

Justice Reinvestment Impact in Idaho

Report to the Legislature

2020



Overview of Justice Reinvestment Initiative

As part of the Justice Reinvestment Initiative, the Board of Correction is required to provide an annual report to the legislature detailing any impact this legislation has had on our prison population from the legislation and any savings resulted from its implementation (Idaho Code 20-250).

The JRI legislation was designed to promote the use of evidence-based strategies to improve outcomes. The objective was to provide community resources to most at-risk probationers and parolees in the community and reserve prison space for those most likely to reoffend.



Highlights



Savings:

- \$20.2 million in costs have been avoided through use of fewer prison beds than projected.
- \$15 million saved through the creation of the Limited Supervision Unit (LSU).
- Since 2015, IDOC has collected over \$2 million in victim restitution and closed 844 restitution cases.
- 6,162 probationers and parolees have earned a reduction in supervision term as a result of extended periods of compliance with supervision conditions.
- Greater numbers of successful Riders¹ have driven up facility releases and freed up prison beds.



Investments:

- \$56.4 million was invested between FY2015-FY2020 in JRI related activities, including funding for Substance Use Disorder (SUD) treatment and nearly \$3 million for training Idaho Department of Correction (IDOC) staff.



Improvements made:

- Use of more evidence-based, data driven techniques and resources to improve quality of programs and track JRI related outcomes.



2020 outcomes:

- During the past year, Idaho's incarcerated population dropped by about 1,500 individuals. This decrease freed up beds during a critical time, allowing for more effective management of the Covid-19 virus. Although not directly tied to JRI, the decrease in population has also allowed IDOC to reconsider various practices and become more efficient.
- IDOC has implemented several new diversion options, such as Connection and Intervention Stations and increased electronic monitoring. There has also been increased investment of resources to determine more effective and individualized interventions and rewards.

1. Rider is a sentencing option where the judge retains jurisdiction while the person is incarcerated. After a period of treatment, up to one year, if the person successfully completes treatment, the judge will determine if they should be placed on probation.



Introduction



In the spring of 2014, Idaho policymakers passed the Justice Reinvestment Initiative (JRI) legislation, created after receiving technical assistance from the Council for State Governments (CSG). Initially, CSG analyzed state criminal justice data and identified several key challenges that were contributing to prison growth. JRI's intent was to tackle these challenges by emphasizing investments into recidivism reduction strategies to decrease correctional spending.

Three main challenges were identified as contributing to Idaho's prison growth:



1. **Revolving door.** The state's supervision and diversion programs were not reducing recidivism.



2. **Inefficient use of prison space.** Most incarcerated individuals were people whose community supervision was revoked, people sentenced to a Rider, or people convicted of non-violent offenses who were eligible for parole but had not yet been released.



3. **Insufficient oversight.** Idaho lacked a system to track outcomes, measure quality, and track recidivism-reduction strategies and consequently, policymakers were unsure whether their investments were yielding intended outcomes.

JRI requires the Idaho Department of Correction to produce multiple reports tracking the progress, implementation, investments, and impacts of the JRI legislation. This report analyzes progress made since the JRI legislation initially went into effect in July of 2014.



Challenge 1: A Revolving Door



Idaho's supervision and diversion programs were not reducing recidivism.

- Most individuals convicted of a felony offense were initially sentenced to probation or a rider term, however, of those, one third experienced a period of incarceration due to probation violation or unsuccessful completion of the Rider program.
- CSG determined this was due to Idaho's slow response to supervision violations and insufficient substance use treatment funding.



JRI Strategy: Strengthen Community Supervision Practices and Programs

- Use evidence-based practices with swift and certain sanctions for probation and parole violations.
- Prioritize supervision resources based on risk to re-offend by:
 - A) developing of Limited Supervision Unit;
 - B) creating earned discharge for low-risk persons on probation or parole;
 - C) reducing caseload size for managing the moderate and high-risk population.
- Train Probation and Parole Officers (PPOs) in evidence-based strategies, motivational interviewing, LSI-R assessment of risk, and other strategies.
- Improve management of victim restitution.
- Increase funding for community-based treatment.



Strategy 1. Idaho Behavioral Matrix

The JRI statute established “a matrix of swift, certain and graduated sanctions and rewards to be imposed by the board in response to corresponding violations of or compliance with the terms or conditions imposed.”

Impact: Currently, there are a two projects in progress with external entities seeking to evaluate the impact of the Idaho Response Matrix (IRM). The outcome of the evaluations will be reported on in next year’s JRI Impact report.

Evaluation, however, has been complicated by several changes made within the parole violation graduated sanction process since 2014.

- Initially, the JRI legislation created 90- and 180-day sanctions for first and second violations prior to a revocation.
- In 2017, the parole sanctions were changed to a variety of different parole diversions, such as prison and jail stays, electronic monitoring, or admittance to drug court program in lieu of revocation.
- In late 2019, the process changed again, and rather than using different diversions, all individuals facing parole violations now have a revocation hearing, where most have their parole revoked.

Although the process has changed over time, IDOC has continued to find alternative interventions that can be used prior to probation or parole violation. There are currently four Connection and Intervention Stations (CIS) across the state and two more that will be opening soon. The CISs provide community-based resources to help increase success for those on supervision and reduce revocations.

Idaho’s Response Matrix

The IRM provides a range of rewards and sanctions that may be applied to an individual based on their risk level and identified needs. Rewards can include positive verbal feedback, certificates for completion of programming, written recognition, or a request for early discharge. Sanctions can include a verbal warning, increased substance use testing, increased reporting, discretionary jail time, or a report of violation.

The IRM is used in conjunction with motivational interviewing techniques, substance use testing, substance use treatment, focused supervision strategies, etc., with the intent of providing a range of rewards and interventions that are unique motivators for change, individualized for each person supervised in the community.



Strategy 2. Prioritize Supervision Resources on Those with Greatest Risk to Reoffend

JRI ensured IDOC focused its resources on each person's risk to re-offend through three different means, including:

- creation of the Limited Supervision Unit;
- earned discharge for low-risk individuals; and
- keeping supervision caseloads at or below 50 to 1 ratio for moderate or high-risk probationer or parolee.

These actions are based on the Risk-Need-Responsivity principle, where the unique risk and needs of each individual drive treatment and services offered, case management, and supervision strategies. Research suggests that too much of an intervention for low-risk probationers and parolees can do more harm than good, while not enough of an intervention for high risk will not promote behavioral change. Therefore, JRI promotes focusing resources on the moderate- to high-risk rather than on low-risk.

A) Limited Supervision Unit

JRI included the creation of a Limited Supervision Unit (LSU) for those probationers and parolees whose risks and needs merited less supervision than higher risk individuals. In early 2017, this low-risk caseload was composed of over 2,300 individuals under the supervision of two probation and parole officers. By the end of 2020, that number had decreased to just over 1,400. However, since 2017, IDOC supervises all low risk similarly even though all low risk are not on the LSU caseload.

Impact: In FY20, the average annual cost per probationer or parolee for supervision on a regular caseload was \$1,814 (\$4.97 per day) compared to the average annual cost per supervisee on the LSU caseload \$135 (\$.37 per day). For an average of around 1,400 individuals per day, this equates to a savings of over \$2 million in 2020 and about \$15 million total since 2015.

The LSI-R

JRI mandates the use of a validated risk assessment tool to inform parole decisions, treatment needs, supervision strategies, and sentencing.

The Level of Service Inventory-Revised (LSI-R) assessment has been used in Idaho since 2002 to measure the risk to recidivate and the needs of the supervised population.

There are 54 questions within the LSI-R that measure problem areas associated with:

- Criminal history
- Education/employment
- Financial difficulties
- Family/marital relationships
- Accommodations
- Leisure/recreation choices
- Criminal companions
- Substance use
- Emotional/personal
- Attitude/orientation

B) Earned Discharge for Low-Risk Persons on Probation or Parole

Prior to the implementation of JRI, earned discharge for persons on probation or parole was available but was not prioritized as part of the duties of the PPO. Since the implementation of JRI, IDOC emphasizes earned discharge as a reward for individuals assessed at low risk and an additional means to keep caseloads manageable for staff.

PPOs review low risk cases every six months to determine whether any are eligible for earned discharge. The supervised individual must have completed the minimum amount of time sentenced by the court, have no other current criminal charges, have complied with their conditions of supervision, and fulfilled any financial obligations. Recommendations must also be approved by the district manager prior to submission for final approval from the courts or the Parole Commission.

Impact: Since the implementation of JRI, earned discharges initially increased to over 1,000 in 2015, but dropped to 547 in 2020.

Although earned discharges for those on probation remain above 2013 numbers, earned discharges for those on parole have significantly decreased due to a process change that occurred at the end of 2019. Requests for earned discharge from parole are now considered petitions for commutation and require a formal hearing process. A change from monthly to quarterly frequency of hearing schedule also occurred. In 2020, 776 petitions were heard but only 24 commutations were granted.

Chart 1. Earned Discharge from Probation and Parole per Year



C) Officer to Client Ratio Below 50:1 for Moderate and High-Risk Cases

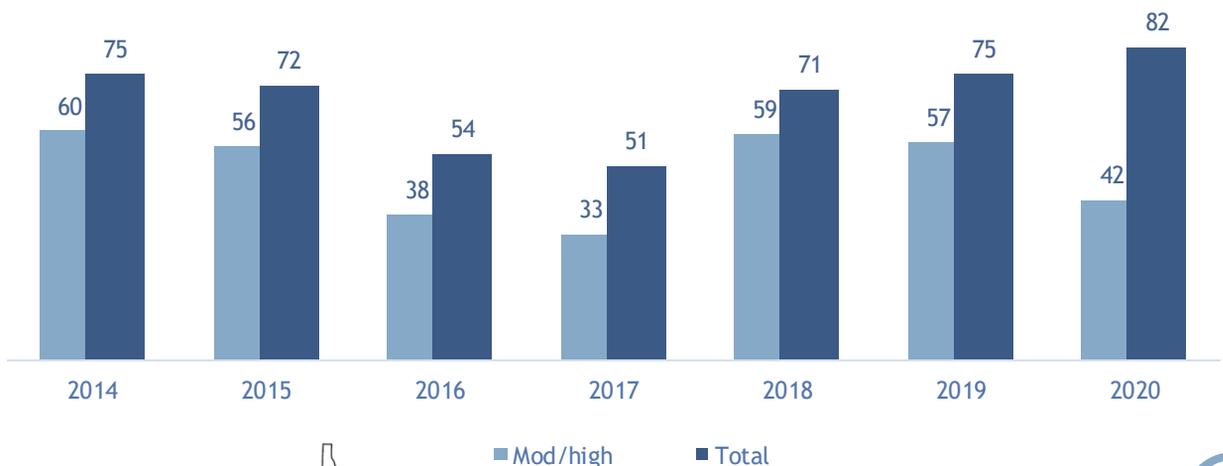
JRI set the benchmark for community supervision at 50 moderate-to-high-risk cases per officer. More work is involved with moderate-to-high-risk cases as they require a greater frequency of face-to-face interactions, home visit checks, employment verifications, expectations for enrollment in treatment, and substance use testing. In addition, the LSI-R risk assessment is conducted more frequently to help determine if risk has reduced in problem areas and if the person's score has changed.

Probation and parole practices shifted to 'focused supervision' in 2017 and specific benchmarks were developed for different types of caseloads. While the intent was to have officers specialize in the supervision of one type of risk/need caseload, frequent movements of clients between PPOs led to staff and client frustrations. In 2019, the agency allowed PPOs to continue supervising individuals, with whom they had gained rapport, even though this could lead to slightly higher caseload sizes.

Impact: Currently, there are over 17,00 probationers and parolees and 224 PPO positions. In December 2015, there was an average of 56 moderate to high-risk cases per PPO supervising moderate to high-risk caseloads and close to 14,000 on felony community supervision. IDOC also received funding in 2015 to increase the number of PPO positions to 224.

The chart below provides the year end caseload numbers of individuals 24 and above per PPO. At the end of 2020, caseloads averaged 82 per person, with 42 per caseload that scored 24 and above (mod/high) on the LSI-R.

Chart 2. Mod/high and Total Caseload Size per Officer



Strategy 3. Training for Staff

Since the implementation of JRI in 2014, IDOC has spent \$2.6 million to train IDOC staff in evidence-based programming and supervision techniques. IDOC has provided training to PPOs in motivational interviewing and conducting the LSI-R assessment. IDOC prison case managers and community Drug and Alcohol Rehabilitation Specialists were also trained in new treatment curriculum, including: 1) Cognitive Behavioral Intervention-Substance Abuse (CBI-SA); 2) Aggression Replacement Therapy (ART); 3) Thinking for a Change (TFAC); 4) Cognitive Based Intervention for Sexual Offenders (CBI-SO); and 5) CBI Advanced Practices.

Impact. IDOC understands the importance of staff training and continues to emphasize, update, and provide training to staff. In addition, multiple staff have been trained as trainers to provide support and reinforcement of curriculum concepts.

Strategy 4. Improved Management of Victim Restitution

JRI mandated a victim restitution collection process that prioritizes payment to victims of crime. Twenty percent of all income deposited in an incarcerated individual’s account can be prioritized for payment to the victim, except in cases where child support is also due.

Impact: Since 2015, IDOC has collected over \$2 million from incarcerated individual’s garnishments and closed 844 restitution cases. The amount collected has increased every year. The percent of closed cases with percent of average restitution collected primarily from IDOC has also increased from 13% to 55% of total collected to close a case.

Table 1. Amount of Victim Restitution Collected and Cases Closed per Year

Year	IDOC Collected	Closed Cases
2015	\$ 117,220.89	42
2016	\$ 273,629.74	116
2017	\$ 347,111.55	133
2018	\$ 402,543.93	191
2019	\$ 466,537.61	192
2020	\$ 468,903.36	170
Total	\$ 2,075,947.08	844

Note: This data is based solely on monies IDOC has collected, not any additional monies individual county courts have collected; therefore, the total amount Idaho has collected for victims is much larger.



Strategy 5. Increase Funding for Community-Based Treatment

Prior to JRI, Substance Use Disorder (SUD) funding was approximately \$6.8 million per year. This amount increased to over \$8 million between FY15-FY19. During FY18-FY19 \$5.5 million was also designated for the mental health treatment of probationers and parolees managed through the Idaho Department of Health and Welfare. After Idaho voted for the expansion of Medicaid (effective January 2020), the legislature decreased SUD funding for the FY21 budget to \$1.8 million with the expectation that many IDOC clients will qualify for Medicaid and access additional services in the community.

Impact: Increases to SUD funding and expansion of Medicaid have improved access to treatment for individuals on probation and parole with quicker enrollment in treatment. However, the joint report between IDOC and Idaho Department of Health and Welfare, the FY20 Annual Community Gap Analysis, continues to show a gap between the number of moderate- to high-risk clients in need of but not receiving treatment.



Overall Impact to Revolving Door

Probation violations were flat between 2014 through 2018 but decreased during the Covid 19 pandemic. Parole violation rates peaked in 2017 and have since fallen. But the end of 2020 suggests a return to greater violations.

Chart 3. Probation and Parole Violation Annual Violation Rate

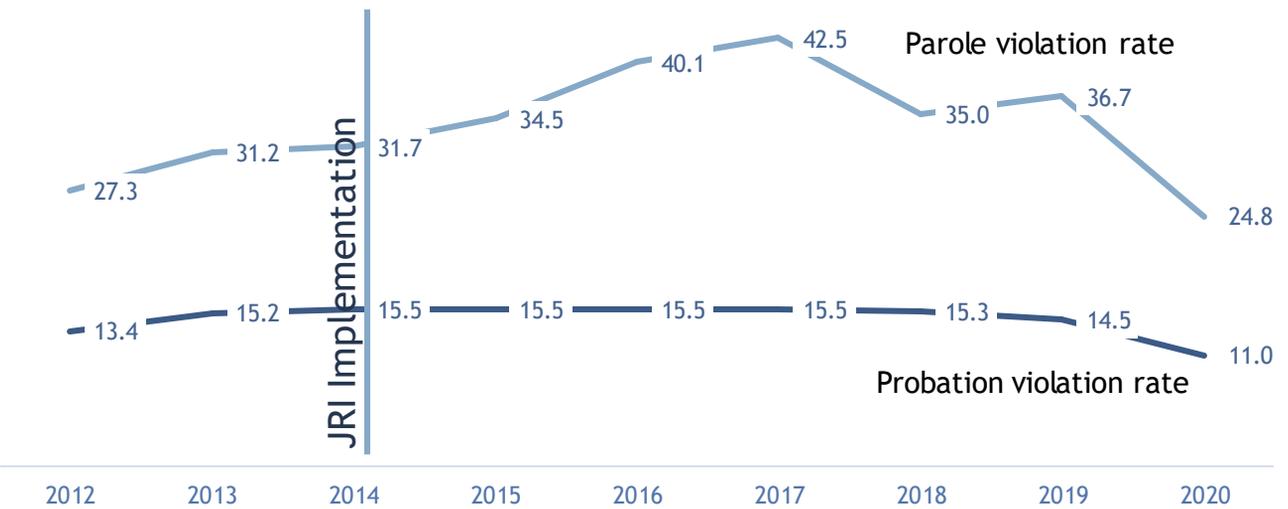


Chart 4. Probation and Parole Violation Monthly Violation Rate: 2020

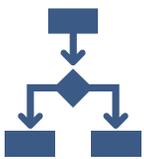


Challenge 2: Use of Prison Space



Most of Idaho's prison population was composed of individuals who had revoked from community supervision, failed a Rider, or had non-violent crime convictions and were eligible for parole but had not been released

- More than 40% of prison beds were filled with people whose probation or parole had been violated or revoked.
- Low-risk individuals who completed a Rider followed by probation returned to prison within three years at almost twice the rate of low-risk individuals sentenced directly to probation.
- Time served at first parole release for nonviolent offenses was close to double the national average and twice the average minimum term required of the sentence.
- Most stayed well beyond the fixed term.
- Large delays in completing required in-prison programming.



JRI Strategy: Tailor Sanctions and Parole Decision Making

- Tailor confinement responses for probation and parole violations to be more specific and diversify options for targeting noncompliance as well as more serious violations.
- Provide recidivism information to judges within the Pre-Sentence Investigation report based on risk of reoffending and sentencing option.
- Provide risk assessment information within parole guidelines for parole release decision making to help reserve prison bed space for more violent offenders.
- Increase focus on parole preparation and parole readiness.



Strategy 1. Tailored Confinement Responses for Probation and Parole Violations

JRI created graduated responses to parole violations including up to 90 days of confinement for a first violation and 180 days for the second. After implementation, it was determined that a loophole in the legislation allowed for the release of any parole violator after 90 or 180 days regardless of whether a technical violation or a new crime had been committed. This led to a change in the rule in spring of 2015 that limited the sanctions to only those individuals with technical violations or non-violent new misdemeanor crimes.

In addition, the 90 or 180-day sanctions were originally administered at the sole discretion of the PPO, resulting in a greater number of individuals serving time in county jails. Further changes to the legislation in spring of 2017 tasked the parole commission with determining the best option for each parolee thereby removing the discretion from the PPO.

The 2017 parole diversion options included: confinement in a county jail, a prison stay with further treatment, Correctional Reentry Center placement, electronic monitoring in the community, or placement within a problem-solving court in the community.

There were also different diversion options available for probationers and the court determined whether someone should be placed within a problem-solving court, placed on a Rider, use of electronic monitoring, or have their sentence imposed.

In October 2019, the parole violation process was again modified, and parole diversions were removed as alternative sanctions.

In 2020, IDOC implemented four Connection and Intervention Stations, which operate similarly to day reporting centers, and increased electronic monitoring, as additional options for PPOs to address non-compliance.



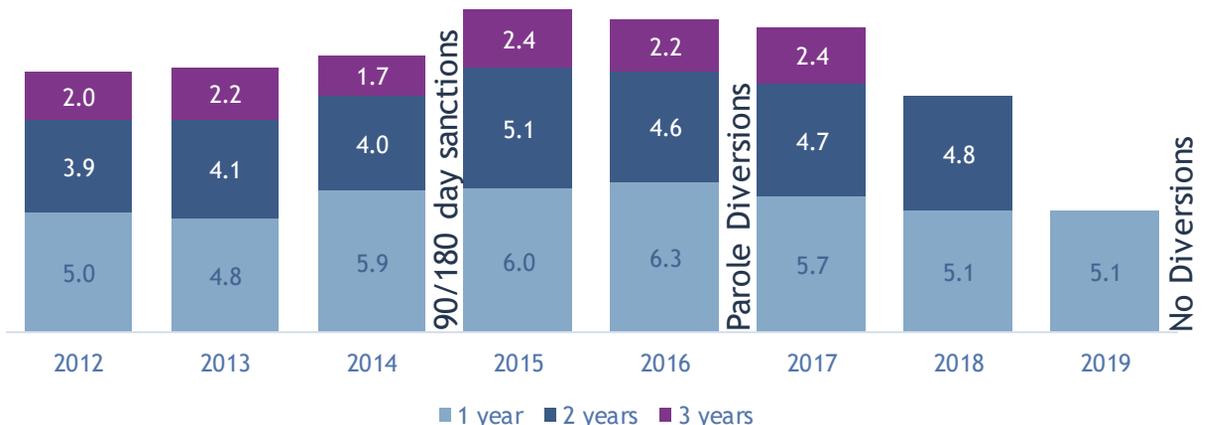
Impact: While there were 90- and 180-day sanctions and parole diversions available (CY2015-2019), increased revocations occurred within the second and third year of parole, with an overall higher revocation rate than pre-JRI. The three-year revocation rate for 2016 and 2017 was higher than previous years, indicating that the diversions were not successful at decreasing eventual revocation for this population. With the discontinuance of diversions, the one-year 2019 revocation rate is much higher than previous years, at 16.0%.

Chart 5. Percent Parolees with Revoked Parole within 1, 2 and 3 Years



For probationers, revocations also increased between 2015 through 2017. The one-year rate for 2019, however, is slightly lower than previous years.

Chart 4. Percent Probationers with Revoked Probation within 1, 2 and 3 Years



The rate of probation and parole violations involving only technical violations (violations of conditions of supervision), rather than violations with a new crime or absconding supervision, initially decreased for probationers and parolees between 2016 through 2018 followed by an uptick in 2019 and an additional decrease in 2020. Since this data has been tracked, it appears the option for 90- and 180-day sanctions led to an increase in number of probation and parole violations occurring for technical violations of supervision. The parole diversions seemed to have helped decrease the number of technical only violations and violations for technical only have remained about the same since the removal of the parole diversion options.

As parole diversions for technical violations have been removed, the Connection and Intervention Stations will be beneficial as an available graduated intervention other than re-incarceration. The CIS intervention started as an option for the supervised population in December 2020.

Chart 5. Percent of Probation and Parole Violations for Technical Violations



Strategy 2. Provide Recidivism Information to Judges

The JRI statute also required all Pre-Sentence Investigation (PSI) reports to be updated annually with three-year recidivism rates for individuals sentenced directly to probation, Rider or Term, by risk level.

Impact: The most recent information provided to judges within the PSI indicates that although the cut-offs were changed with the revalidation of the LSI-R, females for the most part continue to have lower recidivism rates than males. Interestingly, males sentenced directly to a Rider at sentencing fare worse than those sentenced to probation, whereas females sentenced directly to a rider recidivate at a rate similar to those sentenced to probation. Outcomes for those sentenced directly Term are better than those on probation or a Rider, but these individuals were most likely convicted of a violent rather than non-violent offense.

Table 2. Recidivism Risk by New Cut-off Scores for Male Population

LSI-R Risk Category - Males	Direct to Probation	Direct to Rider	Direct to Term
Low (0-20)	13.0%	23.7%	19.8%
Moderate (21-28)	29.8%	44.7%	27.7%
High (29+)	50.0%	58.3%	38.2%

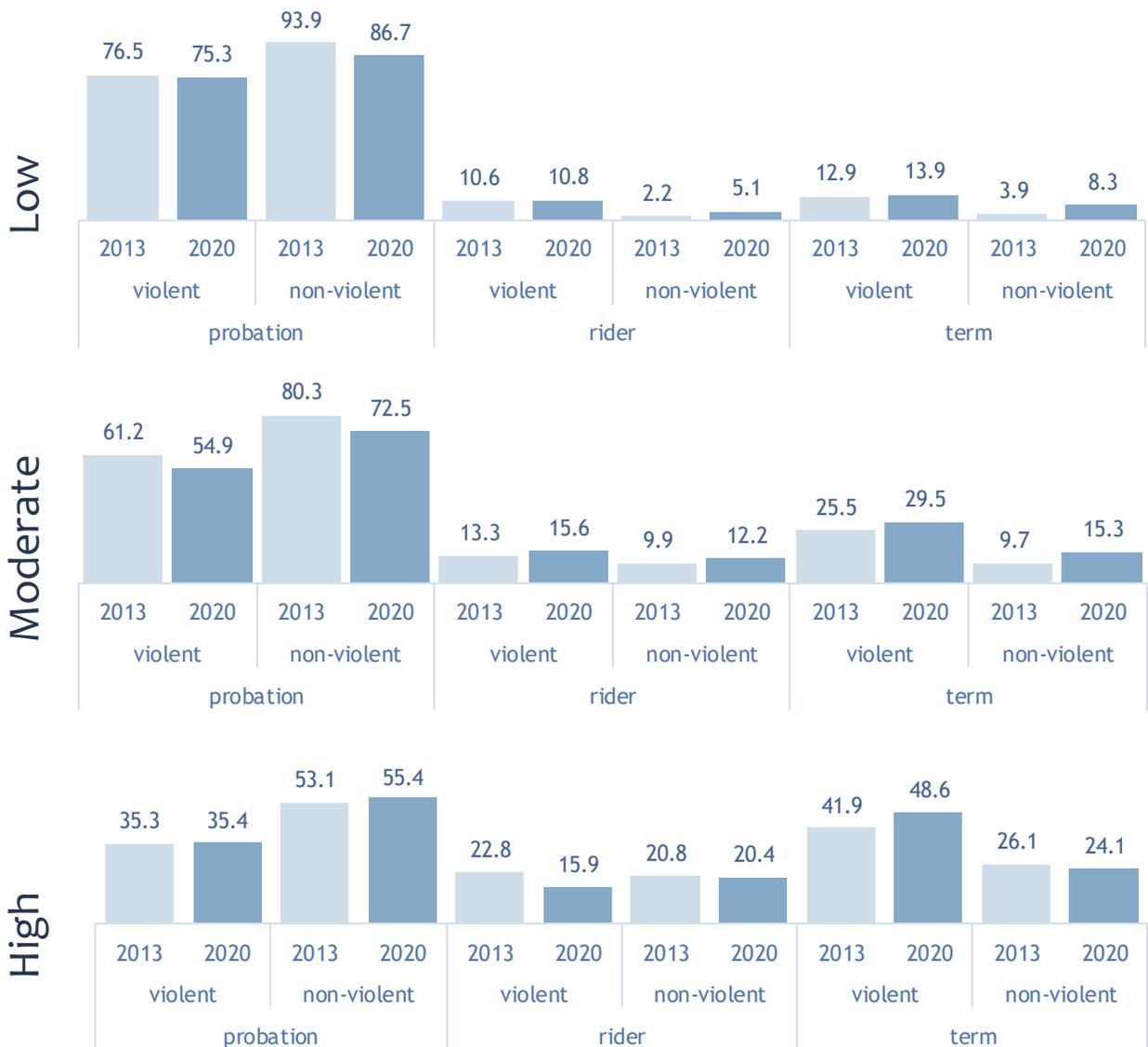
Table 3. Recidivism Risk by New Cut-off Scores for Female Population

LSI-R Risk Category - Females	Direct to Probation	Direct to Rider	Direct to Term
Low (0-22)	12.3%	10.3%	14.3%
Moderate (23-30)	34.0%	33.1%	33.3%
High (31+)	47.4%	46.7%	40.0%



Impact: To understand the outcome of providing recidivism information to judges within the PSI, the charts below provide a comparison between sentencing to probation, Rider or term for low, moderate and high risk, by crime type. If judges use risk as a factor in sentencing, more moderate and high risk should be sentenced to prison versus probation. Comparing 2013 to 2020, non-violent moderate risk were more likely to be sentenced to term (15.3% compared to 9.7%). High risk violent crimes were also more likely to receive a term sentence (48.6% compared to 41.9%) in 2020 compared to 2013. However, because non-violent low risk individuals were also more likely to be sentenced to term (8.3% compared to 3.9%), risk is not the only factor influencing the judge's decision, but rather indicative of an overall change in sentencing practices.

Chart 5. Percent Sentenced to Probation, Rider or Term by Risk Level and Crime Type: 2013 Compared to 2020

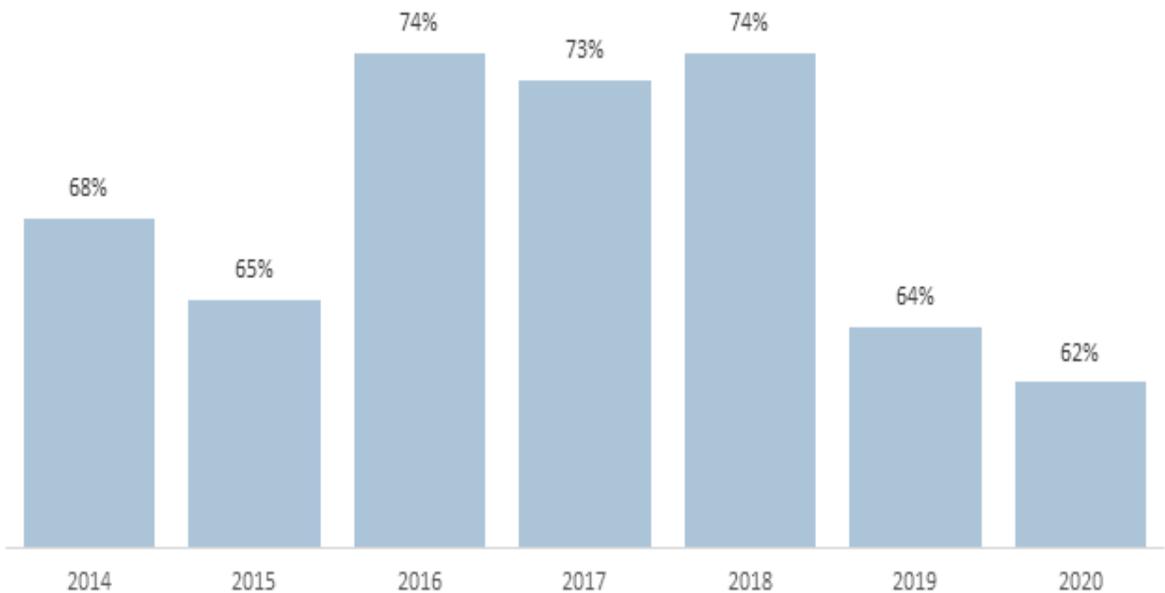


Strategy 3. Risk Assessment Informs Parole Release

The JRI Statute emphasizes the use of parole guidelines to help standardize decision-making and ensure the most violent stay in prison while lower risk individuals are released. The guidelines were created and implemented in 2015.

Impact: In the fall of 2018, the Urban Institute released the report: "Assessing the Impact of Idaho's Parole Reforms." Overall, Urban concluded the guidelines have had a positive impact on parole decisions being made. While they did not find a change in the rate of grant versus deny decisions, they did find greater transparency and consistency. However, as indicated below, the grant rate for regular parole hearings in 2019 and 2020 has decreased from previous years.

Chart 6. Parole Grant Rate



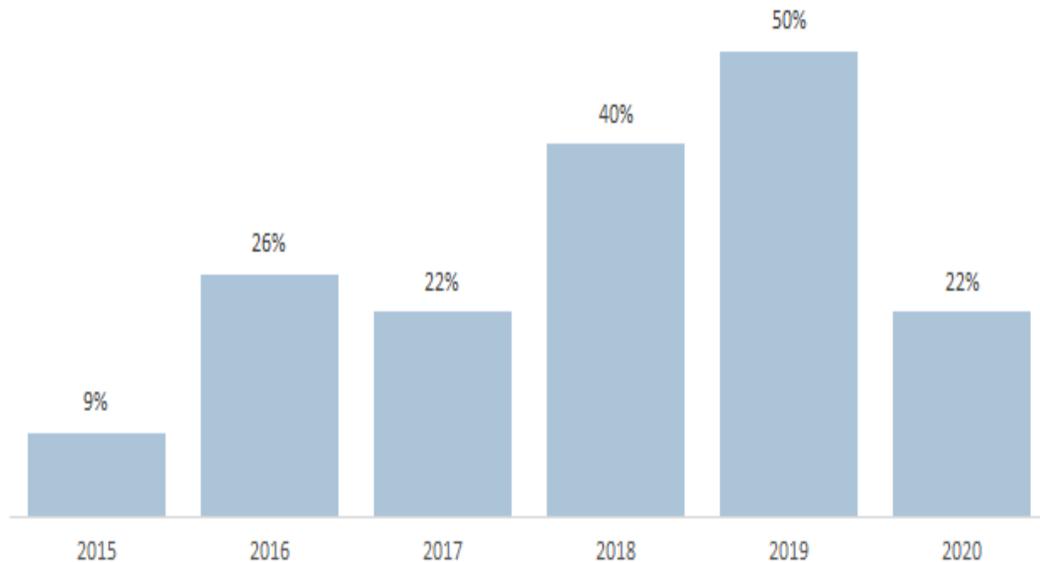
Pelletier, E., Courtney, L., Elderbroom, B (2018). Assessing the Impact of Idaho's Parole Reforms. Urban Institute. Retrieved at: <https://www.urban.org/research/publication/assessing-impact-idahos-parole-reforms>



Strategy 4. More Focus on Parole Preparation and Parole Readiness

Since JRI implementation, IDOC has emphasized parole readiness and increased the percent of incarcerated individuals who have completed all programming by their parole hearing, up from just 9% in 2015 to 50% in 2019. During 2020, however, there were significant challenges for providing programming. Covid-19 introduced many unique challenges for safely providing programming while practicing social distancing. With increased investment into technology, IDOC will be able to offer more virtual programming if the pandemic continues. Participants will be able to partake in telehealth programming through electronic tablets.

Chart 7. Program Completion at Time of Commission Hearing

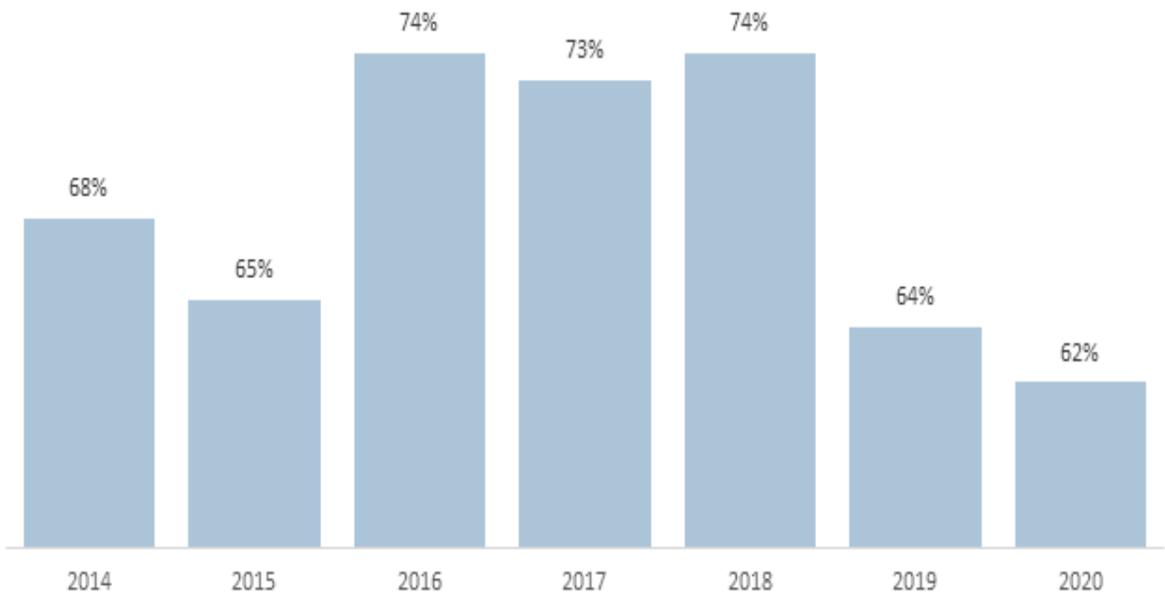


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Overall Impact to Use of Prison Space

1. Idaho's prisons continue to house a high rate of individuals who were unsuccessful on community supervision.
 - 79.8% of admissions to term in 2020 either violated probation (26.9%), violated parole (45.1%), or failed a Rider (7.8%). In 2014, 75.0% of admissions to term were individuals who violated probation (32.2%), parole (26.7%), or failed their Rider (16.1%).
2. One effect of the focus on risk at sentencing and within the community has meant that individuals with higher risk scores are more likely to be incarcerated rather than live in the community.
 - The portion of the supervised population considered to have a higher risk to recidivate and incarcerated as opposed to living in the community has increased from 57.9% in 2013 to 67.7% in 2020.
3. The JRI statute requires IDOC to track and report on the percent of fixed time served for incarcerated individuals released to their first time on parole. Although this reflects only first-time parole releases, it increases beds available within IDOC institutions. IDOC continues to monitor the length of time served and to ensure individuals are ready for parole if granted release.
 - The average percent of fixed sentence served for non-violent property and drug offenses between CY2012-CY2020 has remained less than 160%. Thus, for a two-year prison sentence, the average parolee spends a little over three years in prison.



Challenge 3: Insufficient Oversight



Idaho lacked the ability to track outcomes, measure quality, and assure effectiveness of recidivism reduction strategies

- IDOC and Idaho Commission of Pardons and Parole (COPP) lacked adequate data systems and staff to review interagency processes, such as determining delays in releases following approvals.
- Network of substance use treatment providers was not evaluated based on certification standards for effective interventions with individuals in the criminal justice system.
- Risk assessment tools had not undergone a rigorous current evaluation to test for validity and reliability.



JRI Strategy: Increase Oversight

- Established oversight committee to assess policy impacts.
- Required risk and need assessments to routinely be reviewed for quality.
- Increased capacity of state agencies to collect and analyze data to reduce inefficiencies and cut costs.
- Evaluate quality of programs to improve effectiveness.



Strategy 1. Oversight Committee established

In 2014, Section 67-456, Idaho Code, established the Criminal justice Reinvestment Oversight Committee. The Committee monitored and guided the progression of JRI policies for five years. The committee was scheduled to cease to exist after a final report to the legislature in 2019; however, it has been extended until 2023.

Impact: This allows legislators to monitor implementation and guard against backsliding.

Strategy 2. Risk and need assessment validated

The LSI-R assessment has been in use in Idaho since 2002. JRI requires the tool to be validated every five years. The second validation was performed in Spring of 2020 and found the assessment is predictive of recidivism for Idaho's population. However, there was a significant difference in the scores and recidivism between men and women. Women under IDOC supervision were more likely to have higher scores than men but were less likely to recidivate. This led to the creation of cut-off scores for low, moderate and high that were 2 points higher than for men.

Impact: The regular validation of the LS-R tool provides IDOC and COPP improved understanding of which probationers and parolees require higher levels of supervision and how risk factors correlate with recidivism for different sub-populations.

Strategy 3. Increased capacity to collect and analyze data

Through investments into IT capabilities within both IDOC and COPP, both agencies track JRI related information and make more informed decisions about the supervised population. COPP was able to create an internal data management system in 2015, allowing for more successful tracking of information from parole hearings, violation hearings, etc. IDOC and COPP share data through a data warehouse accessible to both agencies.

IDOC has purchased a new case management system that is currently being implemented. Continued data enhancements will improve the ability of IDOC and COPP to track and report on outcomes.

Impact: This provide more actionable information to inform on and improve strategies to reduce recidivism and increase public safety.



Strategy 4. Evaluate quality of programs

Part of JRI is a mandate to evaluate the quality of IDOC programming and provide a report concerning the audits to the legislature every two years. The first report was completed immediately after the Justice Program Assessment by CSG in 2015. It was determined Idaho needed to change programming to meet the intent of SB1357 and offer only evidence-based programming.

Impact. The Correctional Program Checklist (CPC) and Correctional Program Checklist Group Audit (CPC-GA) tools have been used for several years to audit programming and the most recent report in 2019 showed all programs assessed with the CPC tool were either “effective” or “highly effective.” All but one program assessed with the CPC-GA tool had either a “very high adherence” or a “high adherence” to evidence-based practices.

Idaho's Investments

Since FY2015, Idaho has invested \$56.4 million in JRI related activities for IDOC and COPP.

Fiscal Year	SUD	Training	Trailer Bills	WBOR	LSI Validation	Total
	\$8,400,300	\$500,000	\$2,784,100	\$27,000	\$21,500	\$11,732,900
	\$8,275,800	\$763,700		\$27,000		\$9,066,500
	\$8,304,000	\$500,000		\$27,000		\$8,831,000
	\$8,343,000	\$295,000		\$27,000		\$8,665,000
	\$8,523,500	\$295,000		\$27,000		\$8,845,500
	\$5,772,200	\$295,000		\$27,000		\$6,094,200
	\$2,891,000*	\$295,000		\$27,000		\$3,213,000
Total	\$50,509,800	\$2,943,700	\$2,784,100	\$189,000	\$21,500	\$56,448,100

FY2015

- Shifted 2.5 positions to Management Services (Information Technology—IT)
- Five new Probation and Parole Officer positions
- 19 Probation and Parole Officer positions moved from the Parolee Supervision Fund to the General Fund
- IT upgrades for the Idaho Commission of Pardons and Parole
- Development of a web-based offender reporting (WBOR) system for the Limited Supervision Unit (LSU)
- \$8.4 million community-based Substance Use Disorder (SUD) services
- \$280,000 for five new Pre-Sentence Investigator (PSI) positions
- \$21,500 to validate the departments risk assessment tool, the Level of Service Inventory-Revised (LSI-R).

FY2016—FY2021

Subsequent fiscal years did not have any monies specifically earmarked for JRI. There was, however, some additional monies for SUD Services, departmental training and WBOR. In addition, IDOC received a \$1.5 million Bureau of Justice Assistance grant to fund reentry specialists in the community.



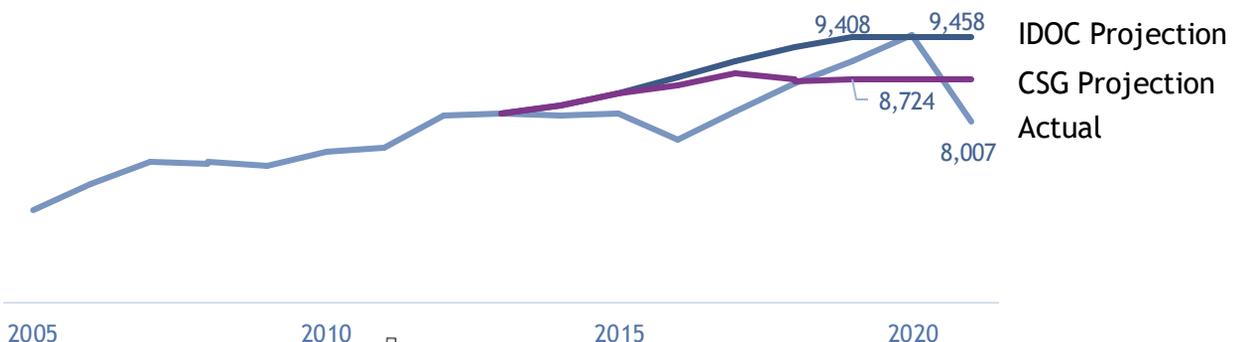
Conclusion

Without changes to IDOC practices, the incarcerated population was expected to reach over 9,400 in 2019 (according to initial IDOC projections). CSG estimated that up to \$150 million of spending could be averted by reducing the state's prison population and lessening the potential construction of additional facilities.

Cost Avoidance

IDOC's average yearly population was used to calculate an estimated cost-avoidance. The calculation is based on methodology developed by the Results First model which focuses only on marginal operating expenses directly associated with incarceration (this excludes items such as: employee development, maintenance, administrative costs, etc.). The marginal cost per day for an incarcerated individual under IDOC supervision was approximately \$32.14 (FY2020). Using this as the cost per day (not used in the initial CSG estimates), IDOC has averted approximately \$20.2 million in prison costs since JRI was implemented 6.5 years ago compared with CSG's forecast. This number has been decreasing from year to year from a high of just under \$7 million in averted costs in 2017 to a loss of \$3.5 million in 2019 when the population surpassed the CSG estimate. Compared with the initial IDOC forecast, Idaho has averted \$54.6 million.

Early on with JRI implementation the IDOC incarcerated population dropped to a low of 7,678 in May of 2016. This was primarily driven by a change in programming which increased the numbers of individuals eligible for release. After this population drop, the population grew around 5.0% for several years, climbing to 9,458 in January 2020. It was expected the population could have easily reached 10,000 by January 2021. However, changes within the criminal justice system during Covid-19 helped stop the growth.



2005

2010

2015

2020

