Reinvestment Initiative (JRI) Proposal**

**Applicant:** Sedgwick County Division of Corrections, Community Corrections

**Purpose:** To strengthen probation supervision, community safety and client success by increasing behavioral interventions proven to reduce recidivism with adult felony offenders.

**Abstract:** The proposal seeks to sustain the positions we currently have in place to support substance abuse and mental health issues with strategies proven to reduce recidivism.

**Funding**

Sustain Current Funding: SFY 2019 (July 1, 2018 – June 30, 2019) \$627,263

Date: March 12, 2018

**Introduction**

Sedgwick County Division of Corrections (SCDOC) operates Community Corrections Act programs in the 18<sup>th</sup> Judicial District. Over 2,864 clients are served annually, with an average daily census of over 1,500. The program provides the District Court intermediate level sanctioning and supervision options in sentencing felony offenders to probation vs. prison. Supervision options include intensive supervision of clients living in the community and residential placement as an intermediate sanction and “last chance” supervision option offered to the District Court as an alternative to prison for clients in violation of probation conditions.

Sedgwick County has the highest caseload of community corrections clients in the State of Kansas. The revocation rate significantly exceeds the statewide average of 27% (SFY 17). The local average rate has been as high as 58% (SFY 12) to as low as 42.8% (SFY 17). This Justice Reinvestment Initiative (JRI) and evidence based programming has played an integral role in improving outcomes with the clients served in Sedgwick County.

This proposal seeks funding to sustain our current service intensity with behavioral interventions to reduce probation failure and increase client success. In SFY17, SCDOC experienced an increase in clients successfully completing probation as compared to SFY16. However, the legislative requirement of a 3% increase in successful completions from the previous SFY was not achieved. Specifically, the success rate rose by .5% (56.7% to 57.2%). The revocation rate was reduced from 43.3% to 42.8%. This is lowest revocation rate in the history of Sedgwick County Community Corrections (SCCC). However, there remains room for ongoing improvements in our local services compared to our own history and far more considering the research on use of evidence-based programming.

In SFY17, SCCC achieved significant improvement in several key domains that include Accommodation, Alcohol/Drug and Emotional/Personal as noted in the below chart. These are all domains the JRI funding targets for our moderate to very high risk population in Sedgwick County. Many of these domains are touched by the internal services afforded to us by the JRI which include cognitive skills classes, group and individual therapy sessions, specialized mental health case management and peer mentoring support for clients that are high risk for alcohol and drug abuse. This demonstrates that core correctional practices combined with behavioral health support services can achieve positive outcomes. Finally, the arrows listed in Unsuccessful and Successful columns below are reflective of an increase or decrease based on the percentage in each respective domain as compared to SFY16.

| SFY17                  | Percent Unsuccessful by LSI-R Domain | Percent Successful by LSI-R Domain | Percent Point Difference  |
|------------------------|--------------------------------------|------------------------------------|---------------------------|
| LSI-R Domain           | Risk Level                           | Risk Level                         | Risk Level                |
|                        | Moderate, High, Very High            | Moderate, High, Very High          | Moderate, High, Very High |
| Criminal History       | 461/1012<br>45% (NC)                 | 551/1012<br>55% (NC)               | 10                        |
| Education / Employment | 407/649<br>63%↑                      | 242/649<br>37%↓                    | 26                        |
| Financial              | 403/779<br>52%↑                      | 342/676<br>48%↓                    | 4                         |
| Family / Marital       | 344/636<br>54% (NC)                  | 292/636<br>46% (NC)                | 8                         |
| Accommodation          | 200/288<br>69%↓                      | 88/288<br>31%↑                     | 38                        |

|                         |                  |                  |    |
|-------------------------|------------------|------------------|----|
| Leisure / Recreation    | 456/1011<br>45%↑ | 551/1011<br>55%↓ | 10 |
| Companions              | 430/772<br>56%↑  | 342/772<br>44%↓  | 11 |
| Alcohol / Drug          | 314/456<br>68%↓  | 148/462<br>32%↑  | 36 |
| Emotional / Personal    | 308/620<br>50%↓  | 312/620<br>50%↑  | 0  |
| Attitudes / Orientation | 368/513<br>72%↑  | 125/417<br>28%↓  | 44 |

↑↓ NC – denotes increase/decrease or no change in successful/unsuccessful completions as compared to SFY16 data.

As cited above, the data chart in the table shows the Attitudes/Orientation and Education/Employment domains are ripe for targeting strategies. In summary, this means using best practices and proven intervention strategies to help clients change criminal thinking patterns. In these two domains, resources need to be intensified and targeted in order to improve successful outcomes.

In SFY16, a plan was implemented to assess services and increase use of best practices and a professional consultation was provided to assist in this process. Dr. Shelley Listwan from the University of North Carolina at Charlotte completed a program evaluation of the Adult Intensive Supervision Program (AISP) and the Adult Residential Center. In the report, Dr. Listwan identified programming and residential placement for the Intensive Supervision Level I (ISL) clients as an area to target for improvement.

Employment services were enhanced by our internal Offender Workforce Development Specialists (OWDS) for our ISL I population at Residential and the Career Quest program is in place in AISP for the general population along with on-going support from the Work Force Center (WFC). In addition, our Program Providers implemented cognitive skills programming for these high risk clients. One of the difficulties with the ISL population is to attend and successfully complete these groups. So, SCCC will work to develop a plan to respond to this particular problem area.

Team CARE (Climbing Above, Reaching Expectations) is the team responsible for supervising ISL I clients. The high risk clients (ISL I) who score 29 or above on the LSI-R are supervised by this specialized team. Intensive Supervision Officers (ISOs) on the team retain those clients that score 29 or above on the LSI-R. The global positioning system tools are utilized to monitor each client initially assigned to the team at intake to ensure engagement in services and promote public safety. New client orientation is held each week which outlines the expectations and benefits from this placement. ISOs work collaboratively with an on-site JRI therapist, case manager and peer mentor to identify and target the needs of individuals who can benefit from their services.

A significant cross section of the population assigned to the CARE Team experience issues that involve homelessness and mental health. In SFY18, the Community Corrections Advisory Board approved the use of ten (10) residential beds to pilot this project. SCCC believes it is essential to address and stabilize mental health and housing concerns for this population before focusing on other areas such as employment and education. While it is still too early to tell, indications are the ISL I clients who are receiving Residential services are being successful.

### **Proposed Plan and Positions**

In conjunction with the Sedgwick County Community Corrections Advisory Board the department proposes the following funding and intervention strategies to improve outcomes.

#### **Program Providers (Priority #1)**

Since the inception of the Risk Reduction Initiative in SFY08, we have incorporated the Change Companies, “Getting it Right” curriculum with the clients we serve. Over the course of the last several years we have focused on the delivery and fidelity of cognitive skills programming. We have highly skilled and invested Intensive Supervision Officers (ISO I) to lead all of our cognitive skills and employment groups and are experiencing positive results.

In SFY13, we made an effort to improve outcomes by stretching resources and provided cognitive skills groups without any co-facilitators. This decision allowed us to increase the number of cognitive skills groups and the number of clients served. Best practice is to co-facilitate. The Justice Reinvestment Initiative funding has been instrumental in providing four program providers that now co-facilitate all cognitive skills groups that include the “Getting It Right and Seeking Safety” curriculums.

In reviewing SFY17 data, clients who were engaged in cognitive skills groups consistently remained in our program for longer periods or successfully completed probation. A total of 285 clients attended the groups throughout the year and 75% were still in the program or had successfully completed. In reviewing the SFY17 LSI-R data in the table below, it is apparent clients are decreasing in risk

level during the initial six months of receiving cognitive skills programming. However, indications from the group that received cognitive skills programming in SF17 reflects that decreasing risk from re-assessment to discharge will need to be a focus.

| <b>LSI-R Change Scores Comparing Initial, Reassessment &amp; Discharge for Clients Receiving Cognitive Skills Programming</b> | <b>#</b> | <b>%</b> |
|---|----------|----------|
| Decreased from Initial to Reassessment  | 158      | 51%      |
| Increased from Initial to Reassessment  | 80       | 26%      |
| Decreased from Reassessment to Discharge  | 17       | 6%       |
| Increased from Reassessment to Discharge  | 12       | 4%       |
| Stayed the Same/Had only 1 Score  | 40       | 13%      |

The current plan is to retain our four (4) program providers and reallocate another ISO to assist with this effort to allow us to increase the number of groups, especially for the ISL I population. This structure will allow our program providers to reach over 300 clients during the SFY19. Our cognitive programming statistics reveal that 75% of the clients that receive these services either successfully complete probation or are still active in our program. We are requesting \$268,204 to fund these four (4) positions, \$1,500 for cognitive skills workbooks, \$3,000 for training, \$500 for supplies, and \$2,000 for mileage reimbursement.

**Care Coordinator(s) (Priority #2)**

Probation clients who suffer from mental illness and developmental disabilities often struggle to meet the demands of community supervision. We want to continue our partnership with COMCARE to maintain a specialized interventions team to provide a collaborative case management approach to this high risk and very challenging population. In reviewing the SFY17 LSI-R domain data, 62 more clients successfully completed probation that scored moderate to very high risk in the Emotional/Personal domain than in SFY16. This represents an overall increase of 5%.

Embedding these specialized mental health providers inside the SCDOC facilities is making a significant difference with clients being successful on probation and completing the program. It is remarkable the value they bring to the organization by addressing mental health concerns immediately in this correctional environment. Their collaboration with the ISO staff allows for a comprehensive approach to effectively and quickly addressing mental health concerns for clients in Sedgwick County.

It is our plan to continue funding the four (4) positions and co-locate them with our staff at each of our locations. This team of mental health professionals will assist in facilitating access to services for clients who have underlying mental and physical health issues and will work to keep them engaged in those services that are critical to them succeeding in the community. We are requesting funding for the following:

- Two (2) care coordinators (therapists) that will conduct mental health assessments and make referrals for services accordingly. The therapists may also make referrals for psychological evaluations when a developmental disability is identified. The therapists conduct 1-on-1 therapy sessions, as needed, and facilitate peer support groups.
- Two (2) care coordinators (case managers) will continue to partner with ISOs to ensure swift referrals and access to a broad range of services tailored to meet the individual needs of the client. Care coordinators will ensure continuity of services from jail to community and to assist clients in maintaining stability throughout the duration of their probation.
- The combined cost to fund two (2) care coordinators (Therapists) and two (2) mental health case managers is \$228,238.

**Recovery Specialists (Priority #3)**

To better address clients with more serious substance abuse problems we propose continued collaboration with Higher Ground, a local treatment provider, to provide recovery services and intensive support. In reviewing the SFY16 LSI-R domain data, 42 more clients successfully completed probation that scored moderate to very high risk in the Alcohol/Drug domain than in SFY15. Our plan is to target these clients for services by risk using their assessed supervision level (Intensive Supervision Level or ISL) as follows:

- One (1) recovery specialist would target our ISL I and II population to help develop a support system and provide 1-on-1 mentoring for this high-risk group while they are in treatment. They will provide case management and work collaboratively with the ISOs who supervise this population. They will maintain a caseload of 15-30 clients and serve approximately 80 clients a year.
- One (1) recovery specialist would target our ISL II/III population in AISP and residential. They will provide similar services mentioned above with one exception. They will assist the staff reentry team with transition planning and support to the clients

moving from residential into the community. The preferred referral criteria will include ISL I/II/III clients that score moderate to very high risk in the Education/Employment, Companions, Alcohol/Drug and Attitude/Orientation domains on the LSI-R.

Local data supports the need for continued services in this area. The proposed partnership will result in a comprehensive approach to addressing treatment needs, specialized services, easier access to support services and the ability to quickly engage clients in services directly linked to reducing risk in the identified target areas. We are requesting funding in the amount \$111,187 to support these positions in SFY 2019.

**Voucher Funds**

We are requesting \$5,000 to assist in providing funds for mental and physical health medication.

**SFY17 Behavioral Health Outcomes**

| Performance Measures   | SFY 2015 | SFY 2016 | SFY 2017 |
|--|----------|----------|----------|
|  | Actual   | Actual   | Actual   |
| Number of Program Provider clients served                            | 329      | 252      | 285      |
| Program Provider percent of revocations                              | 43/13%   | 40/16%   | 27/9%    |
| Program Provider percent of clients with absconder and jail statuses | 34/10%   | 21/9%    | 47/16%   |
| Number of COMCARE clients served                                     | 292      | 480      | 405      |
| COMCARE percent of revocations                                       | 17/6%    | 4/.83%   | 61/15%   |
| COMCARE percent of clients with absconder and jail statuses          | 56/19%   | 46/10%   | 63/16%   |
| Number of Higher Ground clients served                               | 96       | 201      | 128      |
| Higher Ground percent of revocations                                 | 14/15%   | 26/13%   | 14/11%   |
| Higher Ground percent of clients with absconder and jail statuses    | 13/14%   | 44/22%   | 16/13%   |

**Anticipated Impacts in SFY19 and SFY20**

According to the latest Kansas Department of Corrections termination by supervision level data in SFY17, Sedgwick County experienced a total of 223 Intensive Supervision Level I (ISL) revocations. This number represents an increase as compared to SFY16. The overall state-wide number for ISL I client revocations increased from 613 in SFY16 to 691 in SFY17. This represents an increase of 78 revocations state-wide. SCCC did experience 43 ISL I successful completions in SFY17. This represents a 5% increase in successful completions when compared to SFY16. Obviously, our local rate was very high but it has significantly improved since SFY12. In SFY12, we experienced a total of 300 ISL I revocations and have reduced that to 223 in SFY17.

At this point in the fiscal year, it is uncertain what our annual average will be for the ISL I population. Since the advent of HB2051 and the cut-levels being established to differentiate client placement into Community Corrections or Court Services, a larger number of ISL I clients have been assigned to SCCC. As a result, the ISL I Team has been provided with additional resources and Residential is being utilized in a new way to bring structure to a cross section of this population.

Based on the demographics of our community, this is an incredibly challenging population to supervise and change criminal behavior. Having the funding to provide more intensive services for this group would help increase success and decrease recidivism. The impacts of HB2051 and the increase of ISL I clients statewide represents an on-going challenge to improve outcomes with this difficult population. The table below shows our new baseline and projected targets to reduce ISL I revocations from SFY18 to SFY20:

| SFY   | % of Reduction | Number of Revocations |
|-------|----------------|-----------------------|
| SFY18 | 2%             | 220 to 216            |
| SFY19 | 2%             | 216 to 212            |
| SFY20 | 2%             | 212 to 208            |

The additional cognitive skills groups, specialized programming and ongoing technical assistance from the Kansas Department of Corrections will assist us in measuring service quality and making refinements to meet the goals. These are two critical components that we plan to address in SFY18.

The successful completion rate for our ISL II/III population in SFY16 was 59%. Overall, that percentage reflects a total of 248 revocations and 351 successful completions. This represents 26 more successful completions than the previous fiscal year and our overall successful percentage increased by 2%. The ISL II group is a high-risk population, but with added interventions, we will be able to increase exposure to evidence-based programming that has had a positive impact on our client population. In SFY17, our goal is to reduce the ISL I revocation rate by 3%. The table below shows our projected targets to reduce ISL II/III revocations from SFY18 to SFY20:

| SFY   | % of Reduction | Number of Revocations |
|-------|----------------|-----------------------|
| SFY18 | 3%             | 248 to 241            |
| SFY19 | 3%             | 241 to 234            |
| SFY20 | 3%             | 234 to 227            |

These goals for the ISL II/III population can be attained through the additional cognitive skills groups and additional resources from the recovery specialists and care coordinators. However, it is important to realize that SCCC is experiencing an increase in the number of ISO II clients assigned to the program by the District Court.

The combined efforts of our various cognitive skills groups, collaborating with Higher Ground, COMCARE and voucher fund assistance will allow us to reduce barriers and improve outcomes for our clients. By continuing our efforts in this area and with the behavioral intervention support, collaborating with other professionals in the field we expect to improve outcomes and have a positive impact on public safety in our community.

**FY2019**

| <b>BEHAVIORAL HEALTH BUDGET SUMMARY</b>        |  |                           |
|--|--|---------------------------|
| <b>Sedgwick County Division of Corrections</b> |  |                           |
|  |  | <b>Current Allocation</b> |
|  | <b>PERSONNEL SECTION</b>                       |                           |
| <b>1A</b>                                      | <b>PERSONNEL CATEGORY</b>                      |                           |
|  | Salary   | \$171,620                 |
|  | Benefits                                       | \$96,584                  |
|  | <b>TOTAL PERSONNEL SECTION</b>                 | <b>\$268,204</b>          |
|  | <b>AGENCY OPERATIONS SECTION</b>               |                           |
| <b>2A</b>                                      | <b>TRAVEL CATEGORY</b>                         | \$2,000                   |
| <b>2B</b>                                      | <b>TRAINING CATEGORY</b>                       | \$3,000                   |
| <b>2C</b>                                      | <b>OFFICE SETUP CATEGORY</b>                   | \$500                     |
| <b>2D</b>                                      | <b>GROUP SUPPLIES CATEGORY</b>                 | \$1,500                   |
|  | <b>TOTAL AGENCY OPERATIONS SECTION</b>         | <b>\$7,000</b>            |
|  | <b>CONTRACTS/CLIENT SERVICES SECTION</b>       |                           |
| <b>3A</b>                                      | <b>MENTAL HEALTH CATEGORY</b>                  | \$5,000                   |
| <b>3B</b>                                      | <b>SUBSTANCE ABUSE CATEGORY</b>                |                           |
| <b>3C</b>                                      | <b>SEX OFFENDER CATEGORY</b>                   |                           |
| <b>3D</b>                                      | <b>CONTRACT PERSONNEL CATEGORY</b>             | \$347,059                 |
| <b>3E</b>                                      | <b>OTHER SERVICES CATEGORY</b>                 |                           |
|  | <b>TOTAL CONTRACTS/CLIENT SERVICES SECTION</b> | <b>\$352,059</b>          |
|  | <b>TOTAL BEHAVIORAL HEALTH BUDGET SUMMARY</b>  | <b>\$627,263</b>          |