



JRI Overview: County Impact Social Services Appropriations Report January 2017

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What is JRI?

AN ALTERNATIVE TO INCARCERATION

- Federal, state, and local leaders continue to look for innovative ways to improve public health and public safety outcomes, while reducing the costs of criminal justice and corrections.
- Nationally, states continue to innovate strategies to save public funds and improve public health by keeping low-risk, non-violent, drug-involved offenders out of prison or jail, while still holding them accountable and ensuring the safety of our communities.

UAC supports the efforts to drive better outcomes for non-violent offenders and supported HB348 in 2015

HB348 – 2015 Overview

- Reduced penalties for specified offenses involving controlled substances
- Defined criminal risk factors and required consideration when providing mental health/SAD treatment options
- Requires standards for treatment to be created
- Requires modification of sentencing guidelines
- Requires the creation of implementation and outcome measures by CCJJ and requires the study of those outcomes
- Significant attention paid to treatment while in prison, not as much emphasis on community based treatment

Why Did We Do It?

- Prison population had grown by 18% in previous 10 years while total Utah population increase was 15%
- Prison population in last 30 years went from 88 per 100K in population to 242 per 100k in population (175% increase)
- Non-Violent Offenders made up 2/3 of all sentenced to prison in 2013 according to Pew Foundation
- 63% recidivism rate within 3 years and most related to parole violations (Is prison/parole working?)
- It costs the state \$86/day to house a prisoner (\$52 if housed in a county jail.)
- Pew projected CORRECTIONS savings of over \$500M in 20 Years by leveling out the growth rate in those sentenced to prison

Practical and Stated Effect

- By reducing sentences for nonviolent drug offenders, less of these individuals will be sentenced to prison (Required in HB348)
- By changing the response and incentive matrix for probations/parole fewer individuals will recidivate due to a parole violation (Required in HB348)
- This will mean, over time, less money needs to be spent on corrections and supervision. (The stated Pew Savings)

But these changes do not necessarily mean a change in behavior, just a change in response to a given behavior

Alternatives to Incarceration

- A critical element of any A-to-I program is creating robust alternatives with appropriately aligned incentives, moving from a charge-based to risk-based system.
- Utah determined that evidenced based treatment, based on a needs assessment, would be the best alternative to incarceration approach
 - Requires screening (Done)
 - Requires risk assessment (Limited)
 - Requires needs assessment (Differing Agencies)
 - Requires treatment (Limited)
 - Requires accountability/supervision (Limited)
- Our JRI program, at creation, assumed funding for treatment would be handled through Medicaid Expansion (Healthy Utah) – This has not occurred

Current Incarceration Dynamic

- Pre-JRI Felonies (Drug) 2,593 felony/quarter
- Post-JRI Felonies (Drug) 1,378 felony/quarter
47% reduction in felonies*
- Pre JRI Prison Admissions 47/quarter (All Drug)
- Post JRI Prison Admissions 28/quarter (All Drug)
40% reduction in Prison admissions*

Does this mean we have less people using, or is it all attributed to sentencing changes?

*Commission of Criminal and Juvenile Justice, Utah justice Reinvestment Initiative: 2016 Annual Report, October 2016, available at: <http://le.utah.gov/interim/2016/pdf/00004159.pdf>

Current Behavioral and Response Dynamic

- Pre-JRI Drug Possession Charges – 5,508/quarter (avg of 2014)
- Pre-JRI Drug Possession Charges – 6,166/quarter (avg of quarters immediate JRI)*
- Post-JRI Drug Possession Charges – 6,996/quarter*

21% increase in charges – Not resulting in Prison from 2014 to June 2016
13% increase in charges – Not resulting in Prison from three quarters before and after

We are seeing a 21% increase in charges, but a 40% reduction in the admissions and a 47% reduction in felonies*

This equals a dramatic increase is needed in the county behavioral health system if we want to treat as an alternative to incarceration, little of which has been funded

It also equals a dramatic increase in county public safety and correctional response needs within our communities as they now go to county jails or county diversion programs instead of state prison.

*Commission of Criminal and Juvenile Justice, Utah justice Reinvestment Initiative: 2016 Annual Report, October 2016, available at: <http://le.utah.gov/interim/2016/pdf/00004159.pdf>

More Issues + Less Incarceration = More⁹ County-Based Alternative Approaches

- County Jail Funding
 - Jail Contracting for the State Prison
 - Less low-level offenders being sent to prison means fewer sent to county jails on contract
 - Increase in more difficult offenders in order to keep contracting numbers up
- County Supervision Services
 - Every successful alternative incarceration program has included robust supervision services. Because many, based on sentencing changes, are not hitting the state correctional system, they are not eligible for AP&P services
 - That means the county has to come up with a local supervision services program if we want community based alternatives to work
- Jail Program Funding
 - Access to Medicaid Extension for CJI requires the completion of a incarcerated program
 - Wrong judicial incentives – an offender must be sent to jail in order to get treatment and qualify for Medicaid for community treatment
 - Most jails do not have a program that satisfies the requirement
- Behavioral Health Needs
 - Fully fund existing program
 - Fund the remaining population to receive treatment as an alternative to incarceration

Current Local Funding

- 2015 Local Funding:
 - \$2.2 Million – Screening Tool
 - \$4.5 Million – Substance Abuse and Mental Health Treatment
 - \$2.9M (on-going)
 - 1.6M (one-time)
 - \$380K – County Jail IT upgrading
- 2016 Local Funding
 - Passage of Medicaid Extension – Creates some corollary benefit but implementation is waiting CMS approval
 - \$1.6M – For substance abuse treatment made on-going (no increase in the aggregate)
 - \$2M -- DTS to help coordinate data (some coming to counties) – one-time
 - \$3.57M -- Jail Contracting and Reimbursement
 - \$2.57M (on-going)
 - \$1M (one-time)

Summary of On-Going Commitment

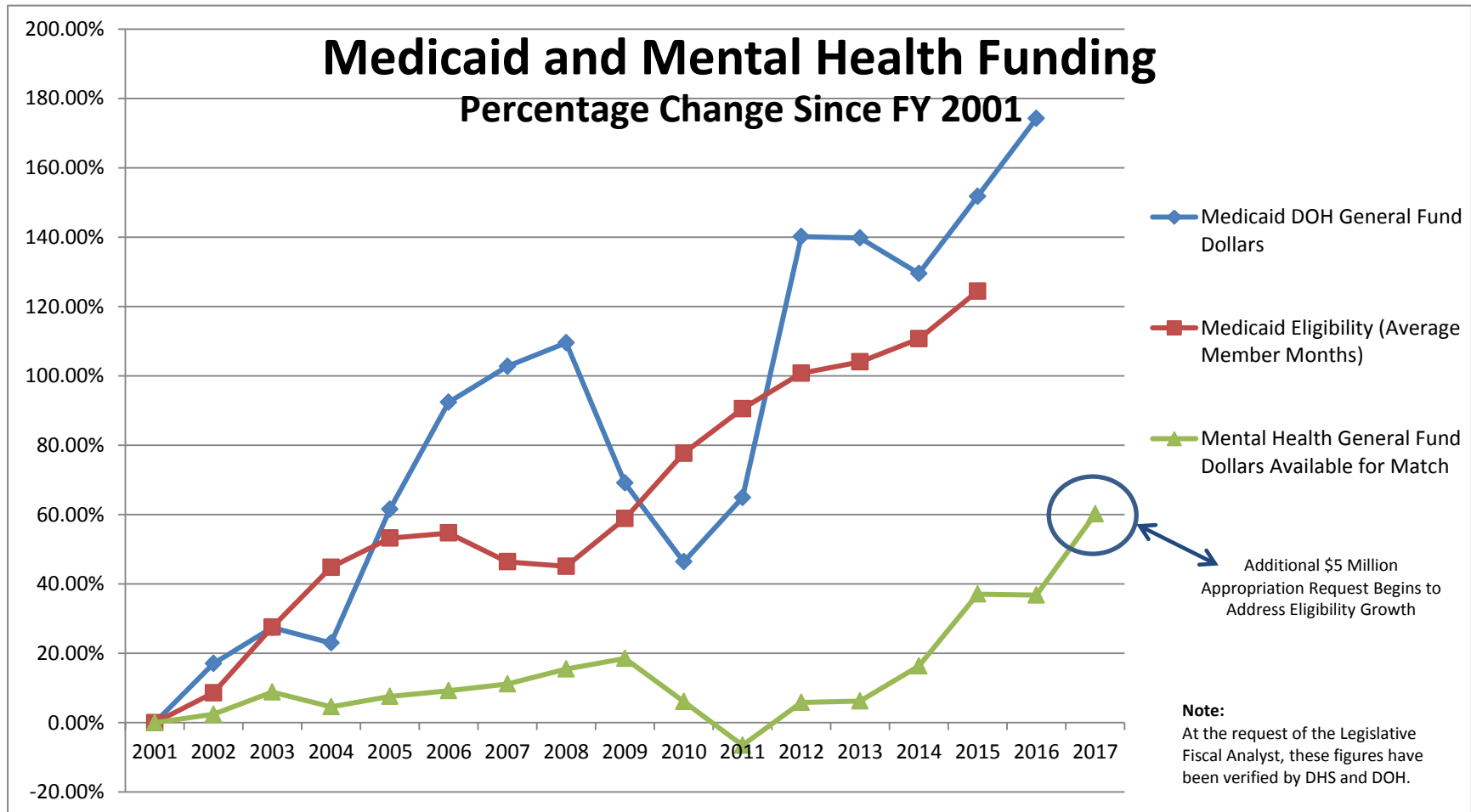
\$4.5M for Treatment

\$2.2M for Screening

Local Funding Needs Behavioral Health Only

- Uninsured Adults in 2015 – 94,000
 - Criminal justice involved (CJI) – 31,020 (33%)
 - % with CJI and Substance Abuse/MI – 21,714 (70%)
 - Already Being Served by Local BH– 14,985
 - This number assumes adequate funding of existing programs of which we are **\$5M short for Medicaid Match**
 - Case Rate = \$3,100 (current avg. case rate – public)
 - Case Rate X Population (6,729) = \$20.85M
 - Amount Received = \$4.5M
- Total Need, Less amount Received: \$16.35M
IN ADDITION to the \$5M to support the existing system**

Local Funding Needs Behavioral Health Only



Utah Department of Health, 2014 Annual Report

http://dhs.utah.gov/pdf/Annual%20Reports/2014%20Annual%20Report%20Final%20Web%201_27_15.pdf

*Utah Behavioral Healthcare Committee Presentation to Social Services Appropriations Subcommittee, June 2016

County Jail and Supervision

- Current Daily Rate: \$52/Day (Less than statute allows or suggests)
 - More difficult criminals now coming on contract
 - Should we be contracted at a higher rate to address this?
 - Still dealing with the same SAD issues, just directly instead of on contract with the state
 - Same population issues, with no funding associated and requiring costly but effective medicated assisted treatment (MAT)
- Working w/ Sorenson Impact on Programming
 - What sort of programming should qualify (job, SAD, anti-social counsel)
 - How much will “evidence based programming cost”?
- Working w/ Sorensen Impact on Supervision
 - How do we develop county based supervision services?
 - Who should be supervised and at what levels?
 - How much will this supervision structure cost?

What Does JRI Mean?

- Did Justice **Reinvestment** mean true **Reinvestment** in alternatives to incarceration, or just correctional cost savings?
- At the outset, UAC continued to mention that the savings in corrections must be redirected to treatment in order for us to address the real problem.
- The real problem is not just the growth rate in incarceration, it's the realization that we have a drug and mental illness problem that is in dire need of resources.
- Without the **Reinvestment**, this was simply a cost and burden shift to the county behavioral health and public safety system.
- UAC seeks opportunities to partner with the state to reinvest corrections saving in viable evidence-based SAD and Mental Health programs (most currently are under the purview of the counties not the state).



So What are COUNTIES Doing
Now?

Salt Lake County

CORE II

1228 S. 900 E.

A Valley Behavioral Health Dual Diagnosis Residential Program for Women With Serious Mental Illness and Co-occurring Substance Use Disorders (September 2015)

Costs:

SGF (JRI)	\$ 750,000
County	\$ 190,000
Federal Medicaid Share	<u>\$ 937,217</u>
Total:	\$1,877,217

Outcomes:

- 84 clients served to date
- 5-6 m wait (27 women on the waitlist)

In a 3 yr period, CORE I (men) participants housed in county housing programs experienced a 48% decline in new charge bookings and a 70% reduction in length of stay. As a result, there was a high demand from stakeholders for a CORE II for women. We await recidivism data for this program.

Salt Lake County

Intensive Supervision Probation (ISP)

A JRI-driven partnership between the Salt Lake County Sheriff's Office, Criminal Justice Services, and Behavioral Health Services Serving High-Risk Individuals (August 2015)

Costs:

SGF (JRI)	\$ 339,000 for treatment
County	<u>\$ 2,228,000</u> to meet the growing demand
(March 16)	
Total:	\$ 2,567,000

Outcomes:

- 283 total clients referred
- 23 graduates to date (22 scheduled graduates Feb. '17)
- 73% of clients have remained engaged in treatment
- 39% reduction in LS/CMI "risk" scores for graduates



Cache County

CRIME STATS SINCE JRI Cache County Sheriff's Office

All date from reported offenses in Spillman

Date Ranges	Assaults (not including sex offenses)	Burglary (commercial, residential and vehicle)	Drug Offenses (possession and distribution)	Thefts (all types)
9/2013 - 8/2014	143	121	282	342
9/2014 - 8/2015	174	129	278	297
8/2015 - 4/2016 (actual)	140	103	312	283
5/2016 -8/2016 average	46	35	104	94
9/15 - 8/16 (Total)	186	138	416	377

LOGAN CITY POLICE

Date Ranges	Assaults (not including sex offenses)	Burglaries (commercial, residential and vehicle)	Drug Offenses (possession and distribution)	Thefts (all types)
9/2013 - 8/2014	199	244	441	956
9/2014 - 8/2015	226	231	525	996
9/2015 - 6/2016 (actual)	212	196	459	848
6/2016 -8/2016 average	63	58	138	254
9/15 - 8/16 (Total)	275	254	597	1102

ALL CACHE COUNTY CRIME STATS

Date Ranges	Assaults (not including sex offenses)	Burglary (commercial, residential and vehicle)	Drug Offenses (possession and distribution)	Thefts (all types)
9/2013 - 8/2014	342	365	723	1298
9/2014 - 8/2015	400	360	790	1293
9/15 - 8/16 (Total)	461	392	1013	1479

Cache County

History of Court/Probation Referred and Drug Court Participation

YEAR	TOTAL CLIENTS	COURT/PROBATION REFERRED	DRUG COURT	LOGAN	BRIGHAM CITY	
FY12	1112	939	85%	90	--	--
FY13	853	739	87%	61	--	--
FY14	539	442	82%	28	23	5
FY15	541	438	81%	46	25	21
FY16	608	486	80%	44	33	11
FY17 (5 MO)	232	174	75%	17	11	6

*Only new admissions are indicated, carryover clients are excluded from this count.

The significant decreases in court/probation referrals indicate two events:

1. Changes in the local private probation office and their connection to a new treatment center. This occurred between FY13 and FY14.
2. Effects of the implementation, then actual practice of JRI restrictions in the courts, beginning in FY15.

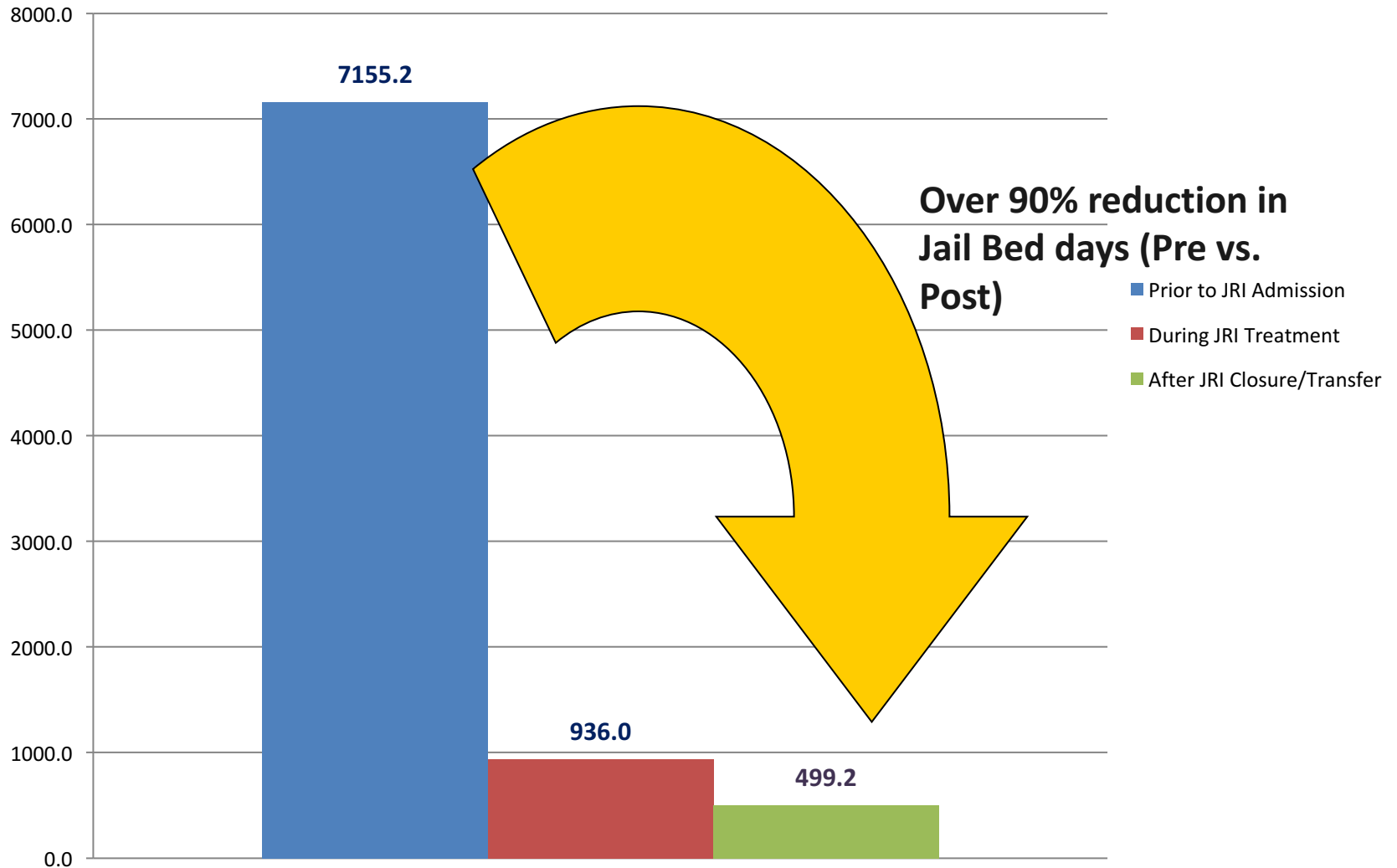
Wasatch Mental Health

JAIL TRANSITION PROGRAM

- WMH – Jail Transition Team started December 2015
- Since then 104 individuals served
- Currently 62 individuals in services:
 - 1123 services provided
 - over 360 outreach calls

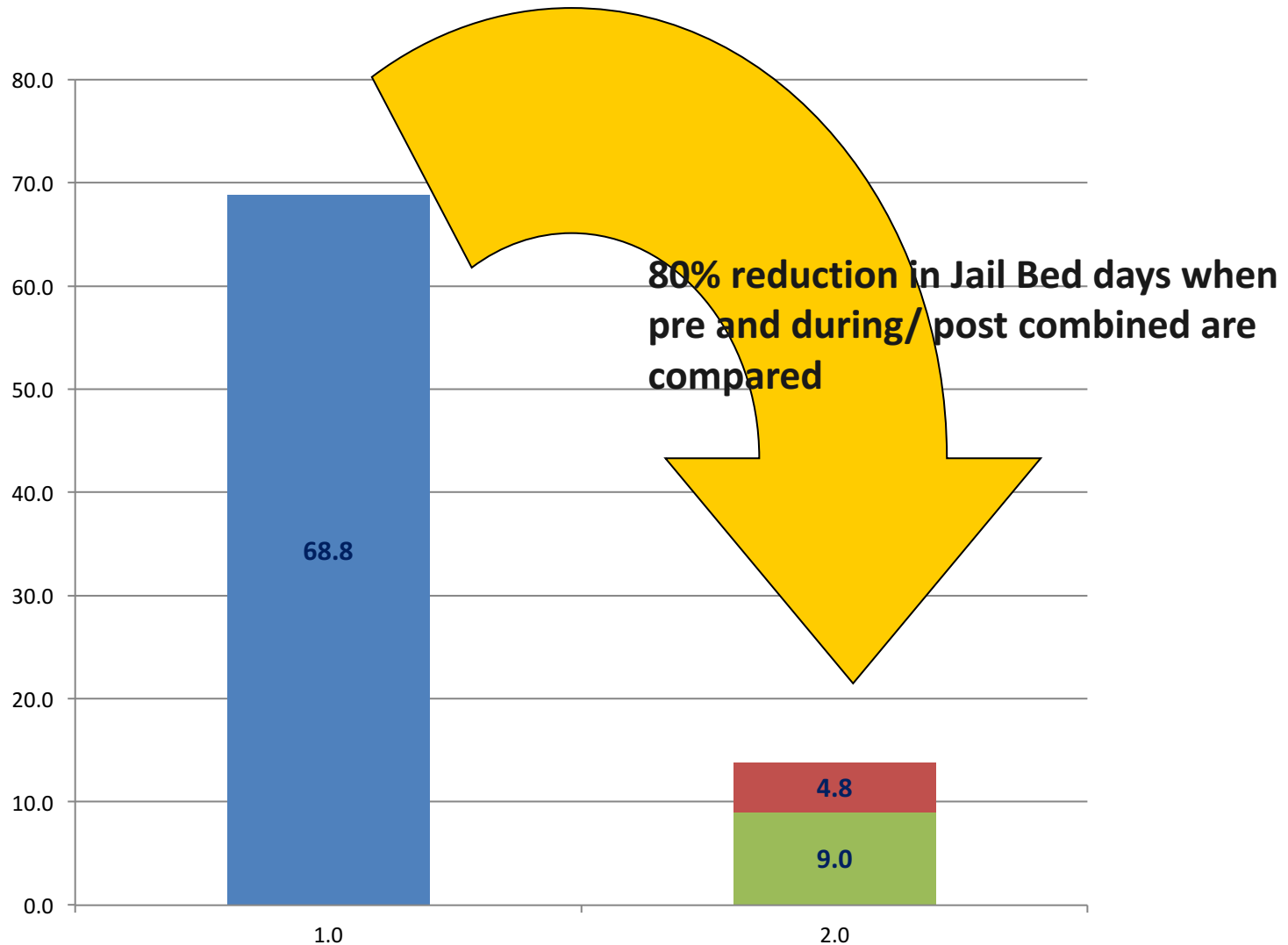
Wasatch Mental Health

JRI CUMMULATIVE JAIL BED DAYS (N=104) ANNUALIZED



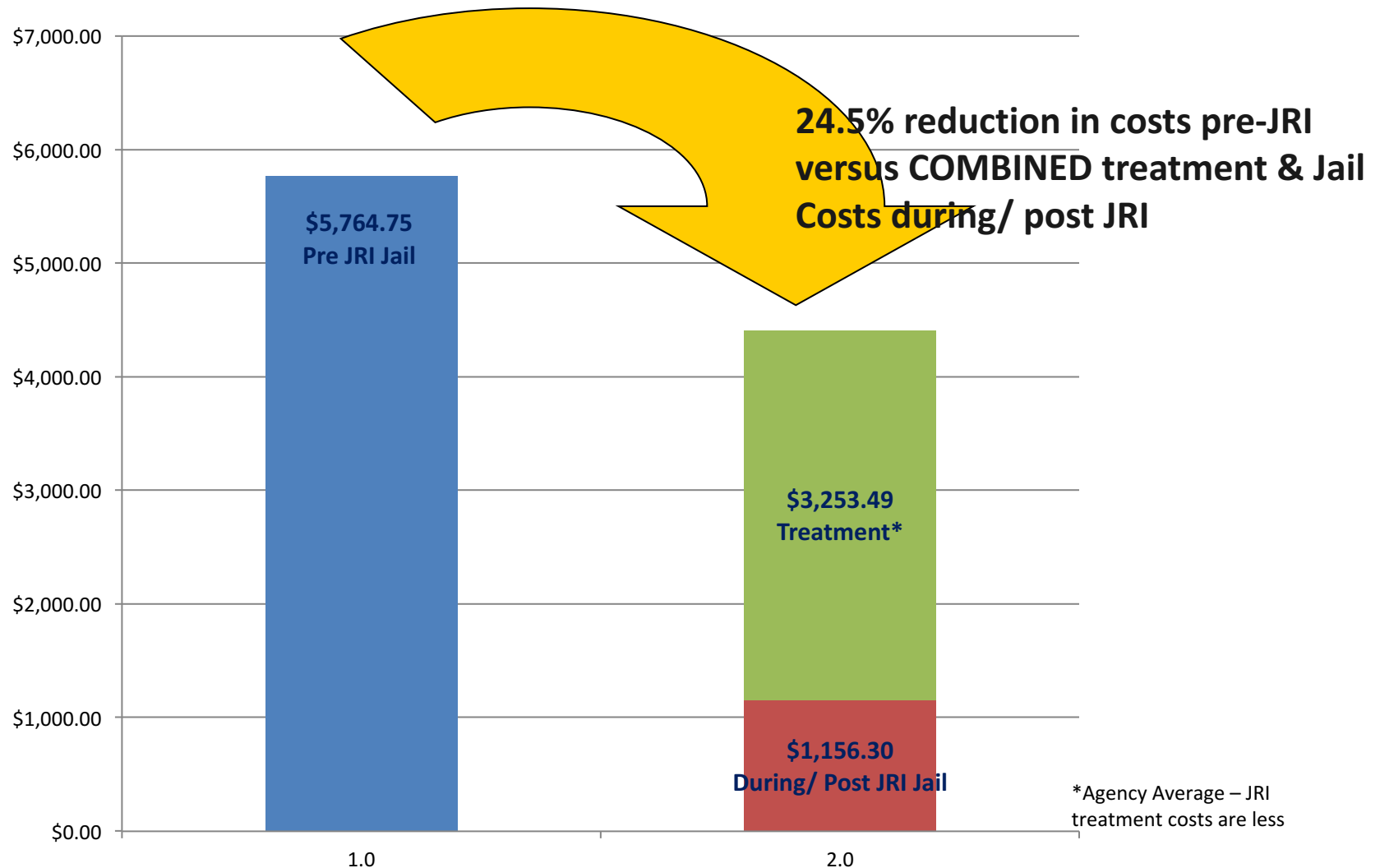
Wasatch Mental Health

JRI CUMMULATIVE JAIL BED DAYS (N=104) ANNUALIZED



Wasatch Mental Health

ANNUALIZED JAIL DAYS PER INDIVIDUAL



Wasatch Mental Health

CUMULATIVE COST SAVINGS & OUTCOMES

Compared to pre-JRI services COMBINED treatment and Jail costs save \$1,343.96 per individual

Cumulative savings since JRI inception (N=104) = \$140,915.84*

*The costs savings is likely to increase in subsequent years due to decreased treatment costs

Since inception, the recidivism rate has been between 21% - 41% (N=104)

Of 62 clients currently served:

- 5 have permanent housing (8%)

- 20 have obtained State IDs (32%)

- 6 have obtained Medicaid/ PCN (9.7%)

- 17 are working currently (27.4%)

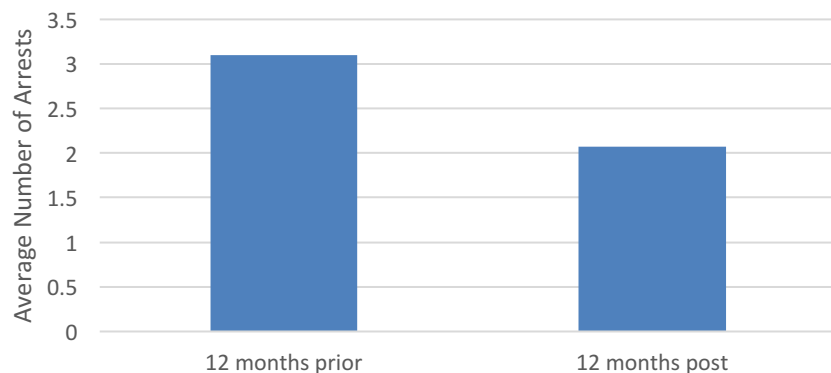
Central Utah Counseling Center

- In FY2017, CUCC has served **242 JRI clients**, (219 substance abuse, 40 mental health, with 23 of these being both substance abuse and mental health clients).
- As of the middle of January 2017, CUCC has spent all of the JRI allocated funds for treatment etc. This shows a higher demand for JRI services than current funding supports.
- Sanpete County was able to secure additional funding through grants that allowed for the hiring of trackers that work closely with law enforcement and treatment to ensure prompt sanctions for noncompliance.
- In areas where there are no trackers the programs have had difficulty in getting compliance to treatment recommendations.

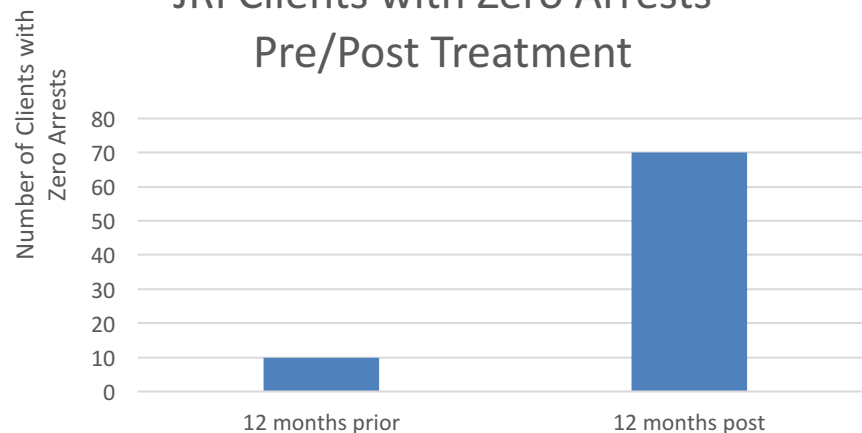
Utah County aDDAPT

- 103 clients treated were funded by JRI funds, measured over a period of 12 months post-treatment completion.
- Average length of stay in treatment was 183 days. Treatment included all levels of care from residential treatment to general outpatient treatment. Some received medication assisted treatment.
- Eighteen months prior to treatment, the 103 clients averaged 3.1 arrests per client, or 2.07 per 12 month period.
- The Utah County JRI treatment clients showed a reduction in criminal behavior of 52%.
- Ten clients had zero arrests in the 18 months prior to treatment, and 70 had zero arrests after completion of treatment. Using this calculation, JRI funded treatment in Utah County reduced criminal behavior by individuals in treatment by a factor of 7.

Utah County Drug and Alcohol
JRI Client Arrest Rates
Pre/Post Treatment

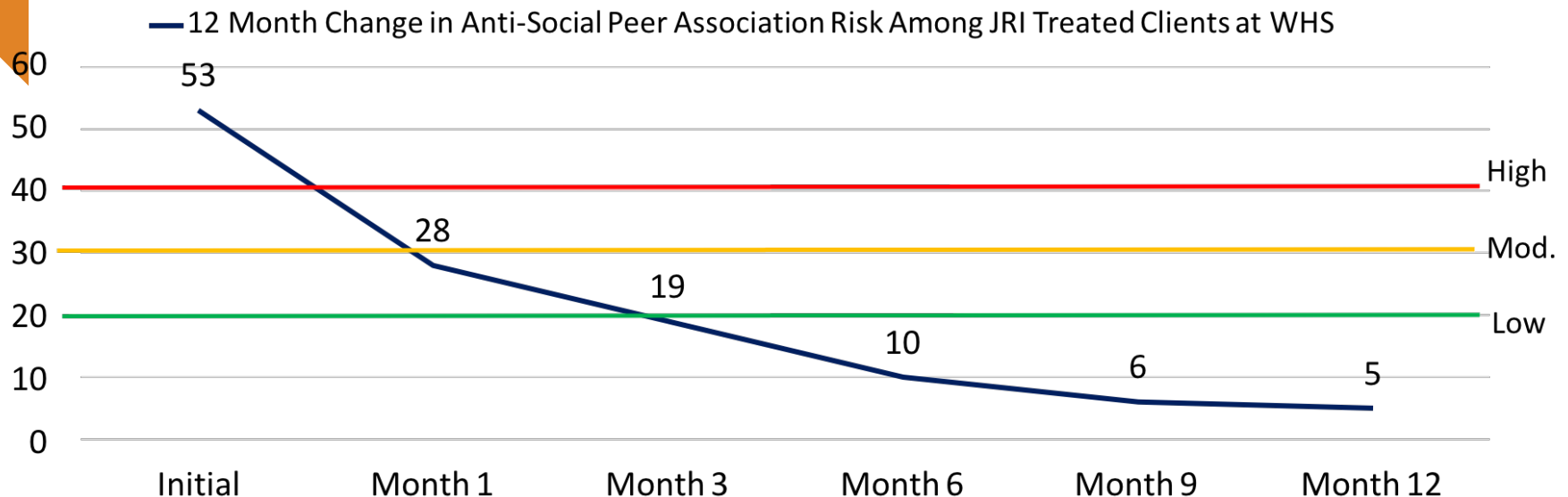


Utah County Drug and Alcohol
JRI Clients with Zero Arrests
Pre/Post Treatment



Weber Human Services

Treatment Services at WHS Reduce Primary Risk Factors Associated with Criminal Behavior Such as Anti-Social Peer Associations

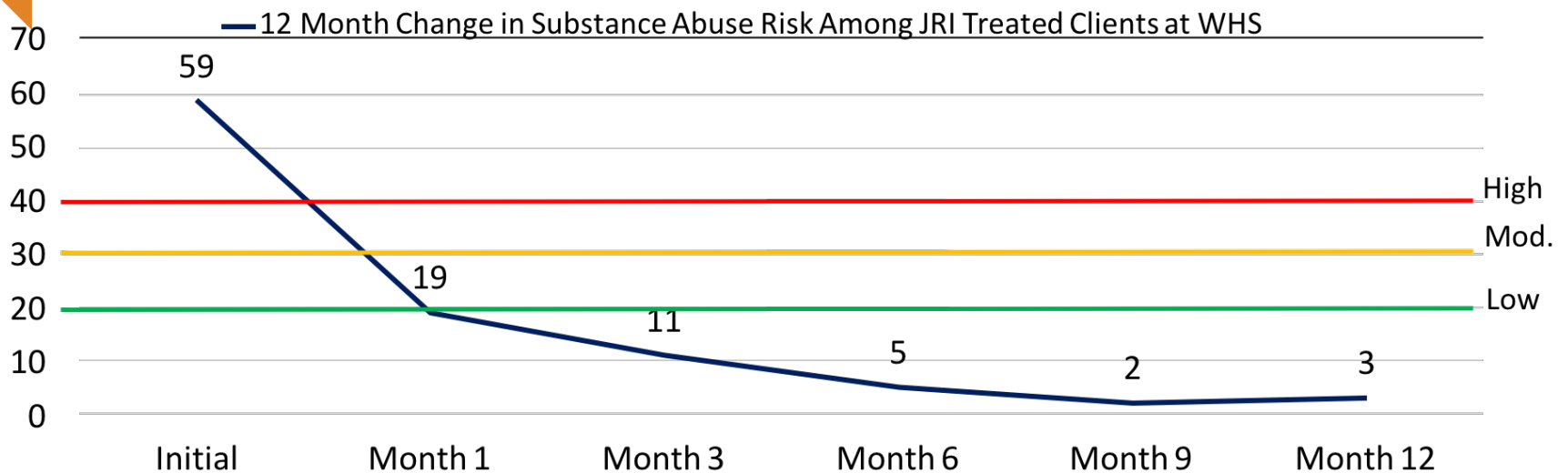


Initial N = 214

Measured between Jan. 2015 and Jan. 2017

Weber Human Services

Treatment Services at WHS Reduce Primary Risk Factors Associated with Criminal Behavior Such as Substance Abuse

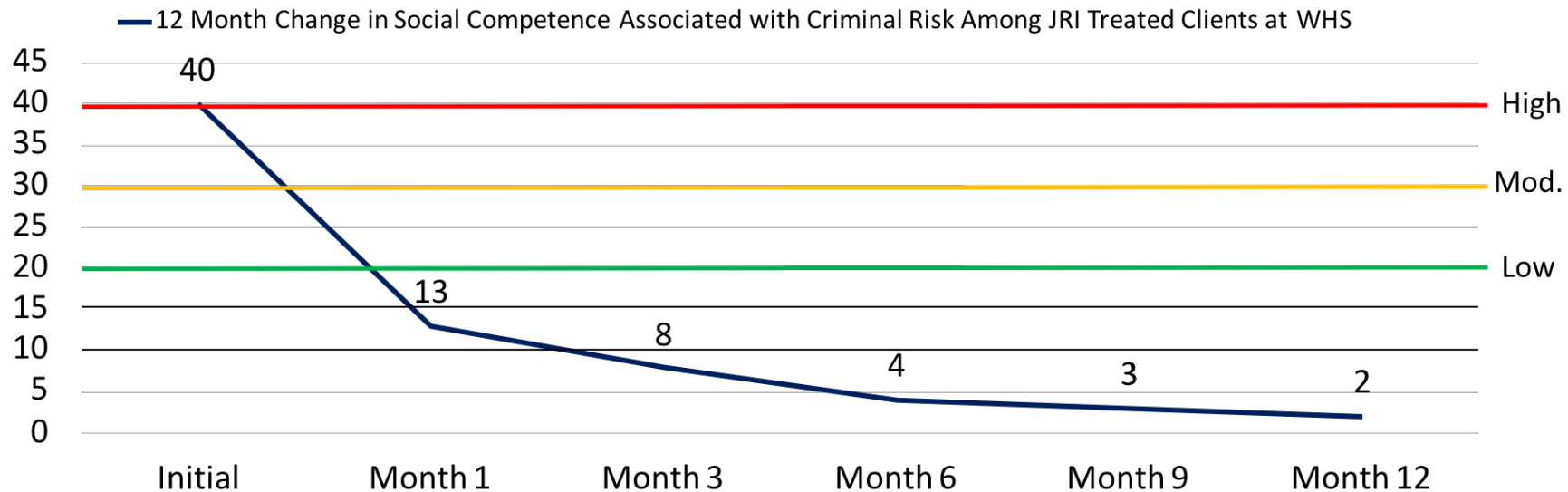


Initial N = 214

Measured between Jan. 2015 and Jan. 2017

Weber Human Services

Treatment Services at WHS Reduce Primary Risk Factors Associated with Criminal Behavior Such as Social Competence



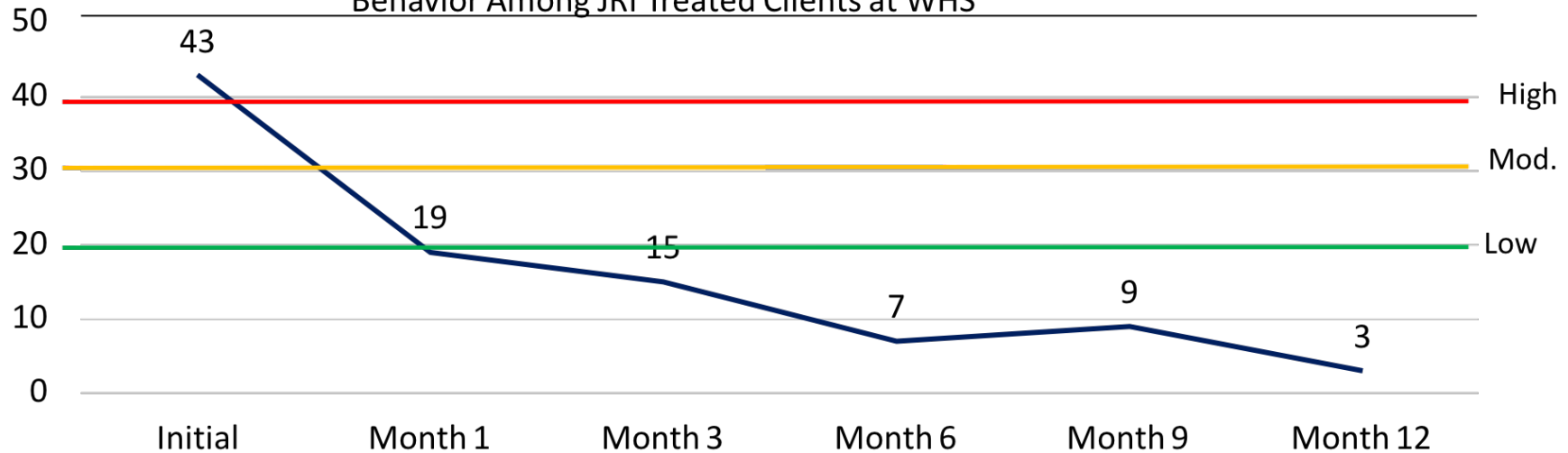
Initial N = 214

Measured between Jan. 2015 and Jan. 2017

Weber Human Services

Treatment Services at WHS Reduce Behavior Problems Associated with Criminal Behavior as Measured by the DUSI-R

— 12 Month Change in Behavior Problems Associated with Illegal Behavior Among JRI Treated Clients at WHS

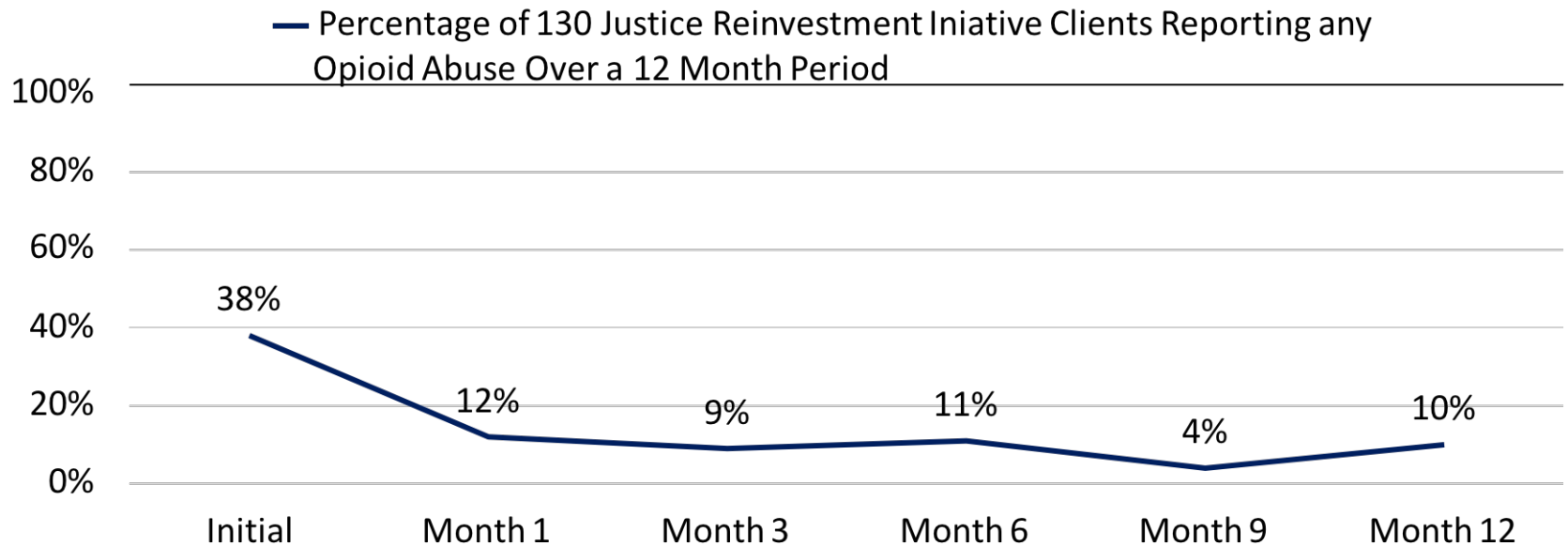


Initial N = 214

Measured between Jan. 2015 and Jan. 2017

Weber Human Services

Treatment Services at WHS Show Significant Reductions in Opioid Abuse among a Group of 130 JRI Clients

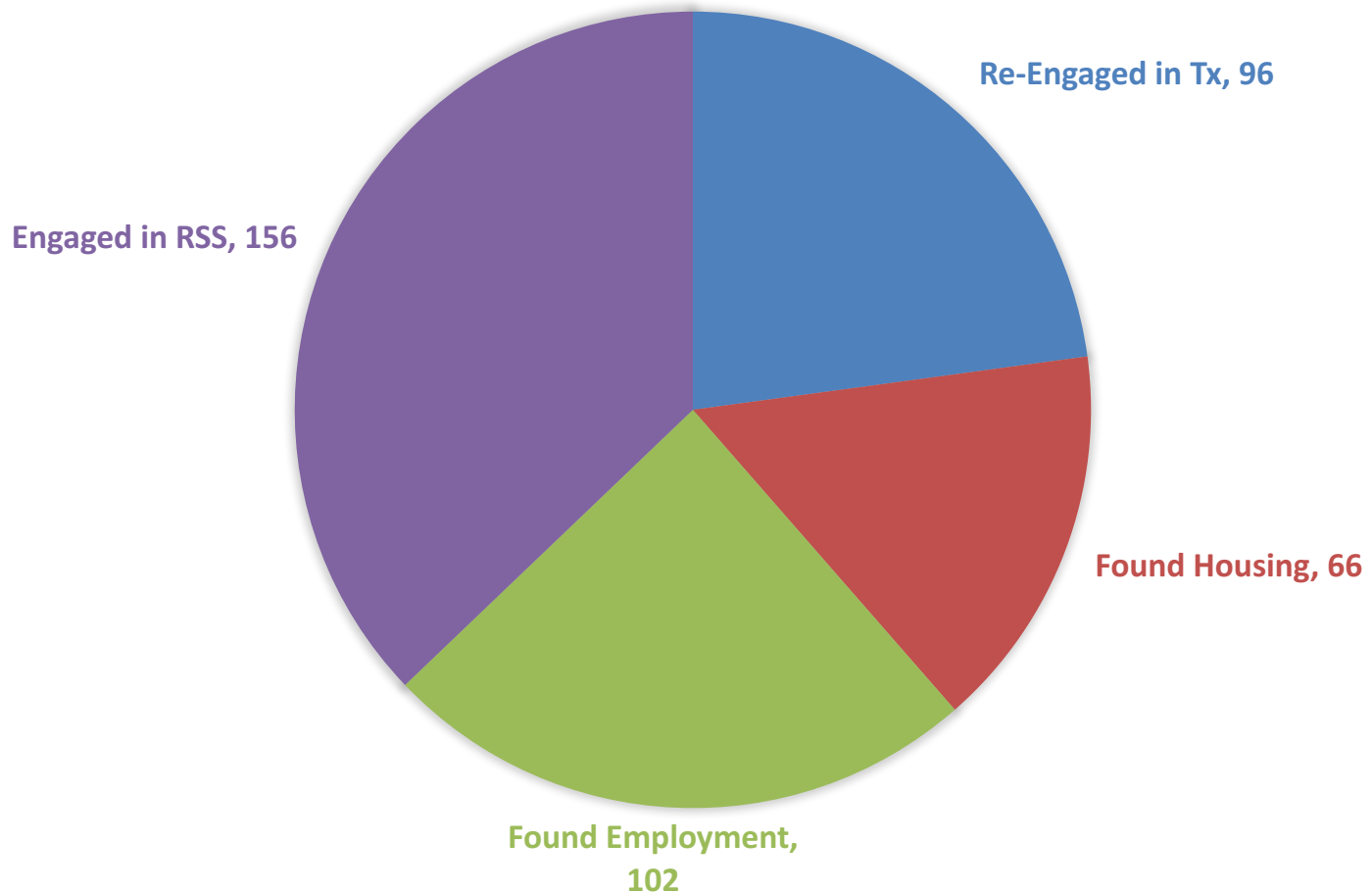


Initial N = 130

Measured between Jan. 2015 and Jan. 2017

Davis County Behavioral Health

**547 CLIENTS OUT OF 1,217 RECEIVED SERVICES PAID FOR
BY JRI IN FY2016. OF THOSE CLIENTS:**



Tooele County

The JRI Program in Tooele has been set up to work with local jurisdictions and with the Tooele JRI Coordination Committee. Our goal is to provide treatment to offenders/clients that are afflicted with mental illness when released from incarceration, or court mandated to do so as a means to track their progress as they stabilize in the community.

Jail Assessment

1. Complete initial screening and intake information
2. Discharge planning is completed
3. JRI Individual Release Plan

Release from Jail

1. Intake
2. Treatment Plan Created
3. Drug Testing and Tracking Established

Treatment

1. Court Coordination
2. Outcome Tracking
3. Probation Coordination
4. Involvement of Case
5. Management and Tracker Case Load

Tooele County

Courts Probation & Jail Diversion = 35

- Grantsville Justice Court = 3 + 3 for Prime for Life
- Tooele Justice Court = 13
- 3rd District Court Probation = 3
- West Valley Justice Court Probation = 3
- Salt Lake Justice Courts = 5
- 3rd District Juvenile Court = 1
- Seventh Judicial Courts Idaho = 1
- Montezuma Sherriff Office = 1
- Beaver County Courts = 1
- West Jordan Courts = 1

JRI Jail and JRI Output

- JRI Jail = 59 Teaching Groups in the jail and setting release plans
- JRI Output = 57 to help engage in treatment

Adult Probation & Parole

- Clients = 13

Private Probation

- Clients = 20

Felony Drug Court Diversion Program

- Clients = 38



QUESTIONS?