Idaho Department of Correction

Annual Report, Fiscal Year 2014

C.L. “Butch” Otter, Governor

Board of Correction
Dr. David McClusky, Vice Chair — Robin Sandy, Chairman — J.R. Van Tassel, Secretary

Kevin Kempf, Director
The transition of the Idaho Correctional Center to state management had huge implications for the agency’s human resource staff.

HR recruiters focused on hiring ICC staff into state service, while actively seeking new recruits. When hiring was completed, 68% of ICC staff were hired by the state. Many current state prison staff received promotions as well, creating a domino of openings. In the last six months of FY14, the agency made more than 600 job offers, nearly double the normal number.

The agency is analyzing the results and evaluating additional adjustments to increase training and retention success.

**TRAINING**
The agency and Peace Officer Standards Training Academy (POST) tested a new model for calendar year 2014. It reduced training hours for officer academies from 5 to 4 weeks, and nearly doubled training capacity from 165 to 300 officers annually.

**TURNOVER**
Even as the agency worked on staffing ICC, hiring continued for the usual turnover. In FY14, 1 in 4 officers left the agency.

Nearly two-thirds of officers in Idaho prisons today have less than two years of experience on the job, creating a security risk. A cause analysis resulted in an action plan to help mitigate this risk. Another strategic initiative underway includes a review of officer career ladders from entry to retirement. The goal of this review is to further develop alternatives for reducing turnover, and enhancing facility safety.
Director’s Message

MEET KEVIN
I am humbled the Board of Correction appointed me to lead this agency and am excited about the opportunities ahead.

While I’m new to the Director’s position, I have 19 years of service in this agency, and my heart is in corrections. I began my career as a correctional officer at Pocatello Women’s Correctional Center. I have served as a parole officer, an investigator, section supervisor, district manager, warden, chief of prisons and deputy director.

My message to staff is to laser focus on the mission. Our success will be measured by achieving our mission to promote a safer Idaho by reducing recidivism.

JUSTICE REINVESTMENT
This year marked significant changes in agency and criminal justice history.

All 105 lawmakers and the governor approved the Idaho Justice Reinvestment Initiative. The statutory changes seek to focus prison beds on the highest risk offenders, strengthen supervision, and track the effectiveness of the programs and tools used for offender change.

Interagency teams from all three branches of government working to implement this change have made significant progress. Training is now underway to equip staff with new tools to manage offenders in a more evidence-based way.

ICC TRANSITION
Another significant change this past year was the transition of Idaho’s largest prison from private contract to state management. The team in charge set forth a mission to make a seamless, safe transition of operations. They accomplished the initial goal on July 1, 2014, but much work remains in the months ahead.

TURNOVER
The biggest challenge into the future remains turnover in the security ranks. High turnover continues with 1 in 4 officers leaving the job. The agency isn’t standing still, we have some options to help stem this turn-over tide.

I am proud of the professionals who work diligently to carry out our mission. They fuel the engine, protect the public and make IDOC great.

Kevin Kempf, Director
#LetsGo
Prisons Division

OVERVIEW
The Prisons Division responsibility grew this year. This division now manages nine prisons across Idaho, one prison is operated by contractors through the Management Services Division. At fiscal year end, 8,120 inmates were under the jurisdiction of the Idaho Department of Correction.

PRIVATE FACILITY TRANSITIONS TO STATE
The Board of Correction decision to assume operations of the Idaho Correctional Center launched a six-month project using the Incident Command System.

The July 1, 2014, change shifted 25% of Idaho’s prison beds from contract to prisons division oversight, increasing responsibility from 4,855 beds to 6,935 beds.

The transition increased department staff by 18% from 1,610 to 1,960 employees.

Stability is important in the correctional environment. Warden Randy Blades and his leadership team held meetings with inmates in the facility to communicate that no major operational changes were planned.

At midnight, July 1, 2014, the facility became Idaho State Correctional Center. The goal of a seamless transition was completed.

The prison leadership is reviewing classifications, bed use and security practices to ensure consistency within IDOC facilities.

NEW UNIFORMS
The blue uniform worn by correctional officers for decades is now reserved for special occasions. Officers are now issued black polo shirts and tan pants. The uniform phase-in began in May. The new uniforms cost less than the blue uniforms, and are more comfortable.

IPREA
Prisons continues to work with Governor Otter’s Task Force on Zero Tolerance of Sexual Assault Against Incarcerated Persons. The group is developing Idaho-specific Prison Rape Elimination Act (IPREA) standards, based on the national standards.

IDOC remains committed to zero-tolerance and prevention of prison rape.

MILESTONES

Idaho’s inmate population decreased during FY14. The cost per day increased by $1.94 largely due to increased medical costs.

Record numbers of officers were trained.

The Idaho State Correctional Institution marked 40 years of service.

The Idaho Correctional Center transitioned to state operation and received a new name.
The Probation and Parole Division supervises 13,730 probationers and parolees in Idaho communities. The division’s 188 probation and parole officers represent the majority of staff. The most significant undertaking this fiscal year was the implementation of Senate Bill 1357, a significant change in Idaho offender management.

**IDaho Justice Reinvestment Initiative**
Probation and parole staff statewide are starting to see the first waves of the Idaho Justice Reinvestment Initiative (JRI). Senate Bill 1357 offers new tools for offender change, and more officer time for offender supervision.

**Idaho Response Matrix**
The biggest change is the Idaho Response Matrix. The matrix establishes guidelines for rewarding change and sanctioning negative behavior. Officers used a matrix in the past, but the new tool offers more choices and requires consistency in statewide.

The matrix, combined with added training to reinforce motivational interviewing and assessment-based decisions, will move Idaho to a more evidence-based approach.

**CaseLoad Size, Limited Supervision**
The average caseload today is 73 offenders per officer, still well above the 50 offender JRI goal.

Some officers working with Problem Solving courts and those managing sex offender caseloads have lower caseloads. However, officers with general caseloads manage much higher caseloads, many manage over 100 offenders.

The Division is reviewing offenders for possible discharge or placement on the Limited Supervision Unit (LSU). The LSU managed 280 cases at the end of FY14. That is expected to increase significantly over the next few years, allowing officers to focus on the high need offenders.

**Cost of Supervision**
Offenders pay up to $60 a month in supervision fees. In FY14, those fees helped pay a third of the cost of supervision. The legislature moved 19 officers to general fund appropriations last year to reduce reliance on the fees.

**Interstate Compact**
A total of 1,703 supervised offenders from Idaho transferred to other states under the national Interstate Compact. Idaho received 567 offenders from other states.

Interstate Compact parolees managed out of state were not counted in IDOC supervised offender totals in previous years. This resulted in an under-reporting of approximately 480 offenders. This chart amends the numbers.

The division also provided 4,730 presentence investigations to the court in FY14. As required by SB1357, each report now includes a recidivism estimate based on risk.
Education, Treatment & Reentry

The Education, Treatment and Reentry Division manages the three functions in its title. Oversight includes four community reentry centers, inmate movement, substance abuse treatment, health care services and the Sex Offender Management Board. This division is also very involved in implementing criminal justice system changes outlined in SB1357.

**SUDS EXPANSION & JUSTICE REINVESTMENT**

The Department expanded treatment for parolees in FY14 after receiving additional funding for substance use disorder treatment. The Substance Use Disorder (SUD) funds treated nearly 4,800 offenders, a 1,200 person increase over FY13.

A gap analysis will determine whether additional funding for programs could help speed inmate releases, or prevent recidivism. The gap analysis will be reported yearly as required by Senate Bill 1357.

Other significant JRI tasks include norming the Level of Service Inventory-Revised (LSIR). The needs assessment allows judges, probation and parole officers and treatment professionals to understand each offender’s risks and what programs are needed. Norming the LSIR is calibrating the tool to make certain it is correctly measuring an offender’s risk to reoffend.

**REENTRY**

Idaho’s work centers have a new name. The Board of Correction approved calling four facilities community reentry centers.

New research shows, Idaho inmates who went to a reentry center prior to release were 5% less likely to recidivate than those who released directly from prison.

**EDUCATION**

A total of 393 inmates received GEDs in FY14. Changes to the General Education Diploma test make it harder to earn the certificate. Education staff are developing new tools to better prepare inmates for the more rigorous testing. A GED helps increase offender success.

**HEALTH CARE SERVICES**

The health services contract expanded to all state facilities effective July 1, 2014, becoming the agency’s largest single contract. The infrastructure work is underway to launch an electronic health records system in 2015.

**BALLA**

The federal judge in the Balla settlement case restarted the two-year monitoring period effective June 2014. Agreement language cited by the plaintiffs caused the judge to amend the monitoring start date.

**SEX OFFENDER MANAGEMENT BOARD (SOMB)**

The SOMB developed legislation to implement a tiered registration for sex offenders. Members also continue to develop a risk-based classification.

The legislature established the nine-member board in 2011 to set policies and standards for sex offender management in Idaho.
Management Services Division

The Management Services Division is responsible for oversight of contract and jail beds. Responsibilities also include capital construction, fiscal, budget, payroll, research and information technology. Many staff in this division were pivotal in the Idaho Correctional Center transition.

CONTRACT ADMINISTRATION
The Contract Administration Unit develops and administers all major contracts. In fiscal year 2014, these contracts accounted for $80 million of the budget.

The contract unit monitored 40% of IDOC beds during fiscal year 2014, but with the transition of the Idaho Correctional Center (ICC), that was reduced to 16%, or approximately 1,400 beds effective July 1, 2014.

This unit continues to monitor the contract beds in Colorado, at the Correctional Alternative Placement Program (CAPP), and in county jails.

With the transition of ISCC, the contract prison oversight unit was reduced by three monitors. Some services at ISCC were contracted including food service, medical, phone and commissary.

A new phone provider began service for IDOC prisons on October 1, 2014. The new contract includes a standard 14-cent per minute rate for all facilities and meets the new Federal Communication Commission cap.

CAPITAL CONSTRUCTION
One of the most visual construction changes managed this year was a new lighting system at the Idaho Maximum Security Institution. The new systems will save about 1.6 million kilowatt hours of electricity each year when installed at all prisons.

IDOC received $2.5 million in permanent building funds. Major projects completed included HVAC system replacements and a security door control system replacement at the Idaho State Correctional Institution.

MANAGEMENT SERVICES
The Management Services Bureau focused on implementing a data warehouse and helped map Justice Reinvestment data needs.

The fiscal and budget units are working together to develop standardized reports to allow facility managers to compare and trend costs against appropriations.

INFORMATION TECHNOLOGY
The information technology group moved the data center to the State Controller’s Office. Reliance on data systems is increasing, and the off-site location reduces risk by providing a back-up. The software application team is developing new system requirements related to JRI.
JUSTICE REINVESTMENT IN 2015

“There’s nothing plug and play about this.”
Probation and Parole Chief Henry Atencio

Justice Reinvestment changed 20 Idaho statutes. The steering committee approved IDAPA Rules in November creating an Idaho Response Matrix and the limited supervision unit for offenders. Now the work really begins.

**Goal 1**

**Strengthen Supervision**

With Rules complete, all officers will be trained. Caseloads need to be lowered so officers can be proactive instead of reactive. IT applications are being developed to help track offenders and results.

**INITIATIVES AHEAD IN 2015 INCLUDE:**

**Training**
- Level of Service Inventory-Revised (LSI-R)
- Motivational Interviewing
- Idaho Response Matrix

**IT Development**
- Matrix tracking, reprogramming existing system
- Web-based Reporting application (Limited Supervision Unit)

**Reducing Caseloads**
- Review of caseloads for discharges
- Move appropriate cases to the Limited Supervision Unit

**Goal 2**

**Prisons Beds for High Risk**

The statutory changes seek to put only high risk offenders in prison.

**Parole Violator**
- Cap at up to 90 days, 1st violation
- Cap at up to 180 days, 2nd violation

**Goal 3**

**Track Effectiveness**

The final goal requires gathering data, measuring results, and adjusting to make the system as effective as possible.

**Upcoming Required Reporting**
- Community Treatment Gap Analysis, January 2015
- Release Report, February 2015
- Recidivism by Program, November 2015
- Incarceration Savings Report, February 2016

BUDGET FACTS, FY14

The Department appropriation in FY14 was $202,050,700. Inmate housing and medical care cost $157.5 million, or 78% of the total budget.

**OFFENDER FACTS, FY14**

<table>
<thead>
<tr>
<th>Incarcerated</th>
<th>Supervised</th>
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<tbody>
<tr>
<td>8,120 inmates</td>
<td>15,433 offenders</td>
</tr>
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**By Crime Group**

<table>
<thead>
<tr>
<th>Crime Group</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Murder/Man.</td>
<td>5%</td>
</tr>
<tr>
<td>Sex</td>
<td>19%</td>
</tr>
<tr>
<td>Assault</td>
<td>21%</td>
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<tr>
<td>Property</td>
<td>22%</td>
</tr>
<tr>
<td>Alcohol</td>
<td>8%</td>
</tr>
<tr>
<td>Drug</td>
<td>25%</td>
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**By Status**

<table>
<thead>
<tr>
<th>Status</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Term</td>
<td>79%</td>
</tr>
<tr>
<td>Retained Jur.</td>
<td>15%</td>
</tr>
<tr>
<td>Parole Viol.</td>
<td>4%</td>
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**By Gender**

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<thead>
<tr>
<th>Gender</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>87%</td>
</tr>
<tr>
<td>Female</td>
<td>13%</td>
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**Inferno**

<table>
<thead>
<tr>
<th>Division</th>
<th>Expenditure</th>
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<tbody>
<tr>
<td>Education, Treatment, SUD</td>
<td>$111,440,000</td>
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<tr>
<td>Medical</td>
<td>$28,330,000</td>
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<tr>
<td>Jail, Out of State</td>
<td>$15,233,000</td>
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<tr>
<td>CAPD</td>
<td>$9,140,000</td>
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**Idaho Correctional Centers**
- $26,384,700
- $72,969,300
- $4,436,800

*Front page photo courtesy of Chad Page, Emergency Coordinator*