

Kansas Justice Reinvestment Initiative (JRI) Proposal

Applicant: Sedgwick County Department of Corrections, Community Corrections Division

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. Additionally, we are requesting an enhancement to our current services by adding four additional Program Providers.

Funding

Sustain Current Funding: SFY 2016 (July 1, 2015 – June 30, 2016)	\$589,687
Service Enhancement: SFY 2016 (July 1, 2015 – June 30, 2016)	<u>\$248,094</u>
TOTAL:	\$837,781

Date: May 5, 2015

Introduction

Sedgwick County Department of Corrections operates the Community Corrections Act programs in Judicial District 18. Over 2,700 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 33% (SFY 14). The local average rate has been as high as 58% (SFY 12) to as low as 45% (SFY 09). The latter was achieved in the first full year after implementation of the Kansas Risk Reduction Initiative which funded use of evidence-based practices toward the goal of reducing revocations by 20%. Early success resulted in higher caseloads without funding to sustain service intensity. This was followed by funding reductions and high rates of client unemployment and underemployment with the recession in the economy. As a result, the early gains of increasing client success were reversed.

This proposal seeks funding to restore and expand service intensity with behavioral interventions to reduce probation failures and increase client success. In SFY14, Sedgwick County Community Corrections experienced an increase in clients successfully completing probation as compared to SFY13. We met the legislative requirement for success by increasing successful client discharges by 3% or more. Specifically, the success rate rose by 4% (49% to 53%). The revocation rate was reduced from 51% to 47%; however it is not the low of 45% achieved in SFY 2009. So, 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. The data shown in the table below illustrates breakdowns using the Level Service Inventory-Revised (LSI-R) risk score domains. The shaded domains identify the factors that are driving up client revocations and recidivism.

Approved As To Form

Justin M. Waggoner
Justin M. Waggoner,
Assistant County Counselor

The data shows the greatest differences in client success and failure occur in the following domain areas: Attitudes/Orientation, Companions, Education/Employment and Alcohol/Drug. For example, 82% of clients scoring low or very low risk in Attitudes/Orientation were successful, while 78% of clients scoring moderate, high or very high risk were unsuccessful. This is useful information for targeting intervention strategies to reduce risk to reoffend and increase client success.

The Alcohol/Drug domain is also significant when coupled with local drug testing results which average a rate of 20% positive for illegal substances. During the first three months of CY15, our clients had 167 positive drug screens. This represents a violation of probation conditions and an indicator to the District Court of continued illegal activity and disregard for being granted probation. Therefore, as the evidence in the table reflects, drug use has a serious impact on client success, revocations and recidivism.

SFY14	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	425/839 51%	414/839 49%	2
Education / Employment	369/558 66%	189/558 34%	32
Financial	382/675 57%	293/675 43%	14
Family / Marital	321/523 61%	202/523 39%	22
Accommodation	177/251 71%	74/251 29%	42
Leisure / Recreation	431/838 51%	407/838 49%	2
Companions	389/623 62%	234/623 38%	24
Alcohol / Drug	247/309 80%	62/309 20%	60
Emotional / Personal	274/462 59%	188/462 41%	18
Attitudes / Orientation	358/458 78%	100/458 22%	56

As cited above, the data in the table shows the Attitudes/Orientation domain is as ripe for targeting strategies. Simply stated, this means using best practices and proven intervention programming to help clients change criminal thinking patterns. In this domain resources need to be provided and intensified with all clients who score high or very high risk. Programming for female offenders needs to be separate from males and gender responsive.

During SFY 2015 a plan was implemented to assess services and increase use of best practices. 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 and the Adult Residential Center. In her report, she identified programming for our Intensive Supervision High Risk Level I clients as an area to target for improvement. In addition, she commented on the need for our agency to enhance evidence-based programming for clients that are ordered to complete the residential program. Adding four additional program providers will afford us the opportunity to specifically target the ISL I population and clients in residential with more comprehensive and intensive structured evidence-based interventions.

Next, we stand to improve by targeting who our clients associate with and where they live, as illustrated in the Companions and Accommodation domains in the table. We will consider and approve living arrangements based upon who they plan to reside with as well as where they live within the community. For example, persons with gang related crimes and probation gang conditions may not be approved to reside with other gang involved individuals in the same residence or multi-residence housing (apartments or duplexes). Research has proven that the presence of criminal acquaintances is associated with an opportunity for criminal modeling and reinforcement, a major risk factor for this criminal population. Social networks and peer influences predominately supportive of criminal behavior (as exists with gang membership) represent a major risk to success on probation. Sedgwick County has a significant gang problem and the local caseload has more than 200 documented gang members. Intervention and change is more difficult under these circumstances but must be aggressively addressed to both improve outcomes and to reduce risk to public safety.

As mentioned above our client population has experienced significant increases in unemployment and underemployment. The historic rate of 12% unemployment has grown to as high as 32% since SFY 2008. At this point in SFY15, the rate has improved to 20%. Table data on the Education/Employment domain illustrates how this area can impact the clients we serve. It is evident that this is a major risk factor for those clients who score high to very high risk in this category.

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 FY08, we have incorporated the Change Companies, "Getting it Right" curriculum with the clients we serve. Over the course of the last two years we have focused on the delivery and fidelity of cognitive skills programming. We identified two highly skilled and invested Intensive Supervision Officers (ISO I) to lead all of our cognitive skills and employment groups and are starting to experience 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 and Substance Abuse Program (SAP) programming.

In reviewing SFY14 data, clients who were engaged in cognitive skills groups consistently remained in our program for longer periods or successfully completed probation. A total of 308 clients attended the groups throughout the year and 72% were still in the program or had successfully completed. According to our LSI-R data, it is apparent that addressing criminal thinking and attitudes is having a positive impact on both public safety and client success.

Our current plan is to retain our four (4) program providers which will allow us to continue to offer the same number of groups. The current structure allows our program providers to reach over 300 clients during the FY. We are requesting an enhancement to add another four program providers which will allow us to provide cognitive skills and employment programming to an additional 300 moderate to high risk clients that could benefit from these services. Our cognitive programming statistics reveal that 72% of the clients that receive these services either successfully complete probation or are still active in our program. We are requesting \$483,965 to fund these eight (8) positions, \$4,000.00 for training and travel expenses, \$2,500 for cognitive skills workbooks, and \$2,000 for local 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. We plan to retain funding for 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 to support four (4) positions:

- 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. We are requesting funding in the amount of \$121,883 to support two (2) care coordinators (therapists).
- 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. We are requesting funding in the amount of \$106,353 to support two (2) specialized case managers to serve clients who suffer from mental illness and developmental disabilities in SFY 2016.

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. 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 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 \$97,200 to support these positions in SFY 2016.

Voucher Funds

We are requesting \$10,000 to assist in providing for the behavioral health needs of our clients. We plan to allocate \$5,000 for mental health/substance abuse assessments and \$5,000 for mental and physical health medication.

Total Amount of Funding Requested for SFY16

SFY 2016 Behavioral Health Budget Summary Sedgwick County Department of Corrections				
		Current Service Budget	Enhancement Budget	Overall Combined Budget
	PERSONNEL SECTION			
1A	PERSONNEL CATEGORY			
	Salary	172,573.00	137,056.04	309,629.04
	Benefits	74,066.97	100,268.52	174,335.49
	TOTAL PERSONNEL SECTION	246,639.97	237,324.56	483,964.53
	AGENCY OPERATIONS SECTION			
2A	TRAVEL CATEGORY	0.00	2,000.00	2,000.00
2B	TRAINING CATEGORY	5,500.00	500.00	6,000.00
2C	OFFICE SETUP CATEGORY	2,111.00	5,769.00	7,880.00
2D	GROUP SUPPLIES CATEGORY	0.00	2,500.00	2,500.00
	TOTAL AGENCY OPERATIONS SECTION	7,611.00	10,769.00	18,380.00
	CONTRACTS/CLIENT SERVICES SECTION			
3A	MENTAL HEALTH CATEGORY	5,000.00	0.00	5,000.00
3B	SUBSTANCE ABUSE CATEGORY	5,000.00	0.00	5,000.00
3C	SEX OFFENDER CATEGORY	0.00	0.00	0.00
3D	CONTRACT PERSONNEL CATEGORY	325,436.00	0.00	325,436.00
3E	OTHER SERVICES CATEGORY	0.00	0.00	0.00
	TOTAL CONTRACTS/CLIENT SERVICES SECTION	335,436.00	0.00	335,436.00
	TOTAL BEHAVIORAL HEALTH BUDGET SUMMARY	589,686.97	248,093.56	837,780.53

Anticipated Impacts in SFY16 and SFY17

According to the latest Kansas Department of Corrections termination by supervision level data in SFY14, Sedgwick County experienced a total of 199 Intensive Supervision Level I (ISL) revocations. This number represents 18 fewer revocations as compared to SFY13. The overall state-wide number for ISL I client revocations clients was 815. This is an increase of 117 revocations as compared to SFY13. The interesting point is that the number of state-wide ISL I revocations in Sedgwick County is decreasing while the overall state-wide total increased in SFY14. During this time frame the community corrections population in Sedgwick County accounted for 19% of the overall state-wide population, but was responsible for 24% of the ISL I revocations for the entire state. 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 199 in SFY14.

Due to 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. In SFY15, our goal is to reduce the ISL I revocation rate by 4%. The table below shows our targets to reduce ISL I revocations from SFY15 to SFY17:

SFY	% of Reduction	Number of Revocations
SFY15	4%	199 to 191
SFY16	4%	191 to 183
SFY17	4%	183 to 176

The additional specialized cognitive skills groups, specialized programming and ongoing technical assistance from Dr. Listwan and the Council of State Governments will assist us in measuring service quality and making refinements to meet the targets. These are two critical components that were outlined and discussed in our SFY16 Comprehensive Plan.

The successful completion rate for our ISL II/III population in SFY14 was 55%. Overall, that percentage reflects a total of 196 revocations and 240 successful completions. 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. The table below shows our targets to reduce ISL II/III revocations from SFY15 to SFY17:

SFY	% of Reduction	Number of Revocations
SFY15	6%	196 to 184
SFY16	6%	184 to 173
SFY17	4%	173 to 166

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. We are currently on target to reach the 6% reduction in revocations for the ISL II/III population for SFY15.

The combined efforts of expanding our cognitive skills group capacity, collaborating with Higher Ground and COMCARE, along with the voucher fund assistance, will allow us to reduce barriers and improve outcomes for our clients. In addition, we have documented in this proposal as well as in our SFY16 Comprehensive Plan the success of our current cognitive skills work. 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.