FY 2009 American Recovery & Reinvestment Act: Edward Byrne Memorial Competitive Grant Program

Category II—Providing For Funding
of Neighborhood Probation & Parole Officers

Submitted to: The U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance
April 27, 2009

Submitted by: Valarie Tickle
Criminal Justice Council
Coordinator

ABSTRACT

Applicant: The State of Delaware Criminal Justice Council (CJC)

Title of Project: "Enhancing I-ADAPT" – A Community Corrections Reentry Project

Dollar Amount Requested: **$1,146,750**

Category II: Funding of Neighborhood Probation and Parole Officers

Reentry must be an evidence based process that starts upon incarceration and results in successful community reintegration. Grant funds will be utilized to ensure job preservation for 10 neighborhood-based probation officers with reentry specialized assignments. A new reentry strategy currently being designed in the state will implement the Individual Assessment, Discharge and Planning Team (I-ADAPT). Members will consist of representatives from DOC, DOL, DHSS, DOE, DSHA, FBCO (faith based/community organizations), and an ex-offender. The Team will provide individualized transitional planning responsive to specific needs of offenders. I-ADAPT utilizes a team case management approach maintaining accountability and avoiding duplication of services. The Bureau of Community Corrections (within DOC) will monitor offenders for supervision compliance and enhance the I-ADAPT to monitor transition plan completion. P&P officers must be retained with manageable caseloads and workloads to provide essential services. The overall goals and measurable objectives are: 1) Improve public safety by reducing recidivism and decreasing revictimization in our communities; 2) Equip individuals released from custody with the tools needed to succeed in the community; 3) Build a continuum of custody, care, and control for all offenders who are under a community-based supervision sentence; 4)10 community probation officers will be retained; 5) Re-incarceration for the program participants will be below 25% during the grant period; 6) Cost avoidance will be determined after 1 year of project operation.

Statement of Problem: The Delaware Department of Correction (DOC) supervises about 7,000 inmates in facilities, about 17,500 probationers in the community, and has over 2,600 employees. DE is a unified corrections system, which means there are no regional, county or municipal correction or jail system and no separate probation system. Our system has 25,000 offenders admitted to its facilities and 25,000 released each year. Currently, 57% serve more than one year, 24% have less than one year, and 19% are in detention status. It costs about $33,000 a year to incarcerate one inmate. Prisons are about 20 times more costly than regular probation. The DE levels of supervision are as follows: Level I: Least restrictive, pay fine, attend programs; Level II: Standard probation, regular visits with probation officer (usually monthly), counseling; Level III: Frequent monitoring, curfew, close supervision to increase successful reentry into community; Level IV: Work Release: Partial confinement and Electronic Monitoring: Restriction to approved residence with electronic surveillance; Level V: Incarceration.

DE is experiencing a statewide budget shortfall of approximately 750 million dollars and is under a hiring freeze. The budgets for state agencies are being reduced and positions are not being filled or may be removed from budget lines. Currently DOC has 22 vacancies including 3 supervisor positions within Community Corrections. Probation officers (PO) have around 40 individuals on a LIII caseload and 80 for LII. In addition to the number of cases, PO workload must be considered to accurately understand responsibilities. Specialized caseloads like sex offenders, Operation Safe Streets and domestic violence offenders are significantly more time consuming, particularly when the individual is on electronic monitoring like GPS (Global Positioning System). These populations have increased number of calls for service. P&P also assists with the apprehension of "walk aways" and erroneous releases. P&P officers must be retained with manageable caseloads and workloads to provide essential services.

The DOC under the Bureau of Community Corrections has 6 probation offices statewide. Last year Probation & Parole (P&P) received 5,600 new high risk cases. Of the cases supervised in 2005, there were 4,250 technical probation violations and 1,053 violations for new conviction. According to the BJS, Delaware ranked 11th highest in the nation in terms of long-term incarceration with a rate of 488 persons per 100,000 residents incarcerated for 1 year or more in 2006. With such an incarceration rate and prison statistics, the state has an astounding need for successful reentry programs and services. About 80% of DE's offenders have drug involvement histories and 12% - 16% are seriously mentally ill. 75% of state prison inmates are high school dropouts, who are 3.5 times more likely to be arrested. According to a reentry study of facility releases (about 5,000 offenders) by Dr. Yanich of the University of DE, criminal histories among offenders had a median of 10 prior convictions and about one-third were in prison for a violation of probation. About 97% of the inmate population will eventually be released to the community. Studies have shown that 47.5% of released offenders return to prison within 3 years.

Over the next two years about 2,800 sentenced adult inmates will be released from the facilities. 70% will be on some form of community based supervision (Levels I-IV), which means 1,960 individuals. The prisons facilities are operating at high capacity levels. Community supervision is significantly more cost effective and a process for early release of non violent offenders would benefit the already burdened budget while maintaining public safety. Eligibility criteria can be established through validated assessment tools, targeting non violent offenders for program participation. Due to the size of DE, the initiative will be statewide. It is recognized that a high concentration of individuals will return to New Castle County.

Upon release, offenders face similar issues, substance abuse treatment, mental and general health services, education, job skills/employment, housing, and re-uniting with children.

Some offenders may receive drug treatment, mental health services, and/or health care inside the prisons, but once released, services may be disrupted. A discontinuity in any of these services could cause the offender to re-offend and return to prison. Another issue the State faces is the lack of reentry and risk reduction training for probation officers. Utilizing neighborhood-based reentry probation officers would improve intelligence, reduce crime and enhance the management of offender populations.

Program Design and Implementation: Reentry must be an evidence based process that starts upon incarceration and results in successful community reintegration. Grant funds will be utilized to ensure job preservation for 10 neighborhood based probation officers. Violation of probation and recidivism data support the strategy of establishing reentry officers focused on evidence based practices such as risk reduction and positive reinforcement supervision. These practices are shown to reduce violent crime which increases public safety. Evidence based practices literature reviews were conducted utilizing resources such as: National Institute of Corrections, Urban Institute, Reentry Policy Council, National Governor's Association, Council of State Governments, National Criminal Justice Association, and many others.

Probation vacancies are posted on the state website, advertised in local newspapers and DOC holds statewide job fairs. Upon completion of state application process, interviews are conducted and successful applicants are enrolled into the training academy. Due to the collective bargaining agreement, all new vacancies must first be posted to allow for senior officers to transfer into reentry specialized neighborhood based assignments. New officers will be hired to fulfill vacant job duties due to re-assignment and maintain balanced workloads increasing efficiency. Program officers will be selected through an interviewing process within one month of subgrant award and vacancies will be filled within two months.

On January 26, 2009, the Secretaries of DOL (Labor), DOC (Correction), DHSS (Health & Social Services), DOE (Education), and DSHA (Housing) were charged with the responsibility of developing and presenting in 90 days a reentry plan to the Governor. Agencies have engaged in a collaborative process to develop a comprehensive and coordinated continuum of services. A new reentry strategy currently being designed in the state will implement the Individual Assessment, Discharge and Planning Team (I-ADAPT). Members will consist of representatives from DOC, DOL, DHSS, DOE, DSHA, FBCO (faith based/community organizations), and an ex-offender. The Team will provide individualized transitional planning responsive to specific needs of offenders. I-ADAPT utilizes an evidence-based team case management approach. Members will consistently meet monthly to monitor process quality, barriers, gaps, resources, accountability and avoid duplication.

The Team verifies eligibility and completes a transition service plan for participants with the PO and this may then become a condition of supervision. The Bureau of Community Corrections (within DOC) monitors offenders for supervision compliance and enhances the I-ADAPT to monitor transition plan completion. P&P officers must be retained with manageable caseloads to provide essential services. Probation Officers provide close supervision of offenders in the community. The Team which includes Community Corrections will ensure a seamless delivery of services and make certain there is coordination and compliance.

The Level of Service Inventory – Revised (LSI-R) will be used to identify offender needs and recidivism risk factors. The LSI-R tool includes items in the following categories: criminal history, educational/employment, financial, family/marital, accommodations, leisure/recreation, companions, alcohol/drug, emotional/ personal, and attitude/orientation. DE had the tool and the implementation of the tool validated in March 2009. Upon identifying reentry needs of the

clients, the I-ADAPT and PO will refer the clients to faith based and community organizations for post release services. All performance measures outlined in the solicitation will be measured. Individuals will participate until transition plan is complete with 6 months stability or successful completion of supervision period. Consideration will be given to exploring the possibility of using graduated community based sanctions for minor and technical violations. The validated assessment tool will protect communities by ensuring the readiness of the returning offender and screening dangerous felons from premature release. A process for early release of non violent and/or elderly offenders called 4217 in DE has already been established and may be used in this project to further increase cost effectiveness.

The goals are: 1) Improve public safety by reducing violent crime and recidivism and decreasing revictimization in our communities; 2) Equip individuals released from custody with the tools needed to succeed in the community; 3) Build a continuum of custody, care, and control through a collaborative effort for all offenders who are under a community-based supervision sentence; 4) Improve offender accountability and require personal responsibility for achieving self-sufficiency. Measurable objectives are: 1)10 community probation officers will be retained; 2) Essential probation services will be performed while reducing workload by 10%; 3) Re-incarceration for the program participants will be below 25% during the grant period; 4) Cost avoidance will be determined after 1 year of project operation.

Upon award of the grant, a presentation will be made to the Criminal Justice Council board for review of the project. Subgrants will then be awarded through the CJC to the DOC within one month after CJC received the federal award. All subgrants include measurable objectives and impact of the program. Quarterly programmatic and financial reports are submitted to the CJC and on- site-monitoring visits are conducted quarterly.

Capabilities/Competencies: The Criminal Justice Council (CJC) was created within the Executive Branch of government under Title 11, Chapter 87, 8701 of the Delaware Code. The CJC is the state administrative agency (SAA) for the state. This agency is an independent collaborative body that seeks to improve DE's criminal justice system through innovation and creativity. CJC has administered over 10 million dollars in grants (per year) for over 30 years. CJC also administers other grants such as Byrne JAG, JAIBG, VAWA, VOCA, Weed & Seed, etc. CJC has the knowledge and experience in collaborating committees/teams and program design, data collection, implementation, monitoring and evaluation.

The Criminal Justice Council Board Committee will provide the oversight for this project. This body, which already meets eight times annually on statewide criminal justice issues, demonstrates that there is already a close working relationship between the judiciary, law enforcement and other criminal justice agencies in this small state. Board members include: Commissioner of Correction, Attorney General, Public Defender, President Judges, Dept of Labor, Dept of Education, Dept of Health & Social Services and Police Departments.

The CJC will be responsible for all federal reporting requirements. This includes the Semi Annual – Categorical Assistance Progress Reports, Final and SF269 reports, which will be completed by the assigned CJC coordinator. The Coordinator, Valarie Tickle, has been employed at CJC for over 11 years and managed over 7 different block and discretionary grants. CJC will also be responsible for administering all subgrants and quarterly monitoring of program overall, which will be completed by the CJC monitor assigned to the grant. Fiscal activity including drawdowns and expenditures will be tracked through the state DFMS system and these funds will have a separate funding code.

As a component of the Executive Branch of government, The Department of Correction

and documentation on file. Within 90 days of the grant end date, the CJC Coordinator will complete a final report detailing grant activities and evaluating accomplishments.

Measurable objectives are: 1)10 community probation officers will be retained within 1 month; 2) Essential probation services will be performed while reducing workload by 10%; 3) Re-incarceration for the program participants will be below 25% during the grant period; 4) Cost avoidance (# of offenders, cost of incarceration vs. probation) will be determined after 1 year of project operation. Recidivism for this initiative is defined as "a return to prison and/or jail with either a new conviction or as a result of a violation of the terms of supervision within 12 months of initial release." To ensure compliance, all program objectives, performance measures and data to be collected as listed in the solicitation will be maintained by CJC, I-ADAPT and DOC.

The DOC will maintain all documentation of hiring staff assigned to the project such as payroll and caseload reduction. Officers maintain a database (DACS) to track offender compliance and workloads. DOC will maintain offender files documenting the number supervised for the project including probation violations and reentry services provided. Program data will be gathered for one year by DOC and CJC and will be compared to the previous year statistics on cost, workloads, recidivism and probation violations to measure success. Quarterly subgrant and monitoring reports submitted on the 5th of the month, will document progress on the impact and outcome measures of the project. CJC will report federally via the on-line tools by the 10th of the month.

If the project is successful, the DOC will utilize the data collected to draft a report, provide it to the appropriate people in the Legislature and Budget Office, and advocate for the State to continue funding for the project. All vacancies to be filled are approved positions and the state legislator and Governor's Office have taken interest in the need for successful reentry.

Budget Detail Worksheet and Narrative

A. Personnel

Name/Position	Computation	Cost
Senior Planner	$25.00 per hr. X 10 hours per week X 52 weeks X 2 years	$26,000

TOTAL: $26,000

Narrative: The Senior Planner will be responsible for tracking the program performance, assuring that each of the subgrantees remains in compliance with the federal and Criminal Justice Council requirements. In addition, the Planner will process all applicant reviews, staff reviews, requests for funds and budget.

B. Fringe Benefits

Name/Position	Computation	Cost
Senior Planner	FICA @ 7.65% Pension @ 15.95% + Unemployment insurance @ 0.17% + Worker's Comp. @ 1.6% + Deferred Comp 0.13% = 25.5% total X 2 years	$6,630

TOTAL: $6,630

Narrative: Fringe benefits are for the senior planner as described above.

C. Travel

Purpose of Travel	Location	Item	Computation	Cost
Projected costs: 2 individuals for 3 days events (estimated amounts) X 2 events				
		Hotel	$200/night x 6 nights X 2 people	2400.00
		Meals	$45/day x 6 days X 2 people	540.00
		Air and Rail Transportation	$400/trip X 2 trips X 2 people	1600.00
		Ground transportation	$45.00 X 2 trips X 2 people	180.00
		Miscellaneous (tolls, mileage, etc.)	$100 X 2 trips X 2 people	400.00

TOTAL: $5,120

Narrative: Committee members/ key individuals will utilize the travel costs to attend two BJA-sponsored technical assistance workshops and training sessions.

D. Equipment

TOTAL: $-0-

E. Supplies

TOTAL: $-0-

F. Consultants/Contracts

Name of Consultant	Service Provided	Computation
Department of Correction		**$1,109,000**

PROBATION OFFICER
SALARY, FRINGE, EQUIPMENT, CLOTHING AND OPERATING EXPENSES

	Probation Officer I	Probation Officer II
Salary:	$29,800	$31,900
Fringe:	$17,500	$18,200
Subtotal:	*$ 47,300*	*$50,100*
Security Equip:	$1,100	$0.00
Radio:	$1,500	$0.00
Computer:	$2,000	$0.00
Fleet:	$2,300	$2,300
Clothing:	$ 500	$ 800
Miscellaneous:	$1,400	$1,000
Subtotal:	*$ 8,800*	*$ 4,100*
TOTAL:	**$56,100**	**$54,200**

BOTC CLASS

Per student cost $ 600

- Supplies, materials, printing and equipment i.e. cap stun, range, CPR

First 12 month period:			Second 12 month period:
Ten officers costs	$561,000		$542,000
BOTC costs	$ 6,000		
TOTAL		**$567,000**	**$542,000**

Total for 24 months $1,109,000

Narrative: Grant funds will be utilized to ensure job preservation for 10 neighborhood based probation officers. This class series uses seven levels in the Public Safety occupational group, Probation and Parole occupational series and describes work performed to motivate and ensure offenders comply with the terms of court imposed probation or conditions of release from correctional facilities. Work is performed to provide rehabilitation/prevent incarceration as well as protection of the community from possible risk.

TOTAL: $1,109,000

G. Other

TOTAL: $-0-

TOTAL BUDGET SUMMARY - for 24 months

Budget Category	**Total Amount**
Personnel	$26,000
Fringes	$6,630
Travel	$5,120
Equipment	$0
Supplies	$0
Consultants/Contractual	$1,109,000
Other	$0
Total	**$1,146,750.00**

Federal = $1,146,750.00

Project Timeline

Goals		
1) Improve public safety by reducing violent crime and recidivism and decreasing revictimization in our communities; **2)** Equip individuals released from custody with the tools needed to succeed in the community; **3)** Build a continuum of custody, care, and control through a collaborative effort for all offenders who are under a community-based supervision sentence; **4)** Improve offender accountability and require personal responsibility for achieving self-sufficiency.		
Program Objectives	**Activities/Outputs/Performance Measures/Time Frames**	**Organization/ Person Responsible**
1. Preserve jobs: 10 community probation officers will be retained with Recovery Act funding.	CJC subgrant will be solicited from DOC within one month of federal award Positions will be posted and officers will be hired within 1 month of subgrant award	CJC DOC
2) Essential probation services will be performed while reducing workload by 10% 3) Re-incarceration for the program participants will be below 25% during the grant period	Maintain offender files documenting the number supervised for the project including probation violations and reentry services provided. Create transition plans and monitor offenders. 2nd month after award & on going. Maintain database, which includes collecting and imputing data on offenders, transition plans, recidivism and workload. To begin 2nd month after award. On-going throughout grant period. To be analyzed at the end of 1 year of operation.	DOC I-ADAPT, DOC I-ADAPT, DOC

4) Cost avoidance	Number of offenders, cost of incarceration vs. probation will be measured after 1 year of project operation.	DOC, CJC

Position Descriptions

Probation Officer:

Description of Occupational Work

This class series uses seven levels in the Public Safety occupational group, Probation and Parole occupational series and describes work performed to motivate and ensure offenders comply with the terms of court imposed probation or conditions of release from correctional facilities. Work is performed to provide rehabilitation/prevent incarceration as well as protection of the community from possible risk.

Essential Functions

Essential functions are fundamental, core functions common to all positions in the class series and are not intended to be an exhaustive list of all job duties for any one position in the class. Since class specifications are descriptive and not restrictive, incumbents can complete job duties of similar kind not specifically listed here.

- Interviews offenders to obtain and verify personal, social and delinquent/criminal histories; evaluates information and offenders' attitude toward offense to determine community risk, frequency of client contact and identify needs.
- Determines appropriate methods of addressing offender problems and needs based on nature and complexity of problems, offender's stability and available community resources.
- Develops and implements case supervision/treatment plans outlining goals and objectives to be accomplished and the methods and techniques to be used.
- Monitors offenders' activities to ensure compliance with the conditions of probation and parole through field visits, office appointments and telephone contact.
- Investigates possible probation and parole violations; may request warrant for arrest, search or seizure; may assist law enforcement officials in executing warrant.
- Attends hearings to answer questions, make recommendations and presents progress reports.
- Prepares narrative reports describing probation/parole violations, progress, evaluations and recommendations for case disposition.

- Prepares and updates a variety of records and files.
- Contacts offenders and their families, the courts, Board of Parole, various state institutions, community resources, mental health facilities and employers to ensure that offenders comply with the conditions of probation and/or parole and that they receive services, e.g., drug counseling, employment and family counseling, and related services.

I-ADAPT: Individual Assessment, Discharge and Planning Team (I-ADAPT) members will consist of representatives from DOC, DOL, DHSS, DOE, DSHA, FBCO (faith based/community organizations), and an ex-offender. I-ADAPT team will determine priority eligibility criteria of participants; provide case management; maintain needed consent forms; prepare individualized transition plans and continue follow-up; coordinate services with the local FBCOs; and act as a liaison between prisons, community corrections, law enforcement, victim services, etc.

Grant Coordinator: The grant coordinator will serve as the point of contact for the Office of Justice Programs, Bureau of Justice Assistance, and will be responsible for ensuring compliance with grant regulations and federal reporting requirements.

Grant Monitor: The grant monitor will serve as the point of contact for the subgrantees, and will be responsible for quarterly monitoring of the subgrants, reporting grant progress and program compliance.