



Assessing the Local Fiscal Impact of HEA 1006

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JANUARY 2014

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January 2014

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Executive Summary

Indiana House Enrolled Act (HEA) 1006, which is due to take effect on July 1, 2014, is the first sweeping revision to Indiana's criminal code in 35 years. The purpose of HEA 1006 is to design a proportional sentencing scheme that is equitable to both offenders and victims. The intention is that, as a result of these changes, those going to prison will be the most serious offenders and they will remain in prison for longer periods. Those who are convicted for less serious offenses are to be kept in local jurisdictions and treated by local service providers.

Researchers from the American Institutes for Research (AIR) were engaged to assess the local fiscal impact of HEA 1006; that is, the likely impact on county-level probation, community corrections, treatment programs and public safety professionals. To achieve this goal, AIR completed six tasks between September and December 2013.

- **Task 1: Quantitative Analysis to Assess the Scope of Local Needs.** Data were received from the Indiana Risk Assessment Systems (IRAS) on 66,292 risk assessments completed during the period of April 1, 2012 to June 30, 2013 and data from the Abstract of Judgment on 20,036 offenders sentenced to prison from July 1, 2012 to June 30, 2013. In a series of analyses we estimated the number of offenders that may potentially be diverted from prison under HEA 1006 whether or not they were in need of treatment to be able to stay in the community and succeed.
- **Task 2: Review of Evidence-Based Treatment Programs.** AIR provided a careful review of evidence-based practices that could address the identified needs and gaps at the local level across the state. We learned about the evidence-based options already in place in the state and took note of programs shown to be successful in other jurisdictions across the U.S. We also investigated options for funding incentive models to propose to the state.
- **Task 3: Assessment of Jail Capacity and Services.** AIR received Inspection Reports for each jail in the state. From these reports we were able to examine the capacity of the jails, the current utilization based on that capacity, and then the likely availability of space to accommodate increased numbers of offenders that would not be going to prison after HEA 1006 is in place. In addition, a survey went out to all sheriffs in the state assessing the services available in the jails. Responses were received from 21 of the local jails in the state.
- **Task 4: Assessment of Local Services.** AIR provided an online survey to assess the availability of services and programs at the local level. We received completed surveys from 160 respondents, representing 76 counties. Those completing the survey include representatives of probation, the judiciary, prosecutors, public defenders, and one state professional association.
- **Task 5: Focus Group and Key Informant Analysis.** The Criminal Law and Sentencing Policy Study Committee identified 11 counties (more than ten percent of the 92 counties, and likely to represent between 25 and 50 percent of offenders in state) for focus groups. Researchers completed focus groups in ten of the 11 counties. Each county hosted at least two focus groups, consisting of members of the local judiciary, public defenders, prosecutors, sheriff and police departments,

probation, community corrections, parole, local service providers, and the jail commander. Focus groups assessed the potential impact of HEA 1006 on each of these represented agencies.

- **Task 6: Final Report.** This report summarizes the findings from the previous five tasks and includes a set of conclusions and recommendations.

Incorporating findings across all of the tasks, the overall findings lead to this overall conclusion: The new changes to the Indiana Criminal Code will make it possible to divert more than 14,000 offenders from Indiana Department of Correction (IDOC) commitments on an annual basis. That, however, is going to require intentionality at the local levels to manage offenders in the community and resist the “urge” to revoke probation and community corrections sentences when violations occur. We estimate that it would cost \$10.5 Million to effectively serve these offenders at the local level, and achieve the goals of diversion from prison, provision of effective treatment, collaboration with other agencies, program evaluation, and reduced recidivism.

Based on the full analysis presented in this report, we make the following multi-pronged recommendation:

- Efforts to reduce the levels of mass incarceration at the federal level have shown that a successful legislative strategy involves multiple components: reducing mandatory minimum sentence length, allowing judicial discretion within structured sentencing guidelines, and providing for reductions in time served due to good time credit and credit for completed treatment and educational/vocational programming. Indiana should pay attention to the lessons learned from the federal efforts. In particular, it may turn out that the increases in the minimum length of the sentence that must be served and the reductions in possible good time and sentence reduction credits may serve ultimately to confound the efforts to reduce the prison population in this state. Some additional attention to those aspects of the revised criminal code is recommended.
- There should be a new appropriation in the state budget that allocates \$10.5 Million each year for enhancing and addressing the local fiscal impact of HEA 1006. In the first year, those funds are to be distributed based on plans submitted by each county to a state oversight committee. In subsequent years, though, continuation of funding should be based on incentive structures that are tied to the achievement of specific outcomes at the local level—namely the reduction in the number of offenders sentenced to IDOC.
- The appropriation of new financial resources at the state level should be for the expressed purpose to help build local capacity to meet the demands related to the implementation of HEA 1006 and *should not* have any impact on the existing resources already allocated for local community corrections.
- The newly allocated funds would be distributed by a designated state agency that can provide the structure, and the experience to serve as the conduit for distribution

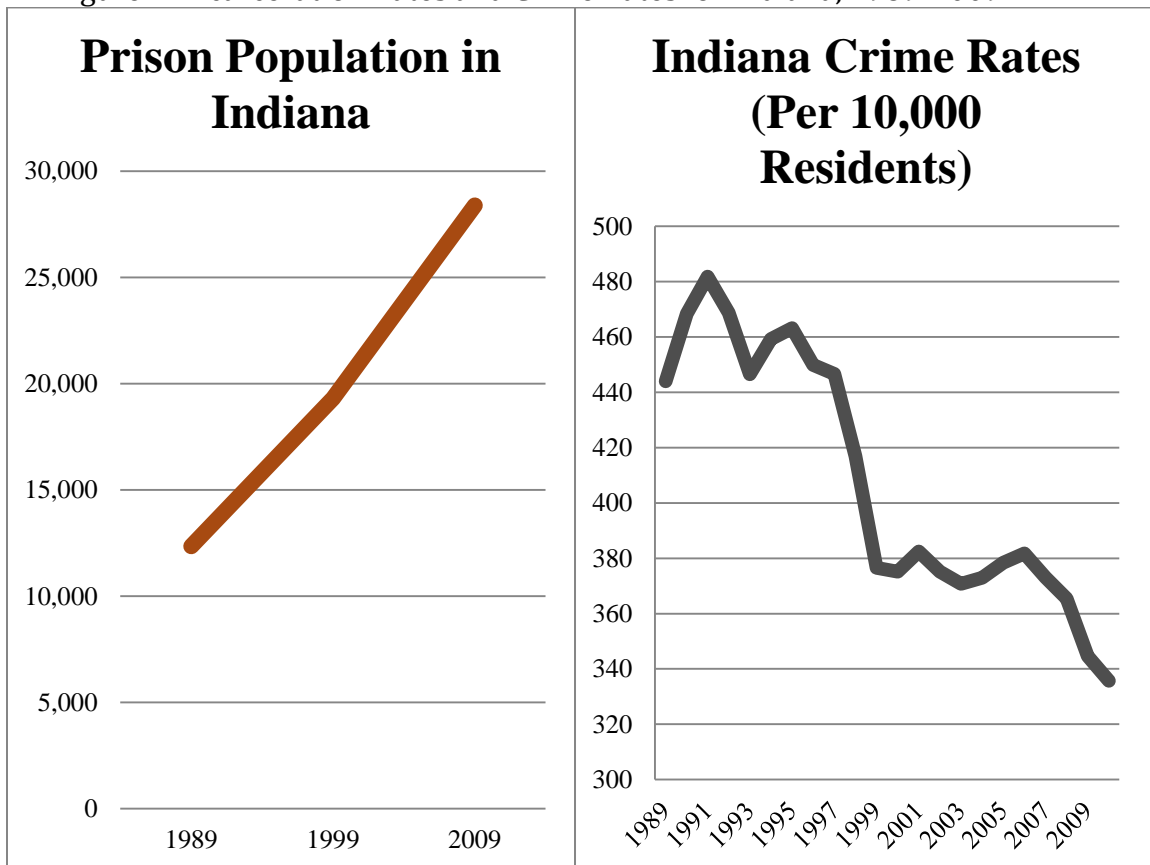
of these funds. In particular, there should be funding allocated to cover the administrative costs associated with administering this new program. At a minimum, there should be one full-time director of evidence-based programming to manage the process.

- The director of evidence-based programming (EBP) will be an expert in EBP and correctional treatment and will serve as a resource for all criminal justice agencies in the state looking to better understand effective programming to achieve the goals of diversion from prison, implementation of evidence-based practices, reduction in recidivism, performance measurement and program evaluation, and collaboration among community-based agencies.
- Decisions on funding allocations to local jurisdictions will be based on plans submitted by the counties. Those plans must be data-informed, and must address the goals of diversion from prison, implementation of evidence-based practices, reduction in recidivism, performance measurement and program evaluation, and collaboration among community-based agencies. Those plans should be generated by a coordinating council established at the local level—perhaps using the existing structure of the community corrections boards.
- Decisions on funding will be made by an advisory committee at the state level that features representation from the Indiana Judicial Center, IDOC, the Indiana Association of Community Corrections Act Counties, and the Probation Officers Professional Association of Indiana.
- As many of the evidence-based models have already been implemented to some extent in this state, it is not necessary to look outside the state to find experts that can serve as trainers and peer coaches for other agencies looking to implement these evidence-based practices.
- Between now and the start of HEA 1006, there should be another study that provides technical assistance to the counties to prepare a data-driven plan that assesses their needs and demands for additional support. This study would also look more specifically into the fiscal impact on the county jails, which can also inform the plans prepared in the local jurisdictions.
- It will also be important to make separate appropriations for establishing a statewide evaluation of the implementation of HEA 1006. Indiana should not miss the opportunity to be a leader among states enacting criminal law reform bills by providing for a rigorous statewide evaluation of the changes associated with the criminal code reforms.

Introduction – How Did We Get Here?

HEA 1006 is set to go into effect on July 1, 2014. It represents the first broad major reform of the criminal law code in Indiana since 1978. Passage of this reform bill was motivated in part by the dramatic growth in the prison population over the 35-year period since the late 1970s. In Figure 1 we see that from 1989 to 2009, the number of adult offenders incarcerated in state correctional facilities more than doubled, from fewer than 14,000 in 1989 to nearly 30,000 twenty years later. In October 2013, there were 29,319 adult offenders in the custody of the Indiana Department of Correction (IDOC).

Figure 1. Incarceration Rates and Crime Rates for Indiana, 1989-2009



As is also clear from Figure 1, the increasing prison population was not a function of an increase in crime in the state. In contrast, the crime rates in Indiana have fairly consistently, and steadily, declined from the early 1990s to a point in 2009 where the crime rates are lower in this state than they have been since before 1970. Is the dramatic growth in the prison population responsible for the declines in the crime rates? Probably not. While there has not been a study to this effect in Indiana, national research has shown that the use of prison has only a small deterrent effect on subsequent criminal activity (Blumstein and Rosenfeld, 2008). There is no reason to believe that the experience in Indiana will differ from what has been found in other jurisdictions across the U.S. Most

likely, the increases in our prison population are the result of incarcerating more offenders for longer periods of time. It makes sense, therefore, that to turn this situation around, we are going to need the types of broad reforms represented by HEA 1006.

In a recent study in Indiana, Jarjoura et al. (2012) examined the processes that ultimately resulted in offenders sentenced to IDOC where the most serious conviction offense was a D felony or selected nonviolent C felonies. That study examined case-level data on all D felony cases and the eligible nonviolent C felonies that were admitted to the IDOC for a three-month period in 2011. Results from that study suggest that many of the changes in HEA 1006 could have an impact on the number of offenders sentenced to prison in this state. Specifically, in the earlier study, it was found that:

- More than 25% of D felony cases were theft or receiving stolen property. Where known, estimated value of property stolen in new commitment theft cases was \$250 or less in 53% of cases and \$750 or less in nearly 80% of cases. Cases described as shoplifting (theft from a retail store) accounted for approximately half of all new court commitment D felony theft cases.
- D felony level drug possession accounted for just less than one-quarter of cases. One-quarter of C felony new commitments in the study and 12% of probation violation cases were for possession of cocaine, narcotics, or methamphetamines.
- 38% of C felony new commitment cases eligible for inclusion in the study and 62% of probation violations were for forgery.
- Some portion of the sentence was non-suspendable in more than 55% D felony new commitment cases and 70% of C felony new court commitment cases.
- Approximately 20% of D felony new commitment and probation violation cases had an expected length of stay (LOS) of 60 days or less. More than half of each had an expected LOS of 180 days or less. Less than 30% of D felony cases had an expected LOS of 271 days or more. For C felony cases, 37% of new court commitment cases and 71% of probation violation cases had an expected LOS of one year or less.

In addition, the results from this recent study showed that legislative changes were not going to be sufficient to significantly reduce the prison population in the state. This is because most of the offenders sentenced to prison for the lower-level felonies also presented a history of previous convictions, community supervision violations, and prison commitments. Consider:

- Of the cases examined in the previous study, 51% were new conviction cases, 39% were probation violations and 10% were parole violations.
- 62% of probation violation cases and 48% of parole violations were admitted to IDOC for technical violations only.
- More than three-quarters of new commitment cases involved offenders with at least one prior felony conviction. 86% of D felony cases and 90% of C felony new commitment cases involved offenders with prior community supervision experience.
- 74% of D felony new commitment cases and 81% of C felony new commitment cases involved individuals with previous probation violations. 74% of D felony new

commitments and 81% of C felony new commitment cases had failed on at least one type of community supervision.

- For new commitment cases, 66% of D felony and 71% of C felony cases involved offenders who had previously been to IDOC. For probation violation cases, 58% of D felony cases and 66% of C felony cases had previously been to IDOC.
- Overall, the expected LOS increased as the number of prior convictions increased.

Thus, finding ways to effectively supervise offenders in the community is going to be an important part of realizing reductions in the prison population. In addition, it will likely be important to find alternative responses to probation and community supervision violations, rather than sending them to prison.

In a recent study by Applied Research Services, Inc. (ARS, 2013), questions have been raised about the likely fiscal impact, at the state level, of HEA 1006. In their final report, ARS projected a number of scenarios by which the prison population is likely to increase, sometimes significantly, over the next several years. In fact, ARS does not find any circumstances under which the new criminal law reform bill is likely to result in declines in the prison population in the future.

The American Institutes for Research (AIR) was charged with assessing the fiscal impact, at the local level, of HEA 1006. This report represents the findings from research activities over the past three months. To summarize the primary findings of the study described in this report, we find that the new changes to the Criminal Law Code will make it possible to divert more than 14,000 offenders from IDOC commitments on an annual basis. That, however, is going to require intentionality at the local levels to manage offenders in the community and resist the “urge” to revoke probation and community corrections sentences when violations occur. And such changes are not going to be likely without an infusion of additional resources into the local jurisdictions. We estimate that an additional \$10.5 Million would be needed annually to effectively serve these additional offenders at the local level and achieve the goals of diversion, effective treatment, collaboration with other agencies, program evaluation, and reduced recidivism.

Methodology

Goal: The goal of this research is to assess the fiscal impact of House Enrolled Act (HEA) 1006 on county-level corrections, probation, community corrections, treatment programs and public safety professionals.

To achieve this goal, researchers from the American Institutes for Research identified six tasks to complete between September and December 2013.

Task 1: Quantitative Analysis to Assess the Scope of Local Needs

To complete the first task, we received data from the Indiana Judicial Center.

- Data from the Indiana Risk Assessment Systems (IRAS) was used to get estimates of the scope of the need for substance abuse and mental health treatment in each county. IRAS data were received on 66,292 risk assessments completed during the period of April 1, 2012 to June 30, 2013.
- In addition, data were also provided to us from the Abstract of Judgment on 20,036 offenders sentenced to prison from July 1, 2012 to June 30, 2013. In a series of analyses we estimated the number of offenders that may potentially be diverted from prison under HEA 1006 whether or not they were in need of treatment to be able to stay in the community and succeed.
- Data from State Court Administrator's Office was used to get estimates of the probation revocations over the past year and enables projections based on HEA 1006.

Task 2: Review of Evidence-Based Treatment Programs

There are many programs in Indiana and across the world that utilize evidence-based treatment in an attempt to rehabilitate offenders. Researchers assessed programs that were based on assessments of research focused on several key areas.

- Effective substance abuse and mental health treatments in community-based settings.
- Effective probation/parole strategies that demonstrate reductions in recidivism.

The findings were then incorporated with the scope of need from the quantitative analyses in Task 1.

Task 3: Assessment of Jail Capacity and Services

AIR received Inspection Reports for each jail in the state. From these reports we were able to examine the capacity of the jails, the current utilization rate based on that capacity, and then the likely availability of space to accommodate increased numbers of offenders that would not be going to prison after HEA 1006 is in place.

In addition, a survey went out to all sheriffs in the state assessing the services available in the jails. Responses were received from 21 of the local jails in the state. Utilizing the results

from the survey, researchers sought to assess a number of factors relevant to this study, including:

- Population versus capacity.
- Costs associated with health care and treatment.
- Available treatment programs for addictions, mental health or behavior.
- Reasons for incarceration in jail and the relative use of jail space for warrants and new offenses.

This survey was voluntary and an invitation to participate in the survey was sent out by the Indiana Sheriffs' Association to all the Sheriffs in Indiana via email.

Task 4: Assessment of Local Services

Using Survey Monkey, researchers sent out a survey to assess the available treatment options at the local level in each county. The following questions were posed:

- What services are being used?
- How are the services funded?
- What are the costs for the services?
- How many clients may be served annually with current services?
- What gaps are there in treatment programs?

An invitation to take the survey was distributed by email from the Indiana Judicial Center, the Indiana Prosecuting Attorneys Council, and the Indiana Public Defender Council to representatives in each county from probation, the court, public defenders, and the prosecutor's office.

Task 5: Focus Groups and Key Informant Analysis

The Criminal Law and Sentencing Policy Study Committee selected 11 counties (more than ten percent of the 92 counties, and likely to represent between 25 and 50 percent of offenders in state) in which to conduct focus groups. Researchers were able to complete focus groups in ten of the 11 counties, including:

- Allen, Grant, Greene, Hendricks, Lawrence, Marion, Monroe, Parke, St. Joseph, and Starke counties.

AIR conducted a minimum of two focus groups in each jurisdiction. The first focus group was composed of representatives of local judges, public defenders, prosecutors, sheriff, and police departments. The second focus group contained representatives of probation, community corrections, parole, local service providers, and the jail commander.

A representative from each county coordinated the focus groups and gathered the members. The representatives decided who would be included, and in several counties split the focus groups further, often separating the local service providers into a separate group by themselves. Usually, the coordinator for each county was the chief probation officer.

Questions for the focus groups and key-informant interviews include:

- Will HEA 1006 impact the number of people on probation?
- Will the state or county need to increase or decrease the number of probation officers and what will it likely cost?
- What is the likely impact on the jails, such as crowding and safety issues, medical care, and treatment?
- How do we expect the workload on police, prosecution, defense attorneys, and judges to be affected?
- Is it likely or unlikely that HEA 1006 will increase the number of participants in community corrections programs, and what are the likely costs?
- Do we expect the new law to impact victims? If so, how?
- How will indigent defendants fare under the new statutes?
- What impact, if any, will HEA 1006 have on Indiana's current system of parole?
- What other programs or services would you like to see in your county?

Task 6: Final Report

Researchers made a preliminary presentation of findings on December 19th and invited discussion and feedback from the members of the Criminal Law and Sentencing Policy Working Group. After receiving the feedback, all information gathered was included in a final report, including several conclusions and recommendations.

Key questions to be addressed in this report include:

- What is the scope of the need for effective treatment options at the local level across the state?
- Can we estimate the fiscal impact on the local jurisdictions due to:
 - Shifting of treatment and management of offenders from IDOC to local jurisdictions
 - Given recent evidence on recidivism and probation/parole revocations, what are projections for costs associated with criminal justice and community resources based on a variety of potential scenarios that emerge from the focus group discussions
- What are some evidence-based programs that have been shown in other jurisdictions outside of Indiana to be effective?
 - What would it cost to successfully import these programs to local communities in Indiana?
 - What kinds of fiscal resources are going to be required to deliver the level of programming to make a difference in reducing recidivism across the state?

Task 1. Quantitative Analysis to Assess the Scope of Local Needs

To complete the first task, we received data from the Indiana Judicial Center. These data come from the Indiana Risk Assessment Systems (IRAS). The database is a rich resource for the state, as these data are potentially available for all offenders convicted in Indiana courts, and all offenders sentenced to Indiana prisons. That these data could be made available for our analyses provided a unique opportunity to assess the scope of the need for the local jurisdictions.

One of our objectives was to estimate the scope of the need for substance abuse and mental health treatment in each county. IRAS data were received on 66,292 risk assessments completed during the period of April 1, 2012 to June 30, 2013. In addition, data were also provided to us from the Abstract of Judgment on 20,036 offenders sentenced to prison from July 1, 2012 to June 30, 2013. In a series of analyses we estimated the number of offenders that may potentially be diverted from prison under HEA 1006 whether or not they were in need of treatment to be able to stay in the community and succeed.

On the next several pages, we lay out the data from our analyses. The findings are discussed here. The primary focus of the analyses reported here has to do with the offenders that were sentenced to prison over a recent 12-month period. We first examined the most serious offense for which they were sentenced to prison and considered what level of offense (i.e., misdemeanor or level of felony) it would be under the new criminal law reforms. Appendix A provides a list of the offenses for which we predicted a conversion to Misdemeanor, Level 6 Felony, or Level 5 Felony. If the offense would fall into one of these three categories under HEA 1006, then we examined the IRAS data from the community supervision tool (if available) to create estimate about the level of need these offenders have while under community supervision.

The first set of tables provides demographic characteristics for the full sample from each county. There are interesting levels of variability across the various counties. For instance, the percent female ranges from a low of 10% in one county and a high of 33% in another county. The percent white ranges from a low of 40% in one county to a high of 100% in other counties. The percent black in the county reaches a high of 50% in one county and the percent Hispanic reaches as high as 11% in one of the counties. We also find difference in the age distribution of the offenders as we go from county to county. The percent under 25 ranges from a low of 17% in one county to a high of 36% in another.

This is followed by a set of tables that track probation revocations in each county over the five-year period from 2008-2012. These data were examined to consider trends over that period in the number of probation cases that end in a revocation each year, the percentage of total probation dispositions that end in revocation, and the percentage of revocations that are based on technical violations (rather than the commission of a new offense). It becomes apparent that relative to the state averages, there are many counties that revoke a

significant percentage of those on probation and a number of counties for which a majority of revocations are on the basis of technical violations rather than new offenses.

The next set of tables focuses on the risk scores for the offenders that were sentenced to prison, and which we project after the launch of HEA 1006 could be retained in the community. For each county we indicate the percent scoring high risk in each of the seven domains. We also examine the percent that are scored high risk in three or more of the domains. Finally, in the last column of the table, we examine the percent in the county that score high risk on at least one of four criminogenic domains (criminal attitudes, peer association, substance use, and criminal history). Again we find differences from county to county in the breakdown of offenders that classified as high risk.

We find, for instance, that in some counties there are no cases where an offender was high risk on a particular domain, and in other counties there are 50% or more (in one county reaching 100%) of the cases classified as high risk. If we look at some summary measures across all of the counties, we find that on average, 27% of the offenders are high risk on criminal history. Similarly, across all counties, the average percentage of offenders scoring high risk on substance use is 45%. For criminal attitudes, the average percentage scoring high risk is 23%. The average percentage scoring high risk on more than 2 domains is 28% and the average scoring high risk on at least one of the criminogenic domains is 31%.

On the next set of tables, we extend the analysis one step further. The table provides an indication of the number of offenders that are potentially suitable to be re-routed from prison to serve a community sentence. We also indicate the percentage of those cases for which we have IRAS data on risk scores. On those cases for which we have risk assessment data, we then look at the percentage of those cases that would potentially be either sentenced as a misdemeanor, Level 6 felony, or Level 5 felony. We also consider, based on the risk assessment scores, whether some of the offenders are low risk enough that they potentially are better served with a non-reporting probation arrangement. At the other end of the extreme, we consider the percentage of offenders that are rated high risk in domains for which treatment is warranted. Finally, we indicate the percentage of those cases that potentially could be sentenced to the community and who have been identified as having mental health treatment needs.

County	Percent Female	Percent Male	Mean Age	Percent Under 25	Percent 25-40	Percent Over 40	Percent White	Percent Black	Percent Hispanic	Percent Other Race
Adams	17.8	82.2	33.8	25.5	45.7	28.8	83.7	6.3	6.3	3.8
Allen	19.9	80.1	33.8	22.8	51.0	26.2	53.3	38.8	4.9	3.0
Bartholomew	24.7	75.3	34.7	20.2	50.1	29.7	88.5	7.1	2.3	2.1
Benton	23.1	76.9	35.0	21.2	48.1	30.8	94.2	0.0	1.9	3.8
Blackford	26.6	73.4	33.2	30.6	42.4	27.1	96.2	1.4	1.0	1.4
Boone	22.6	77.4	32.8	25.9	51.3	22.8	91.2	5.1	2.9	1.1
Brown	21.2	78.8	34.8	19.2	50.0	30.8	98.1	1.0	0.0	1.0
Carroll	25.1	74.9	32.8	26.5	49.8	23.7	92.4	2.8	3.3	1.4
Cass	20.6	79.4	34.1	23.7	49.1	27.1	84.9	7.2	6.5	1.4
Clark	22.6	77.4	33.6	20.9	54.6	24.5	78.4	18.4	2.0	1.3
Clay	21.2	78.8	33.0	25.1	50.9	24.0	89.8	2.1	0.7	7.4
Clinton	21.3	78.7	32.3	29.7	48.5	21.8	85.6	3.0	9.6	1.7
Crawford	31.3	68.7	34.3	22.2	49.5	28.3	98.0	2.0	0.0	0.0
Daviess	28.4	71.6	34.3	17.8	56.4	25.8	93.6	3.8	1.5	1.1
Dearborn	23.3	76.7	33.4	22.1	53.9	24.0	93.3	4.3	0.0	2.4
Decatur	26.0	74.0	33.4	20.4	54.7	24.9	96.7	2.2	0.6	0.6
DeKalb	19.7	80.3	33.8	21.8	52.6	25.5	94.2	3.2	1.3	1.3
Delaware	20.5	79.5	33.9	22.4	51.6	26.0	73.4	23.8	1.1	1.7
Dubois	22.0	78.0	31.7	28.1	51.1	20.8	93.0	2.2	2.9	1.9
Elkhart	19.3	80.7	34.1	22.9	49.7	27.4	66.1	24.2	7.1	2.7
Fayette	22.0	78.0	34.1	23.0	50.0	27.0	96.1	2.6	0.2	1.2
Floyd	27.5	72.5	32.7	24.5	52.9	22.7	79.2	18.3	1.4	1.3
Fountain	14.9	85.1	31.1	30.9	51.1	18.1	100.0	0.0	0.0	0.0
Franklin	19.8	80.2	34.0	27.4	43.4	29.2	95.3	1.9	0.9	1.9
Fulton	22.4	77.6	32.8	26.5	49.0	24.5	93.4	3.6	1.5	1.5
Gibson	23.5	76.5	32.3	27.4	47.3	25.3	88.0	9.3	0.9	1.8
Grant	24.7	75.3	34.0	24.4	47.9	27.7	70.3	25.0	3.7	0.9
Greene	19.7	80.3	33.8	21.1	53.6	25.3	98.6	0.3	0.3	0.7
Hamilton	24.8	75.2	32.8	27.6	49.1	23.2	78.4	16.3	3.1	2.3
Hancock	19.8	80.2	33.6	24.8	48.3	26.9	86.5	10.5	1.1	2.0
Harrison	22.9	77.1	33.4	18.8	57.0	24.2	94.6	3.6	0.4	1.3
Hendricks	27.4	72.6	31.4	32.8	47.6	19.6	84.9	12.4	1.5	1.3

County	Percent Female	Percent Male	Mean Age	Percent Under 25	Percent 25-40	Percent Over 40	Percent White	Percent Black	Percent Hispanic	Percent Other Race
Henry	27.2	72.8	34.4	20.9	51.7	27.4	95.3	2.8	1.1	0.7
Howard	23.1	76.9	33.2	24.3	51.4	24.3	74.7	21.4	1.8	2.1
Huntington	18.9	81.1	31.7	33.5	46.2	20.4	93.8	4.7	1.1	0.4
Jackson	20.8	79.2	33.0	24.5	54.2	21.3	90.7	4.9	2.5	1.9
Jasper	20.6	79.4	32.7	26.2	51.0	22.8	90.4	4.9	3.9	0.7
Jay	26.3	73.7	31.5	28.7	50.9	20.5	98.8	0.6	0.6	0.0
Jefferson	33.1	66.9	32.7	23.5	56.1	20.4	95.0	3.1	1.3	0.7
Jennings	23.3	76.7	33.8	24.0	47.4	28.7	96.9	0.6	1.9	0.6
Johnson	28.8	71.2	33.3	25.0	50.6	24.3	90.0	7.6	1.0	1.5
Knox	21.0	79.0	31.9	30.5	47.3	22.2	92.2	5.3	2.1	0.4
Kosciusko	21.0	79.0	32.9	24.6	50.8	24.6	88.9	4.8	4.5	1.8
LaGrange	21.4	78.6	33.6	27.8	44.0	28.2	93.6	2.6	2.6	1.1
Lake	17.1	82.9	33.2	27.4	47.8	24.9	40.1	46.0	11.3	2.8
LaPorte	19.5	80.5	32.6	28.3	49.5	22.2	64.0	31.2	3.6	1.5
Lawrence	24.9	75.1	33.3	24.5	53.0	22.5	97.1	0.7	1.7	0.6
Madison	20.9	79.1	33.9	20.8	54.1	25.1	75.5	22.3	0.9	1.3
Marion	22.6	77.4	33.6	25.5	47.7	26.8	44.0	49.8	4.1	2.2
Marshall	23.9	76.1	31.6	28.9	53.9	17.2	85.8	5.7	7.0	1.5
Martin	26.2	73.8	33.6	21.5	52.3	26.2	100.0	0.0	0.0	0.0
Miami	22.9	77.1	33.1	22.9	52.8	24.4	88.2	8.9	1.8	1.1
Monroe	24.2	75.8	31.6	36.0	43.4	20.6	83.6	11.6	2.3	2.6
Montgomery	28.5	71.5	33.2	25.0	48.5	26.5	94.4	2.4	2.2	1.1
Morgan	26.3	73.7	32.6	29.5	45.8	24.7	97.2	1.6	0.7	0.5
Newton	22.0	78.0	34.0	27.6	46.3	26.0	86.2	4.9	8.1	0.8
Noble	24.6	75.4	31.9	32.8	45.7	21.5	90.2	2.1	5.6	2.3
Ohio	30.0	70.0	32.8	20.0	62.5	17.5	92.5	7.5	0.0	0.0
Orange	21.6	78.4	31.9	29.4	54.9	15.7	98.0	2.0	0.0	0.0
Owen	24.7	75.3	36.6	19.3	42.7	38.0	96.0	1.7	0.2	2.0
Parke	21.1	78.9	31.8	27.6	50.4	22.0	99.2	0.8	0.0	0.0
Perry	20.9	79.1	31.3	32.7	51.8	15.5	97.3	2.7	0.0	0.0
Pike	27.2	72.8	33.8	16.7	57.9	25.4	97.4	0.9	0.0	1.8
Porter	20.7	79.3	32.5	27.7	50.2	22.1	80.9	9.6	6.0	3.5

County	Percent Female	Percent Male	Mean Age	Percent Under 25	Percent 25-40	Percent Over 40	Percent White	Percent Black	Percent Hispanic	Percent Other Race
Posey	17.8	82.2	33.3	28.8	47.9	23.3	90.2	9.2	0.0	0.6
Pulaski	24.4	75.6	35.0	24.4	44.2	31.5	91.4	2.0	4.1	2.5
Putnam	17.8	82.2	33.2	22.5	55.6	21.9	91.4	6.7	1.1	0.8
Randolph	19.3	80.7	33.9	21.6	52.3	26.1	96.6	0.6	0.6	2.3
Ripley	18.0	82.0	30.1	35.3	49.8	14.9	96.2	2.8	0.3	0.7
Rush	19.8	80.2	30.5	31.4	52.3	16.3	96.5	3.5	0.0	0.0
Scott	32.0	68.0	33.1	22.3	54.7	23.0	93.8	0.7	2.2	3.4
Shelby	25.0	75.0	33.5	21.4	53.2	25.4	90.3	5.7	1.5	2.5
Spencer	20.4	79.6	33.2	16.7	57.4	25.9	100.0	0.0	0.0	0.0
St. Joseph	19.1	80.9	33.6	25.8	46.9	27.4	50.8	41.3	4.9	3.1
Starke	22.3	77.7	33.2	21.2	57.2	21.6	98.2	0.4	0.7	0.7
Steuben	28.4	71.6	34.0	27.2	42.4	30.4	94.4	1.7	2.1	1.9
Sullivan	10.1	89.9	32.7	29.1	50.6	20.3	75.9	20.3	1.3	2.5
Switzerland	13.3	86.7	34.2	26.7	43.3	30.0	100.0	0.0	0.0	0.0
Tippecanoe	18.9	81.1	34.7	18.8	51.5	29.7	76.8	17.0	3.7	2.5
Tipton	20.8	79.2	32.5	23.4	59.7	16.9	97.4	0.0	2.6	0.0
Union	27.1	72.9	34.1	22.5	53.5	24.0	96.1	1.6	0.8	1.6
Vanderburgh	20.0	80.0	33.9	21.3	52.7	26.1	70.4	28.3	0.6	0.8
Vermillion	26.0	74.0	32.6	23.7	53.9	22.4	96.1	0.0	1.3	2.6
Vigo	19.5	80.5	34.0	23.5	47.6	28.8	80.6	17.7	0.6	1.1
Wabash	24.6	75.4	31.4	25.8	57.7	16.5	95.6	1.0	1.7	1.7
Warren	13.0	87.0	34.1	26.8	41.5	31.7	100.0	0.0	0.0	0.0
Warrick	20.4	79.6	34.5	21.3	49.0	29.7	94.5	4.6	0.4	0.4
Washington	26.0	74.0	33.1	22.0	56.5	21.5	98.5	0.0	1.0	0.5
Wayne	29.1	70.9	33.5	21.8	53.9	24.2	84.6	13.1	0.7	1.6
Wells	28.8	71.2	32.2	30.7	45.5	23.7	92.6	3.5	2.7	1.2
White	14.6	85.4	35.3	21.1	47.2	31.7	93.5	2.0	3.5	1.0
Whitley	18.2	81.8	32.3	24.6	54.5	21.0	94.1	3.1	0.8	2.0

County	Total Probation Revocations					Percent of Probation Case Dispositions=Revoked					Percent of Revocations for Technical Violations				
	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012
State Total	9335	9957	9107	8938	8998	27.12	28.63	27.20	25.45	25.34	54.77	54.15	51.21	49.44	49.11
Adams	25	32	21	7	18	27.47	26.67	21.88	8.43	23.08	56.00	56.25	47.62	57.14	72.22
Allen	589	597	525	486	590	35.35	32.53	29.90	26.93	30.15	75.21	70.85	61.52	51.44	46.95
Bartholomew	76	77	77	64	70	18.23	20.42	19.20	18.88	18.52	64.47	62.34	62.34	64.06	77.14
Benton	4	1	1	2	1	7.02	3.23	0.95	4.00	1.85	25.00	100.00	0.00	0.00	0.00
Blackford	22	20	36	19	27	30.56	26.32	36.00	22.62	33.75	72.73	50.00	63.89	73.68	62.96
Boone	77	95	31	35	35	39.69	38.15	29.81	31.53	29.17	50.65	51.58	45.16	48.57	40.00
Brown	17	15	8	12	6	19.54	20.27	12.90	20.00	12.00	23.53	33.33	37.50	50.00	83.33
Carroll	43	32	29	36	51	25.90	38.55	25.44	20.93	27.27	39.53	53.13	31.03	33.33	33.33
Cass	5	8	14	17	34	1.77	4.02	7.04	10.18	18.58	0.00	62.50	7.14	11.76	20.59
Clark	133	122	111	114	99	28.73	28.24	22.33	22.27	14.45	21.80	34.43	39.64	27.19	26.26
Clay	71	98	58	57	55	38.59	48.51	34.94	29.69	34.59	42.25	45.92	44.83	49.12	61.82
Clinton	66	64	95	75	74	35.11	35.96	43.78	36.06	41.81	43.94	56.25	60.00	57.33	51.35
Crawford	0	0	0	0	0	0.00	0.00	0.00	0.00	0.00	#	#	#	#	#
Daviess	36	49	37	56	46	28.13	36.84	20.11	32.37	23.83	13.89	16.33	8.11	21.43	6.52
Dearborn	47	89	118	97	121	15.67	21.34	19.25	18.51	20.58	46.81	37.08	55.93	52.58	59.50
Decatur	16	18	24	16	24	15.53	15.93	19.20	13.56	26.67	12.50	27.78	33.33	31.25	41.67
DeKalb	27	19	28	35	33	18.62	12.42	17.72	23.18	19.88	51.85	36.84	42.86	37.14	45.45
Delaware	125	114	163	148	193	20.49	14.23	19.13	13.29	20.44	57.60	53.51	42.94	46.62	53.37
Dubois	66	91	69	85	72	26.40	32.97	28.63	32.82	32.58	36.36	37.36	17.39	49.41	43.06
Elkhart	340	368	418	348	614	34.45	37.59	32.71	35.73	28.14	48.82	51.90	47.61	48.28	46.91
Fayette	31	37	47	35	27	25.20	28.68	36.15	4.96	11.02	48.39	59.46	23.40	28.57	25.93
Floyd	56	71	75	152	139	11.81	15.60	18.38	17.76	16.59	33.93	30.99	32.00	31.58	33.81
Fountain	21	20	24	19	35	31.82	23.81	28.57	27.54	31.53	47.62	65.00	50.00	31.58	60.00
Franklin	9	5	1	3	5	7.69	4.55	0.97	3.45	2.60	0.00	0.00	100.00	0.00	0.00
Fulton	32	41	30	25	36	21.33	32.80	23.62	16.67	26.87	40.63	43.90	60.00	60.00	55.56
Gibson	44	42	48	47	51	28.95	25.15	32.00	24.23	24.64	54.55	64.29	62.50	40.43	52.94
Grant	77	122	193	184	245	10.16	16.69	28.59	25.66	31.17	33.77	36.89	30.57	28.80	35.51
Greene	16	19	26	17	35	12.70	13.29	16.56	14.05	20.59	37.50	47.37	57.69	70.59	51.43
Hamilton	232	253	282	288	353	20.02	29.73	32.98	20.72	29.49	51.72	53.75	62.41	50.69	55.24
Hancock	55	66	49	75	45	23.50	27.73	19.60	20.83	20.18	65.45	51.52	69.39	61.33	44.44
Harrison	78	90	86	140	82	48.45	33.71	27.04	38.25	24.19	33.33	45.56	36.05	52.14	43.90
Hendricks	264	274	231	184	194	29.97	28.36	23.89	24.44	30.36	67.05	62.41	61.90	57.61	54.12
Henry	74	55	59	63	74	31.36	25.11	27.96	28.90	29.48	52.70	47.27	45.76	41.27	40.54
Howard	6	4	1	27	39	0.94	0.79	0.21	1.86	5.65	100.00	100.00	100.00	44.44	53.85
Huntington	73	79	89	78	64	36.68	39.30	46.11	50.00	43.24	72.60	58.23	67.42	62.82	71.88

County	Total Probation Revocations					Percent of Probation Case Dispositions=Revoked					Percent of Revocations for Technical Violations				
	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012
State Total	9335	9957	9107	8938	8998	27.12	28.63	27.20	25.45	25.34	54.77	54.15	51.21	49.44	49.11
Jackson	60	46	40	66	56	28.57	19.41	22.60	31.28	31.64	56.67	43.48	47.50	36.36	23.21
Jasper	26	25	31	28	57	22.81	15.92	18.90	16.37	29.84	26.92	44.00	41.94	25.00	35.09
Jay	15	10	26	34	20	15.96	19.61	27.08	28.81	23.53	33.33	40.00	57.69	38.24	30.00
Jefferson	8	4	8	8	11	5.41	2.78	8.16	6.50	8.09	12.50	0.00	37.50	25.00	18.18
Jennings	28	73	84	99	61	18.67	29.55	30.88	37.50	27.73	32.14	35.62	27.38	55.56	42.62
Johnson	199	213	228	237	244	37.41	46.41	39.11	41.80	49.19	49.25	59.15	54.39	64.14	60.66
Knox	20	15	15	22	12	13.70	10.79	10.87	14.57	7.23	55.00	66.67	40.00	63.64	25.00
Kosciusko	57	74	26	39	39	12.90	20.05	7.98	11.37	13.88	47.37	37.84	50.00	20.51	33.33
LaGrange	61	88	55	41	51	27.23	30.66	23.91	17.45	35.17	88.52	72.73	67.27	46.34	45.10
Lake	312	458	348	340	298	27.59	34.75	28.06	27.24	20.85	52.24	49.78	47.41	43.24	42.95
LaPorte	110	102	99	105	70	33.85	34.11	28.78	33.55	28.69	43.64	38.24	36.36	34.29	42.86
Lawrence	155	117	118	53	61	39.44	31.88	23.00	13.66	8.23	53.55	53.85	55.08	24.53	39.34
Madison	310	332	310	347	277	30.36	21.47	36.73	46.64	41.10	42.58	39.46	36.77	38.90	35.74
Marion	3128	2958	2401	2138	1814	42.31	44.25	42.77	41.64	37.46	60.77	57.88	56.64	55.52	55.02
Marshall	85	93	145	148	150	39.72	38.75	42.27	42.90	51.90	60.00	55.91	55.86	56.76	66.67
Martin	11	9	9	6	17	16.92	11.69	18.75	11.54	25.00	45.45	22.22	33.33	16.67	29.41
Miami	67	78	85	66	62	29.00	37.14	30.36	26.40	35.03	47.76	47.44	45.88	50.00	40.32
Monroe	146	139	127	158	210	21.73	21.55	19.84	22.80	28.38	45.21	56.12	46.46	43.04	53.81
Montgomery	78	82	58	70	66	37.68	40.80	13.91	33.02	26.40	58.97	52.44	56.90	51.43	53.03
Morgan	83	132	145	155	150	25.15	35.48	36.25	39.64	42.37	60.24	58.33	64.83	65.16	49.33
Newton	9	5	7	7	5	11.69	8.20	9.72	9.86	7.94	55.56	20.00	57.14	14.29	40.00
Noble	93	128	170	122	93	22.20	32.00	39.26	32.88	28.27	45.16	54.69	50.00	44.26	48.39
Ohio	11	17	19	12	18	27.50	30.91	41.30	24.49	26.87	36.36	41.18	47.37	75.00	66.67
Orange	8	19	1	16	13	2.49	32.20	2.56	23.53	14.29	12.50	73.68	0.00	31.25	7.69
Owen	6	2	32	60	43	4.55	0.96	27.12	32.09	29.25	66.67	100.00	50.00	48.33	62.79
Parke	10	13	16	7	20	9.62	18.57	20.00	8.14	13.25	30.00	30.77	31.25	42.86	40.00
Perry	19	9	11	8	21	27.94	11.39	11.96	8.70	20.59	36.84	33.33	9.09	50.00	71.43
Pike	15	13	17	17	18	18.75	18.57	15.45	16.83	23.08	46.67	38.46	52.94	64.71	66.67
Porter	72	77	117	135	123	11.58	11.88	23.31	18.12	16.23	48.61	55.84	49.57	48.15	35.77
Posey	12	7	18	17	24	10.81	6.67	13.14	17.71	30.77	16.67	28.57	11.11	47.06	25.00
Pulaski	29	28	25	27	17	36.71	36.36	29.76	27.55	27.87	41.38	39.29	40.00	33.33	35.29
Putnam	43	83	50	28	41	17.99	27.85	23.81	13.86	17.83	76.74	69.88	46.00	67.86	68.29
Randolph	11	18	8	10	27	18.33	21.43	14.55	20.41	31.40	54.55	61.11	50.00	60.00	48.15
Ripley	46	39	26	46	32	9.18	17.65	12.38	17.69	24.24	41.30	46.15	46.15	58.70	37.50
Rush	46	46	23	36	35	30.46	38.98	42.59	46.15	22.58	65.22	69.57	60.87	41.67	45.71

County	Total Probation Revocations					Percent of Probation Case Dispositions=Revoked					Percent of Revocations for Technical Violations				
	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012	2008	2009	2010	2011	2012
State Total	9335	9957	9107	8938	8998	27.12	28.63	27.20	25.45	25.34	54.77	54.15	51.21	49.44	49.11
Scott	41	61	53	47	52	17.15	27.98	28.49	23.86	22.22	70.73	49.18	47.17	40.43	46.15
Shelby	116	174	95	147	64	23.58	41.73	34.42	41.88	20.92	34.48	36.78	49.47	46.26	50.00
Spencer	9	9	9	16	7	11.25	12.00	9.57	14.95	5.19	0.00	0.00	0.00	6.25	0.00
St. Joseph	157	168	159	164	157	20.74	19.63	20.68	20.35	19.38	49.04	47.02	40.88	48.17	57.32
Starke	53	62	41	55	56	35.10	40.52	32.80	38.19	34.57	45.28	61.29	51.22	52.73	37.50
Steuben	54	71	56	45	31	26.60	28.17	24.78	23.94	20.26	57.41	46.48	55.36	53.33	61.29
Sullivan	3	1	13	23	12	4.35	1.54	15.29	23.96	10.71	0.00	100.00	84.62	21.74	66.67
Switzerland	0	0	4	7	8	0.00	0.00	6.25	11.67	13.79	#	#	25.00	14.29	50.00
Tippecanoe	58	50	50	58	78	18.71	8.88	8.24	12.92	11.49	39.66	50.00	60.00	48.28	43.59
Tipton	9	6	4	15	31	12.00	8.82	7.55	20.27	34.44	11.11	0.00	0.00	20.00	9.68
Union	16	5	10	18	8	30.19	16.67	17.54	25.71	19.05	62.50	80.00	40.00	66.67	62.50
Vanderburgh	136	215	100	170	163	13.23	15.13	6.45	11.38	9.14	70.59	81.40	48.00	60.59	65.64
Vermillion	1	0	0	0	0	1.22	0.00	0.00	0.00	0.00	100.00	#	#	#	#
Vigo	74	67	59	69	81	14.68	16.11	14.60	17.97	15.52	55.41	55.22	50.85	47.83	45.68
Wabash	78	94	109	79	73	37.86	27.65	40.07	25.24	33.49	55.13	60.64	74.31	56.96	56.16
Warren	4	5	3	5	4	11.11	18.52	8.82	15.63	10.00	0.00	80.00	33.33	0.00	75.00
Warrick	39	50	47	70	50	39.00	36.76	33.57	43.21	47.62	51.28	44.00	36.17	61.43	34.00
Washington	51	60	106	23	75	25.76	36.81	33.33	14.20	27.17	5.88	45.00	42.45	34.78	40.00
Wayne	130	141	114	76	85	31.55	29.50	30.89	21.29	23.68	50.77	49.65	42.98	46.05	42.35
Wells	28	41	38	28	44	19.18	24.70	27.54	28.57	40.00	42.86	56.10	47.37	39.29	56.82
White	0	0	0	4	0	0.00	0.00	0.00	3.81	0.00	#	#	#	25.00	#
Whitley	36	38	35	65	76	25.00	28.36	25.36	39.63	37.81	47.22	50.00	45.71	64.62	61.84

	Percent High Risk								
County	Criminal History	Education & Employment	Family & Social	Neighborhood	Substance Use	Peer Association	Criminal Attitudes	3 or More Domains	2 or More Criminogenic
Adams	24.6	31.6	12.3	12.3	29.8	12.3	35.1	28.1	31.6
Allen	33.4	43.4	7.6	16.9	41.1	16.6	26.0	30.7	35.3
Bartholomew	52.0	52.0	24.0	8.0	64.0	28.0	24.0	50.0	52.0
Benton	25.0	75.0	25.0	0.0	50.0	25.0	25.0	25.0	25.0
Blackford	33.3	59.5	19.0	0.0	76.2	28.6	14.3	40.5	45.2
Boone	28.8	48.1	9.6	0.0	42.3	9.6	21.2	23.1	26.9
Brown	25.0	25.0	25.0	25.0	50.0	25.0	25.0	25.0	25.0
Carroll	27.5	32.5	15.0	0.0	52.5	25.0	35.0	27.5	42.5
Cass	12.5	41.7	12.5	0.0	29.2	8.3	16.7	12.5	16.7
Clark	25.0	39.3	8.9	8.9	41.1	8.9	23.2	19.6	23.2
Clay	23.6	47.2	8.3	13.9	45.8	34.7	36.1	37.5	44.4
Clinton	31.5	45.2	2.7	4.1	49.3	11.0	23.3	30.1	38.4
Crawford	20.0	40.0	5.0	0.0	35.0	15.0	0.0	10.0	10.0
Daviess	20.8	37.5	8.3	8.3	54.2	16.7	20.8	25.0	33.3
Dearborn	19.6	39.1	8.7	6.5	46.4	4.3	17.4	17.4	21.0
Decatur	22.5	42.5	0.0	5.0	42.5	2.5	15.0	12.5	12.5
DeKalb	45.0	50.0	25.0	15.0	55.0	30.0	45.0	55.0	50.0
Delaware	22.0	47.3	9.9	8.8	48.4	13.2	12.1	23.1	24.2
Dubois	27.3	36.4	18.2	0.0	63.6	13.6	36.4	31.8	40.9
Elkhart	22.7	30.1	7.0	6.4	22.5	7.0	11.7	12.2	15.5
Fayette	32.3	30.6	12.9	6.5	48.4	3.2	4.8	16.1	19.4
Floyd	18.2	35.4	9.1	17.2	39.4	8.1	9.1	18.2	16.2
Fountain	28.6	35.7	21.4	0.0	42.9	21.4	28.6	35.7	42.9
Franklin	13.6	36.4	13.6	13.6	36.4	4.5	9.1	18.2	22.7
Fulton	15.7	47.1	11.4	0.0	44.3	4.3	28.6	20.0	24.3
Gibson	33.3	16.7	5.6	22.2	44.4	11.1	5.6	22.2	27.8
Grant	29.5	45.3	11.6	15.8	50.5	20.0	26.3	34.7	34.7
Greene	22.6	67.7	19.4	9.7	48.4	16.1	16.1	35.5	25.8
Hamilton	23.6	27.8	9.1	6.7	35.8	15.6	20.0	21.8	25.1
Hancock	21.1	34.7	7.4	14.7	35.8	10.5	14.7	17.9	22.1

	Percent High Risk								
County	Criminal History	Education & Employment	Family & Social	Neighborhood	Substance Use	Peer Association	Criminal Attitudes	3 or More Domains	2 or More Criminogenic
Harrison	25.0	41.7	16.7	4.2	62.5	12.5	29.2	41.7	41.7
Hendricks	22.5	47.1	11.6	8.0	43.5	18.1	28.3	31.9	35.5
Henry	33.3	48.3	11.7	13.3	41.7	15.0	25.0	30.0	33.3
Howard	33.7	41.0	14.1	9.3	49.3	23.4	35.6	36.1	42.0
Huntington	17.1	42.7	4.9	4.9	28.0	15.9	15.9	14.6	14.6
Jackson	24.0	48.0	6.0	2.0	56.0	14.0	8.0	20.0	24.0
Jasper	15.4	40.0	12.3	6.2	30.8	12.3	26.2	21.5	21.5
Jay	18.4	47.4	0.0	2.6	50.0	0.0	2.6	5.3	5.3
Jefferson	21.8	41.8	7.3	14.5	56.4	16.4	20.0	34.5	34.5
Jennings	20.0	56.0	20.0	16.0	24.0	12.0	16.0	16.0	16.0
Johnson	17.7	25.9	9.1	4.7	31.9	6.5	10.3	12.1	14.7
Knox	0.0	22.2	11.1	0.0	44.4	0.0	11.1	0.0	0.0
Kosciusko	20.0	44.3	14.3	1.4	45.7	4.3	15.7	15.7	20.0
LaGrange	13.6	28.8	3.4	15.3	40.7	18.6	16.9	20.3	25.4
Lake	29.1	50.9	8.2	23.6	35.5	16.8	18.2	27.7	27.3
LaPorte	15.1	57.5	8.2	13.7	43.8	6.8	17.8	21.9	23.3
Lawrence	38.2	47.4	5.3	14.5	57.9	6.6	17.1	30.3	32.9
Madison	32.4	48.0	8.4	10.9	41.1	6.2	11.3	18.9	22.2
Marion	34.8	44.5	13.2	23.7	32.5	26.9	26.8	34.9	36.3
Marshall	25.3	47.1	6.9	10.3	41.4	14.9	33.3	31.0	35.6
Martin	100.0	100.0	0.0	0.0	50.0	50.0	0.0	100.0	100.0
Miami	29.0	45.2	6.5	3.2	35.5	22.6	19.4	22.6	32.3
Monroe	33.3	54.4	36.0	21.1	56.1	35.1	49.1	57.0	51.8
Montgomery	21.1	51.3	10.5	5.3	69.7	11.8	26.3	30.3	38.2
Morgan	32.9	51.3	5.3	19.7	67.1	22.4	35.5	42.1	47.4
Newton	5.6	33.3	5.6	22.2	27.8	5.6	0.0	16.7	5.6
Noble	20.5	42.3	12.8	14.1	43.6	11.5	17.9	25.6	25.6
Ohio	18.2	27.3	9.1	9.1	36.4	18.2	36.4	27.3	36.4
Orange	33.3	50.0	16.7	0.0	33.3	16.7	50.0	33.3	33.3
Owen	33.3	46.7	22.2	15.6	46.7	33.3	26.7	48.9	42.2
Parke	23.8	23.8	4.8	2.4	40.5	4.8	11.9	9.5	21.4

County	Percent High Risk								
	Criminal History	Education & Employment	Family & Social	Neighborhood	Substance Use	Peer Association	Criminal Attitudes	3 or More Domains	2 or More Criminogenic
Perry	22.2	33.3	25.0	2.8	66.7	22.2	36.1	38.9	50.0
Pike	25.0	55.0	15.0	0.0	50.0	10.0	25.0	30.0	30.0
Porter	18.7	45.8	17.8	15.0	46.7	15.9	38.3	30.8	29.9
Posey	28.6	52.4	9.5	9.5	47.6	0.0	19.0	14.3	19.0
Pulaski	50.0	87.5	25.0	50.0	62.5	37.5	50.0	62.5	62.5
Putnam	21.3	41.5	6.4	7.4	43.6	10.6	20.2	21.3	26.6
Randolph	38.9	55.6	33.3	5.6	66.7	11.1	38.9	55.6	44.4
Ripley	23.1	44.6	10.8	4.6	41.5	13.8	15.4	20.0	21.5
Rush	39.1	52.2	4.3	4.3	56.5	8.7	4.3	26.1	34.8
Scott	21.2	48.5	15.2	9.1	45.5	15.2	36.4	27.3	39.4
Shelby	22.3	38.5	10.1	5.4	41.2	12.2	12.8	17.6	25.0
Spencer	20.0	60.0	0.0	0.0	20.0	20.0	20.0	20.0	20.0
St. Joseph	29.2	41.6	13.5	11.2	51.7	13.5	24.7	28.1	32.6
Starke	17.2	44.8	8.6	15.5	56.9	22.4	36.2	41.4	44.8
Steuben	29.4	55.9	11.8	8.8	61.8	17.6	23.5	29.4	32.4
Sullivan	53.3	73.3	0.0	13.3	20.0	0.0	33.3	33.3	33.3
Switzerland	50.0	50.0	0.0	0.0	66.7	16.7	50.0	50.0	66.7
Tippecanoe	21.4	33.6	10.0	8.6	35.0	12.1	25.7	21.4	25.0
Tipton	20.0	50.0	0.0	10.0	70.0	30.0	30.0	40.0	40.0
Union	8.7	39.1	0.0	0.0	21.7	4.3	13.0	8.7	13.0
Vanderburgh	37.7	50.8	5.1	13.5	42.4	11.8	20.2	30.0	33.0
Vermillion	16.7	41.7	8.3	16.7	58.3	8.3	41.7	33.3	41.7
Vigo	40.0	53.7	15.8	14.7	64.2	13.7	17.9	41.1	40.0
Wabash	22.6	41.9	12.1	2.4	41.1	8.9	14.5	22.6	23.4
Warren	#	#	#	#	#	#	#	#	#
Warrick	18.4	34.2	7.9	10.5	44.7	5.3	7.9	18.4	15.8
Washington	15.4	19.2	0.0	3.8	19.2	0.0	11.5	3.8	3.8
Wayne	40.7	36.5	9.8	8.8	38.1	10.1	6.8	19.5	23.5
Wells	21.6	51.4	18.9	5.4	21.6	8.1	35.1	18.9	21.6
White	33.3	33.3	33.3	16.7	33.3	16.7	50.0	50.0	50.0
Whitley	42.9	42.9	0.0	0.0	35.7	7.1	14.3	28.6	35.7

County	# Potentially Retained in Community	Percent with IRAS	Percent Misdemeanor	Percent Level 6	Percent Level 5	Percent Possible Non-Reporting Probation	Percent Medium Risk	Percent Need Treatment	Percent Need Mental Health Treatment
Adams	79	72.2	21.5	48.1	30.4	3.5	43.9	52.6	3.5
Allen	990	82.3	20.7	58.0	21.3	6.7	27.1	66.1	0.9
Bartholomew	91	54.9	25.3	50.5	24.2	0.0	16.0	84.0	2.0
Benton	15	26.7	40.0	46.7	13.3	0.0	50.0	50.0	0.0
Blackford	53	79.2	13.2	58.5	28.3	9.5	4.8	85.7	0.0
Boone	97	53.6	24.7	50.5	24.7	3.8	34.6	61.5	3.8
Brown	5	80.0	0.0	20.0	80.0	0.0	0.0	100.0	0.0
Carroll	54	74.1	31.5	59.3	9.3	5.0	17.5	77.5	7.5
Cass	36	66.7	13.9	38.9	47.2	20.8	37.5	41.7	4.2
Clark	128	43.8	35.2	39.8	25.0	12.5	26.8	60.7	0.0
Clay	164	43.9	31.1	49.4	19.5	6.9	25.0	68.1	2.8
Clinton	117	62.4	21.4	49.6	29.1	8.2	30.1	61.6	4.1
Crawford	30	66.7	20.0	53.3	26.7	10.0	35.0	55.0	0.0
Daviess	39	61.5	5.1	51.3	43.6	8.3	33.3	58.3	0.0
Dearborn	330	41.8	21.5	51.5	27.0	8.0	29.0	63.0	2.2
Decatur	114	35.1	35.1	34.2	30.7	5.0	30.0	65.0	2.5
DeKalb	25	80.0	8.0	44.0	48.0	5.0	15.0	80.0	10.0
Delaware	165	55.2	23.0	53.9	23.0	11.0	26.4	62.6	1.1
Dubois	34	64.7	14.7	32.4	52.9	0.0	22.7	77.3	0.0
Elkhart	731	70.5	28.3	50.5	21.2	15.9	38.6	45.4	1.2
Fayette	105	59.0	27.6	36.2	36.2	6.5	27.4	66.1	4.8
Floyd	134	73.9	24.6	46.3	29.1	10.1	35.4	54.5	1.0
Fountain	43	32.6	37.2	48.8	14.0	0.0	42.9	57.1	7.1
Franklin	75	29.3	34.7	54.7	10.7	31.8	27.3	40.9	0.0
Fulton	90	77.8	20.0	65.6	14.4	14.3	25.7	60.0	0.0
Gibson	26	69.2	7.7	38.5	53.8	0.0	33.3	66.7	0.0
Grant	181	52.5	24.9	48.1	27.1	5.3	20.0	74.7	3.2
Greene	43	72.1	11.6	41.9	46.5	12.9	29.0	58.1	0.0
Hamilton	599	75.1	32.2	56.8	11.0	14.9	29.1	56.0	0.7
Hancock	181	52.5	32.0	42.5	25.4	5.3	43.2	51.6	2.1

County	# Potentially Retained in Community	Percent with IRAS	Percent Misdemeanor	Percent Level 6	Percent Level 5	Percent Possible Non-Reporting Probation	Percent Medium Risk	Percent Need Treatment	Percent Need Mental Health Treatment
Harrison	74	32.4	24.3	55.4	20.3	8.3	20.8	70.8	0.0
Hendricks	357	38.7	46.8	41.5	11.8	7.2	27.5	65.2	1.4
Henry	67	89.6	13.4	44.8	41.8	10.0	28.3	61.7	3.3
Howard	288	71.2	22.2	57.3	20.5	8.8	20.0	71.2	1.0
Huntington	145	56.6	24.1	55.2	20.7	4.9	37.8	57.3	39.0
Jackson	95	52.6	30.5	43.2	26.3	2.0	26.0	72.0	0.0
Jasper	74	87.8	23.0	67.6	9.5	12.3	35.4	52.3	1.5
Jay	41	92.7	19.5	24.4	56.1	5.3	28.9	65.8	5.3
Jefferson	63	87.3	22.2	55.6	22.2	9.1	25.5	65.5	0.0
Jennings	113	22.1	26.5	57.5	15.9	8.0	52.0	40.0	0.0
Johnson	423	54.8	36.2	52.2	11.6	15.1	38.8	46.1	0.4
Knox	43	20.9	27.9	48.8	23.3	0.0	44.4	55.6	0.0
Kosciusko	144	48.6	20.8	46.5	32.6	8.6	32.9	58.6	0.0
LaGrange	108	54.6	13.0	70.4	16.7	11.9	37.3	50.8	1.7
Lake	273	80.6	17.2	33.3	49.5	10.9	26.8	62.3	1.8
LaPorte	99	73.7	12.1	40.4	47.5	16.4	27.4	56.2	0.0
Lawrence	119	63.9	32.8	37.8	29.4	7.9	19.7	72.4	1.3
Madison	422	65.2	15.2	53.3	31.5	8.4	30.5	61.1	0.7
Marion	2943	63.5	32.3	48.2	19.5	10.9	22.8	66.2	3.4
Marshall	112	77.7	25.9	48.2	25.9	5.7	31.0	63.2	0.0
Martin	4	50.0	25.0	50.0	25.0	0.0	0.0	100.0	0.0
Miami	46	67.4	6.5	54.3	39.1	3.2	35.5	61.3	0.0
Monroe	177	64.4	21.5	53.1	25.4	3.5	12.3	84.2	1.8
Montgomery	143	53.1	30.1	52.4	17.5	7.9	15.8	76.3	2.6
Morgan	100	76.0	28.0	46.0	26.0	7.9	13.2	78.9	3.9
Newton	27	66.7	18.5	40.7	40.7	16.7	55.6	27.8	5.6
Noble	193	40.4	17.1	61.1	21.8	9.0	33.3	57.7	1.3
Ohio	16	68.8	18.8	62.5	18.8	0.0	36.4	63.6	9.1
Orange	29	20.7	27.6	41.4	31.0	0.0	33.3	66.7	0.0
Owen	58	77.6	19.0	48.3	32.8	6.7	20.0	73.3	0.0
Parke	74	56.8	32.4	40.5	27.0	4.8	35.7	59.5	0.0

County	# Potentially Retained in Community	Percent with IRAS	Percent Misdemeanor	Percent Level 6	Percent Level 5	Percent Possible Non-Reporting Probation	Percent Medium Risk	Percent Need Treatment	Percent Need Mental Health Treatment
Perry	56	64.3	19.6	60.7	19.6	5.6	13.9	80.6	2.8
Pike	42	47.6	26.2	50.0	23.8	10.0	30.0	60.0	0.0
Porter	144	74.3	24.3	44.4	31.3	7.5	23.4	69.2	1.9
Posey	29	72.4	10.3	41.4	48.3	9.5	23.8	66.7	0.0
Pulaski	11	72.7	9.1	36.4	54.5	0.0	25.0	75.0	0.0
Putnam	160	58.8	21.9	60.6	17.5	8.5	33.0	58.5	2.1
Randolph	32	56.3	15.6	40.6	43.8	0.0	11.1	88.9	5.6
Ripley	98	66.3	38.8	42.9	18.4	6.2	35.4	58.5	1.5
Rush	56	41.1	25.0	44.6	30.4	4.3	26.1	69.6	0.0
Scott	144	22.9	31.3	54.9	13.9	3.0	36.4	60.6	3.0
Shelby	330	44.8	29.4	51.8	18.8	14.9	31.1	54.1	2.7
Spencer	8	62.5	25.0	12.5	62.5	20.0	20.0	60.0	20.0
St. Joseph	103	86.4	20.4	49.5	30.1	3.4	25.8	70.8	1.1
Starke	74	78.4	21.6	55.4	23.0	6.9	20.7	72.4	1.7
Steuben	39	87.2	12.8	61.5	25.6	8.8	14.7	76.5	0.0
Sullivan	45	33.3	22.2	40.0	37.8	6.7	26.7	66.7	0.0
Switzerland	10	60.0	40.0	10.0	50.0	16.7	0.0	83.3	0.0
Tippecanoe	281	49.8	23.1	59.4	17.4	9.3	30.7	60.0	7.1
Tipton	16	62.5	25.0	43.8	31.3	20.0	0.0	80.0	0.0
Union	35	65.7	22.9	57.1	20.0	43.5	21.7	34.8	0.0
Vanderburgh	433	68.6	27.0	50.6	22.4	1.7	28.6	69.7	1.0
Vermillion	21	57.1	9.5	57.1	33.3	8.3	16.7	75.0	0.0
Vigo	155	61.3	14.8	50.3	34.8	4.2	17.9	77.9	3.2
Wabash	161	77.0	24.2	55.3	20.5	11.3	33.1	55.6	1.6
Warren	1	0.0	0.0	100.0	0.0	#	#	#	#
Warrick	69	55.1	33.3	49.3	17.4	13.2	28.9	57.9	0.0
Washington	68	38.2	23.5	48.5	27.9	15.4	42.3	42.3	0.0
Wayne	355	86.5	32.1	48.7	19.2	10.4	25.4	64.2	1.3
Wells	54	68.5	18.5	29.6	51.9	13.5	27.0	59.5	5.4
White	6	100.0	16.7	33.3	50.0	0.0	33.3	66.7	0.0
Whitley	19	73.7	15.8	15.8	68.4	7.1	35.7	57.1	0.0

Task 2. Review of Evidence-Based Treatment Programs

In this section of the report, we provide an overview of what is known about evidence-based practices in community-based programming for offenders. For the purposes of this discussion, we consider practices to be evidence-based if they have been shown through rigorous research to reduce the likelihood of recidivism for offenders living in the community. There are three parts to this review. In the first part we review what is known about evidence-based practice (EPB). For more than 10 years, community corrections agencies in this state have sought to incorporate EPB into their programming. We take a look at the state of the implementation of EPB across the community corrections agencies in this state. In part two of this section, we look specifically at the evidence on programming that targets many of the gaps in programming identified by respondents to our survey and focus groups (described in later chapters of this report). Finally, we conclude this section of the report with a discussion on some models for allocation of funding based on performance incentives. We return to such models in the final section of this report as part of our recommendations to the state. The review in this section is intended to be brief, given the overall length of this report. A more complete list of references is provided in Appendix B.

Part I: Principles of Evidence-Based Practices

There is clearly a great deal of interest among the stakeholders at the state and local levels in Indiana for EBP. Over the past 25 years, there has been an increasing body of research on EBP and we have learned much (see, for example: Carey, 2011; Center for Effective Public Policy, 2010; Cunningham and O'Neill, 2013; Latessa, 2008; Luther, 2013; Sperber, 2013). The goal is to guide decision makers to make decisions based on evidence. That means understanding about research-based evidence and appreciating the importance of implementation quality. If the decision is made to use a strategy for which there is not research-based evidence, then it is critical to monitor the results that come from such practices. Putting measurement systems in place to allow for the tracking of outcomes is important.

In 2010, the Center for Effective Public Policy published the third edition of their monograph, *A Framework for Evidence-Based Decision Making in Local Criminal Justice Systems*. They identify seven ways to reduce recidivism:

1. Use assessment tools to assess risk for reoffending and criminogenic needs. IRAS provides such tools for the state, and for all segments of the criminal justice system.
2. Resources for programming should be focused on those offenders assessed to be medium or high risk for reoffending. This is going to be a significant change in many jurisdictions, but can be a way to focus limited resources for their best impact.
3. Treatment should be targeted at the individual criminogenic needs of each offender. It is going to be important to stay away from a one-size fits all approach when developing case plans. It is also going to require a wide array of options to be

available so that the criminogenic needs for the full group of offenders are effectively addressed.

4. When offenders do not follow the rules of their community-based sentences, it is critical to provide responses that have the characteristics of being swift, certain, and proportional. Thus, it will be important to develop a full spectrum of graduated sanctions and be willing to respond quickly to violations with sanctions that are proportional to the violation—thus, it will be important to not just resort to sending violators to prison. The local jail can be an effective option, so it will be important that the local jail has the capacity for short-term stays as needed.
5. Incentives are more effective at changing offender behavior than sanctions are. While both are important, it should be the goal to use incentives at a higher rate (i.e., evidence-based practices suggest a 4:1 ratio) than sanctions. For most jurisdictions, this will be a significant change in practice.
6. Whenever possible, services should be provided in the offender’s natural environment. Thus, a strategy for increasing the number of offenders maintained in the local community while under supervision and treatment is a best practice and should be maximized.
7. To improve the effectiveness of sanctions, there should also be treatment for the offender’s criminogenic needs.

In a recent presentation to their colleagues across the state, Community Corrections Directors Chris Cunningham (Grant County) and Tammy O’Neill (Porter County) pointed to Eight Principles of Evidence-Based Practice.

1. Assess Actuarial Risk/Need: Actuarial instruments have been shown to be best for producing assessments that can guide effective practice. It is important to assess risk, which focuses on the probability that the offender will reoffend. As noted above, it will be critical to make valid distinctions between offenders that have a low risk for recidivism and those with moderate or high risk for recidivism. It is also important to assess what are referred to as *criminogenic* needs. Carey (2011) notes there are 8 criminogenic needs that should be addressed with treatment and services (the first four are shown to lead to the most significant reductions in recidivism):
 - a. Anti-social cognition: this is the so-called criminal thinking—effective treatments have been shown to help offenders identify risky thinking and feelings and can facilitate the offender’s decision to adopt an identity that is more pro-social.
 - b. Anti-social companions
 - c. Anti-social personality or temperament: here the focus would be to build problem-solving, self-management, anger-management, and coping skills. Building in a focus on building these skills can increase the typical reduction in recidivism to nearly 40%.

- d. Family and/or marital relationships—focusing effectively with EBP in this area can increase the typical reduction in recidivism to nearly 60%.
 - e. Substance abuse
 - f. Employment
 - g. Education
 - h. Leisure and/or recreation
2. Enhance Intrinsic Motivation—it is important for probation officers and community corrections officers to use motivational interviewing skills. Effective Practices in Correctional Settings (EPICS) would promote the use of “Change Talk” in working with offenders. (Luther, 2013). This includes: focusing the conversation on “preparatory change talk” (e.g., desire, ability, reasons, and need) which tends to precede “mobilizing change talk” (e.g., commitment, activation, and taking steps). Since people tend to be more likely to take action if they have expressed an intention to do so, this approach is preferable to telling the offender what to do. Offenders that receive this type of intervention are more likely to report feelings of self-efficacy.
 3. Target Interventions: As noted above, it is critical to resist adopting a “one-size-fits-all” approach to all of the offenders on an officer’s caseload. In addition to targeting interventions to the identified criminogenic needs, we must also consider the responsivity of the offender so that offenders are matched with the best-fitting treatments and treatment providers. Programs that reduce recidivism match the right offenders with the right interventions. Dosage becomes important as well—for those rated high risk, the intensity of treatment should be higher. New research just completed shows that for low risk offenders, fewer than 150 hours of treatment appears to be more effective. For high-risk offenders, more than 200 hours of treatment appears necessary to make a difference in terms of recidivism (Sperber, 2013). Why does this matter? There can be more strategic, meaningful allocations of resources so that offenders get the amount of treatment that will make a difference. Responsivity also comes into place here.
 4. Skill Train with Directed Practice—in their evaluation of EPICS, Smith et al. (2012) found that it was critical to provide training and ongoing coaching for the agents that will be supervising offenders in the community. The particular skills that are important to build in supervision agents include:
 - a. Developing a collaborative relationship with the client, which not only lays a foundation for productive conversations that can happen (as described above), but has also been shown to be a predictor of better treatment outcomes.
 - b. Targeting and restructuring antisocial thinking—this is important in that the four principles of cognitive intervention include that behavior is affected by the person’s thinking and when thinking is distorted (as is often the case for offenders), antisocial behavior can result. It is possible to influence another

- person's thinking through cognitive behavioral interventions, and with more healthy thinking patterns, more prosocial behaviors should be evident.
- c. Teach and model new social and coping skills.
 - d. Teach problem solving.
 - e. Reinforce prosocial behavior—to achieve a ratio of four incentives for every sanction, staff are going to have to be intentional to find ways to reinforce the positive behaviors of the offenders.
5. Increase Positive Reinforcement—here we want to build in incentives at a rate of 4:1 relative to sanctions. Incentives can be used to divert low risk offenders from the system as soon as possible. An important caution is that if offenders are assessed to be low risk, then providing intensive levels of treatment has been shown to increase recidivism. We can make low risk offenders worse by forcing them into treatment that they do not need.
 6. Engage Ongoing Support in Natural Communities—programs are more effective where there is an aftercare component. One of the key ways to build a foundation for long-term success is to connect the offender in meaningful ways to support systems in the community. This includes training the persons that are closest to the offenders (i.e., family members, significant others) in the cognitive behavioral strategies that the offenders are learning in treatment. Such additional support, when it is trained in the key cognitive-behavioral skills, has been shown to increase the effectiveness of the programs as much as three-fold (Dowden, et al., 2003; Luther, 2013).
 7. Measure Relevant Processes/Practices: Programs that reduce recidivism have built-in quality assurance—as Latessa (2008) notes, integrity of the program design and implementation will have an impact on the effectiveness for the participants. It will be important to determine if the program is serving the appropriate offenders at the appropriate dosage. It will matter if the staff are trained and supervised effectively to ensure their clinical skills are on point. Key intermediate outcomes are important to measure as well—are the offenders completing the program? Are their criminal networks being disrupted effectively?
 8. Provide Measurement Feedback—finally, it is important that there is a system in place to capture the data on how the program is going and whether the outcomes are in line with the program goals and objectives. It is also important to provide information in the form of feedback to the participants and the staff. This will help maintain a culture of continuous quality improvement, but also provide valuable forms of motivation and reinforcement to the staff and the offenders they serve.

During this study, we learned that the Community Corrections agencies in many of the counties in this state, under the leadership of IDOC, have worked to transform the culture of their organizations around EBP. In addition to the ongoing attention to building the capacity and the organizational culture for EBP, within the past year every Community

Corrections agency was subject to an assessment. Using a 60-item checklist on building and sustaining an EBP organization, an independent evaluator provided a report on each agency across the state. The data from these assessments was provided to us and we have conducted an analysis of the results from the assessments. Over the next several pages, we provide the results from this analysis. The results are analyzed for each item on the checklist.

A discussion of the results is provided here, preceding the figures. Section one of the assessment focuses on cultural alignment and readiness of the organization. Items in this section of the assessment indicate whether the staff is committed to EBP and whether the change to EBP was met with enthusiasm. Also, does the culture of the organization place a high value on learning; does the staff believe there is a culture of individual responsibility; and is there clear leadership and coaching from the supervisors to the line staff? Finally, the items in section one assess the process the organization undertook in planning to adopt EBP.

As we consider the results in Figures 2-11 (for the items in section one of the checklist), we find that in general, the state is in a good position to move forward from this point. In nearly 80% of the community corrections agencies, the staff is committed to EBP. With regard to the other aspects of organizational readiness, in a majority of the items, 80% or more of the programs rate favorably. For a couple of the dimensions, we find only 70% of the agencies in which it appears to be a good time for changing to EBP or where the staff have the attitudes and beliefs that will support such a change. The proper make-up of the implementation team was also only found in 70% of the community corrections agencies. As such, it would seem the state is at a good point, with at least 70% of the community corrections counties well-positioned to implement or maintain EBP.

Figure 2. Staff is committed to EBP and believe it is the direction the agency should be headed

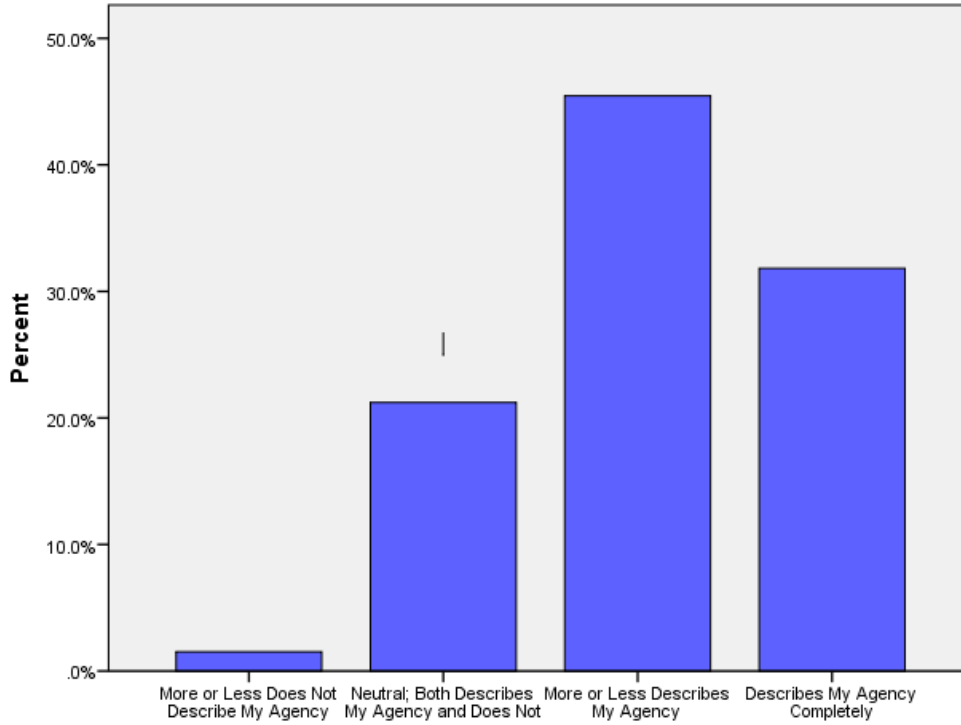


Figure 3. Morale is high and a lot of positive energy toward EBP change exists

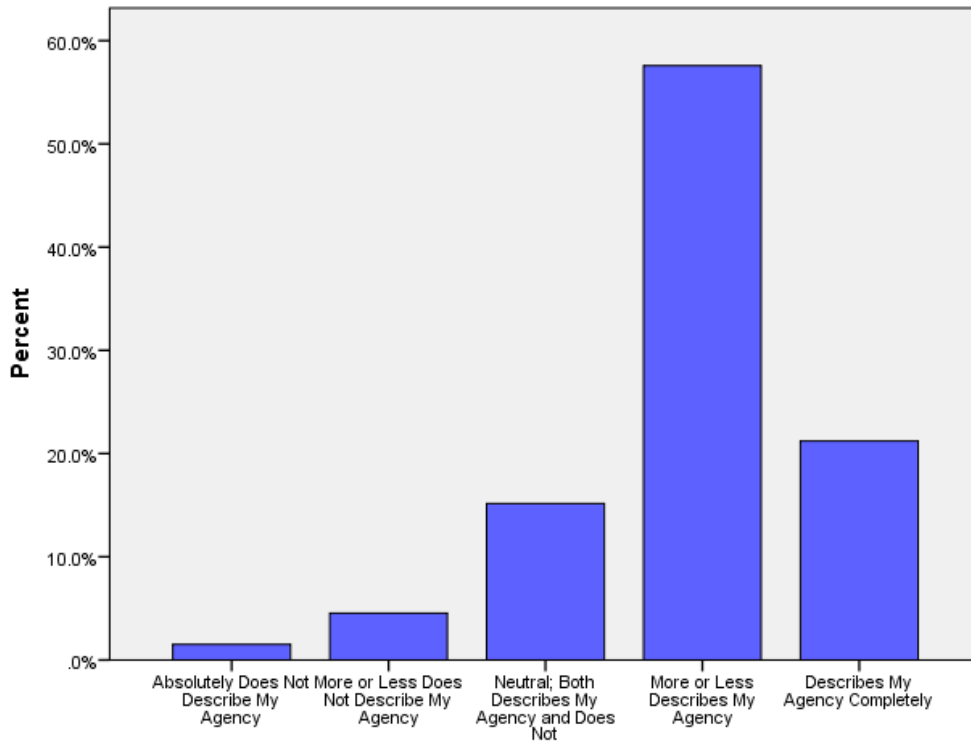


Figure 4. Communication flows freely and readily up and down the chain of command

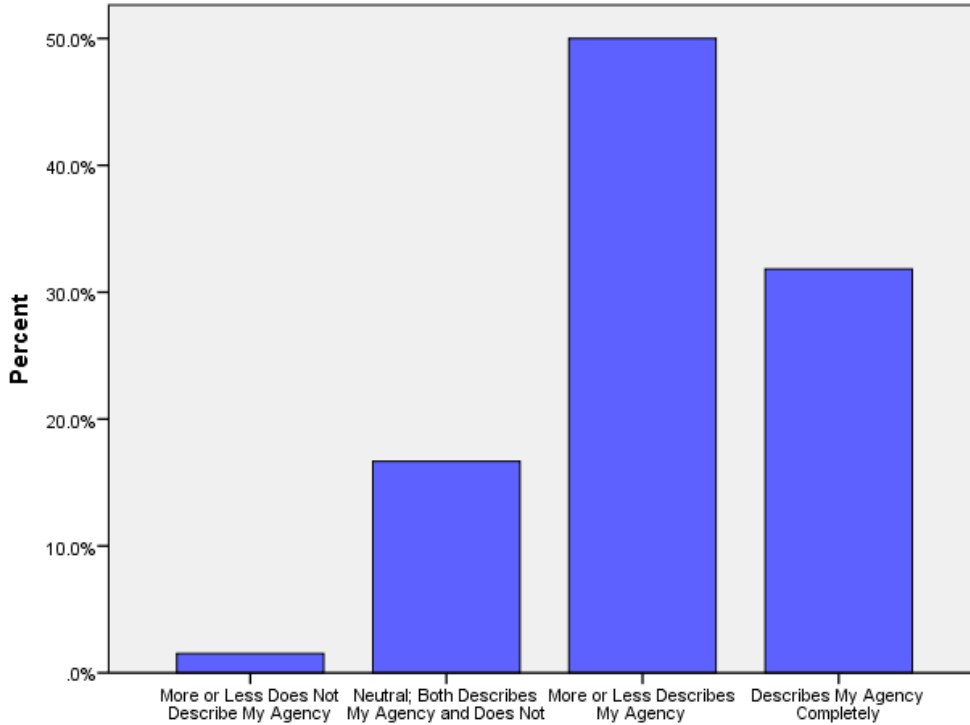


Figure 5. Staff attitudes and beliefs are consistent with the evidence on what they need to do to influence offender behavioral change

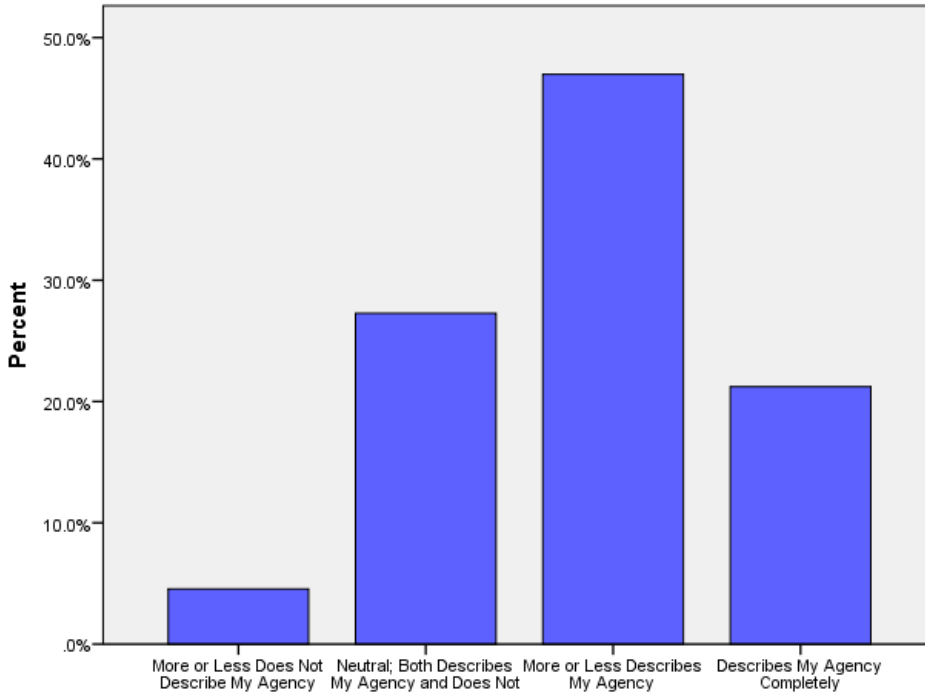


Figure 6. The organization has a professional culture, where learning is valued, new ideas embraced, and where everyone accepts their individual responsibility to make the organization better

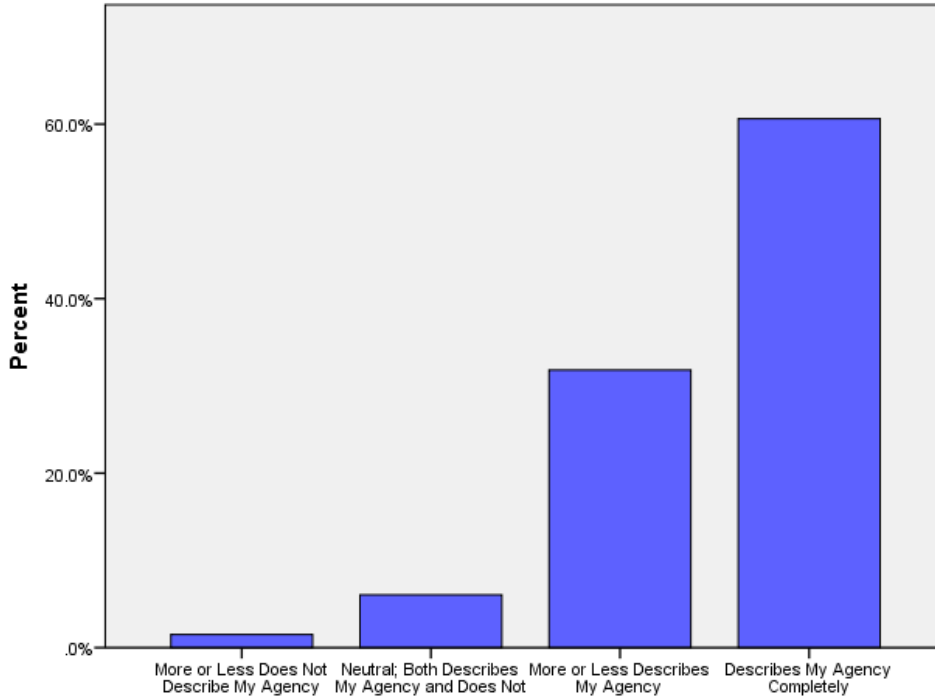


Figure 7. Line supervisors are clearly on board with EBP and feel confident that they can lead and coach their staff

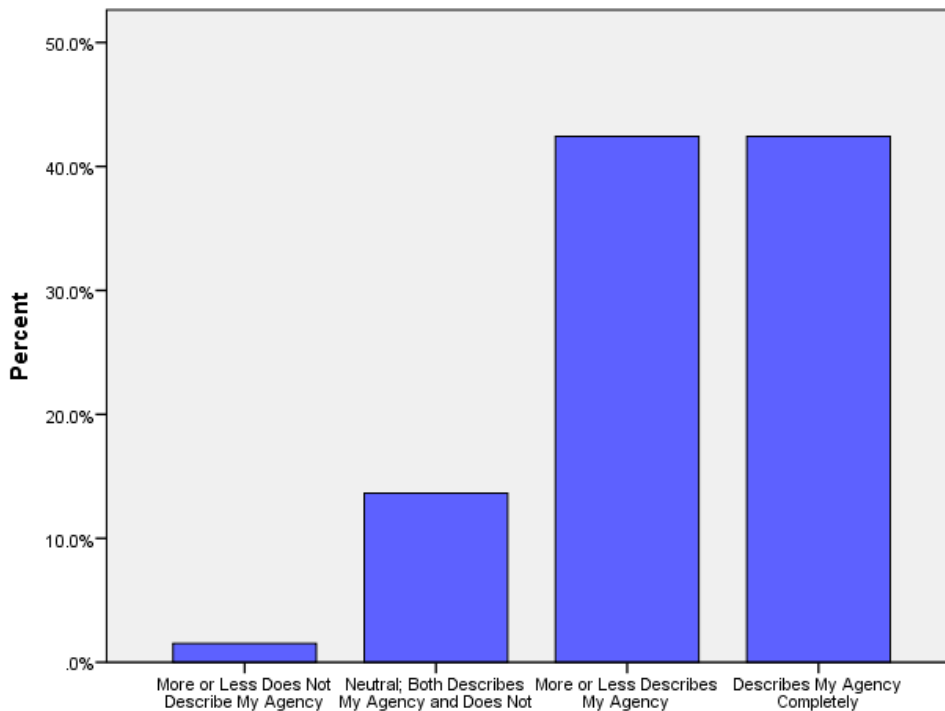


Figure 8. The EBP change initiative is “good timing” for the organization in that it is not overwhelmed with other priorities or distracted by concerns that diminish their commitment

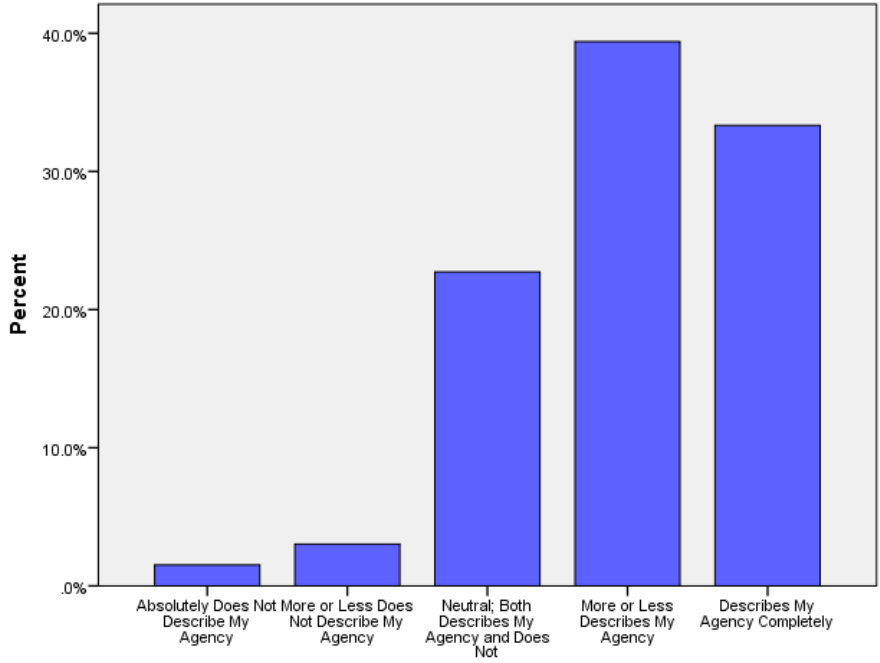


Figure 9. An extensive preparation stage (perhaps a year) was put in place including training, listening sessions, review of what others had done, and a clear delineation of how the agency will look and behave differently under EBP

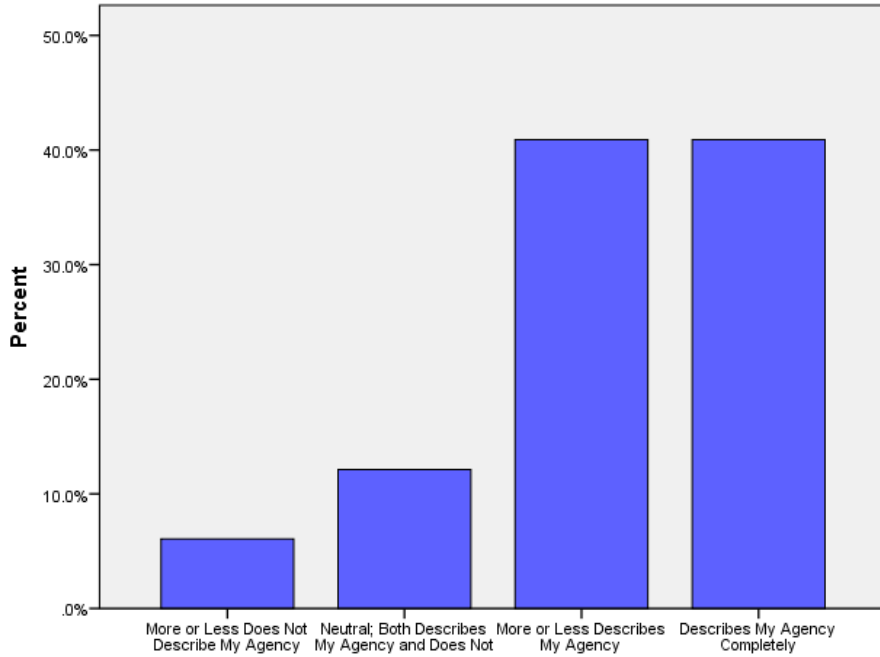


Figure 10. The EBP message was clearly and consistently communicated and put in realistic and positive terms

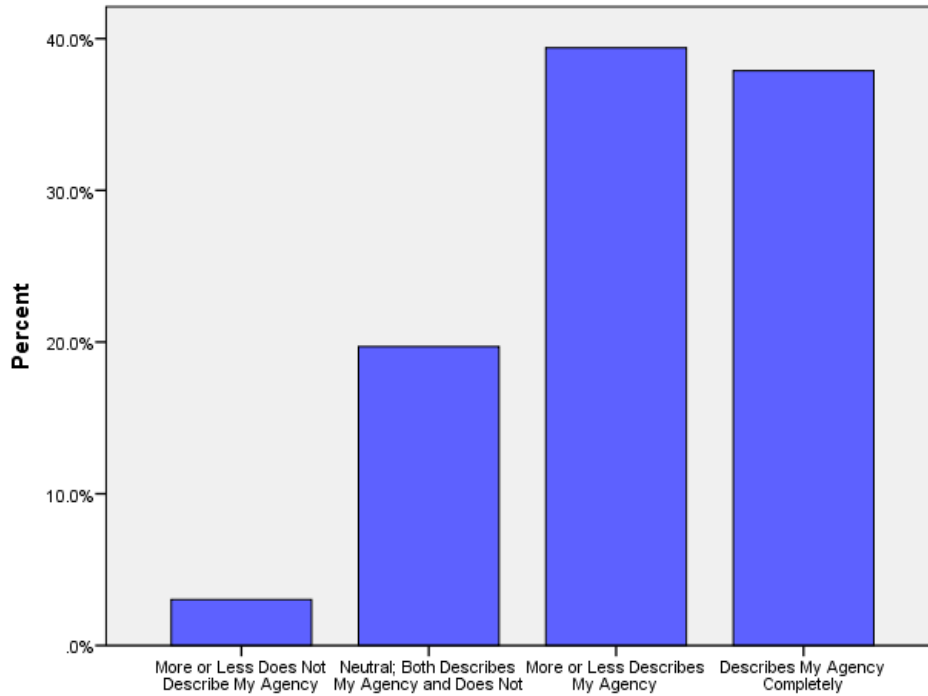
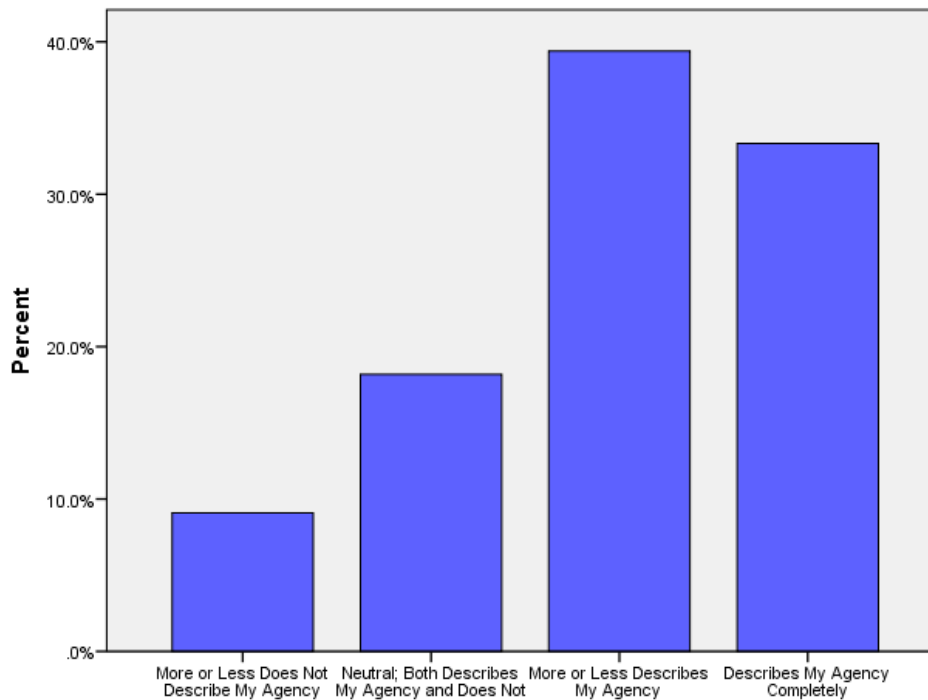


Figure 11. An implementation team involving a vertical slice of the agency was put in place



Section two of the checklist assesses the organization's experiences with assessments. There are a number of dimensions on which the programs are assessed regarding their use of assessments: whether the tool provides assessments of both risk and need; whether the focus is on criminogenic needs; whether the instrument has been validated on the local population; whether the instrument is user friendly for those administering it; whether the results of the assessment are used to sort offenders by risk and to create case plans based on criminogenic needs; whether the assessment results are used in decision making by the criminal justice agencies; and whether there are regular efforts to assess the reliability of the instrument.

Results in Figures 12-21 provide mixed evidence on the use of assessments by the community corrections agencies. Clearly the agencies have the assessment instruments in place. A full 100% have an instrument that was validated and normed on the local population. The instrument they are using identifies risk level and assesses criminogenic needs. More than 80% of the agencies experience the instrument as being user friendly and easy to interpret. A slightly smaller number of programs report having specialized instruments for sex offenders or other specialized offender groups. The use of the assessment information beyond the initial assessments is still not found in a majority of the agencies. In just over half of the agencies, we find that they are using the assessments to sort offenders by risk and make decisions about differential supervision levels. In less than half of the agencies, we find that the assessment information is being used to support case-level decisions by the criminal justice system. The majority of the agencies are not using shorter screening assessments (as suggested by EBP) and they are not conducting ongoing checks on the quality of assessments by their staff.

Figure 12. An actuarial and brief screening tool is used to determine whether a full risk/need assessment is needed

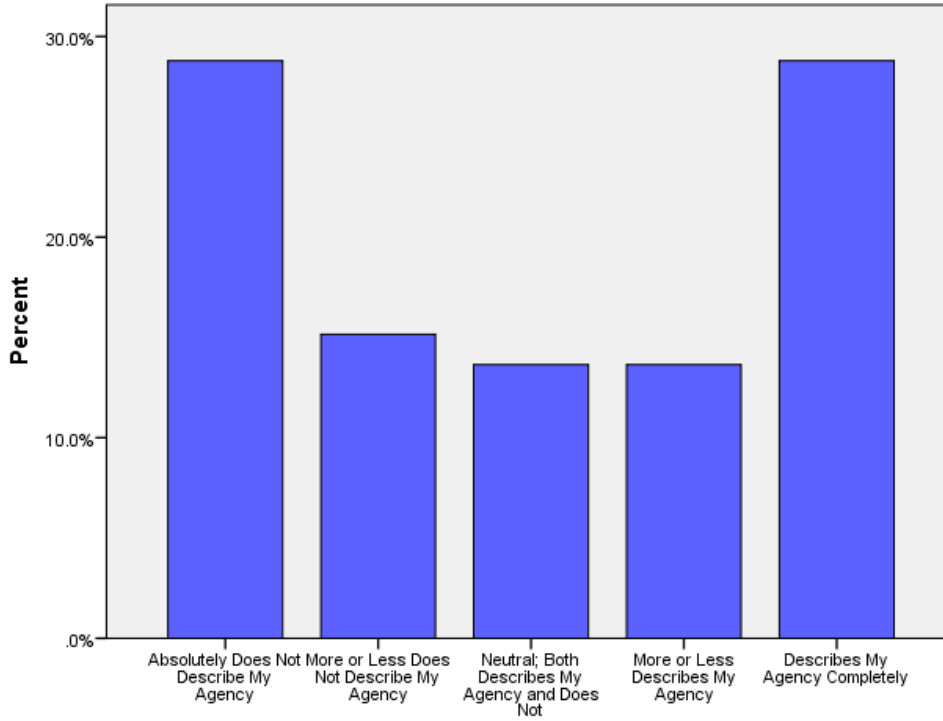


Figure 13. An actuarial based risk/need tool is routinely used which identifies risk level and the presence of the eight (or big six) criminogenic needs

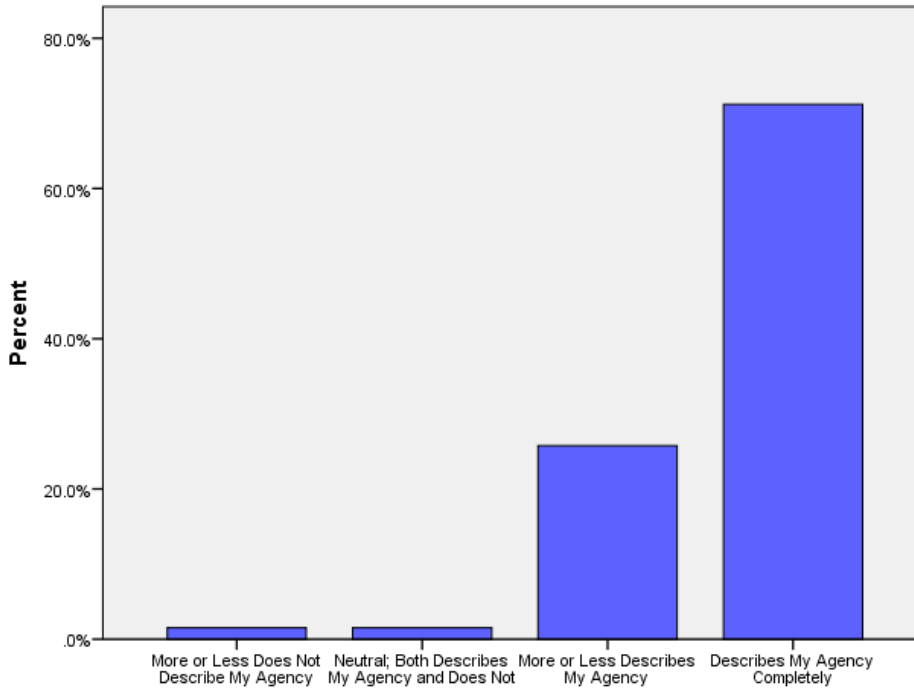


Figure 14. The risk/need assessment was validated and normed on the local population

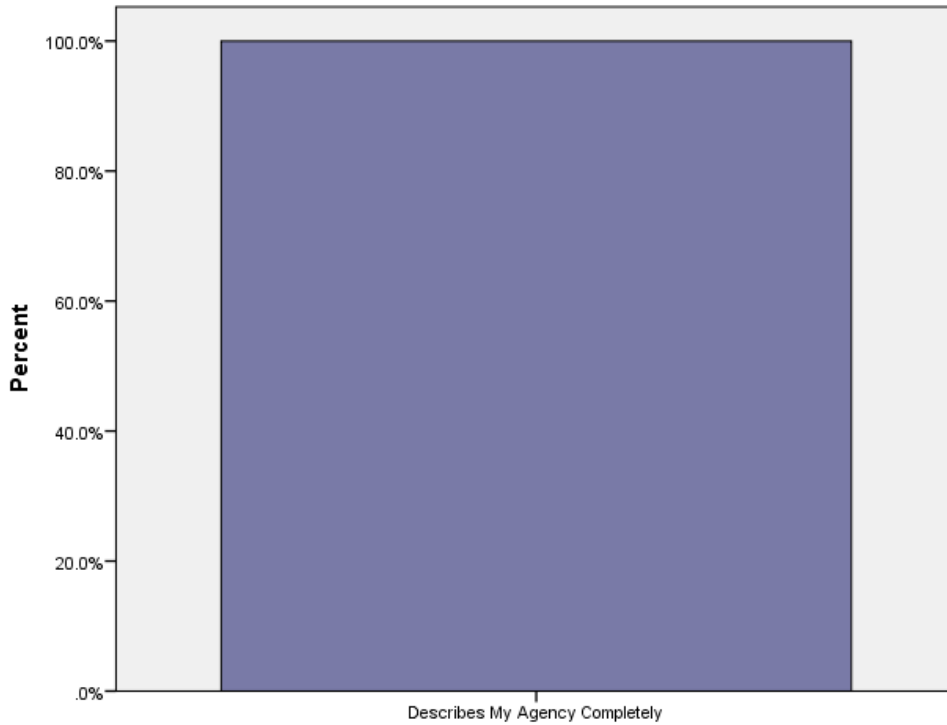


Figure 15. The risk/need assessment is user friendly to the staff administering it

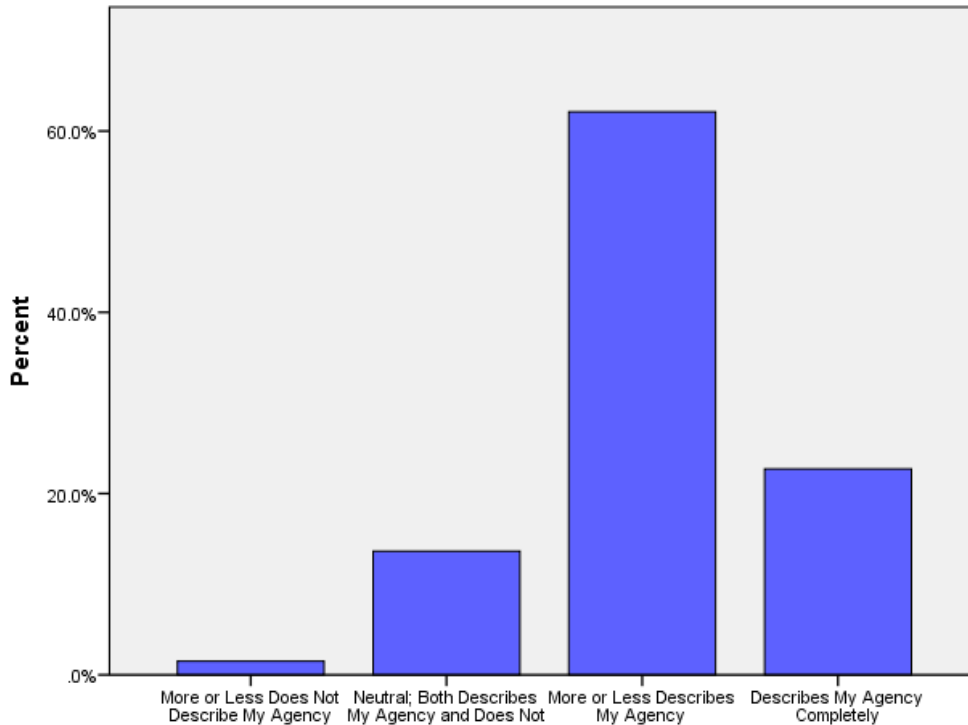


Figure 16. It is easy to identify the criminogenic needs once the assessment is completed

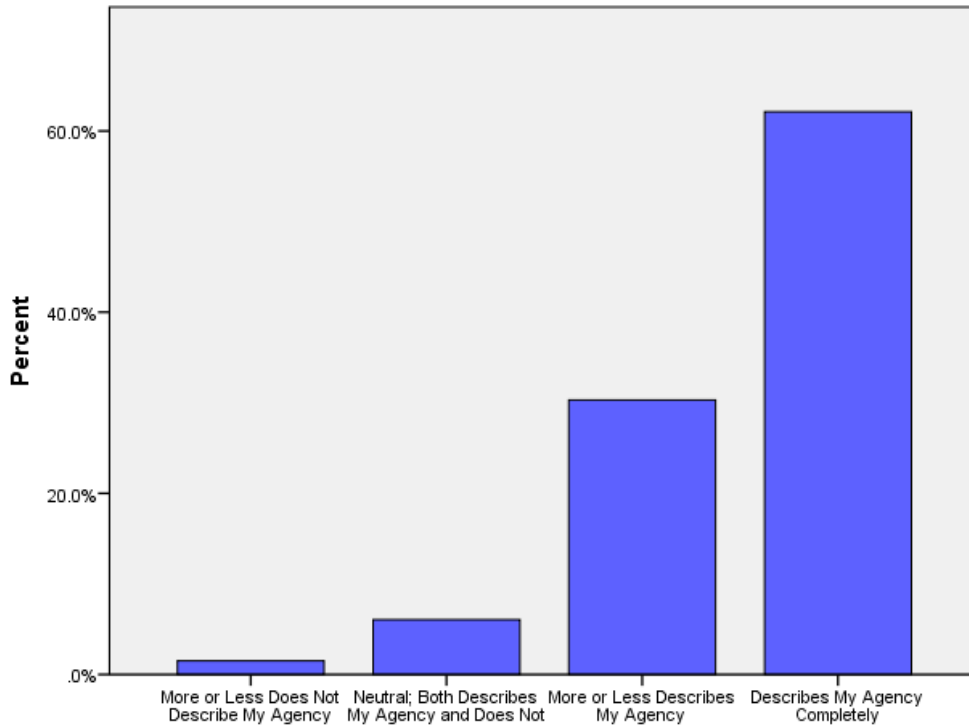


Figure 17. Specialized actuarial based assessment tools are in place, especially for offenders convicted of sexual and domestic violence crimes

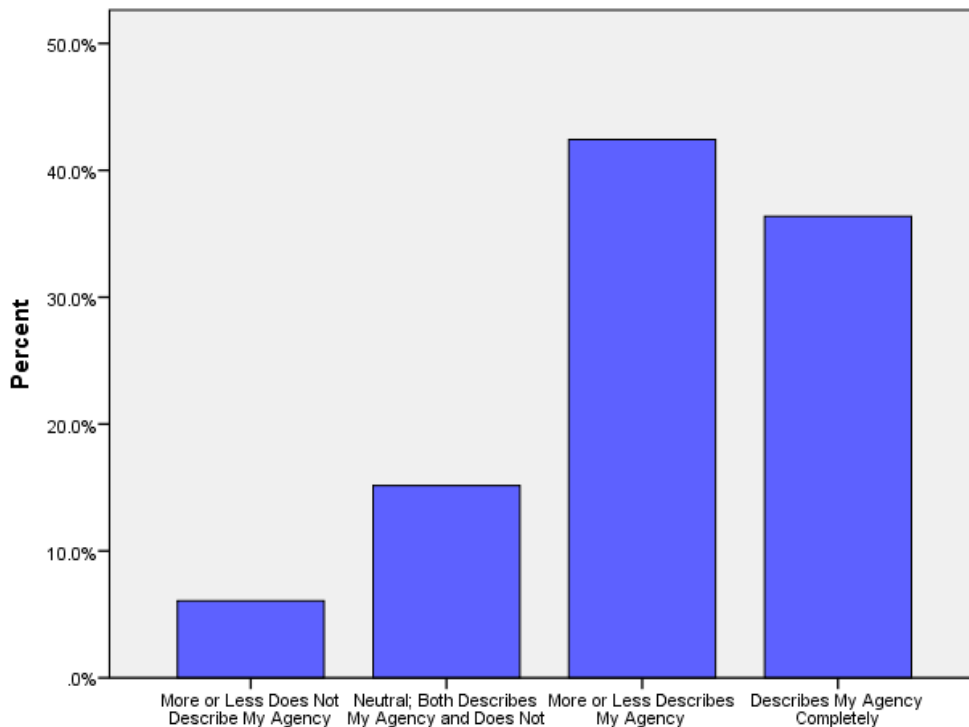


Figure 18. The assessment information is routinely used to sort the offender by risk and apply differential supervision accordingly

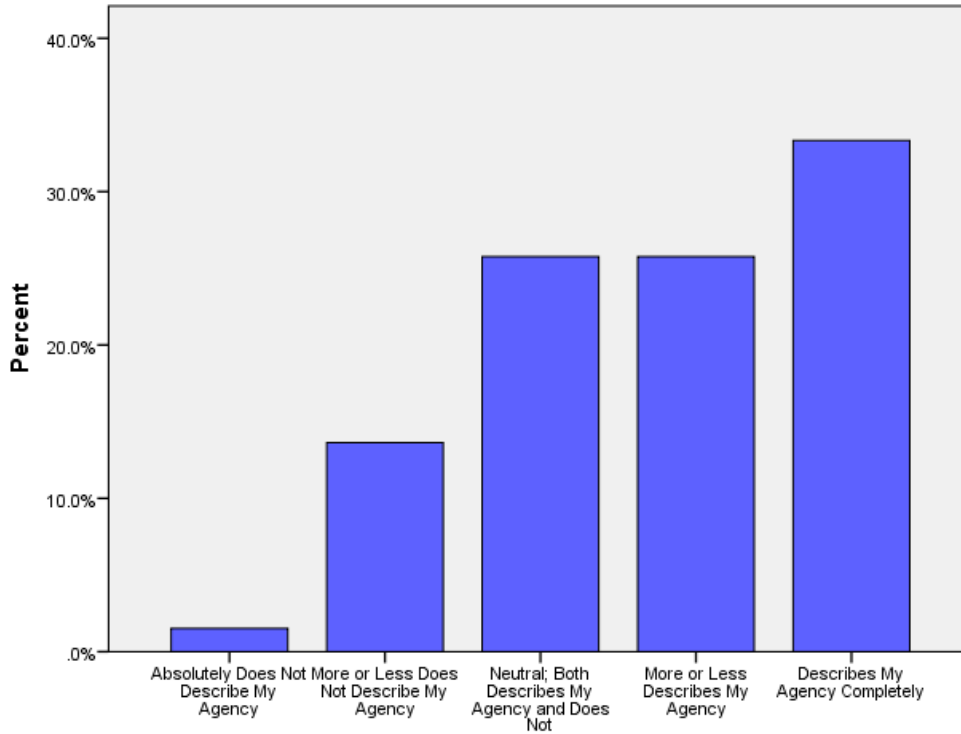


Figure 19. The assessment information is routinely used to create case plans which target the criminogenic needs

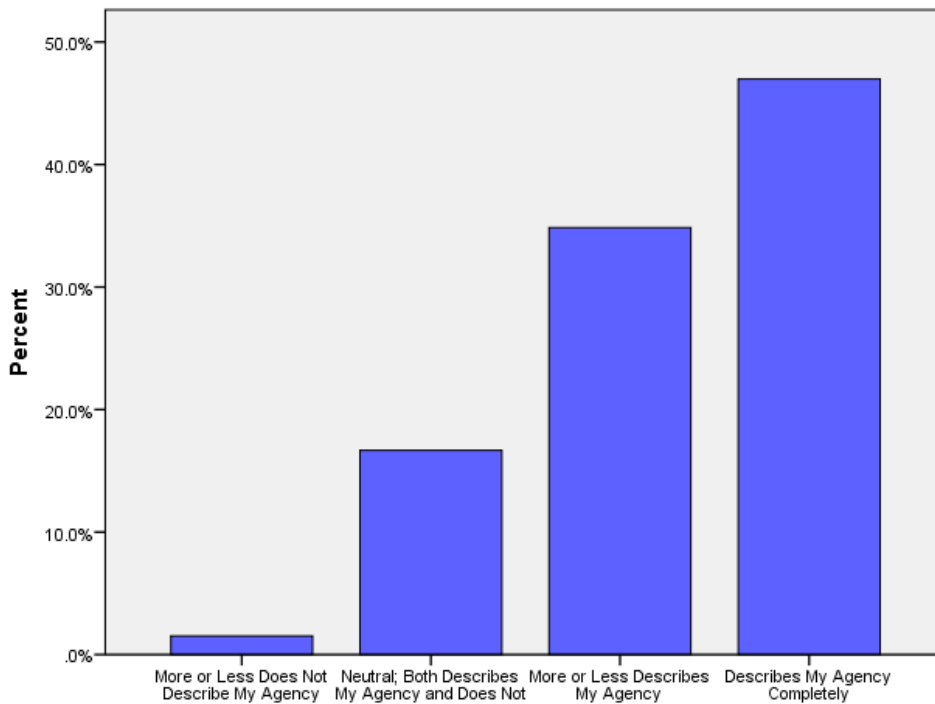


Figure 20. The assessment information is used to drive case policy (e.g., pre-sentence/pre-adjudication, discharge, and violation recommendations)

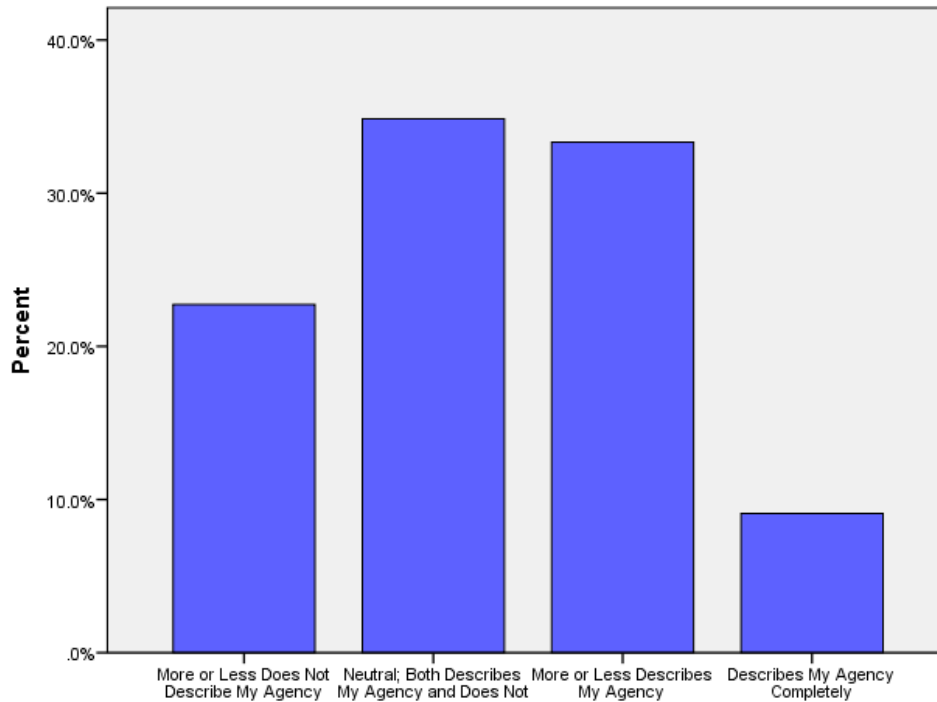
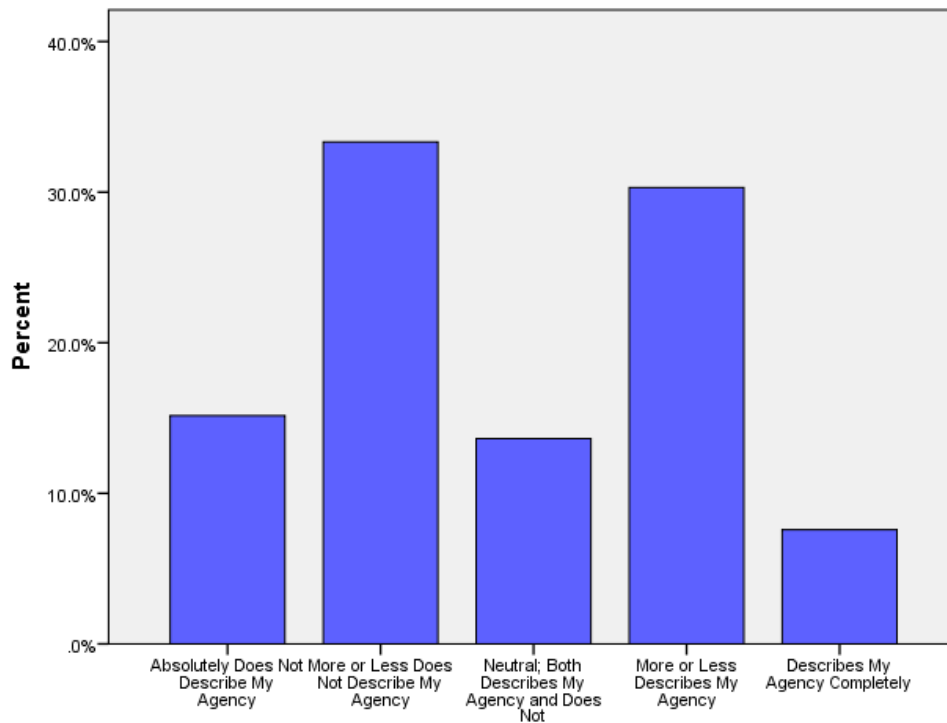


Figure 21. Inter-rater reliability procedures and booster sessions are administered frequently



Section three of the checklist attends to the staff-offender interactions. Here the focus is on whether staff are using the results from the assessment of criminogenic needs in their interactions with offenders and whether staff are using a variety of skills in their interactions with the offenders: such as redirecting anti-social sentiments; teaching concrete problem-solving skills; using practice sessions to enhance the skills they are working on; using incentives effectively; using sanctions and disapproval effectively; using motivational interviewing; demonstrating effective relationship skills; and making sure the dosage and intensity of the interventions match the risk level of the offenders.

Data in Figures 22-31 again indicate a mixed track record among the community corrections agencies with regard to the staff-offender interactions. There are several dimensions where the vast majority of programs rate well: focusing on major criminogenic needs identified by assessment instruments; redirecting anti-social sentiment; using sanctions and disapproval effectively; and demonstrating effective relationship skills. Another several dimensions are attended to by about half of the programs: addressing multiple criminogenic needs; teaching concrete problem solving skills; using incentives effectively; and ensuring that the dosage and intensity of the intervention is appropriate based on the assessments of the offender. Finally, there are some dimensions that are not well-implemented across the larger majority of programs: using practice sessions with the offenders to build skills; and the use of motivational interviewing and stages of change techniques.

Figure 22. Staff routinely focus on the most significant criminogenic needs as identified by the assessment tool

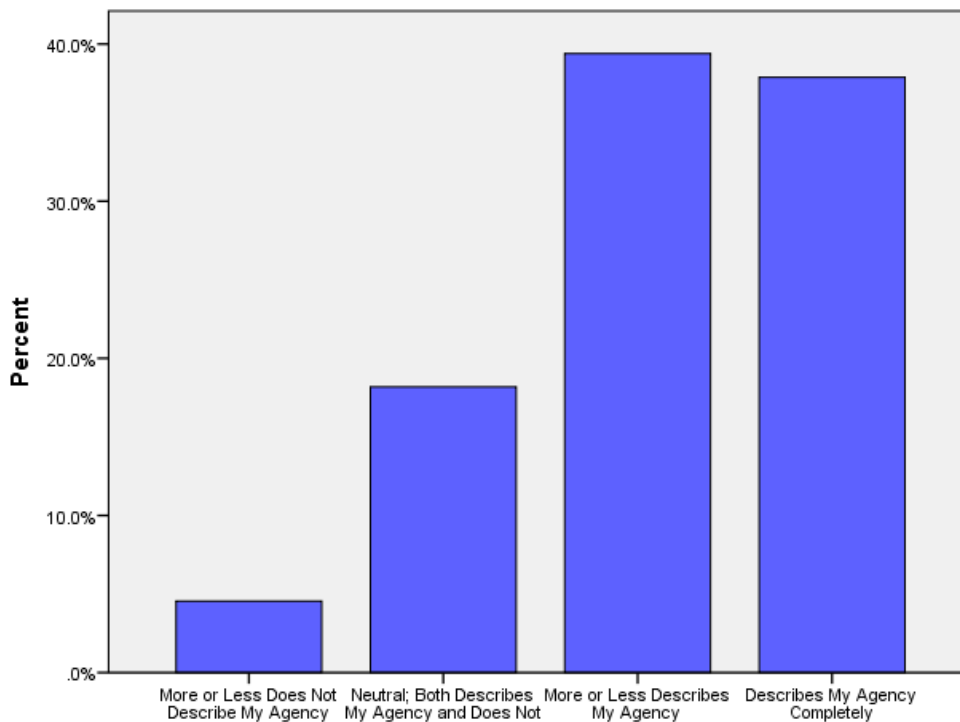


Figure 23. Multiple criminogenic needs are addressed (at least the top three) and special emphasis is placed on the Top Four

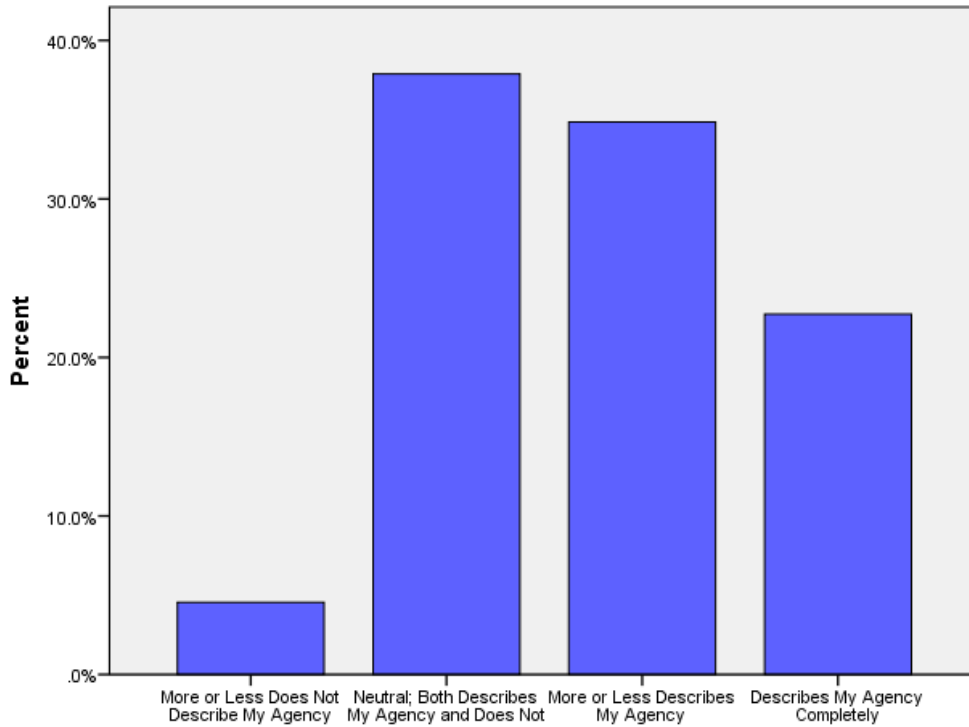


Figure 24. Staff routinely redirect anti-social sentiment and affirm pro-social sentiment

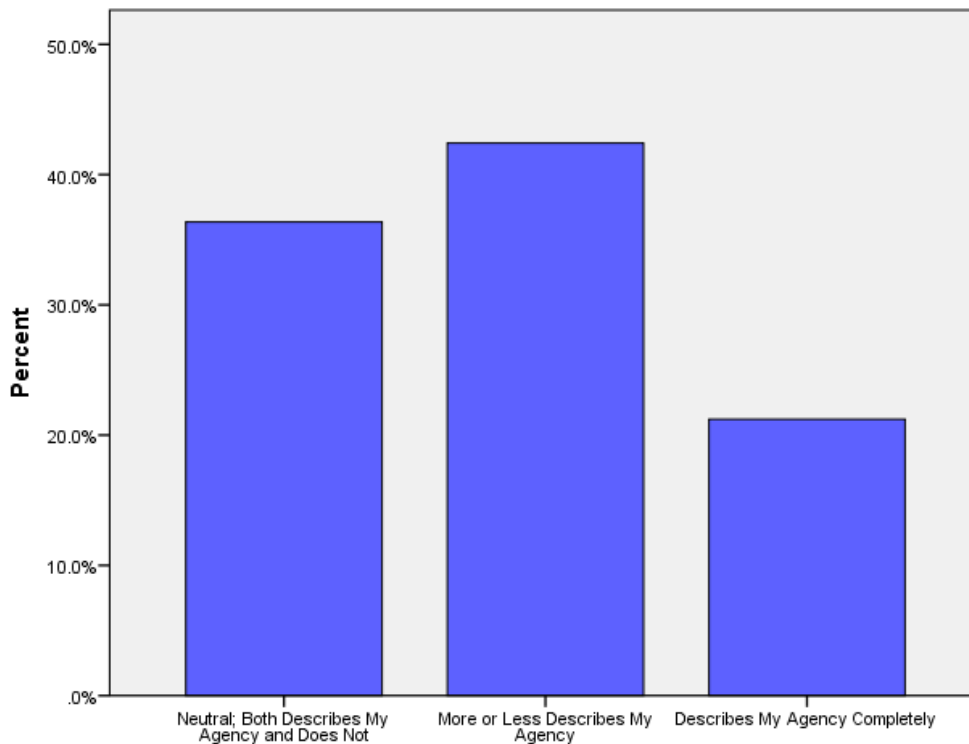


Figure 25. Staff routinely teach concrete problem solving skills

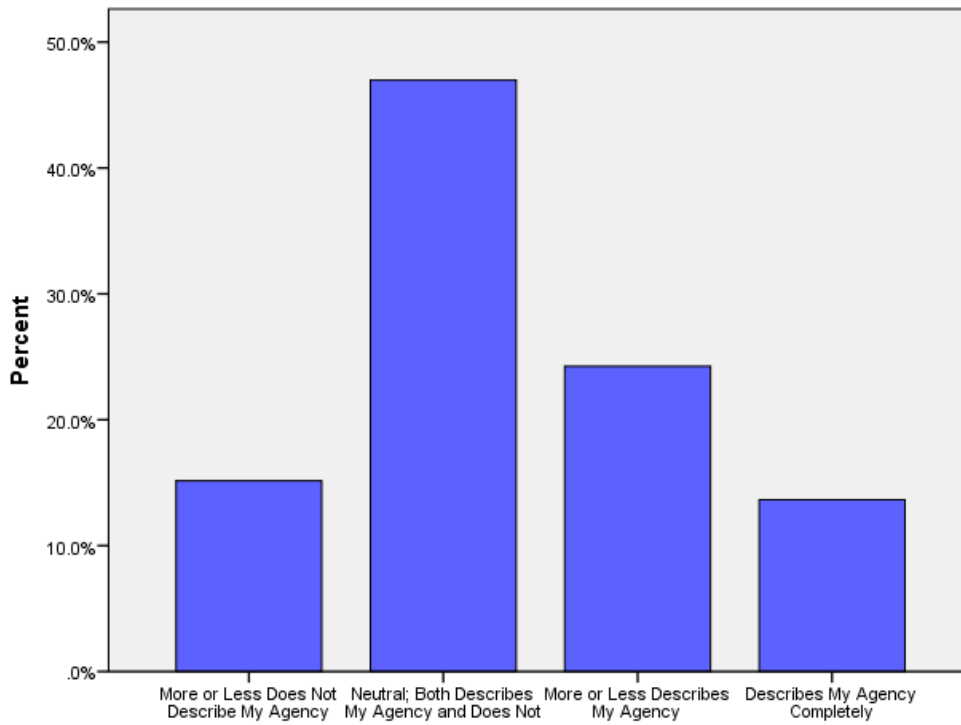


Figure 26. Staff routinely use practice sessions with the offenders to enhance skill building

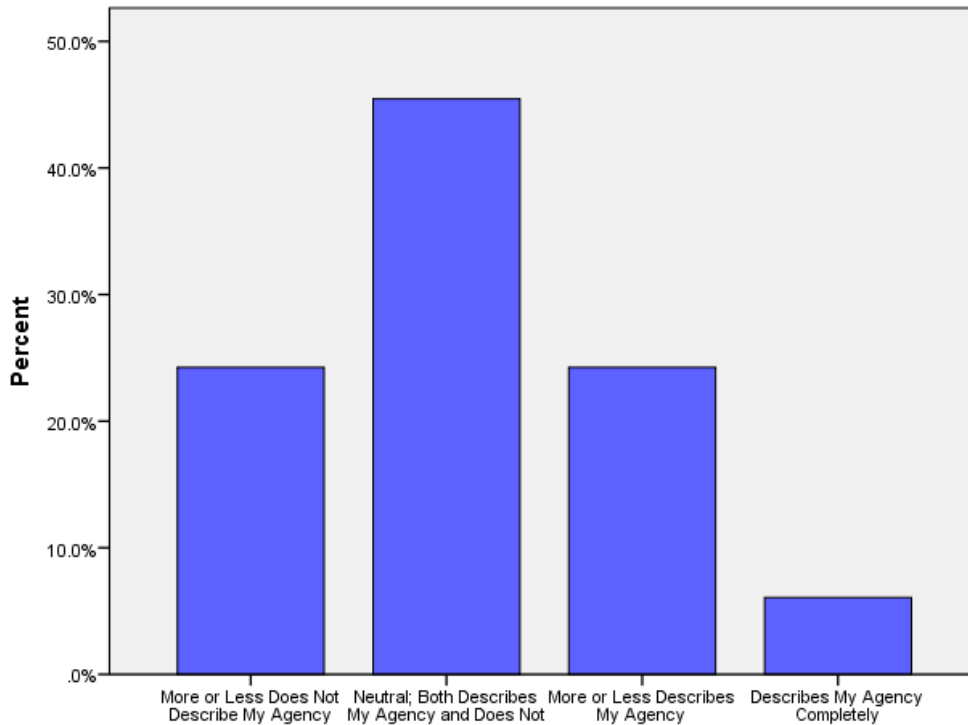


Figure 27. Staff use incentives effectively (frequent use, 4:1 ratio, rewards)

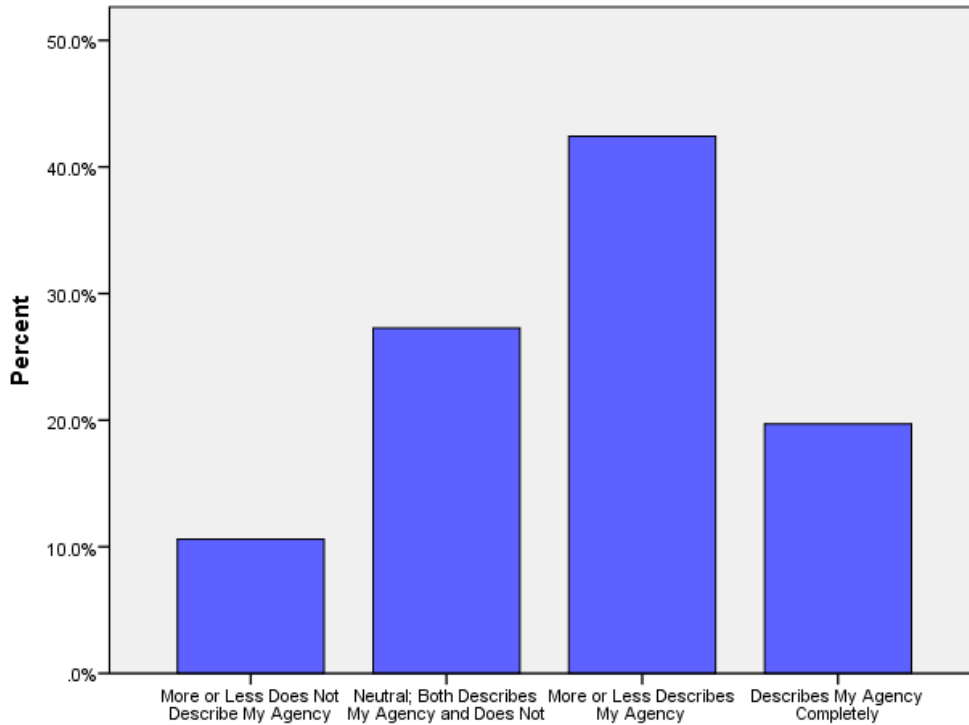


Figure 28. Staff use sanctions and disapproval effectively (focus on certainty and swiftness over the severity)

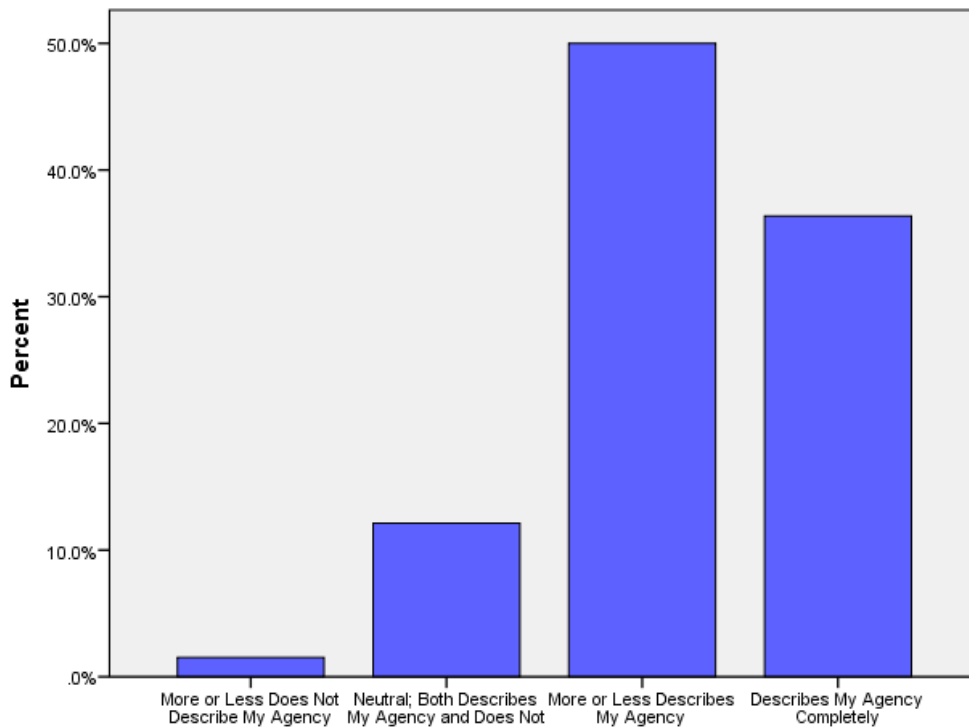


Figure 29. Staff routinely use motivational interviewing and stages of change techniques

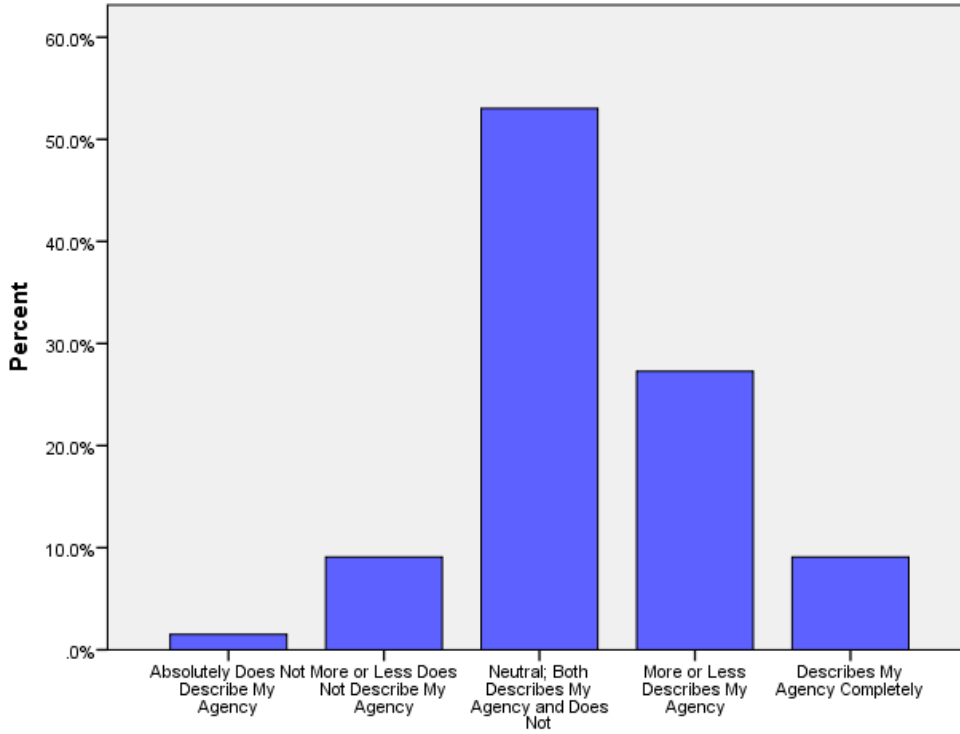


Figure 30. Staff demonstrate effective relationship skills (warm, empathetic, positive, enthusiastic)

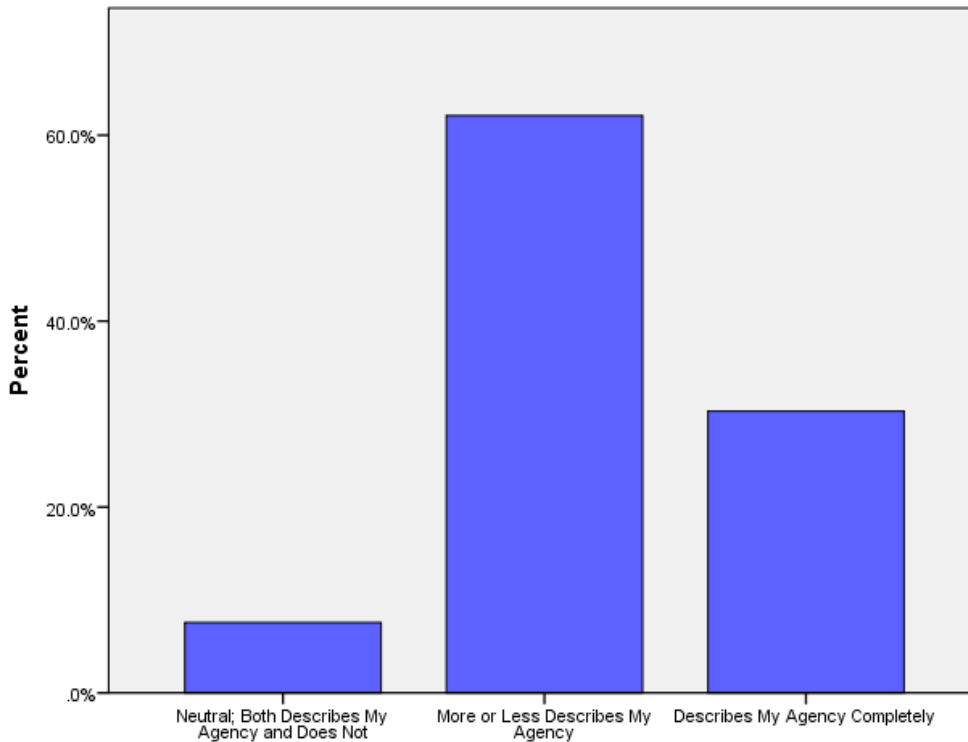
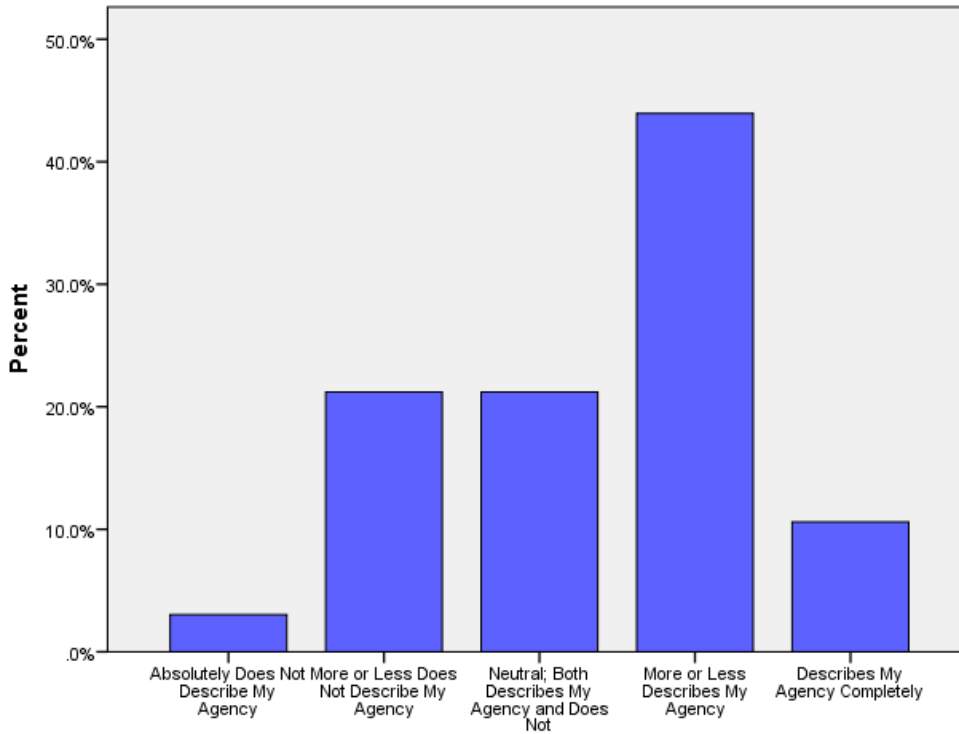


Figure 31. Staff ensure that the dosage and intensity of the intervention matches the risk level and keeps track of such



In section four of the checklist, the focus is on the programming options that are available. Highest ratings go to those agencies that offer a wide continuum of services so that offenders can be matched individually based on their responsivity, including structured, manualized cognitive-behavioral groups, gender-specific programming, and culturally-specific programming. Treatment programs should be targeted to address specific criminogenic needs where offenders are kept separated by risk level. Higher ratings will also reflect staff that use motivational interviewing in the preparation process, establish case plans and use a strength-based approach.

Data in Figures 32-41 indicate a number of dimensions where the vast majority of programs rate well: the agency uses structured, manualized cognitive behavioral groups for medium and high risk offenders; there is a wide continuum of services available to meet the unique needs of the offenders; each program has specific, criminogenic need and risk level that they address; case plans that are based on needs assessment are used; and the use of a strength-based approach. In contrast, another several dimensions are attended to by only about half of the programs: the availability of culturally-specific programming; offenders are separated from each other by risk level; the use of motivational enhancements to prepare offenders for programs; and the use of appropriate accommodations for those offenders that cannot get into cognitive behavioral programs. Finally, gender-specific programming was one dimension that was not well-implemented across the larger majority of programs.

Figure 32. The agency uses structured, manualized cognitive behavioral groups (CBT) routinely for medium and/or high risk offenders

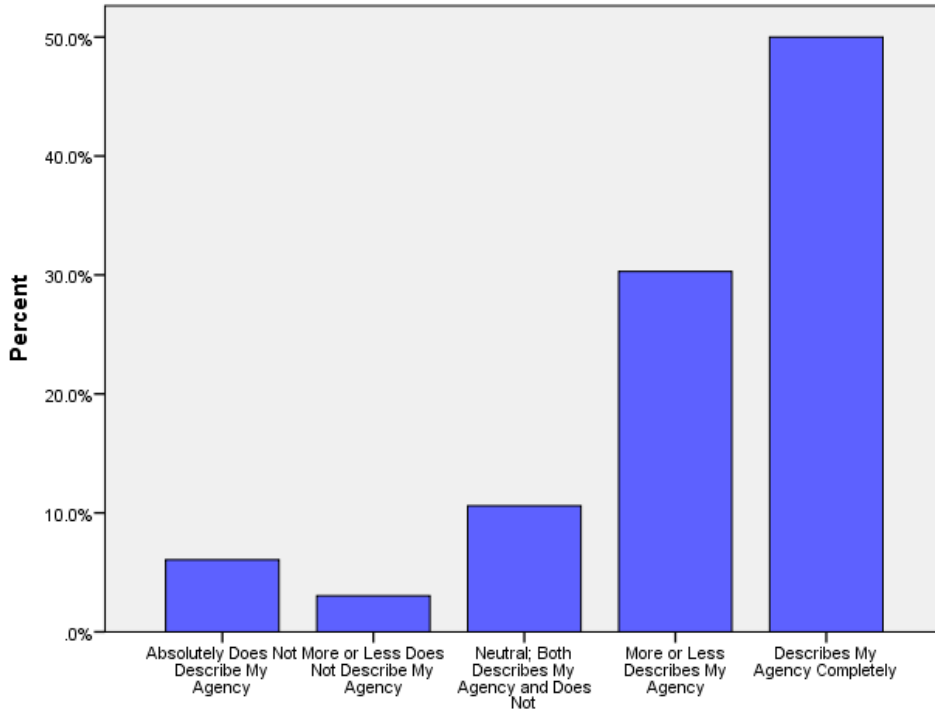


Figure 33. A wide continuum of services are available to meet the unique needs (responsivity) of offenders

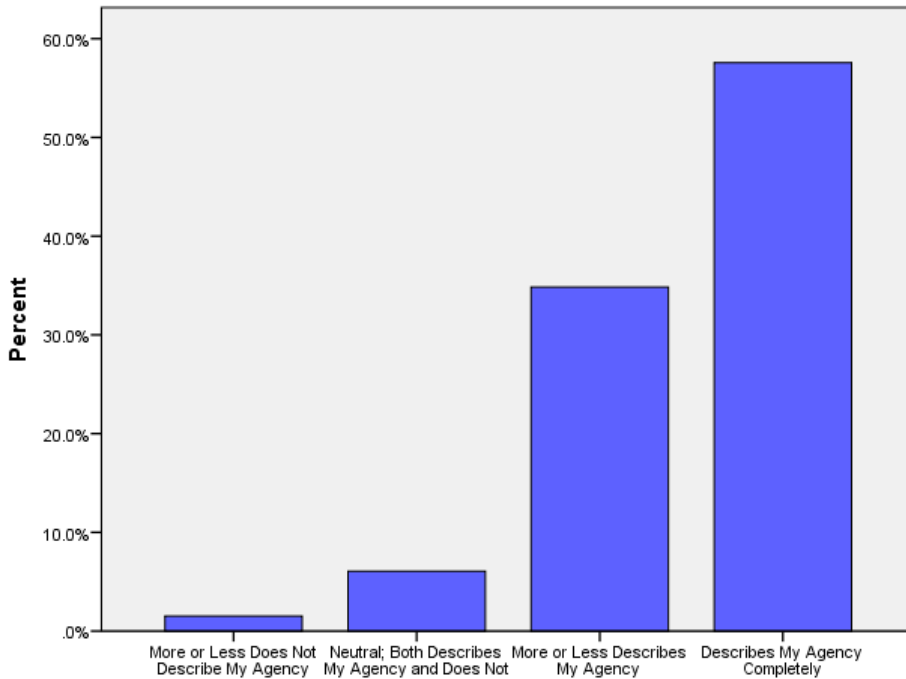


Figure 34. Gender specific programming is available

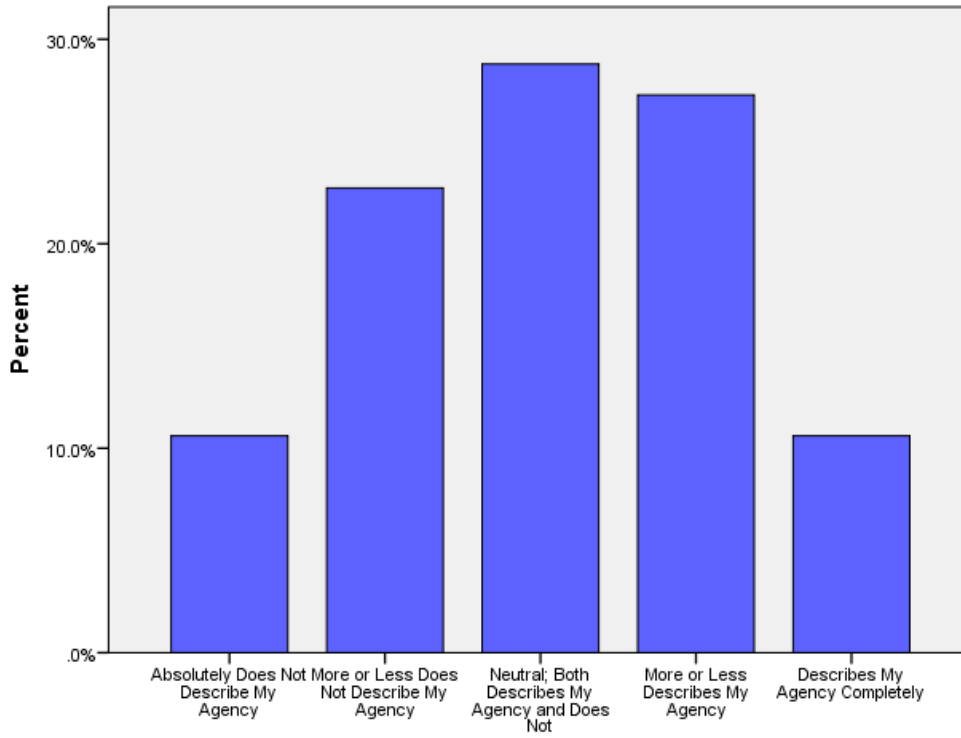


Figure 35. Culturally specific programming is available

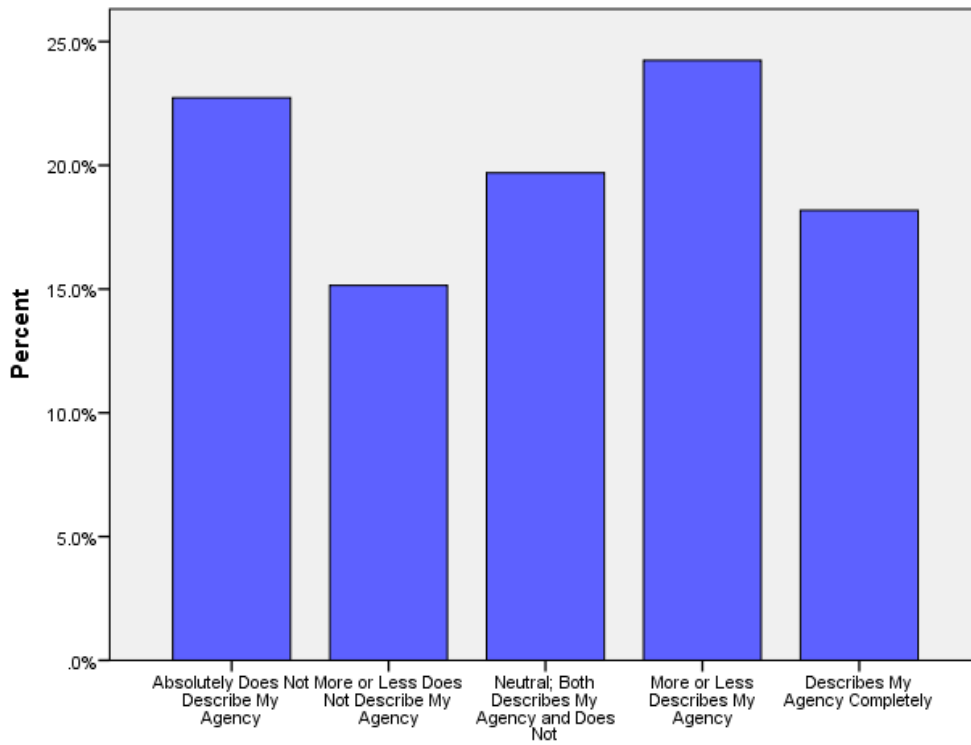


Figure 36. Offenders are separated from each other by risk (higher from lower risk)

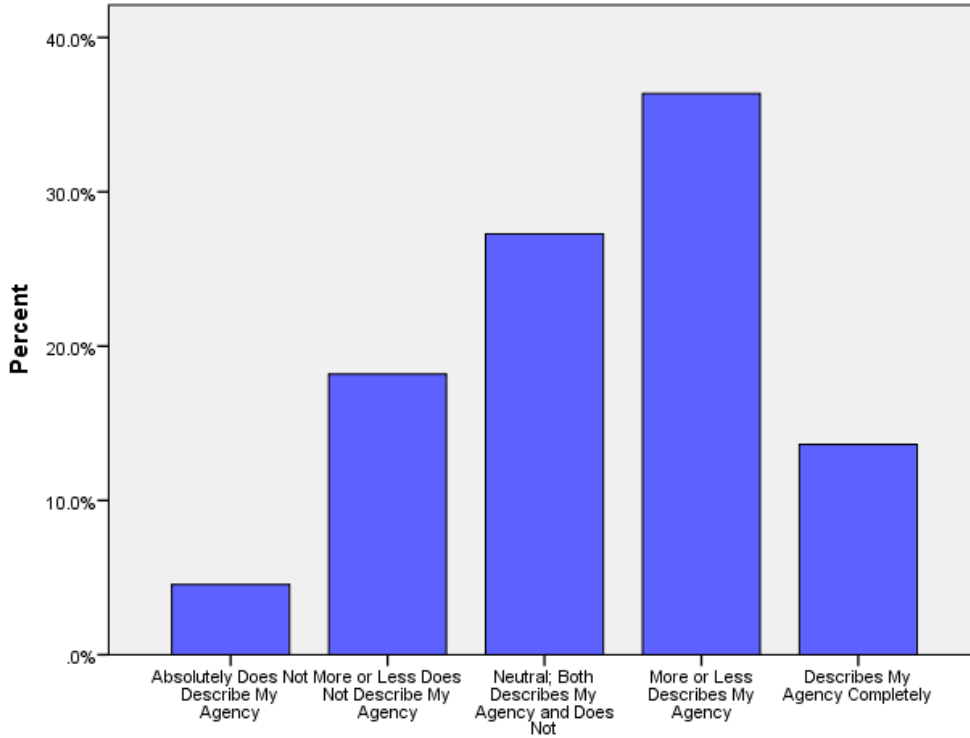


Figure 37. Each program has a specific, primary criminogenic need and risk level that they address

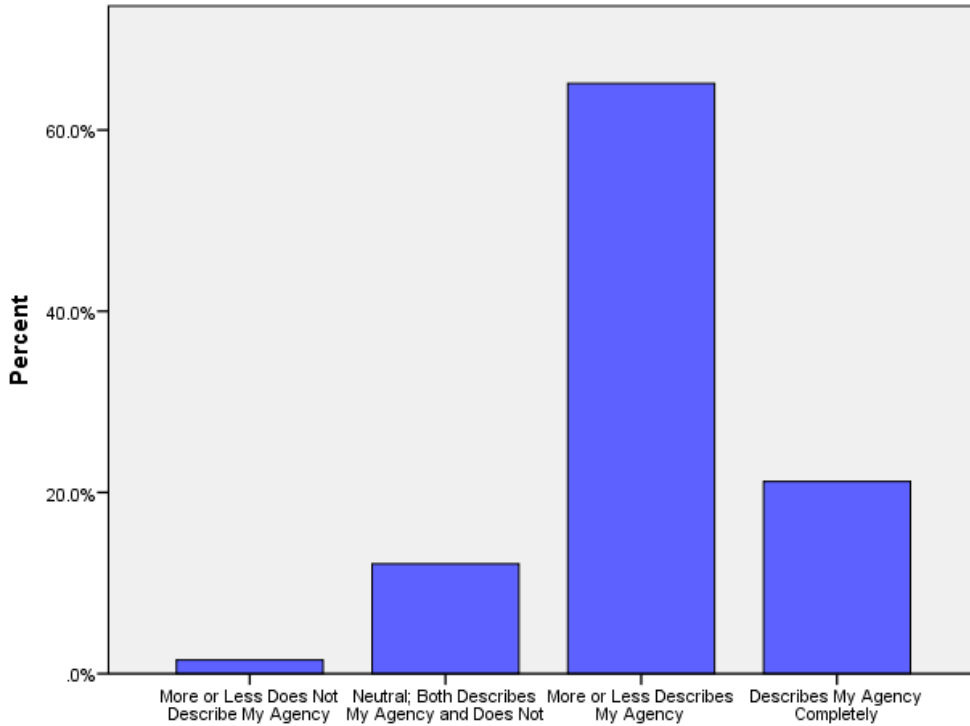


Figure 38. Pre-contemplative primers (motivational enhancement) programs or processes are used to ensure that the offender is motivated upon admission to the referred program

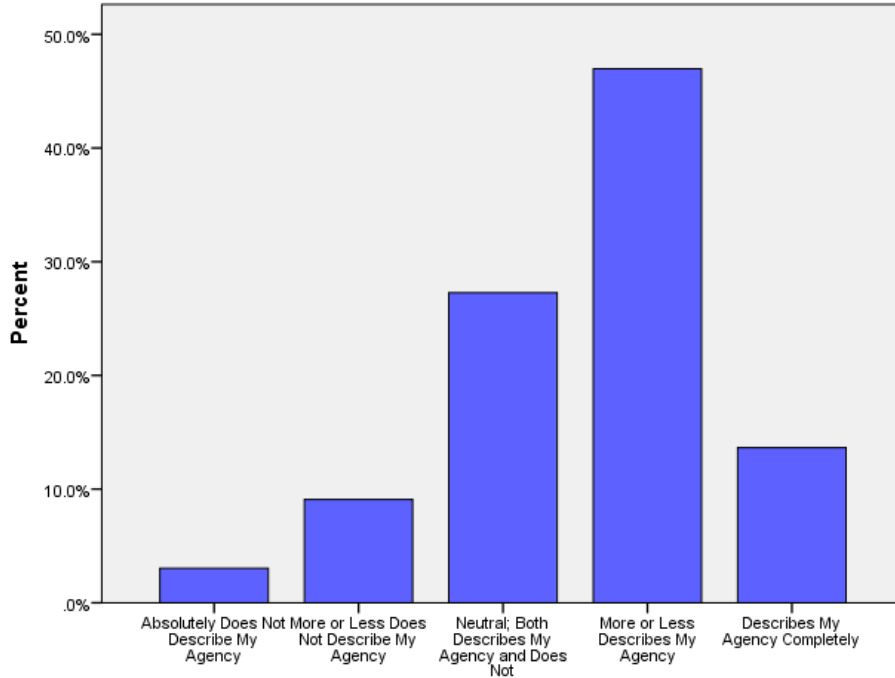


Figure 39. Case plans are used and the plan objectives are linked to a specific criminogenic need and the intervention selected to address that need

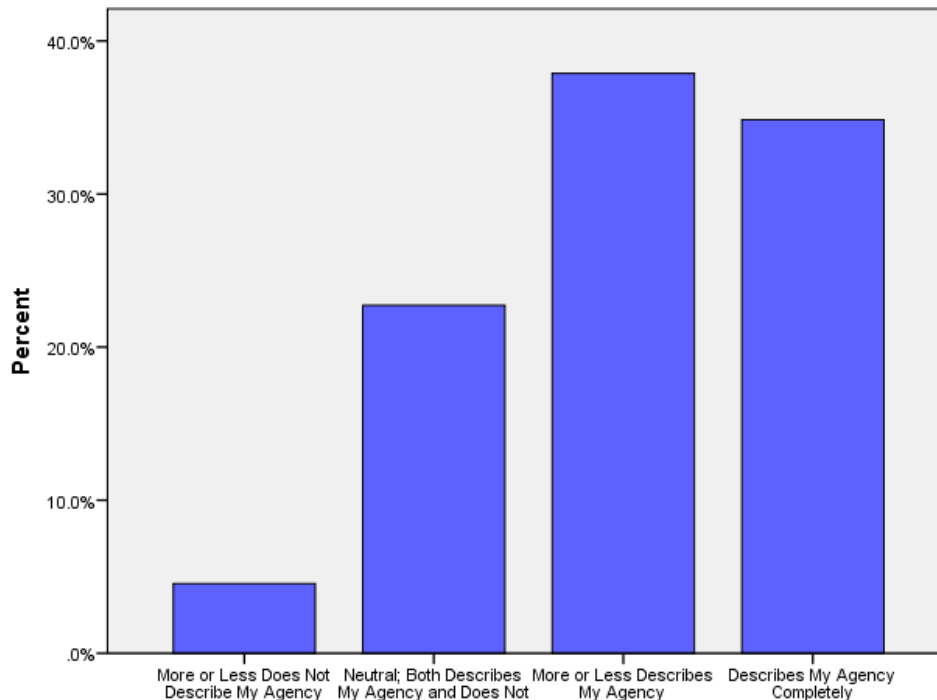


Figure 40. For those offenders who do not or cannot enter a CBT or for those that need reinforcement the staff uses tools and homework assignments (e.g., journals, Carey Guides, thinking reports)

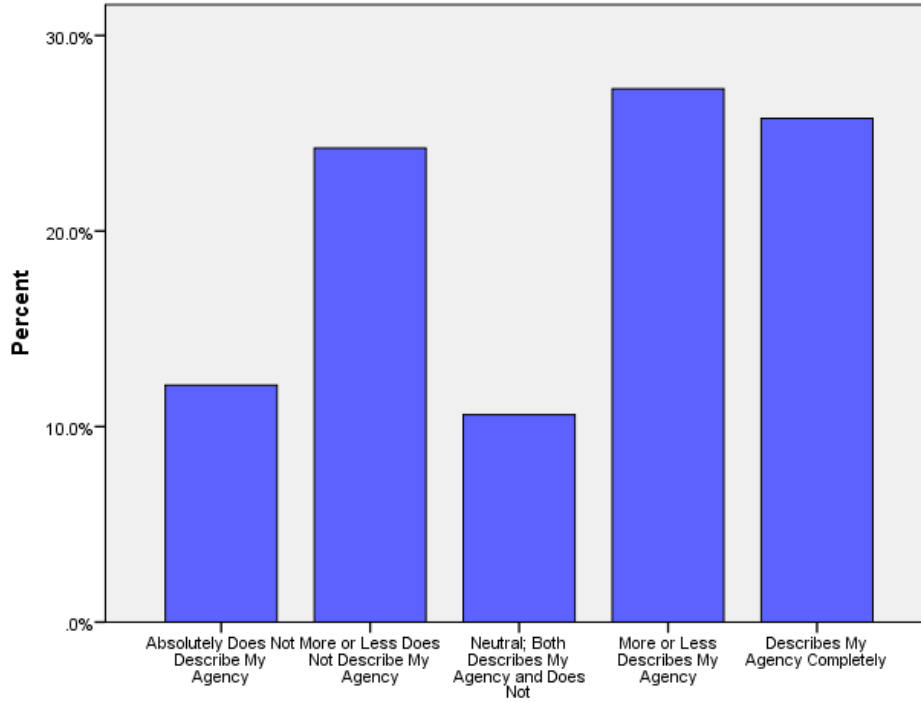
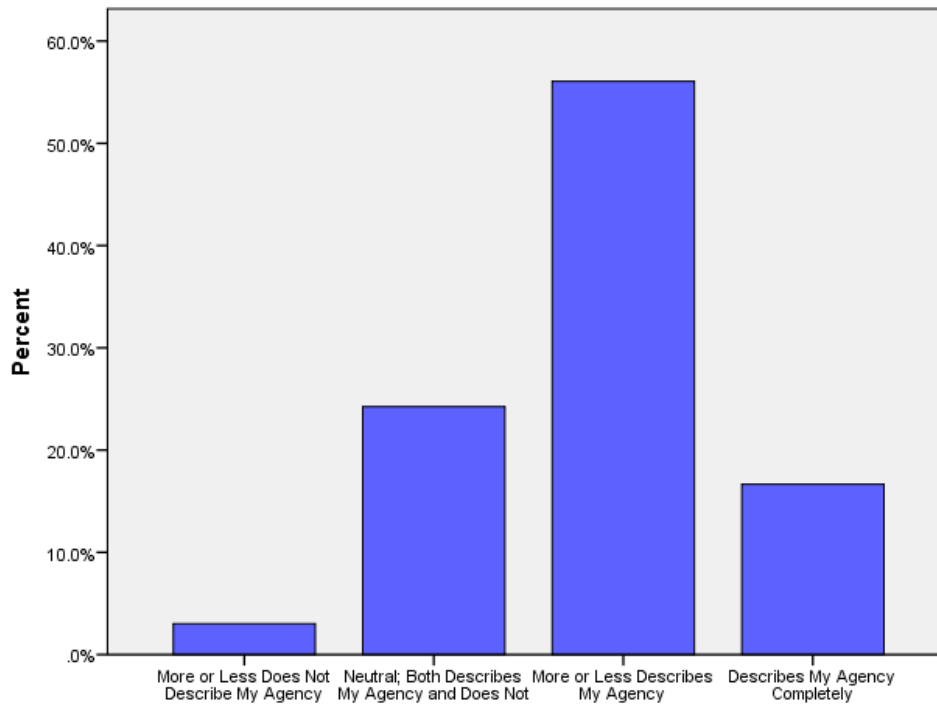


Figure 41. Programs use a strength based approach



Section five turns to quality assurance the use of performance data. In this section, agencies score higher when they have a Continuous Quality Improvement (CQI) plan in place, conduct case audits on a regular basis, conduct exit surveys with offenders, and pre- and post-test measures for programs that address the anti-social attitudes of the offenders. Stronger programs will also conduct annual direct observation reviews of treatment staff, have performance measures in the key areas, and evaluate their programs regularly to assess their progress in meeting their program goals and objectives.

A higher number of the community corrections agencies were rated stronger in the aspects of quality assurance. Data in Figures 42-51 identify a number of dimensions where the majority of programs rate well: having a CQI in place; conducting case audits on a regular basis; conducting exit surveys; program staff operating as a high-functioning team; whether quality improvement is a shared value among staff at all levels of the organization; the collection and availability of data to monitor progress on program goals and objectives; and, the use of performance measures to guide the improvement of services. There were, however, some dimensions attended to by only about half of the programs: using direct observation reviews for treatment staff; the use of pre- and post-tests for programs addressing anti-social attitudes; and, that programs are routinely evaluating their services.

Figure 42. The agency has a CQI plan in place (Continuous Quality Improvement) and a structure (e.g., a coordinator or committee) that includes identification of which areas need continuous improvement and the process to determine level of quality

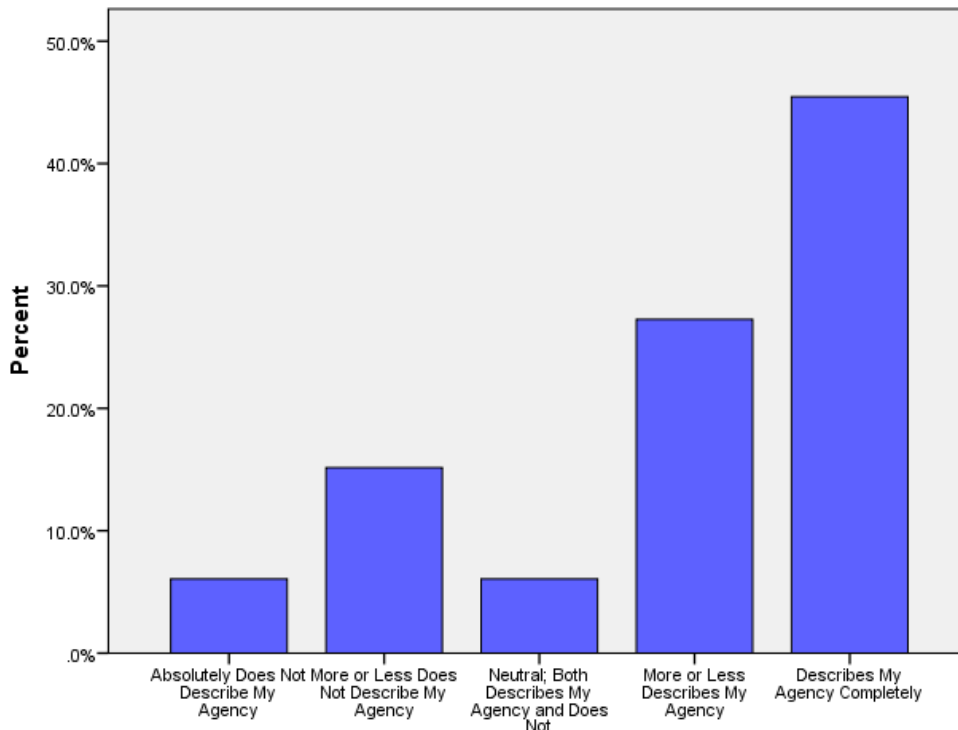


Figure 43. Case audits are conducted on a regular basis

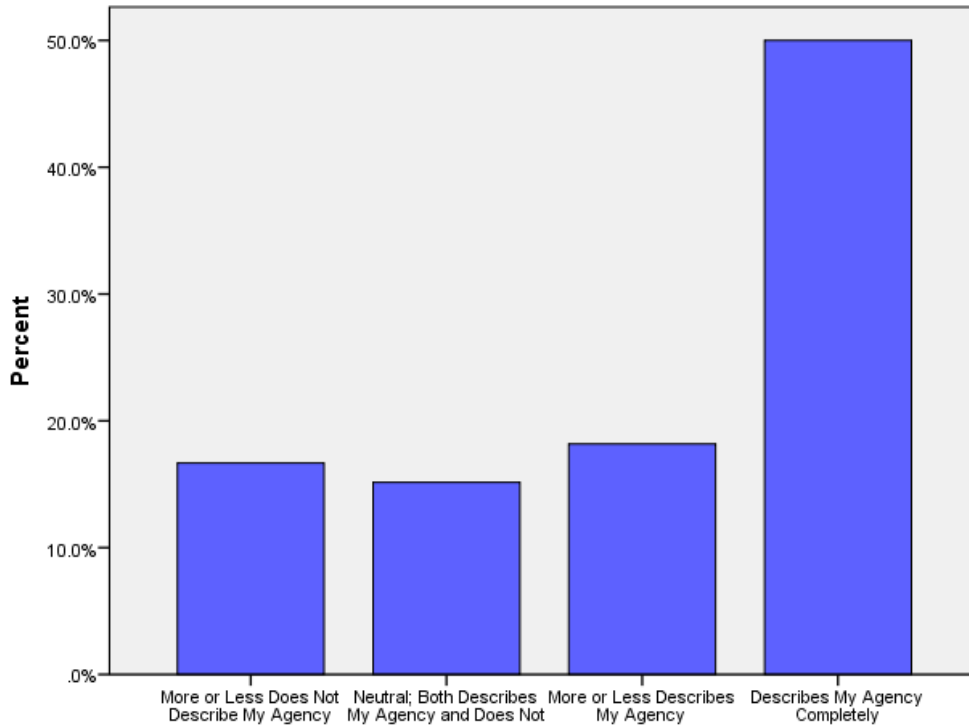


Figure 44. Direct observation (or tape review) is conducted at least annually for all direct service staff

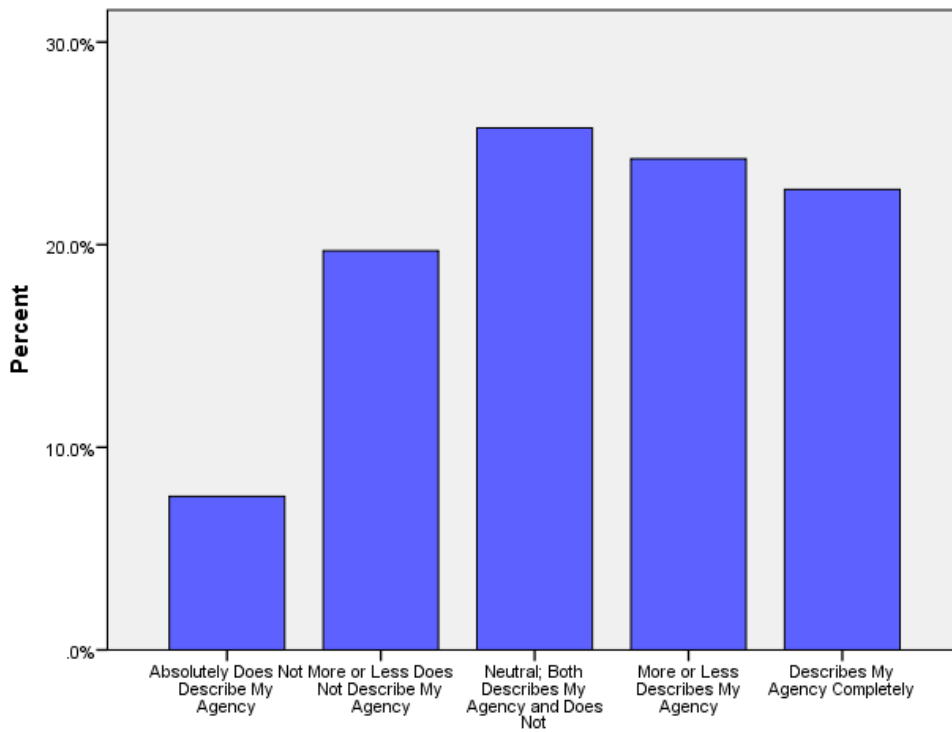


Figure 45. Exit surveys are conducted

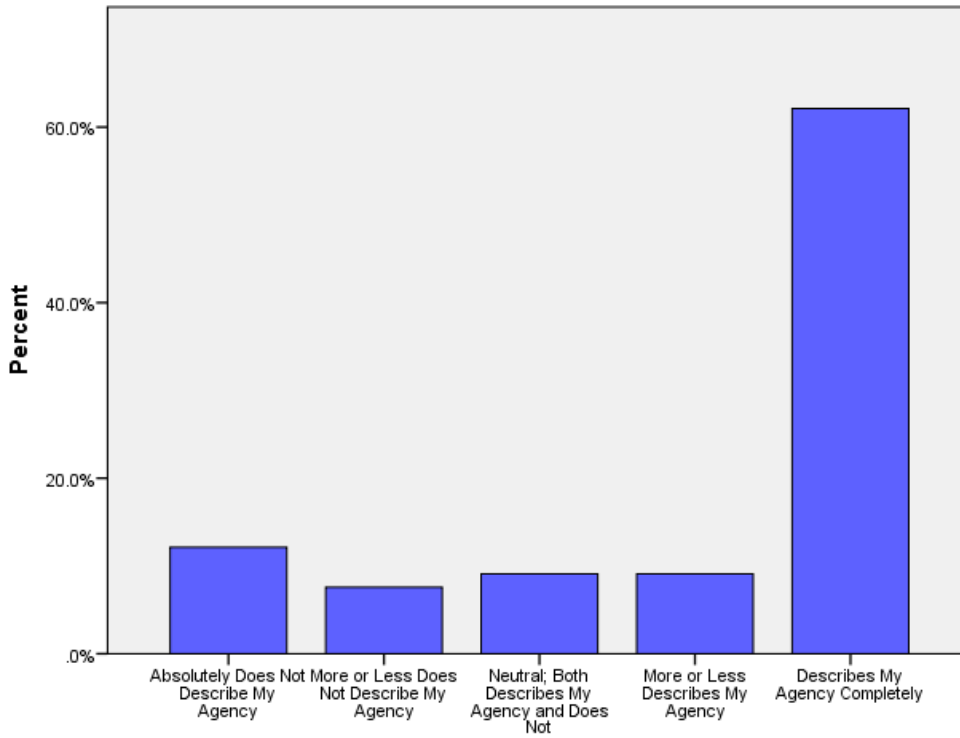


Figure 46. Pre- and post- offender behavior and/or attitude/belief scales are in place for all major programs that address anti-social attitudes

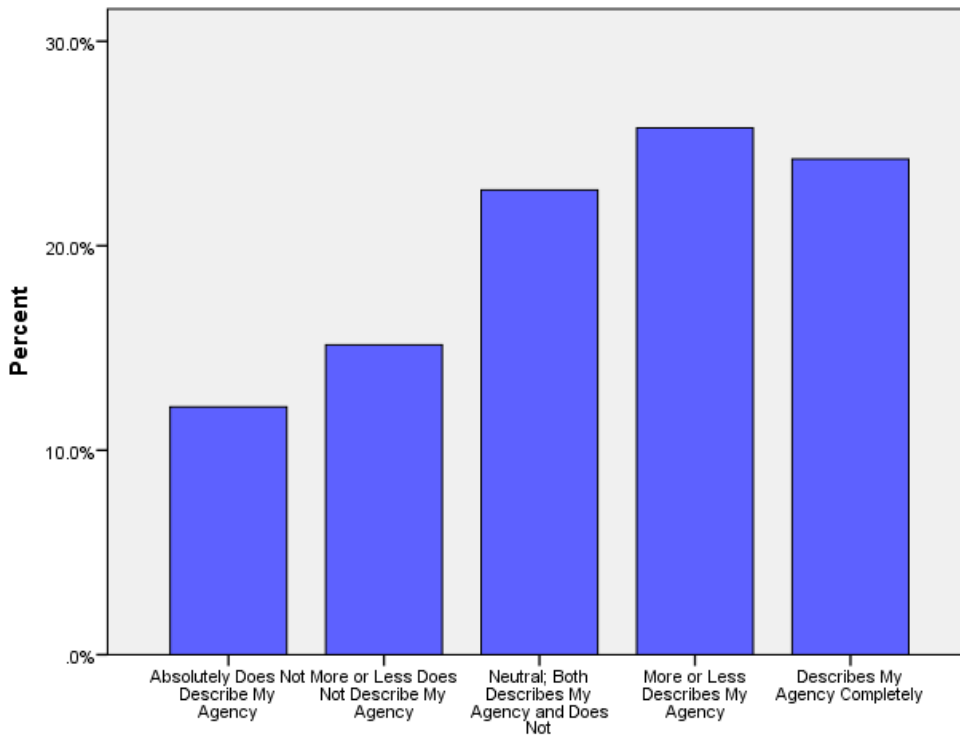


Figure 47. The agency has high standards of excellence whereby staff operate as a high functioning team and assist each other in improving services

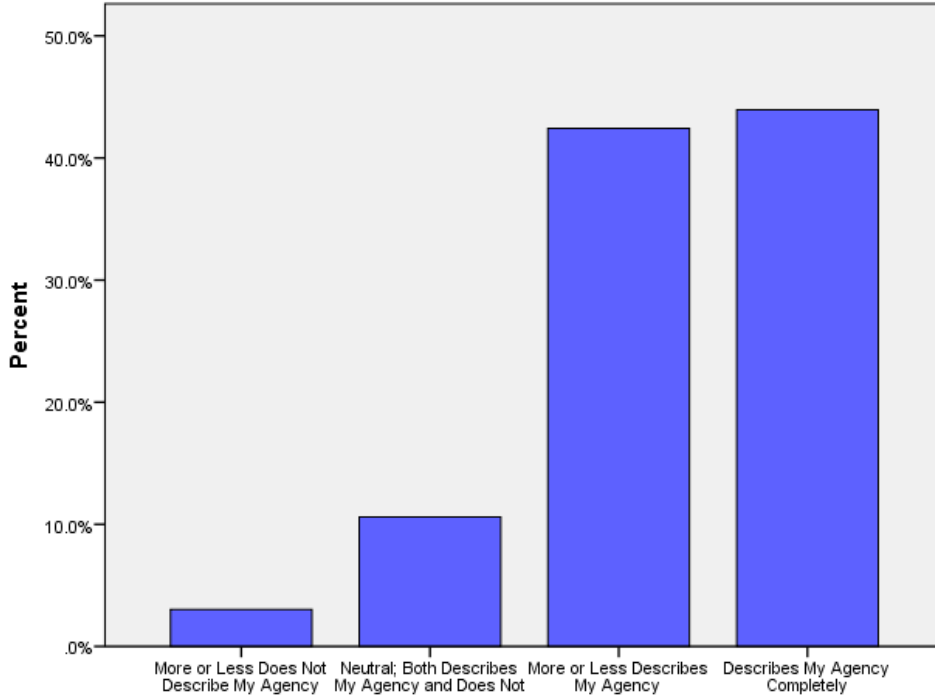


Figure 48. Quality improvement is a shared value; not just driven by supervisors/management

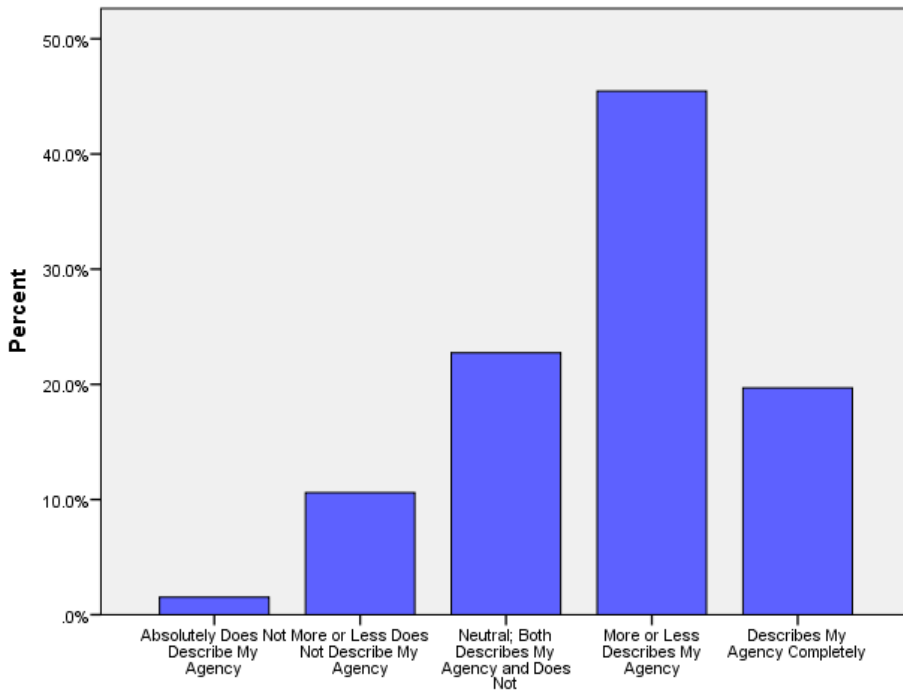


Figure 49. Key data is routinely collected and is accessible by all to determine progress in meeting goals

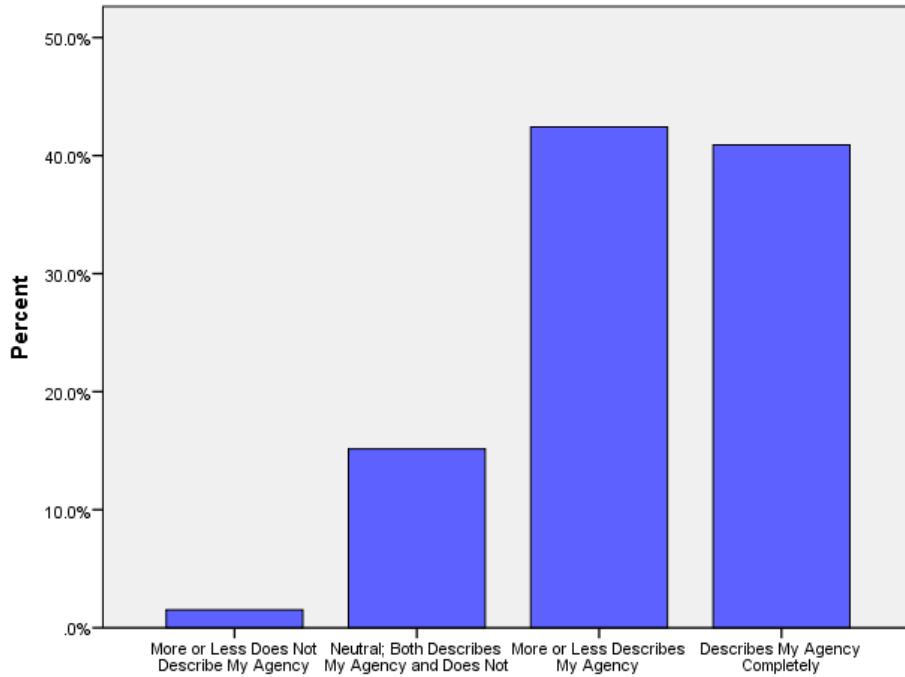


Figure 50. Performance measures are identified in the key areas and is provided to all in user friendly form to help guide service improvement

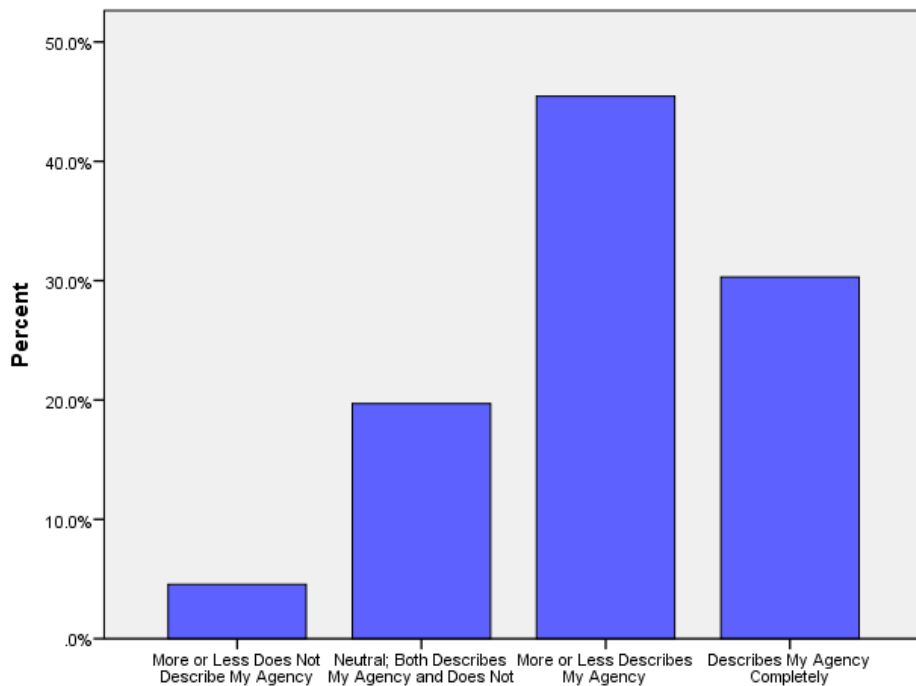
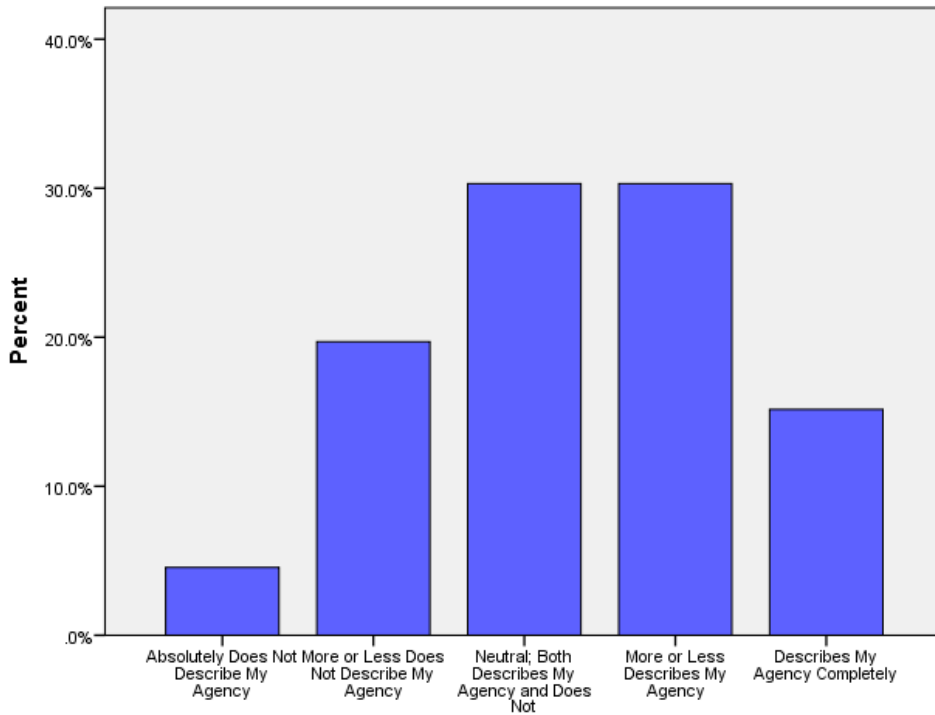


Figure 51. The agency routinely evaluates programs to determine the degree to which they are meeting their objectives



Section six pays close attention to organizational supports for EBP. This includes the use of checklists and guided structural supports. Stronger organizations will have policies consistent with what has been learned regarding EBP. They will recruit staff that are well-suited for EBP and will acquire and provide the level of training that is required to prepare the organization to effectively implement EBP. Higher scores are given to those organizations that use pilots to test out new approaches and that collaborate with other segments of the criminal justice system and other community-based service providers.

Data in Figures 52-61 identify a number of dimensions where the majority of programs rate well: the use of checklists and guided structural supports; the presence of visual reminders that the objective of the program is risk reduction; established policies consistent with EBP research showing how to affect behavioral change; recruiting of staff based on the desired EBP competencies; training that is directly linked to required EBP competencies; the use of pilots to try out new programs; and, the agency collaborating with other justice system players to align the risk reduction goals and processes. There were, however, some dimensions attended to by only about half of the programs: linking promotions, rewards, and performance evaluations with EBP-related performance; and, the agency collaborating with service providers through agreements and joint training sessions.

Figure 52. The organization supports EBP through simple processes such as checklists and does not over-complicate procedures

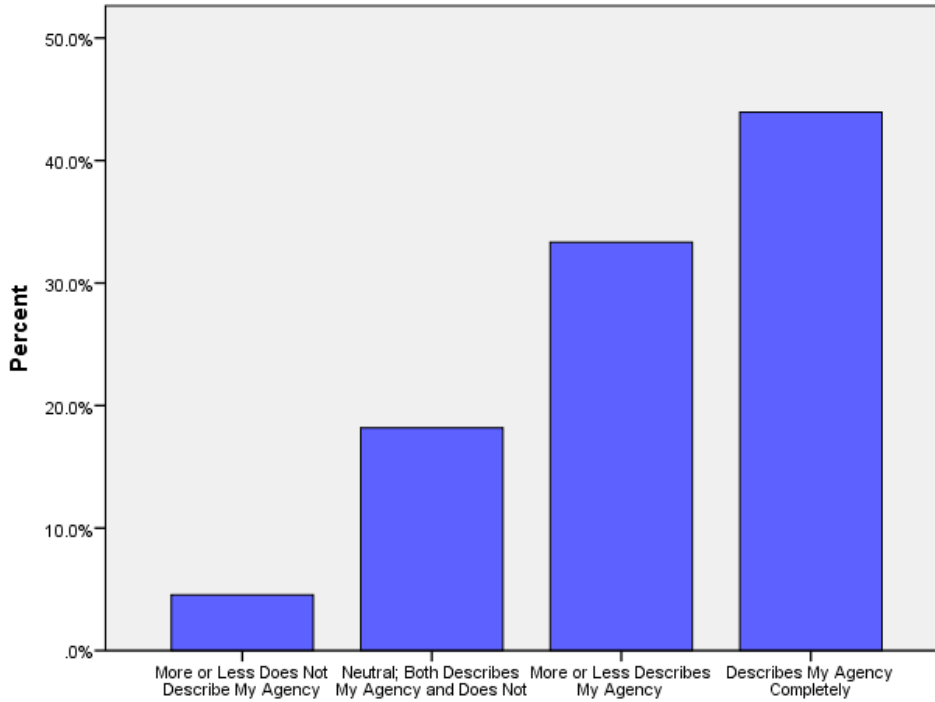


Figure 53. The way staff does business is reliant on EBP guided structural supports in order for them to get their job done (e.g., the use of required fields on automated case plans)

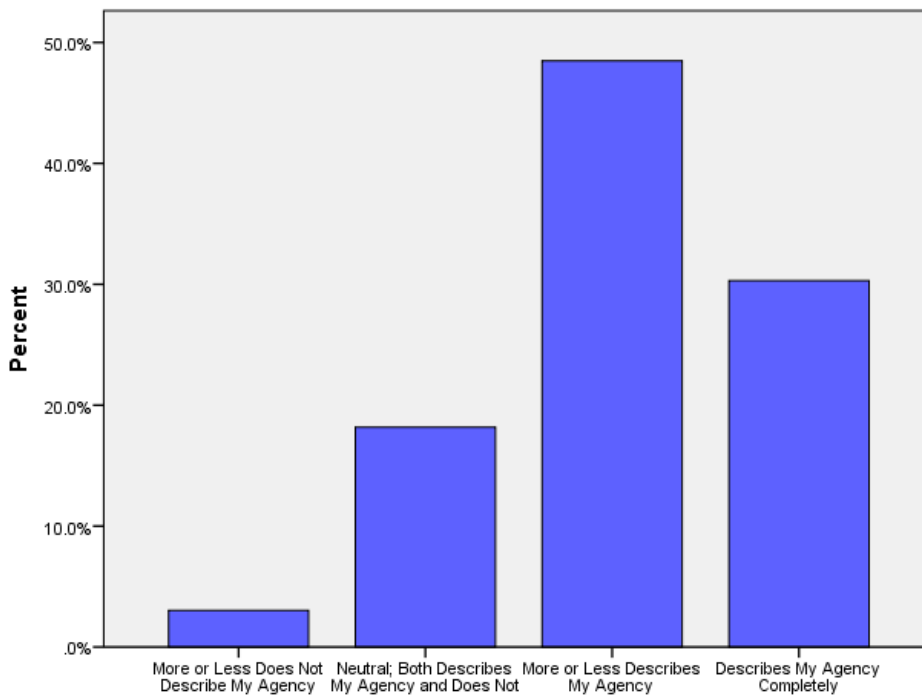


Figure 54. The agency has numerous artifacts and visual reminders that its objective is risk reduction (e.g., posters, names of positions/units)

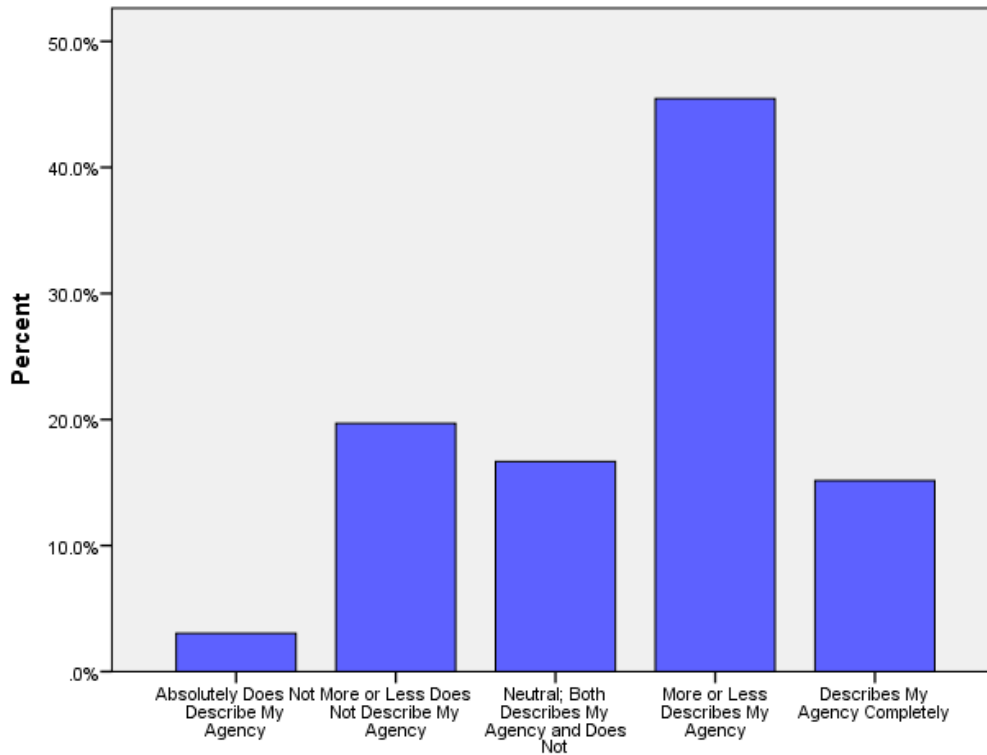


Figure 55. Policies are consistent with the research regarding how to best affect behavioral change

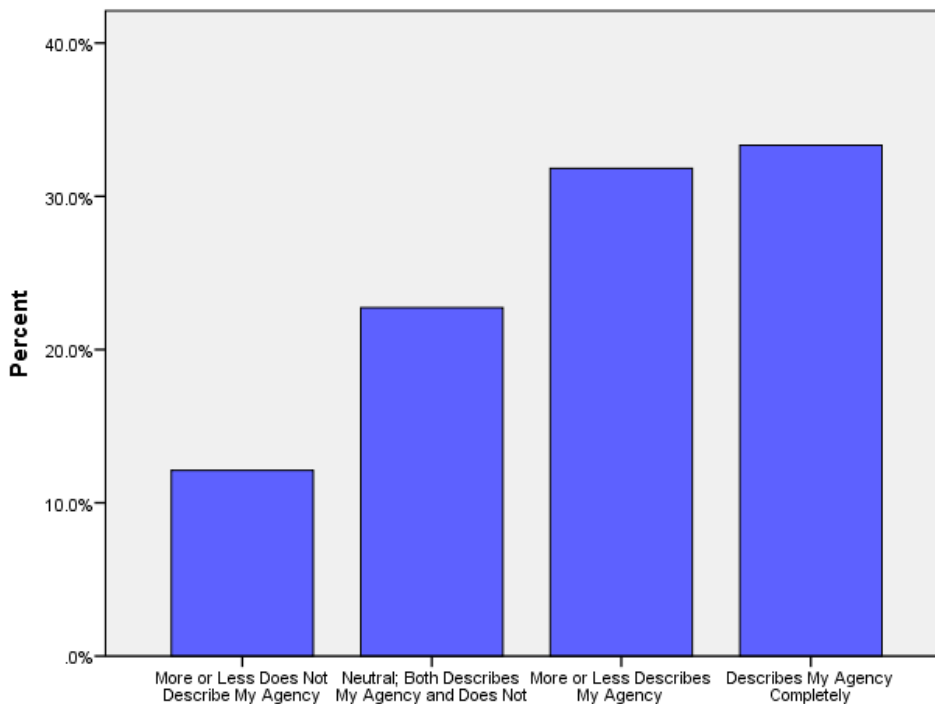


Figure 56. Personnel is recruited with the types of EBP competencies it seeks (e.g., seek applicants from certain fields that have behavioral change emphasis such as counseling and jail programs)

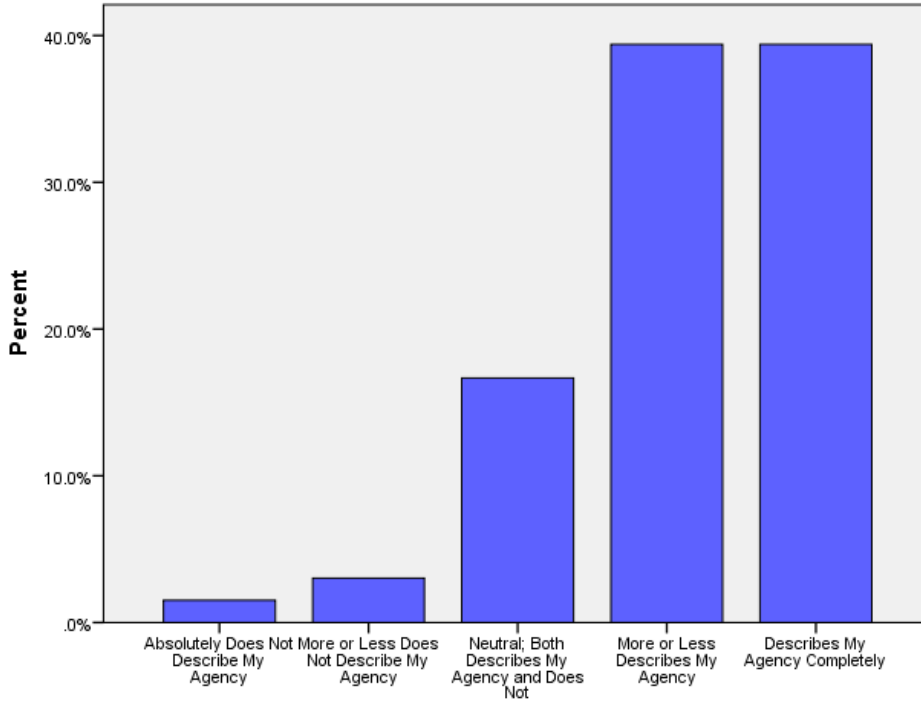


Figure 57. Agency training is directly linked to the required EBP competencies

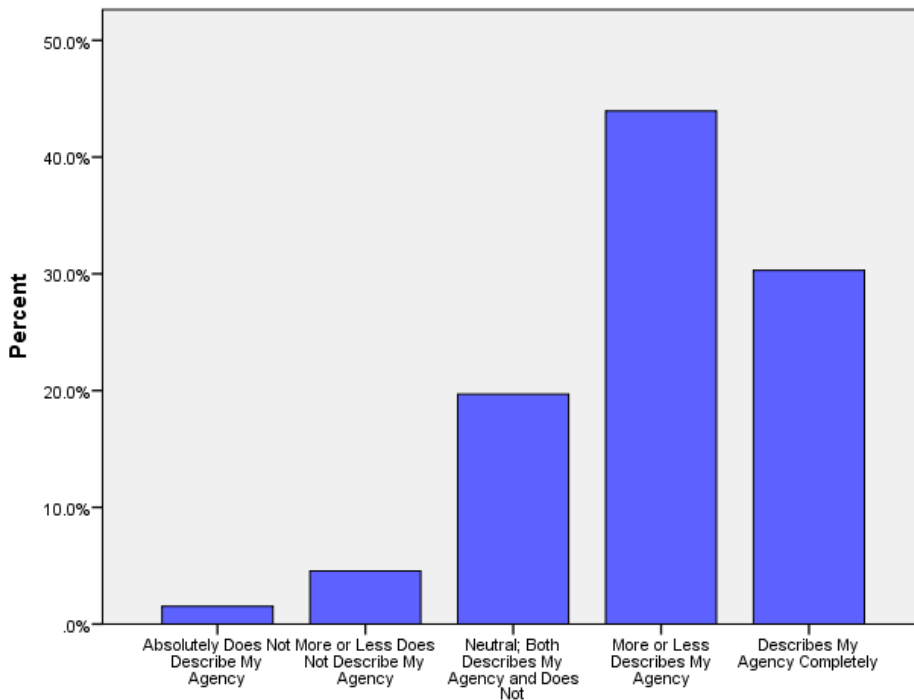


Figure 58. Promotions, rewards, and performance evaluations are linked to EBP related performance (e.g., addressing criminogenic needs) instead of pure process (e.g., meeting contact standards)

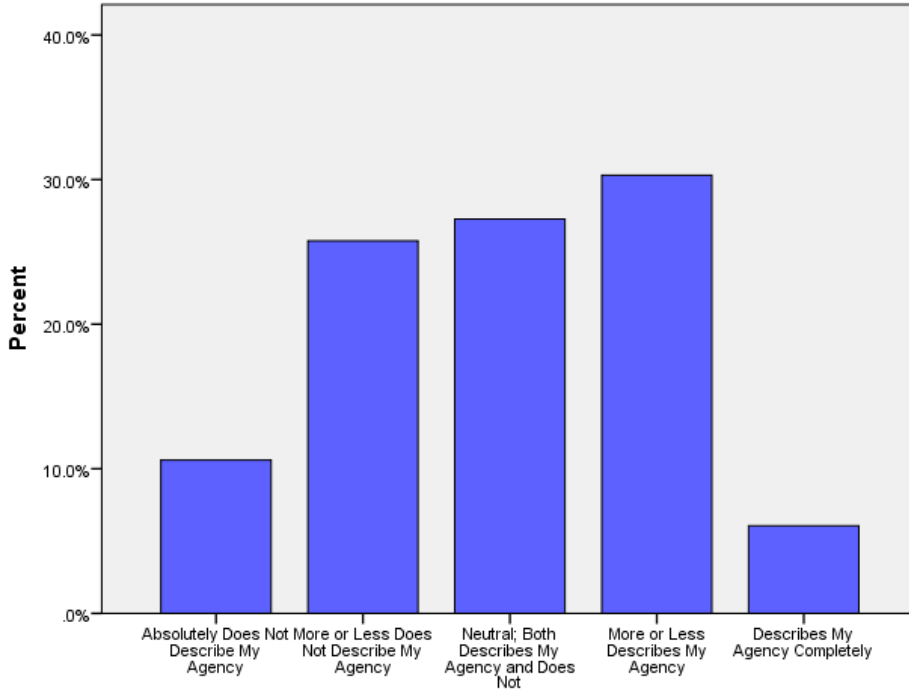


Figure 59. The agency supports the use of pilots and other “experimentation” in order to learn; does not punish failure when the effort falls short

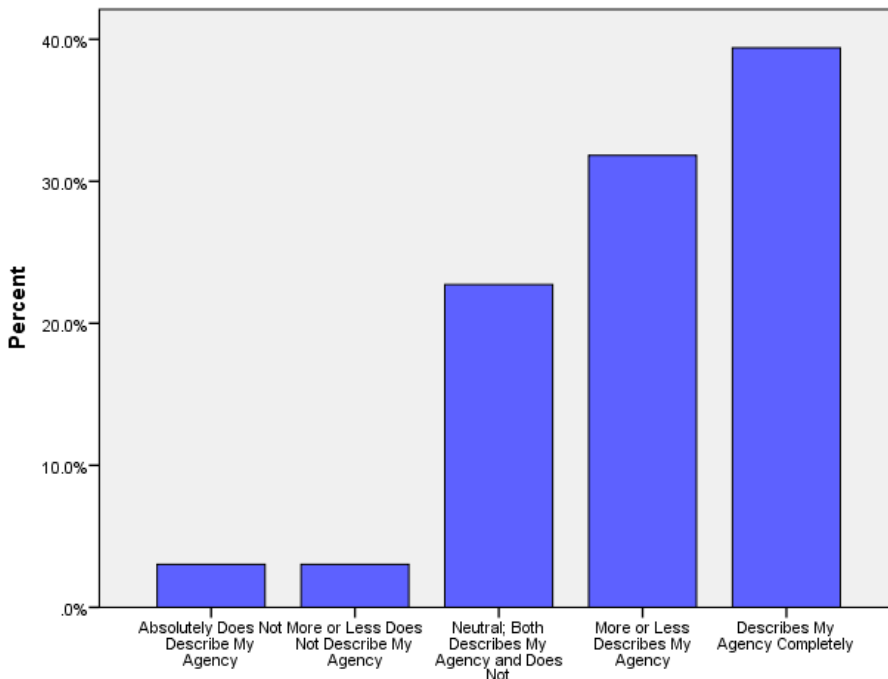


Figure 60. The agency collaborates with other justice system players so as to align the risk reduction goals and processes

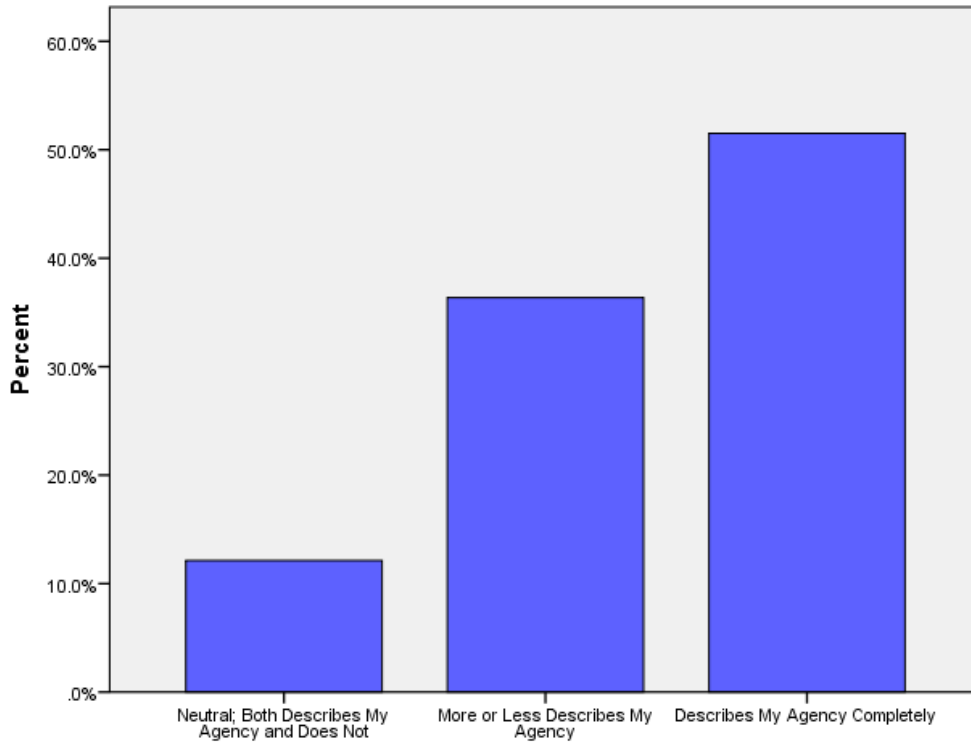
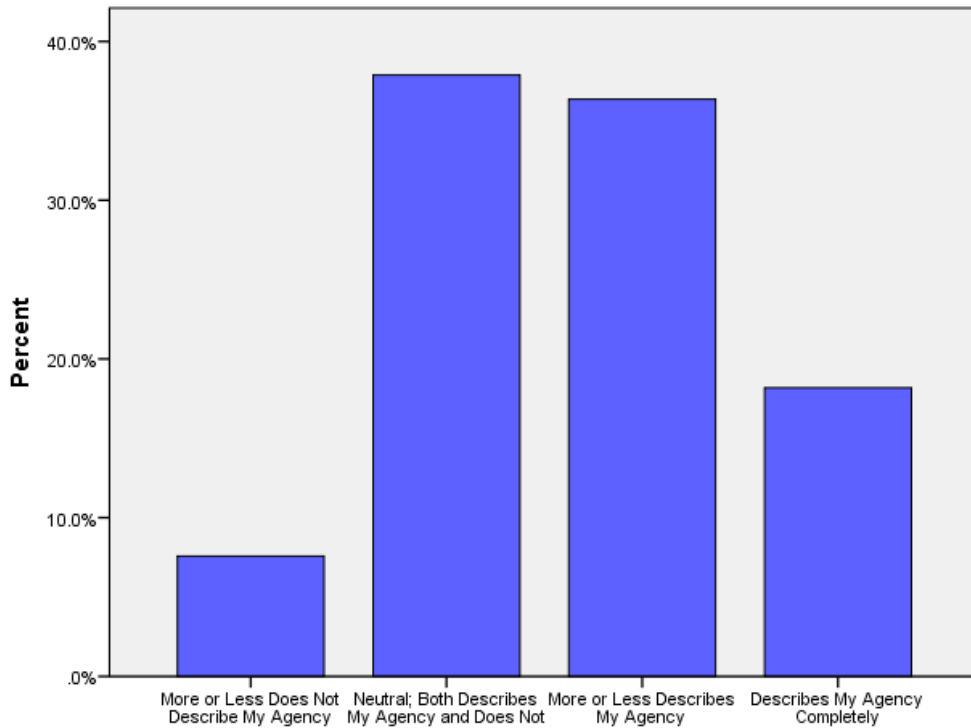


Figure 61. The agency collaborates with service providers through EBP contract agreements and joint training sessions



Part II: Research on Specific Evidence-Based Approaches

In this section, we provide a brief presentation of evidence-based strategies and programs from all over the U.S. We pay particular attention to programs that are designed to address the key criminogenic needs identified earlier in this report. We also provide information on programs that are designed to fill critical gaps in programming, as identified in responses to our online survey and focus groups described later in this report. A complete reference list providing more complete information on the programs described here, can be found in Appendix B.

Cognitive/Behavioral

Landenberger and Lipsey (2005) conducted a meta-analysis of cognitive-behavioral therapy (CBT) programs and found that the most effective programs, with regard to the reduction in recidivism of offenders, found that the programs had the biggest impact on high-risk offenders and were more effective when the following conditions were true:

- High-quality treatment implementation
- Inclusion of anger control and interpersonal problem solving
- Training for CBT treatment providers

There were no brand-name CBT programs that rose above the rest when the above conditions were true. The key is to provide the programming effectively and to maximize the completion rate of participants. In this state, there is support for *Thinking For a Change* and the *Cognitive Self Change Program* currently being piloted in Grant County, that has been shown to be effective in research from Vermont, Ireland, and Australia.

Substance Abuse

Drug Treatment as an Alternative to Prison (DTAP) – Brooklyn NY

In an attempt to reduce recidivism rates for non-violent drug-addicted offenders and save prison space and cost, the Brooklyn-based King County District Attorney's office created the Drug Treatment Alternative-to-Prison (DTAP) Program (Dynea and Sung 2000; Swern, 2013). This program diverts these non-violent drug-addicted offenders into community-based residential treatment programs. DTAP participants who completed the program successfully, only 23 percent recidivated over three years, which was half the rate of program failures and the comparison group. DTAP is as safe as traditional prosecution and more effective in reducing recidivism than traditional sentences.

Hawaii's HOPE Program

In an effort to increase successful completion rates of Probation, Hawaii's Office of the Attorney General created the Hawaii Opportunity Probation with Enforcement (HOPE) program (Hawken and Kleiman, 2009). HOPE attempts to achieve a drastic reduction in probation failure by replacing revocations with regular drug testing combined with low-intensity sanctions. Results of this program include drug test fail rates dropping by 93 percent in only six months, missed probation appointments fell by 71 percent, probation revocations were three times less likely, and the number of days spent in prison were reduced by two-thirds.

Recovery Oriented System of Care Model

Halvorson, Skinner, and Whitter (2009) point to 17 elements that comprise the ideal recovery-oriented systems of care (ROSC): person-centered; family and other ally involvement; individualized and comprehensive services across the lifespan; systems anchored in the community; continuity of care; partnership-consultant relationships; strength-based; culturally responsive; responsiveness to personal belief systems; commitment to peer recovery support services; inclusion of the voices and experiences of recovering individuals and their families; integrated services; system-wide education and training; ongoing monitoring and outreach; outcomes driven; research based; and adequately and flexibly financed.

Access to Recovery (ATR) is an example of a ROSC approach implemented in Indiana over the last several years. A recent evaluation of ATR found that it was considered to be successful by service providers and clients (Center for Health Policy, 2013). ATR offers a voucher to clients that may be used with any number of service provider, based on an individualized assessment and case plan. The results of the ATR evaluation found significant reductions in drug and alcohol use, and significant increases in employment, housing, parenting, and income. ATR clients also experienced more positive outcomes related to their mental health and criminal justice involvement. All of this is expected to contribute to long-term recovery for participants in ATR.

Project CARE is another recent example of an ROSC approach in Indiana. Operated by Centerstone of Indiana, the following elements of their model are noteworthy (as presented to the Criminal Law and Sentencing Policy Study Committee in September 2013):

- A cost-effective, community-based, whole-health approach to addictions treatment
- Focus on increasing "Recovery Capital" in addition to meeting "treatment need"
- Focus on "Targeted Treatment"
- Uses Recovery Coaches, Recovery Engagement Centers, volunteers, and community resources to meet the need of each individual

Problem-Solving Courts

Problem-Solving Courts are clearly popular across the state. In 2013, the National Association of Drug Court Professionals published a set of standards for Adult Drug Courts.

These standards provide guidelines for the assessment of offenders, inclusion and exclusion criteria with a special focus on accessibility for traditionally underrepresented populations, the role of the judge, the role of service providers, the continuum of treatment options that should be available, and the use of incentives and sanctions to influence behavior. Wiest et al. (2007) found that across five drug courts evaluated in Indiana, the results were consistently positive—recidivism rates were reduced by up to 50% and treatment completion rates were increased—and there was a significant return on investment reported.

Problem-solving courts have also focused in this state on reentry, veterans, and mental health. One example of an evidence-based mental health court is the Behavioral Health Court in San Francisco. An estimated 15 percent of jail admissions have severe mental disorders, and this population tends to stay incarcerated longer and to cycle through incarceration and treatment (San Francisco Collaborative Courts, 2013). Mental health court combines treatment with judicial supervision. A 2007 retrospective study compared 170 participants of the San Francisco Behavioral Health Court with 8,067 adult prisoners with mental disorders in the county jail from 2003 through 2005. Mental health court participants were 26 percent less likely to be charged with a new crime and 55 percent less likely to be charged with a new violent crime after 18 months. Those who not only participate, but graduate from the program reduce their likelihood of re-arrest for any crime by 39 percent and of arrest for a new violent crime by 54 percent. Lindberg (2009) found that the San Francisco Behavioral Health Court was able to effectively reduce recidivism for its participants such that the costs for mental health treatment were offset by the savings to the state in reduced criminal justice system processing and incarceration.

Yet another example of problem-solving courts is the DUI Court. Idaho's DUI courts accept both misdemeanor and felony DUI cases. A 2009 study of four Idaho DUI court programs compared 216 DUI court participants with 200 members of a comparison group. The recidivism rate for DUI court graduates was only 18 percent, compared with 38 percent for unsuccessful participants, and 37 percent for the comparison group.

Housing

Returning Home – Ohio (RHO) is a pilot program that matches prisoners who have both a history of homelessness and a disability with supportive housing upon their release (Fontaine et al., 2012). Supportive housing combines supportive services such as coordinated case management, substance abuse, and mental health treatment with affordable, permanent housing. In 2006 and early 2007, RHO was used in 13 Ohio correctional facilities and 84 provider housing units with a history of serving disabled, indigent, and chronically homeless clients. There were 244 individuals who were either in the RHO study treatment group or the comparison group. The RHO participants were 43 percent less likely to be re-arrested on misdemeanor charges and 61 percent less likely to be re-incarcerated for a new crime than the comparison group. Those of the RHO group

that were arrested were re-arrested 150 times more often than treatment participants, most likely due to the increased level of supervision. The RHO group was 41 percent more likely to get some sort of treatment services, at an increased system cost of \$9,500 per person due to increased treatment costs.

Part III: Examples of Funding Incentive Models

It has been noted that in most states, the way funding is allocated for treatment for offenders, there is little incentive to treat offenders locally and it is often more cost-effective for the local jurisdictions to send offenders to prison (Vera Institute on Justice, 2012). In our review of what is working in other jurisdictions to reduce the number of offenders sent to prison, we are encouraged by a set of funding incentive models that have recently been implemented in other parts of the U.S. In this section, we provide a brief overview of some of the funding incentive models that we believe make the most sense for consideration in the context of the implementation of HEA 1006.

One approach is called “Success-oriented Funding.” Under this model, grants are awarded to local jurisdictions if they meet “specific, measurable goals” and bonus dollars may be awarded for meeting those goals. This is a way for the state to guide the local jurisdictions to public policy goals with specific performance measures. (Chettiar et al., 2013)

Another approach is an adaptation from a federal program. It would involve the establishment of Competitive State Grants. Under this model, grants are awarded to local jurisdictions if they provide evidence of results. The local jurisdictions would show that they were already meeting goals set by the state or the funding agency.

A third model is called “Performance-Incentive Funding.” Under this model, states provide bonus dollars to local jurisdictions if they deliver services in such a way (and obtain outcomes) that save the state money. This model, we believe, offers the best fit for a strategy in conjunction with the roll-out of HEA 1006. There are promising results in other jurisdictions adopting this approach. Kansas, Illinois, and California have all used performance incentive funding programs to encourage local jurisdictions to manage offenders in their local communities. All three states have experienced fewer probation revocations, reductions in recidivism among offenders, and declines in commitments to prison. This is a model that has promise to bring about the same results in Indiana.

Redeploy Illinois is an example of a model of Performance Incentive Funding (Scott, 2013). Funding is provided to the local jurisdiction to cover the costs of community-based treatment for offenders (including mental health treatment, substance abuse treatment, and other services). In exchange, the local jurisdiction agrees to send fewer offenders to state-run correctional facilities. The program has resulted in dramatic reductions in recidivism and savings of millions of dollars to the state in terms of the reduction of persons incarcerated. The community-based programming is much more effective at

reducing recidivism. The state is currently funding a statewide expansion of the program that it piloted in 28 counties.

A new initiative in Pennsylvania will provide Performance Incentive Funding to local community corrections facilities based on their recidivism rates (Ward, 2013). To receive funding from the state, the facility must not exceed a certain recidivism rate. Additional funding will be made available as a bonus if the recidivism rate drops by 10%. In California, starting in 2010, a State Corrections Performance Incentives Fund was created. When local jurisdictions sent fewer offenders to the state prisons for probation violations, the savings that were realized at the state level were shared with the local jurisdictions through the Fund. In the first year, the state realized a savings of \$179 Million as a result of the actions of the local jurisdictions. Half of that amount was allocated back to the local jurisdictions for expanding and implementing evidence-based programming (Administrative Office of the Courts, 2012). All programming at the local level was expected to be evidence-based practices through the community corrections agencies (Judicial Council of California, 2013).

Task 3. Assessment of Jail Capacity and Services

AIR received Inspection Reports for each jail in the state. From these reports we were able to examine the capacity of the jails, the current utilization rate based on that capacity, and then the likely availability of space to accommodate increased numbers of offenders that would not be going to prison after HEA 1006 is in place.

In addition, a survey went out to all sheriffs in the state assessing the services available in the jails. This survey was voluntary and an invitation to participate in the survey was sent out by the Indiana Sheriffs' Association to all the Sheriffs in Indiana via email. Responses were received from 21 of the local jails in the state.

Over the next three pages, we lay out data by county on the jails. This is followed by a summary of the findings and the results of our survey of county jail administrators.

County	County Population	Inmate Population	Number of Beds	Jail Rate of Utilization	Jail Overcrowded	Adequate Jail Staffing Levels	Number of Deaths	Number of Escapes
Adams	34,365	79	60	131.67	Yes	Yes	0	0
Allen	360,412	731	741	98.65	No	No	0	0
Bartholomew	79,129	166	362	45.86	No	Yes	0	0
Benton	8,804	16	54	29.63	No	No	0	0
Blackford	12,502	61	80	76.25	No	Yes	0	0
Boone	58,944	115	222	51.80	No	Yes	1	0
Brown	15,083	41	117	35.04	No	No	0	0
Carroll	20,095	38	34	111.76	Yes	No	0	0
Cass	38,581	129	208	62.02	No	Yes	0	0
Clark	111,951	485	482	100.62	Yes	Yes	0	0
Clay	26,837	107	170	62.94	No	No	0	0
Clinton	33,022	138	222	62.16	No	Yes	0	0
Crawford	10,665	64	81	79.01	No	Yes	0	0
Daviess	32,064	152	216	70.37	No	Yes	2	0
Dearborn	49,831	263	216	121.76	Yes	Yes	0	0
Decatur	26,042	66	66	100.00	Yes	Yes	0	0
DeKalb	42,321	86	89	96.63	No	Yes	0	0
Delaware	117,364	297	221	134.39	Yes	No	0	0
Dubois	42,071	83	84	98.81	Yes	Yes	0	0
Elkhart	199,619	588	1,002	58.68	No	Yes	0	0
Fayette	24,029	110	114	96.49	No	No	2	0
Floyd	75,283	266	234	113.68	Yes	Yes	1	1
Fountain	17,119	22	25	88.00	No	Yes	0	0
Franklin	22,969	53	75	70.67	No	No	0	0
Fulton	20,737	86	88	97.73	No	No	0	0
Gibson	33,458	116	120	96.67	No	No	0	0
Grant	69,330	225	274	82.12	No	Yes	0	0
Greene	32,940	68	84	80.95	No	Yes	0	0
Hamilton	289,495	162	296	54.73	No	Yes	0	0
Hancock	70,933	160	153	104.58	No	No	0	0
Harrison	39,134	153	175	87.43	No	No	0	0
Hendricks	150,434	250	250	100.00	Yes	No	0	0

County	County Population	Inmate Population	Number of Beds	Jail Rate of Utilization	Jail Overcrowded	Adequate Jail Staffing Levels	Number of Deaths	Number of Escapes
Henry	49,345	127	118	107.63	Yes	No	0	0
Howard	82,849	356	328	108.54	Yes	Yes	0	0
Huntington	36,987	263	331	79.46	No	No	0	0
Jackson	43,083	247	172	143.60	Yes	No	0	0
Jasper	33,456	61	120	50.83	No	Yes	0	0
Jay	21,366	89	140	63.57	No	Yes	0	0
Jefferson	32,554	126	109	115.60	Yes	No	0	0
Jennings	28,161	110	120	91.67	No	No	0	0
Johnson	143,191	306	322	95.03	No	No	0	0
Knox	38,122	199	214	92.99	No	No	0	0
Kosciusko	77,609	175	332	52.71	No	No	0	1
LaGrange	37,521	93	242	38.43	No	Yes	0	0
Lake	493,618	893	1,013	88.15	No	No	2	0
LaPorte	111,246	414	368	112.50	Yes	Yes	1	3
Lawrence	46,078	148	168	88.10	No	No	0	0
Madison	130,348	270	207	130.43	Yes	Yes	1	0
Marion	918,977	1,981	2,165	91.50	No	Yes	1	0
Marshall	47,024	173	239	72.38	No	Yes	1	0
Martin	10,260	34	60	56.67	No	Yes	0	0
Miami	36,486	126	240	52.50	No	Yes	0	0
Monroe	141,019	265	287	92.33	No	Yes	0	0
Montgomery	38,254	184	232	79.31	No	Yes	0	0
Morgan	69,356	292	439	66.51	No	Yes	0	0
Newton	14,044	44	77	57.14	No	Yes	0	0
Noble	47,582	133	259	51.35	No	No	0	0
Ohio	6,079	#	#	#	#	#	#	#
Orange	19,690	42	92	45.65	No	Yes	0	0
Owen	21,380	63	72	87.50	No	Yes	0	0
Parke	17,069	66	92	71.74	No	Yes	0	0
Perry	19,462	35	46	76.09	No	#	0	0
Pike	12,766	40	74	54.05	No	Yes	0	0

County	County Population	Inmate Population	Number of Beds	Jail Rate of Utilization	Jail Overcrowded	Adequate Jail Staffing Levels	Number of Deaths	Number of Escapes
Porter	165,682	423	337	125.52	Yes	No	0	0
Posey	25,599	47	62	75.81	No	No	0	0
Pulaski	13,124	56	128	43.75	No	Yes	1	2
Putnam	37,750	93	155	60.00	No	No	0	0
Randolph	25,815	107	106	100.94	Yes	Yes	0	0
Ripley	28,583	84	124	67.74	No	No	0	0
Rush	17,095	49	46	106.52	Yes	No	0	1
Scott	23,791	101	64	157.81	Yes	No	0	0
Shelby	44,471	203	177	114.69	Yes	No	0	0
Spencer	20,837	61	71	85.92	No	No	0	0
St. Joseph	266,344	567	829	68.40	No	No	0	1
Starke	23,213	60	54	111.11	Yes	Yes	0	0
Steuben	34,124	107	175	61.14	No	No	1	0
Sullivan	21,188	63	56	112.50	Yes	No	0	0
Switzerland	10,424	30	60	50.00	No	No	0	0
Tippecanoe	177,513	346	553	62.57	No	No	1	0
Tipton	15,695	19	27	70.37	No	Yes	0	0
Union	7,362	22	10	220.00	Yes	No	0	0
Vanderburgh	180,858	566	553	102.35	Yes	No	0	0
Vermillion	16,040	44	74	59.46	No	No	0	0
Vigo	108,428	293	267	109.74	Yes	No	0	0
Wabash	32,361	88	72	122.22	Yes	Yes	1	0
Warren	8,342	25	42	59.52	No	Yes	0	0
Warrick	60,463	73	118	61.86	No	No	0	0
Washington	27,921	68	61	111.48	Yes	Yes	0	0
Wayne	68,346	289	416	69.47	No	No	0	0
Wells	27,652	96	94	102.13	Yes	No	0	0
White	24,426	122	165	73.94	No	Yes	0	0
Whitley	33,342	124	104	119.23	Yes	No	0	1

Summary Profile of County Jails: Percentage of County Jails That...

Staffing is Rated as Inadequate	50%
Currently Overcrowded	32%
Enough Capacity for HEA 1006 Impact	24%
Provide GED Programming	75%
Provide Some Programming for Substance Abuse	89%
Provide Cognitive-Behavioral Treatment Programming	40%
Provide Evidence-Based Services	24%

Jails are Under-Resourced

If the goal for jails is to further the objectives of public safety and reductions in recidivism, then clearly, the county jails in Indiana do not have the level of resources they need to function effectively. Half of the jails are currently understaffed. Nearly one-third are overcrowded and not quite one-fourth currently provide evidence-based treatment programs.

Will Jails Be Used to Meet Needs Created by HEA 1006?

If HEA 1006 is going to result in reductions in the prison population in Indiana, it is going to be important for the local jurisdictions to provide the array of treatment and supervision options that make it possible to manage offenders in the community and not send them to IDOC. Under such a scenario, what is the role of the jail likely to be? The jails could be used for short periods of incarceration at each of the different stages of the case processing: pre-trial, post-sentencing, and even as a response to technical violations of probation.

The challenge will be that most jails in the state are currently being utilized at a fairly high level relative to the capacity of the jails. At this point, half of the jails in the state are operating with more than 85% of their beds filled. Sixty percent of the county jails are currently utilizing more than 75% of their available beds. For there to be an appreciable reduction in the number of offenders going to IDOC, the counties will be faced with limited jail space to fill their potential needs. We estimate that only 24% of the jails have the capacity to fully absorb all of the offenders that might be maintained in the community rather than sending to IDOC as has recently been the practice in the county.

As might be expected, the situation is most challenging in the larger counties. Among the 46 most populous counties in the state, only 9 have enough capacity in their local jail to fully absorb the potential impact of HEA 1006 without creating an overcrowding problem. Among the 10 most populous counties, there is only one county jail with enough capacity to fully absorb the potential impact of HEA 1006 without creating an overcrowding problem.

Research has shown consistently that space drives utilization. As such, we might expect that one result of HEA 1006 is going to be to fill all the jails in the state. Even in the counties

where it is estimated that there are enough open beds for the new changes in the criminal code, it appears to be the practice in this state that local jails contract with other counties to provide space when the need exists. Since a short-term solution will not be to build bigger jails, the crowding situation in the local jails is likely to worsen.

We Don't Know Enough

There was not enough time during this study to capture the level of financial details to provide valid and reliable estimates of the fiscal impact of HEA 1006 on the local jails. To fully appreciate the impact of the changes in the criminal code, there should be additional research into the key questions around staffing, bed-space capacity, and effective programming.

What will it take for jails to become a dynamic part of the solution?

The local jurisdictions are not going to be able to manage offenders at the local level without the involvement of the local jail. Specifically, jails must be available for short-term incarcerations that are used in response to technical violations of probation. If offenders are confined to the jail for short (non-prison) sentences, then evidence-based treatment programs must be in place and effectively resourced. This may result from partnerships with community corrections to share the treatment provider resources.

Summary of Local Jail Survey

Demographics

There were 22 completed submissions to the Local Jail Survey, representing 21 counties. Four of the jails had an average daily jail population that was higher than their stated capacity, and another four had an average capacity above 88 percent. Clearly, this third of respondents cannot afford any increase in jail population.

Annual Jail Statistics

- Of the 21 respondents, 17 included both the annual budget and jail capacity.
- On average, Indiana county jails budget \$13,347 annually for each bed of their capacity.
- An average of 73 percent of inmates each year are pre-conviction, while 27 percent are post-conviction holds.

Alcohol Addiction Programs

- One did not respond, six said they had none, and 14 said that they had programming at the jail.
- Of the 11 who specified what type of programming was provided, seven (64 percent) had only Alcoholics Anonymous.
- Only one jail had a substance abuse program that cost the jail any money.

Narcotics Addiction Programs

- Three did not respond, four said they have none, and 14 said they have programming at the jail
- Programming was varied and was administered by a variety of governmental, private, and non-profit agencies.
- Average class size is 21 inmates, with one class each month.

Educational Programs

- Three did not respond, six said they had none, and 12 said they have programming at the jail.
- Eight out of ten who specified had GED classes only.
- There was no consistent pattern in cost, funding source, program administrators, or class size.

Medical Services

- Although three did not respond to this question, all remaining responses were, of course, that they provided medical services as needed.
- On average, jails budgeted almost \$1,400 per inmate on medical costs.
- Funding for this was always the county budget, and services were provided by contractors.

Cognitive-Behavioral Services

- Four did not respond, eight said none, and nine said they provide these services at the jail.
- Of the seven who specified what type of programming is provided, four had only Thinking for a Change, and a fifth had Thinking for a Change in conjunction with other services.
- The cost for this programming varies greatly, as does the funding source.

Re-entry Services

- Only one jail has re-entry services.
- Services were provided through the county work release facility.

Religious Services

- All jails provide religious services, and none pay for those services
- Programming is provided mostly by local churches and volunteers, but a few jails have chaplains or other staff who conduct the services.

Career and Employment Services

Only two jails had employment services, and one of those was just the GED program that helped inmates fill out job applications. There was no additional cost for these services.

Evidence-Based Programming

Only two jails claimed to use evidence-based programming, but they did not explain how they employed these concepts.

What Else Is Important To Know About Jail?

- We lost GED due to lost funding, and we do not have funding to support a lot of needed programs.
- Our staffing level is deficient by 12, so we don't have the staffing level to monitor any programs.
- Our current facility is not designed to support programs. Only have one room set up to use and it also does visitation and court. The other potential room is indoor recreation room but there are no tables or chairs and it is too far from staff.
- I would like to see other job-related programs but we do not have any funding.
- We need programs that help repeat offenders.
- We are a professionally operated facility.
- We are over capacity.

Figure 62. From Jail Survey: 68% have a work-release program.

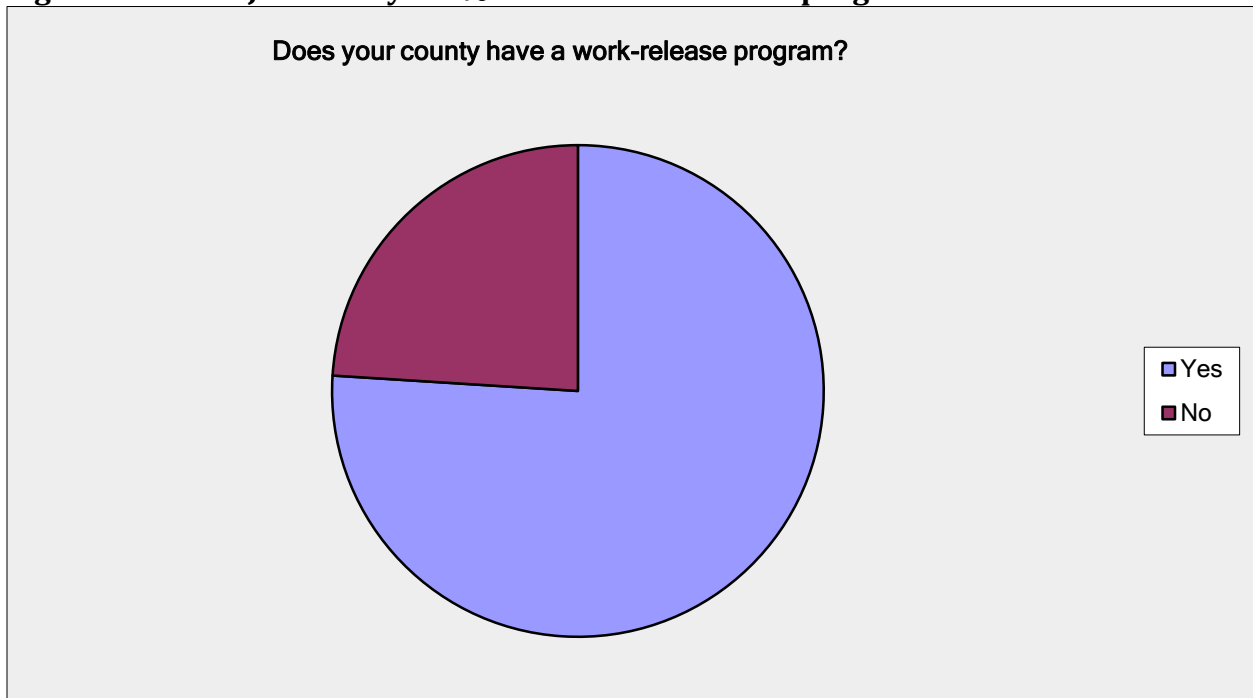


Figure 63. From Jail Survey: 71% offer alcohol addiction services.

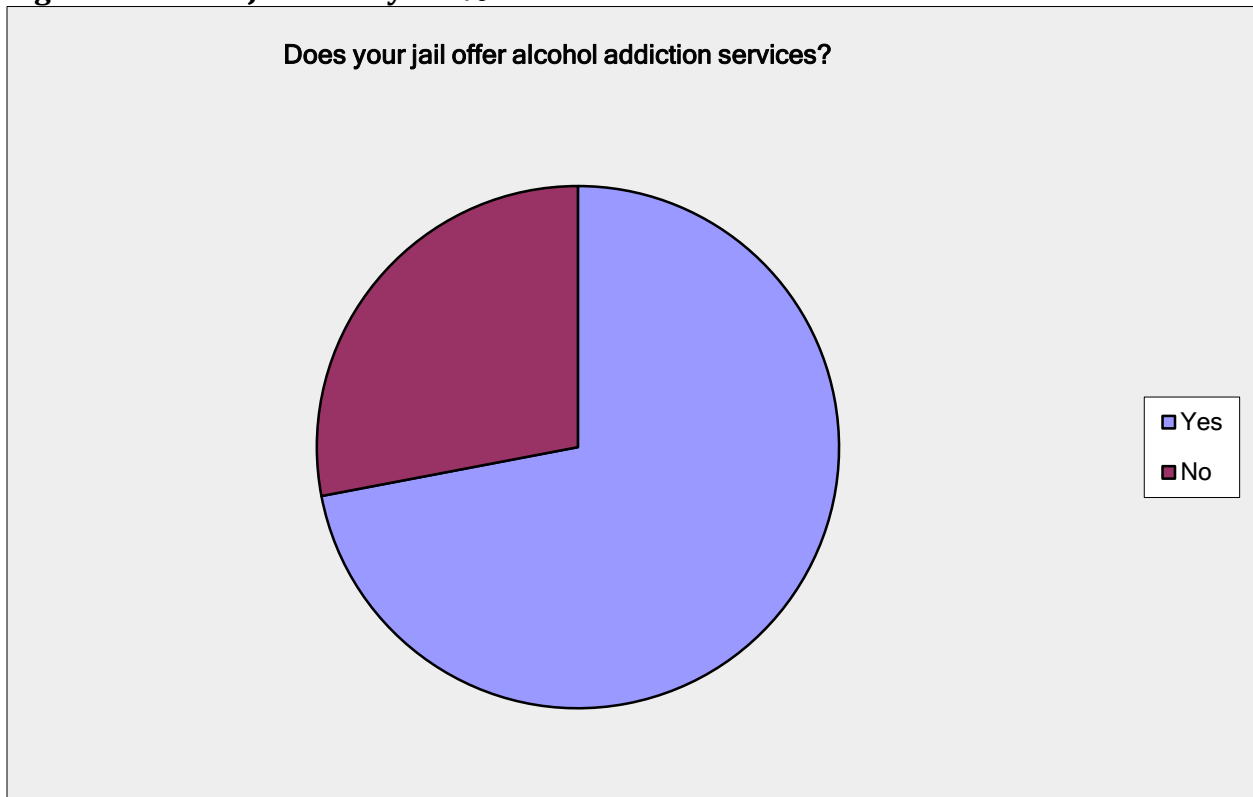


Figure 64. From Jail Survey: 78% offer drug addiction services.

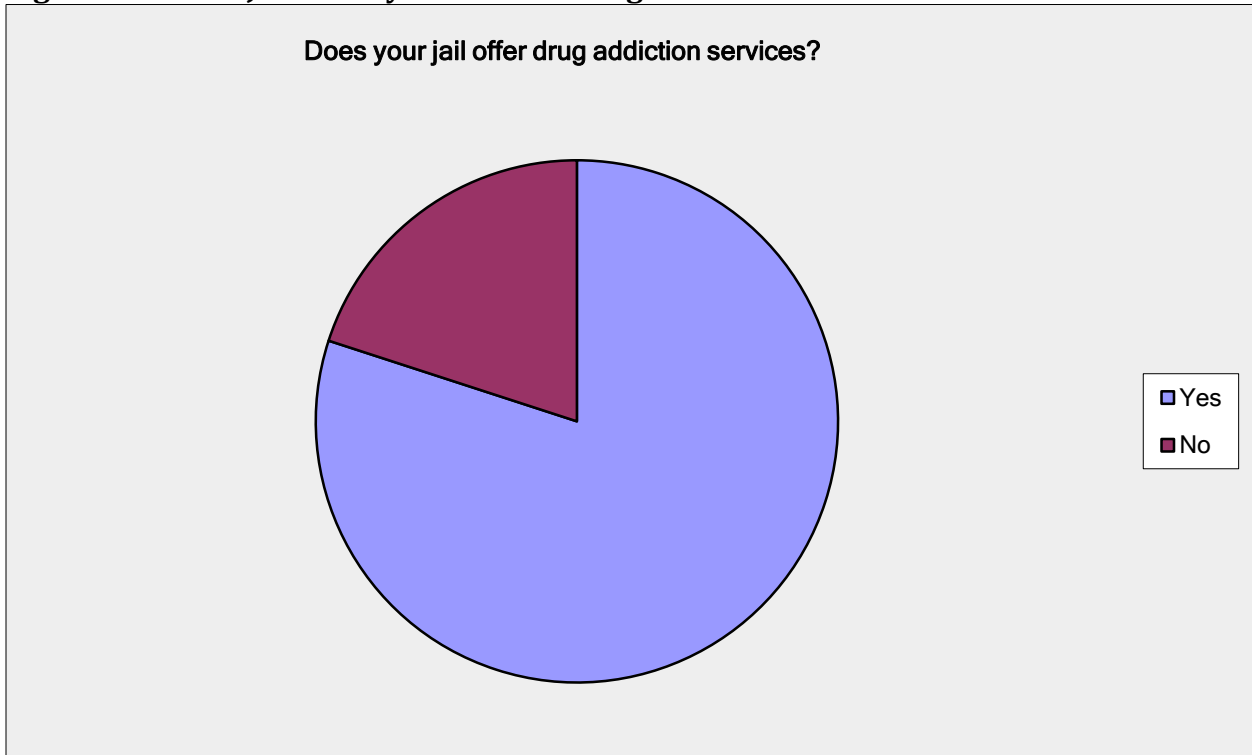


Figure 65. From Jail Survey: 70% offer educational services.

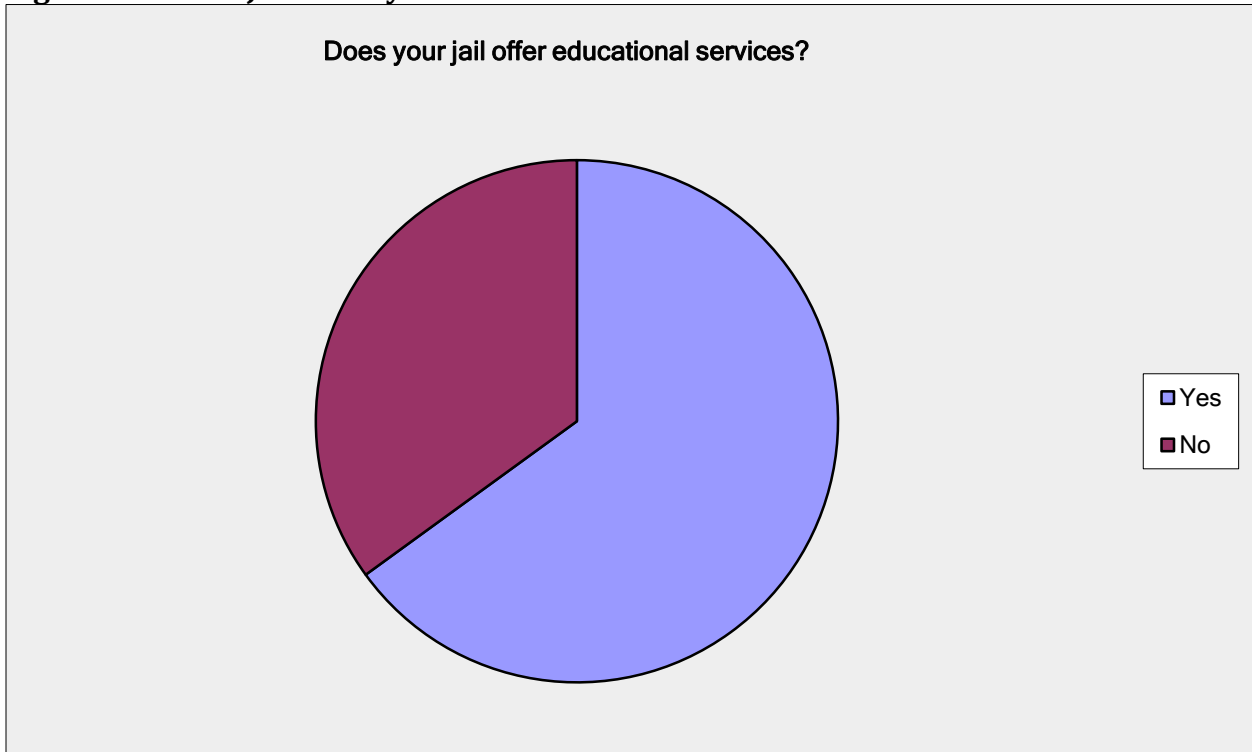


Figure 66. From Jail Survey: 23% offer career/employment assistance services.

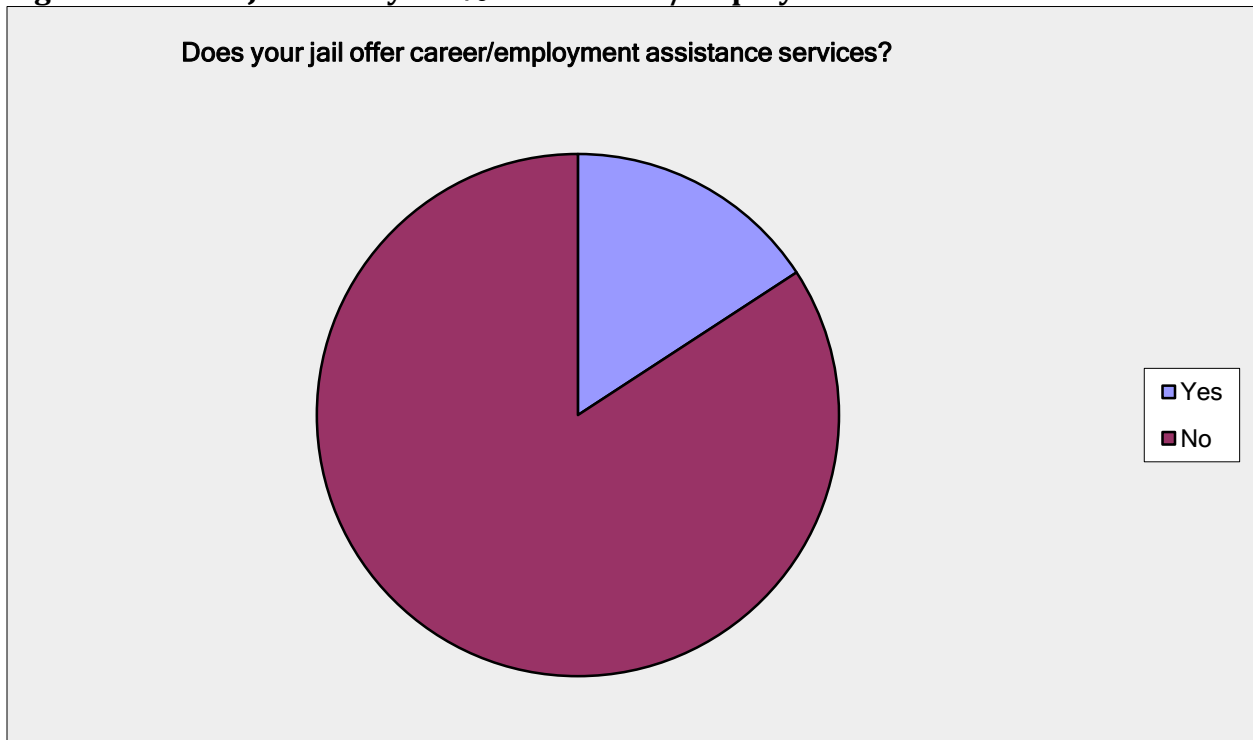


Figure 67. From Jail Survey: 50% offer cognitive/behavioral programs.

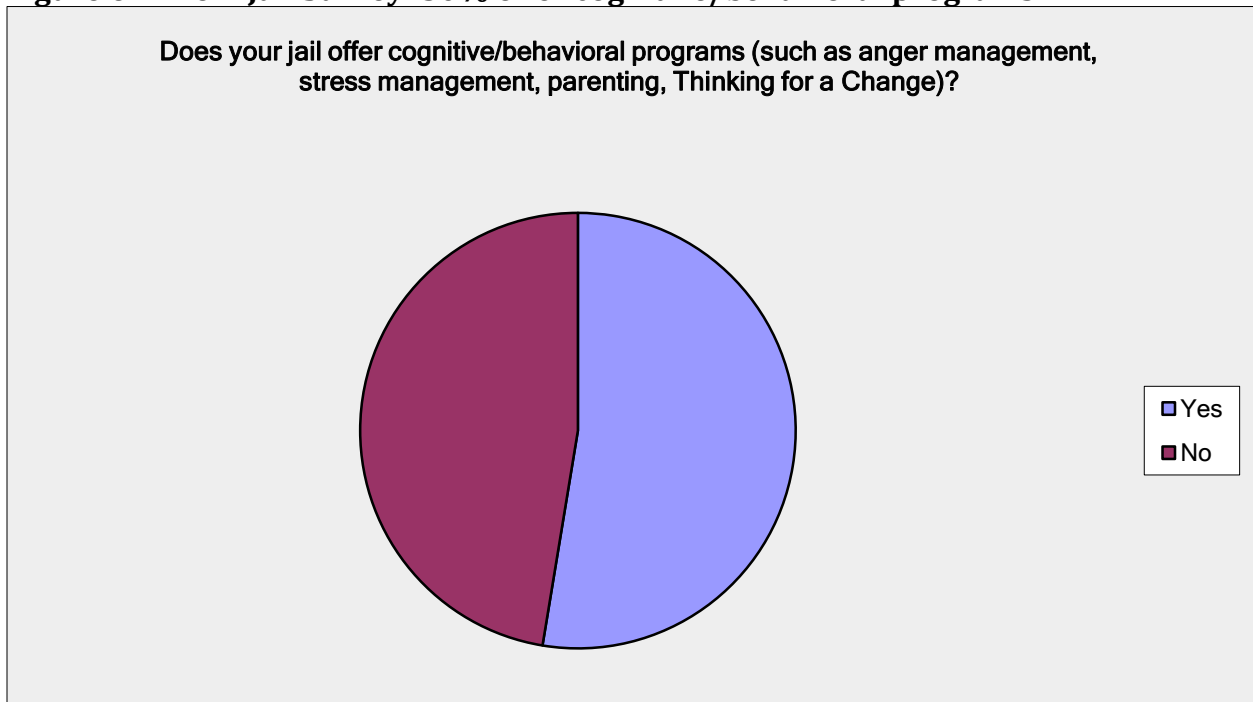


Figure 68. From Jail Survey: 9% offer reentry services.

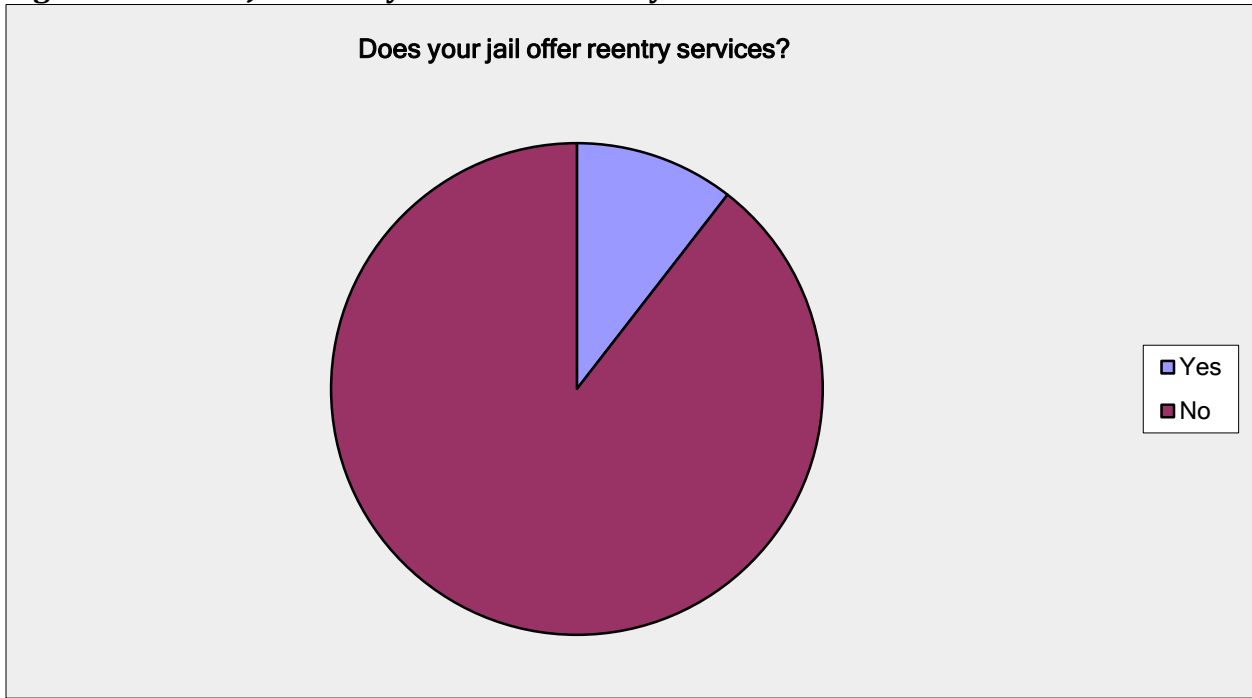
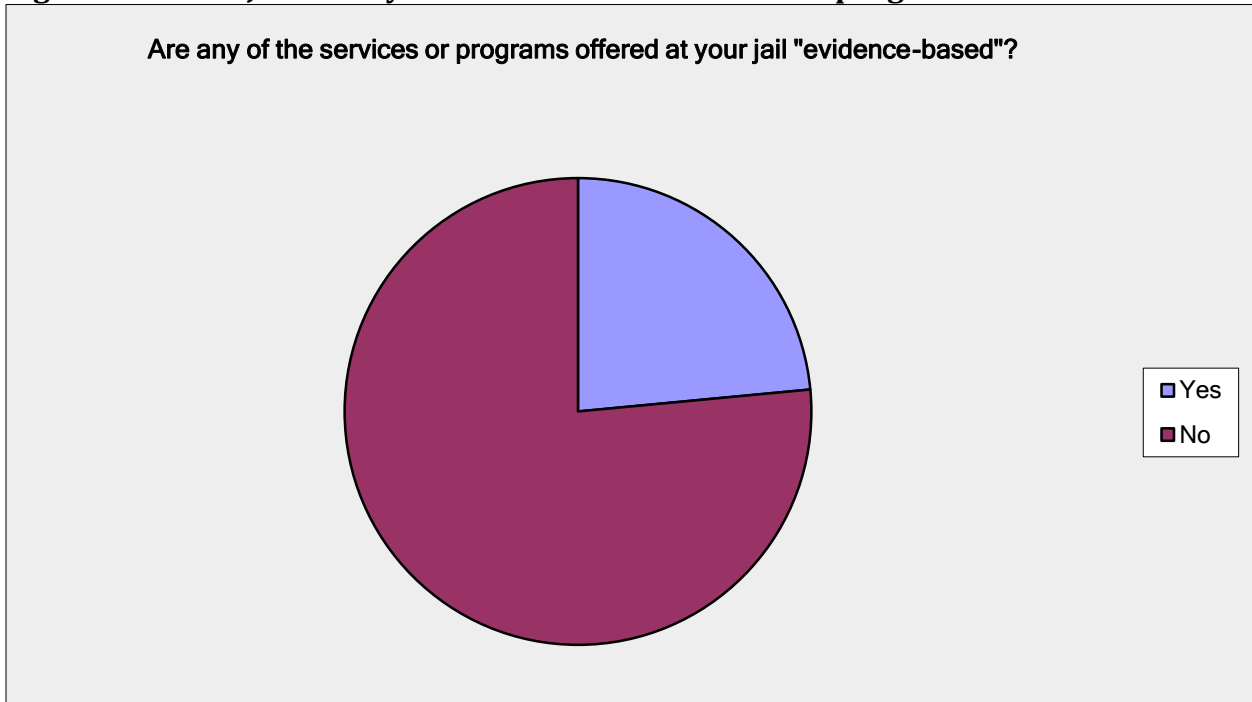


Figure 69. From Jail Survey: 26% offer "evidence-based" programs.



Task 4. Assessment of Local Services

Summary of Local Services Survey

Demographics

There were 160 completed submissions to the Local Services Survey, representing 76 counties. One respondent did not give his or her agency or county but still completed the survey, and five declined to participate. Those completing the survey include representatives of probation, the judiciary, prosecutors, public defenders, and one state professional association.

Substance Abuse Services

There is great variety in the types and intensities of services available around the state. As expected, substance abuse treatment included a mixture of jail-based, community-based, court-based, public, private, and not-for private providers. Three respondents reported that they had no substance abuse services available locally. Thirteen respondents replied with the name of only one provider in their jurisdiction.

Naturally, there is a great amount of variation in the costs between jurisdictions and types of services.

- Some jurisdictions pay for the salary, training, and benefits for in-house addictions counselors in local jails or probation departments. Annual costs for these staff are reported to be approximately \$52,000.
- Most providers have a limited number of openings for those who have low income. This sliding scale payment system runs as low as 10% of the total fee, but usually between \$11.00 and \$20.00 per outpatient session.
- Many of those who responded to the survey provided cost estimates for the different components of substance abuse treatment services.
 - **Initial intake assessment and evaluation** fees ranged from \$25 to \$250, with programs charging an average of \$106 to clients.
 - **Basic education classes** range from \$30 to \$45 per session, with an overall program cost to clients of \$100 to \$400, with an average cost of \$213.
 - **Relapse prevention/aftercare** range from no cost to \$64 per session, with a varying number of sessions required.
 - **Intensive outpatient (IOP)** sessions range from \$10 to \$150, with an average of \$66 each. Total program costs range from \$210 to \$3150 with an average reported cost of \$1416.
 - **Non-medical detox/residential treatment** costs between \$238 and \$800 per day with most respondents reporting about \$250 per day.
 - **Medical detox/residential treatment** such as that used for those with opiate addictions cost between \$330 and \$1000 per day with an average cost of \$710.

- **General substance abuse programs** run by local jurisdictions or non-profit organizations are sometimes grant funded. Those that are not cost between \$13 and \$150 per session with an average session cost of \$59, which end up costing between \$60 and \$400 for the entire program, or \$315 on average.

Most substance abuse programs are funded through client user fees, private insurance, or Medicaid/Medicare payments. Those remaining programs are funded by a mixture of grants, contracts, and non-profit organizations. Many jurisdictions utilize Indiana's Access to Recovery (ATR) program to cover expense of services whenever possible, and check if the offenders have an open DCS case so that FSSA will pay for treatment.

There are no complete numbers of clients served by substance abuse treatment in local jurisdictions. Some drug court or specific provider numbers are known, but most services are provided by local providers and paid for by the client. Capacity is an equally difficult figure to calculate. Private providers state that they can simply increase capacity as needed, if funding can be found. Although capacity is present for those with money or insurance, capacity for indigent clients is severely lacking. There are lengthy waits for reduced-cost or no-cost treatments, and court-funded programs such as drug courts are at maximum capacity.

Mental Health Services

As with substance abuse services, mental health services vary greatly throughout the state in both type and intensity. Ten respondents reported that there were no local mental health services available in their jurisdiction, while 33 left the answer blank. Forty-six respondents listed only a single local mental health provider.

Once again, many of the fee schedules for mental health treatment are on a sliding scale based on means testing, though the number of spots available for indigent clients are few and represent the greatest need. Most mental health treatment is funded through client user fees and private insurance. Medicaid is another payment option if the patient can navigate through the red tape, as are state FSSA Division of Mental Health and Addiction (DMHA) funds.

For those without insurance, sessions cost between \$10 and \$150, with an average reported session cost of \$83. Total bills for mental health treatment often add up to significant amounts. One respondent gave an example of a family that had a private insurer decline payment and the bill exceeded \$100,000.

Most local jurisdictions have no idea how many clients are seeking mental health treatment, and rely on federal statistics and IRAS scores to estimate the need. What they do know is that those who need mental health treatment and have insurance have no issues receiving treatment. However, there is an incredible need for funded treatment for indigent clients. Respondents report wait list that are commonly months long, and at least one jurisdiction has clients waiting up to a year to get mental health treatment. Respondents call this "*a huge issue*", "*entirely inadequate*", and "*it isn't good*".

Employment Assistance and Job Readiness Services

When asked about their jurisdiction's employment assistance and job readiness services, only one-third of the respondents could name a program or provider of these services other than WorkOne. Mostly, these additional programs were provided by staff or temporary employment agencies. Only a few jurisdictions had additional providers such as non-profit agencies or for-profit workforce training companies.

Where available, most programs are free or a minimal cost. They are funded by grants, state or local agencies, school systems, and user fees. Since there are so few programs, there were not enough estimates of current clients using the services or available capacity to expand the survey findings statewide, but other sources such as the IRAS can be used to estimate the need.

Educational Services

When asked about education, almost two-thirds of respondents listed nothing more than GED classes. Those who mentioned anything else simply mentioned that there were college/technical programs locally, although there were little organizational efforts to coordinate, track, or fund these opportunities. Typically, costs for GED training were free or minimal, but there were fees assessed for taking the test. College or technical training classes were charged at the full rate because there were no special accommodations for local agencies.

Almost no educational programs are funded by local criminal justice agencies. Most are either funded by client-sourced fees, grants and loans, or by local school systems. Several free GED preparation courses are staffed and run by volunteers, either on-site or in the local community.

There are few estimates of the number of clients utilizing educational services because that is rarely tracked. Anyone needing services can receive them, because if there was more need, providers would simply open up more classes. Given the evidence that shows how much education affects recidivism rates, it is surprising that more efforts are not being made to provide this service to those involved in the criminal justice system.

Anger Management and Cognitive-Behavioral Treatment

Of the responses given, 23 said that they had no treatment locally, and two stated that they had to send clients out of their county. Forty-six left the section blank and 25 listed only a single provider or program. The most commonly listed programs are anger management, Batterer Intervention Program (BIP), and Thinking for a Change.

Some programs are free, but most have a cost involved. Some communities offer alternative payment such as community service hours, and private providers often take insurance. Batterer Intervention Group (BIP) costs between \$25 and \$40 per session, with a total program cost averaging \$610. The average cost for all reported programs is \$37 per session and \$423 total cost.

Clients are typically responsible for paying their own way through these programs with user fees, though if the client is in recovery or involved with DCS, funding can be obtained through Indiana Access to Recovery (ATR) or FSSA. Most programs report that they serve just fewer than 50 clients at a time. They have excess program capacity, but the funding to support that capacity is lacking. Most have spots available if they can find the funding to fill them.

Food and Clothing Assistance

Most commonly, faith-based or non-profit organizations met local communities' needs for food and clothing assistance. The majority of programs are free to the user, and are funded through donations, fund raisers, and grants. Most jurisdictions did not have good estimates of the number of those who utilize these services, but several respondents gave estimates in the tens of thousands. The lack of information collected on this subject could suggest that the need is not so great that local criminal justice agencies have to get involved, because other organizations are meeting the need that social welfare programs are not already meeting.

Transportation

Fifty-six respondents have some sort of transportation assistance. The cost of rides varies with the distance traveled and the jurisdiction. Costs vary from free if the client is indigent or a veteran, to ten dollars per in-county trip. Several jurisdictions even have options for trips that travel out of the county, though they are significantly more expensive.

Housing

Only 47 of the 160 respondents report having at least one housing assistance program. Most of these were simply referring to section 8 or trustee rent assistance programs. Only 14 specifically mentioned a homeless shelter or rescue mission. A few jurisdictions mentioned that they have probation officers whose caseloads are dedicated to clients who are homeless or at risk of homelessness. Since criminal justice agencies do not run the shelters, they were not able to provide cost or capacity data. They were able to state that clients have little to no cost, and that the shelters are funded primarily through donations, grants, and government funding.

Figure 70. From Local Services Survey: 98% aware of substance abuse services.

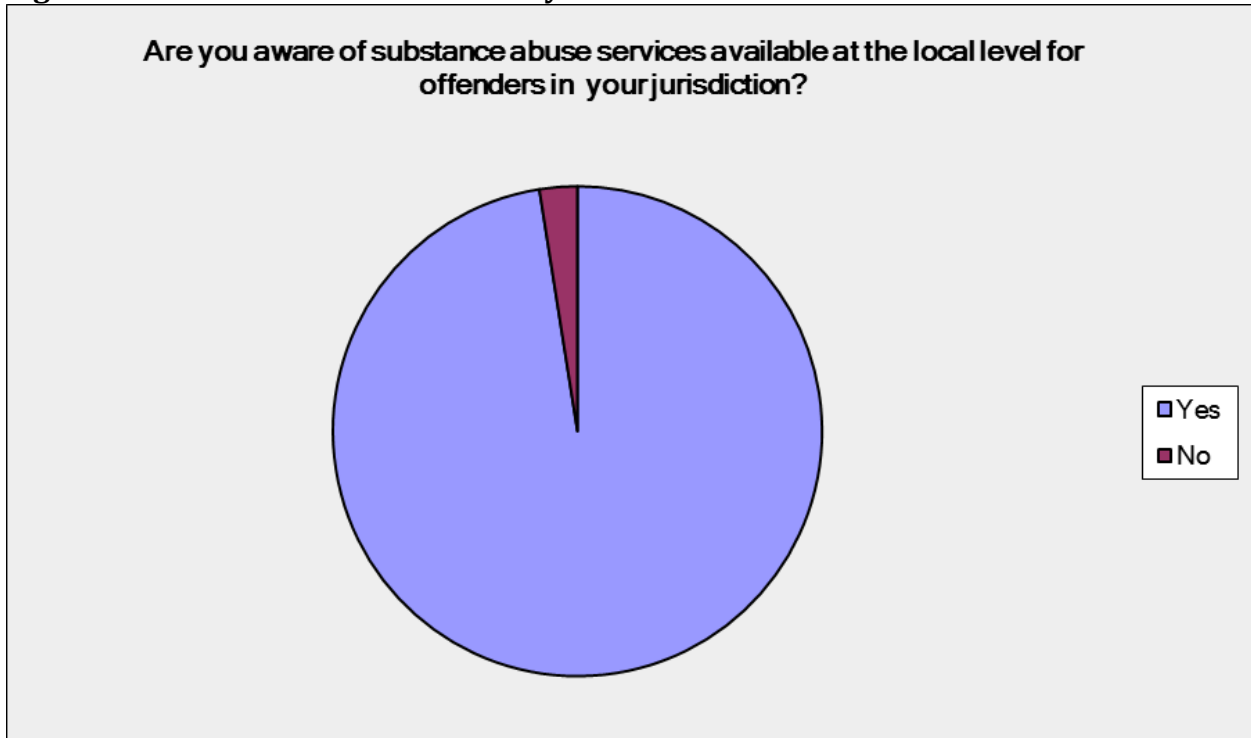


Figure 71. From Local Services Survey: 90% aware of mental health services.

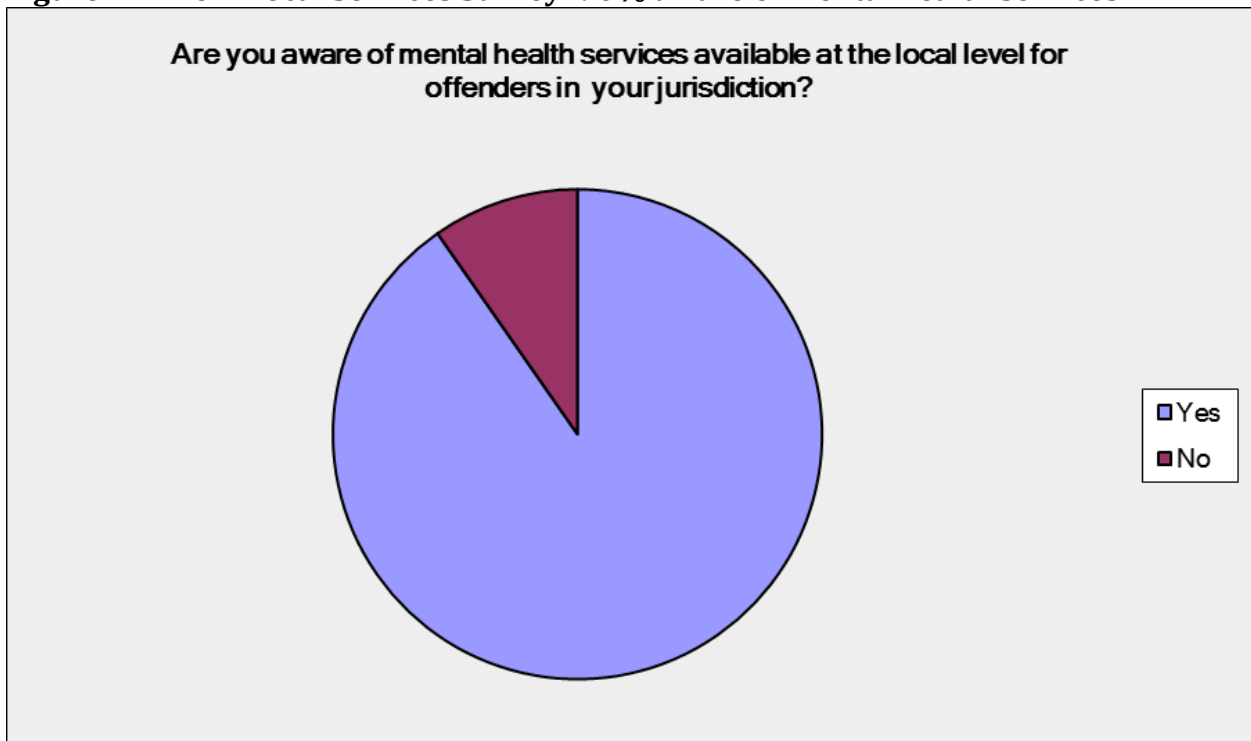


Figure 72. From Local Services Survey: 73% aware of employment/job services.

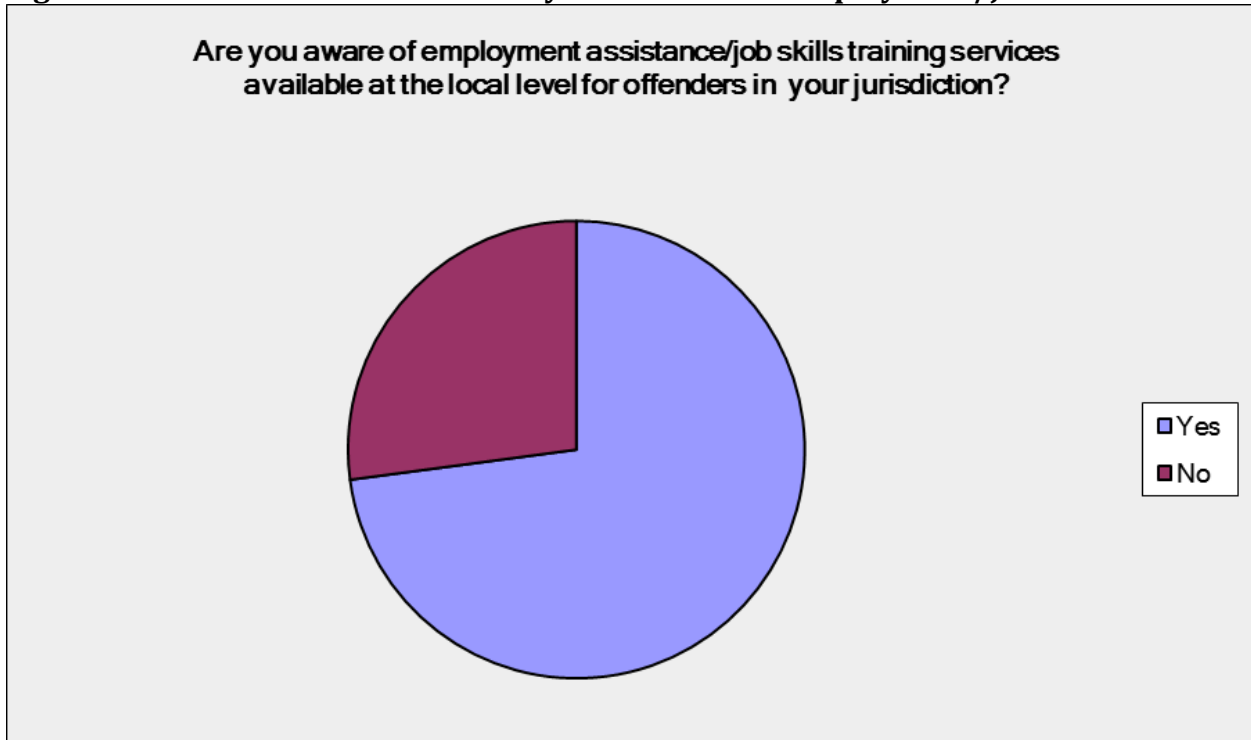


Figure 73. From Local Services Survey: 70% aware of education services.

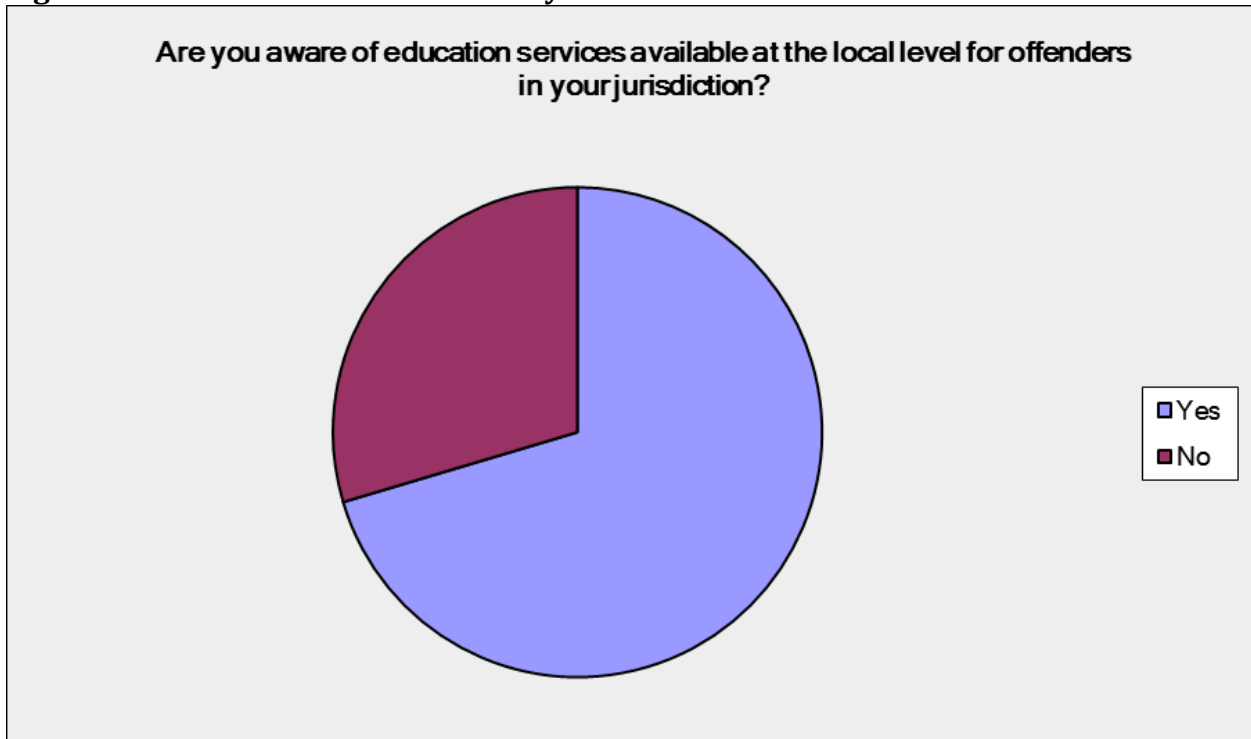


Figure 74. From Local Services Survey: 78% aware of anger management services.

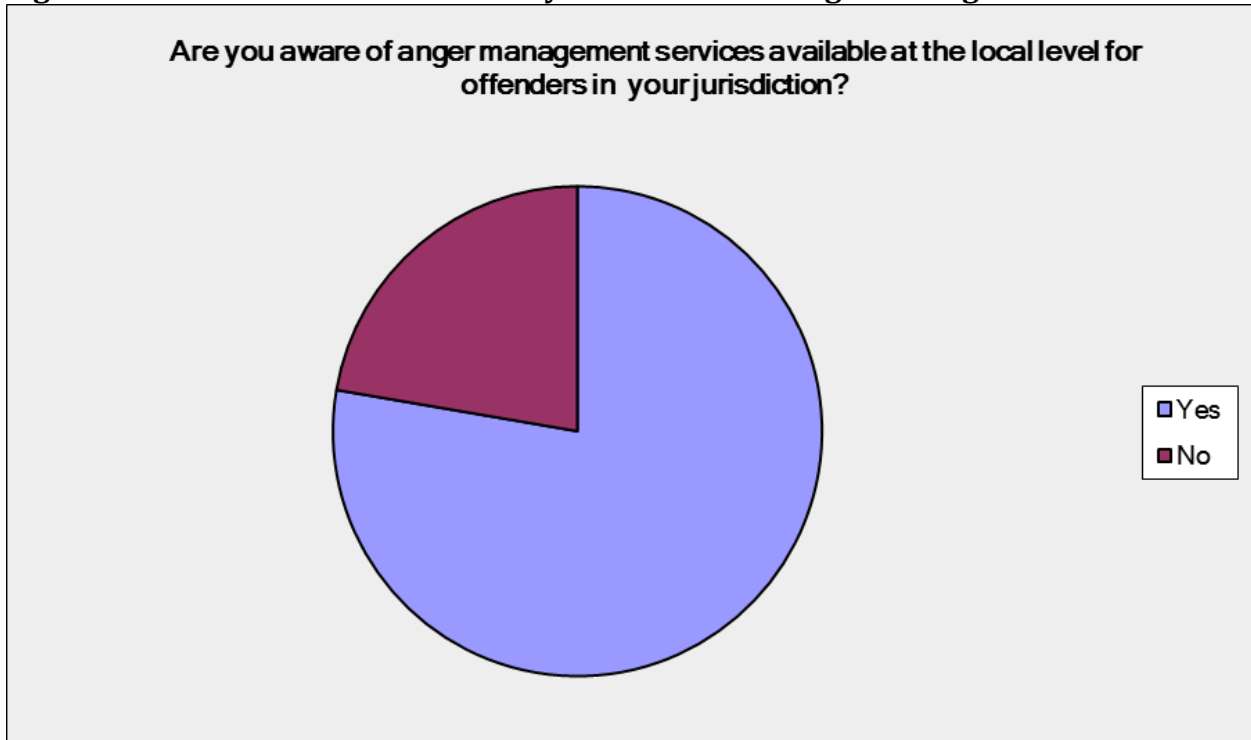


Figure 75. From Local Services Survey: 72% aware of food and clothing assistance services.

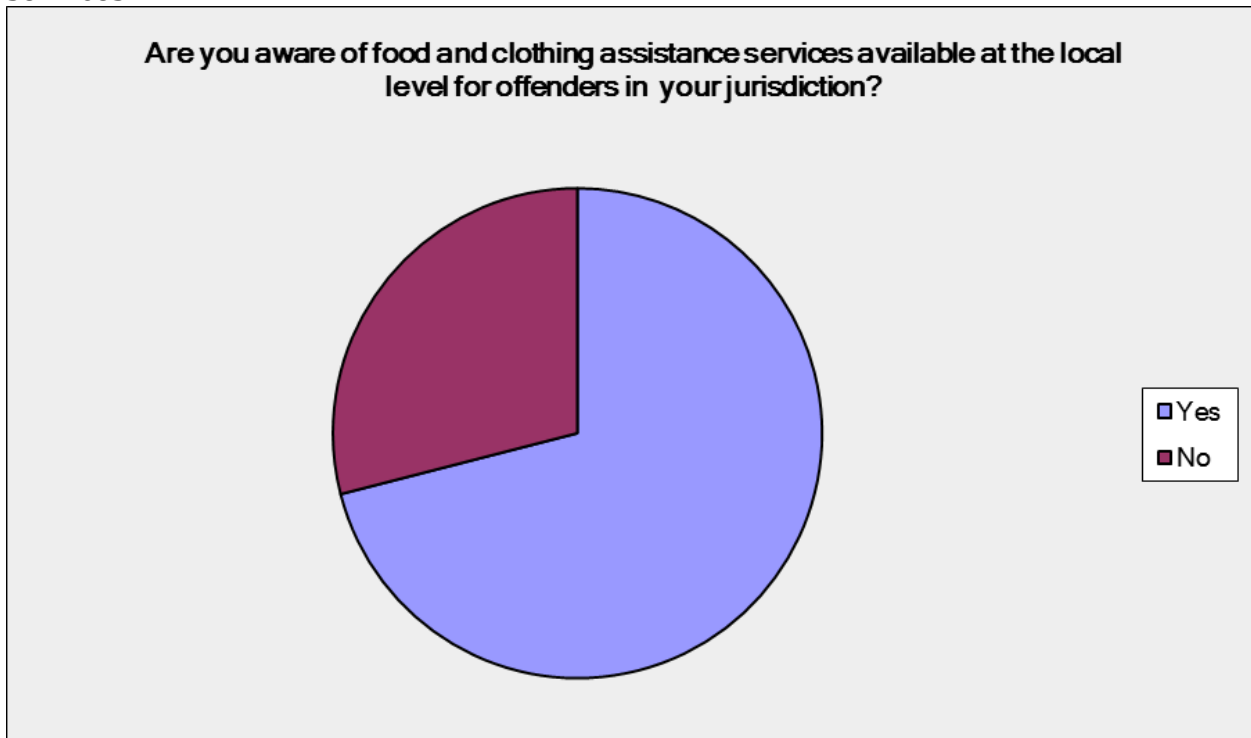


Figure 76. From Local Services Survey: 53% aware of transportation assistance services.

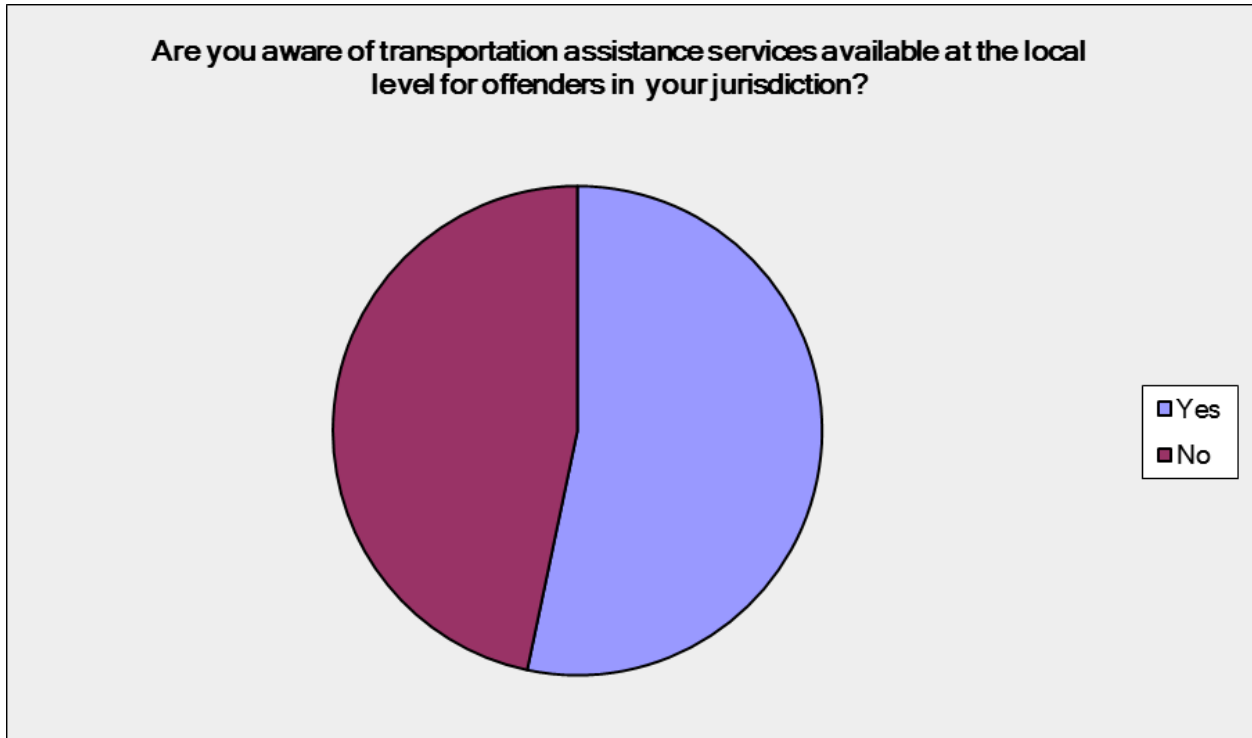
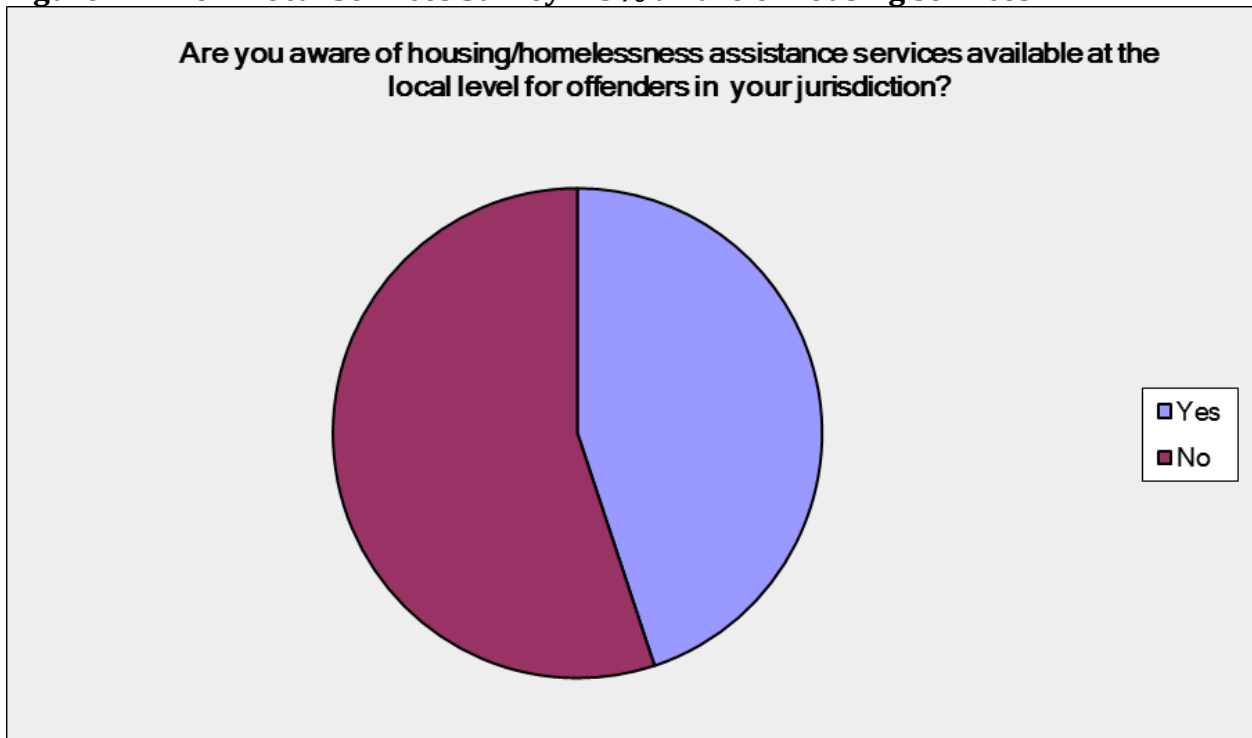


Figure 77. From Local Services Survey: 45% aware of housing services.



Task 5. Focus Group and Key Informant Analysis

Summary of Findings from Surveys and Focus Groups

What is the potential impact of HEA 1006 on Probation?

There were robust discussions about the potential effects of this legislation in every jurisdiction we visited. While there were some differences based on jurisdictional population, many findings applied to all jurisdictions.

- All jurisdictions are at their capacity based on current staffing levels, regardless of the size of the jurisdiction. Communities across the state have been cutting back funding for probation over the last several years. Combined with state-regulated (but not state-funded) probation salary levels, local probation departments are under serious fiscal stresses with their current caseloads. Smaller communities have been operating significantly over caseload recommendations for years. There is no excess capacity existing in the probation departments that we contacted. Jurisdictions largely consider this bill to be an unfunded mandate imposed on them by the state.
- Quite simply, probation departments across the state need funding for more staffing. The most common solution offered was to create state-funded probation officers that were allocated per caseload recommendations, but kept under local control.
- Large and medium sized jurisdictions think that those who are sent to Indiana Department of Correction (IDOC) currently will also be sent under the new legislation because they fail all local options. Unless people are convicted of a serious felony, they are sent through probation, drug court, treatment, and Community Corrections. After failing all local options, they are then sent to IDOC. Local jurisdictions believe that new legislation will not prevent people from struggling to comply with supervision and ending up in IDOC.
- Smaller jurisdictions do not have the treatment resources of medium and large jurisdictions; therefore there is less that probation can do to assist the probationers who need substance abuse or mental health treatment. Without treatment options, especially for indigent probationers, smaller jurisdictions have few choices other than sending a person to IDOC where they can receive treatment for their addictions. Small and medium sized jurisdictions voiced support for state-run regional treatment centers for probation that should include in-patient and intensive out-patient (IOP) options, all available for indigent probationers.
- A common observation by all jurisdictions is that there is a severe lack of transportation options. Even if there is some form of public transportation available, many of the employment and treatment options are only accessible via automobile. Often, probationers have had their operator licenses suspended and they are faced

with choices of missing work and treatment, or of driving illegally, violating probation, and possibly being charged with a new offense.

- Many probation officers expressed concern that sentencing is not based on risk level, but they are expected to conduct supervision on those who may not need it. Probation Departments across the state think that they are spending valuable time supervising probationers who do not need any supervision, while there are others who they are not supervising that could benefit from the efforts of probation.
- Local probation departments believe that they spend more money attempting to collect user fees than they recover in fees they actually collect. Probation officers want to spend more time working with their probationers to connect them with appropriate services and treatment, but they find collecting fees to be a necessity because user fees fund a large portion of the department budget, and often the entire budget of programming efforts.

What is the potential impact of HEA 1006 on Parole?

Focus group participants from medium and small counties had few remarks specific to the role of parole; we did hear more from the larger jurisdictions:

- The general consensus is that Parole is not an integrated part of the local jurisdictions' re-entry efforts. Concerns were raised about duplication of assessments and supervision across various agencies (e.g. Parole, Probation, or Community Corrections).
- Local jurisdictions believe that Parole is most effective with sex offenders. There is a general consensus that Parole offers little to no services otherwise. Local jurisdictions see what Parole is accomplishing only if there is an established partnership. When discussing Sex Offenders, local jurisdictions recognize IDOC Assist (housing) and INSOMS (treatment) as measures of Parole's effectiveness.
- Focus group members believe that Parole's role may diminish in the future because they will have less time supervising parolees due to the credit time cuts in prison. Parole will only have the parolee for half the time that they currently use to monitor and provide treatment services.

What is the potential impact of HEA 1006 on Courts, Police, Sheriff, and Public Safety?

- Many respondents worry that they do not have enough funds and other resources to handle the increase in offenders they expect to see locally – an increase they say could impair public safety and overwhelm local courts.
- A lack of sufficient resources to accommodate for HEA 1006 is a consistent concern voiced by respondents during the focus groups. They especially noted deficiencies in funding, jail space and staff levels that they would need to address to handle more offenders locally. Several respondents said this lack of resources is so pronounced that it would preclude the new law from inducing any significant changes within the justice system.

- Respondents said that to effectively implement the statute, they need more resources to:
 - Fund training of staff and themselves in deciphering the statute’s new criminal codes.
 - Monitor the increased population of offenders who are placed on probation or jailed locally.
 - Avoid overcrowding local jails.
- Judges face a learning curve issuing proper sentences under the new statute, respondents say, but the judges will adapt; otherwise their workloads will not alter.
- Respondents disagree on how the statute will affect defense attorneys’ workloads: Some expect minimal impact because of limited funds, while others predict offenders will increase demand for public defenders – pushing for trial because they have less incentive to plead, due to decreased misdemeanor cases.
- The statute’s provision reducing credit time was a frequently-voiced concern; some respondents said they expect defense attorneys to attempt to circumvent it by altering plea deals. These attorneys would likely manipulate the sentence length until it equates with what the sentence is under current laws.
- Many respondents foresee a rapidly increasing numbers of individuals under local criminal justice supervision due to the statute. They don’t think they have the resources to manage them.
- When the statute’s potential impact on recidivism rates was cited the consensus seemed to point to predictions of increased recidivism. Simply put, respondents foresee a supply-and-demand effect, whereby increasing the number of offenders managed locally combined with a lack of local resources precludes offenders from receiving treatment they need. Some respondents also think the credit time provision will dissuade offenders from seeking to better themselves, and hence will lead to higher recidivism rates.
- Because of the predicted judges’ learning curve regarding sentencing, respondents vary about whether the statute will yield either more lenient or harsher sentences. A few predicted more lenient sentences (“We will have a chance to argue for a lesser sentence for offenses that previously would have been non-suspendable,” one said). Although many respondents would not rule out harsher sentences, none predicted this consequence.
- A few respondents urged state lawmakers to think about how to implement the statute differently in counties with distinct population sizes. Respondents in more populous counties, for example, should not be expected implement the statute’s codes precisely in the same manner as rural counties.

What is the potential impact of HEA 1006 on the Local Jails?

- A substantial number of jails in our state are understaffed, so projections that more offenders will need to be served in the community is a big concern with regard to the limitations on resources that jails are facing.
- Many jails are just under, or above capacity. Having to house more offenders is not a simple option in many jurisdictions. Decisions will have to be made about who is housed and who is free in the community. Some counties have worked for years to

reduce their jail population and there is a sense those efforts will be complicated by HEA 1006.

- Everyone predict an increase in jail population as a result of HEA 1006.
- There was some discussion about the need to build a new jail or adding on to the existing one as a result of HEA 1006.
- There is generally minimal programming in the jail and that will have to change under HEA 1006 - that means there will have to be resources and access to evidence-based practices.
- There are concerns that increases to the population would create problems having space for special populations (females, mentally ill, detox etc.). Classification issues come into play when you have to have separate sex offenders and keep members of different gangs apart.

What is the potential impact of HEA 1006 on Community Corrections?

- Overall the counties anticipate an increase to the population that they serve in community corrections. They believe that this increase will result in a need for more staff, even where they are not yet at capacity in terms of bed space. They believe that without an increase in the number of staff then they will see a reduction in the quality of services provided, and their ability to reduce recidivism with high-quality programming would decrease.
- Some counties believe that this increase in population will hinge on how the judge interprets the law in practice. They are concerned that under HEA 1006, judges may not make any changes to the way that they sentence offenders, which would increase the number of people eligible for supervision.
- Some counties also pointed to the proportion of their budget that is supported by user fees, and they emphasized that they cannot expect to pay for an increase in the population served or the staff necessary for that increase on the backs of the users of the services.

What is the potential impact of HEA 1006 on Crime Victims?

Respondents issued two frequent predictions regarding potential impacts of HEA 1006 on crime victims:

- Victims of serious crimes will appreciate that offenders must serve at least 75 percent of their sentence.
- Victims of less serious crimes will “feel cheated” and be upset when perpetrators do not have to serve jail time.

What is the potential impact of HEA 1006 on Indigent Defendants?

Respondents could not reach conclusive predictions about HEA 1006’s impact on indigent defendants. Their answers ranged from forecasts of increasing homelessness due to a lack of available services, to assurances that they have resources to cover indigent defendants’ needed services.

- A few respondents predicted, however, that indigent defendants would be asked to pay out-of-pocket for mental health and substance abuse services. Their communities do not have options for providing mental health treatments to indigent

defendants. When they cannot pay, more will become homeless and will go untreated, they are concerned.

- Medicaid and Medicare were cited among the mechanisms in place to help indigent defendants pay for treatment or services. Respondents worry, however, that the new Federal health care system may impede these mechanisms.
- Indiana Access to Recovery (ATR) was also cited as a current model to bring services to indigent clients.

What gaps or unmet needs are there in available treatment programs or services?

- Adult and juvenile sex offender treatment
- Psychiatric services for seriously mentally disturbed offenders
- Transportation for those with no licenses
- Evidence-based treatment programs
- Comprehensive methamphetamine addiction counseling
- Detox and Inpatient drug abuse treatment
- Mental health hospitalization
- Suitable housing options
- High unemployment and low opportunity for employment
- Treatment for women
- Court time or prosecutorial resources to properly enforce probation violations

What services or programs would your jurisdiction have difficulty replicating or affording that are currently provided in prison?

- “All of them from a funding standpoint”
- CLIFF Program
- Purposeful Incarceration
- GED
- Health care, extensive and intensive mental health
- Housing inmate and offenders
- Drug and alcohol treatment
- Maximum security detention
- Sex offender counseling services
- IDOC is a heavy consequence and must remain an option
- Therapeutic Community
- Thinking for a Change

If resources were unlimited, what new services or programs would you like to see offered in this jurisdiction?

- A one stop shop- to obtain assessment for what defendants need
- Affordable housing for offenders

- Better and more mental health services
- Meth and heroin counseling services
- Anger management programs
- Inpatient detox and therapy for substance abuse
- Better transportation assistance
- Day reporting
- Housing assistance
- Cliff
- Residential treatment.
- Free IOP with low appropriate numbers of participants per group
- Expand the problem solving courts programs
- Job training and education
- More female/family housing that provides treatment, financial, parenting and job skills
- More probation supervision
- Local sex offender treatment
- Real domestic violence intervention and treatment
- Halfway house for men and women with drug and alcohol treatment
- Reduced-cost home detention
- Residential work release center operated by existing community corrections program
- EPICS/STARZ training for case managers
- Supportive living program

Task 6. Conclusions and Recommendations

General Observations

During the course of this study, there were several things that became apparent about how things stand in Indiana at this time. This is potentially a watershed moment in this state. Faced with a prison system that is operating nearly at full capacity, the state could respond by building more prisons, as many states (including Indiana) have done since the early 1980s. Or the state can look to find ways to change how it is responding to criminal behavior, as a small number of states have done over the past 10 years. HEA 1006 signals an intention to do the latter, but it is clear that many people in the state understand this will be a challenging path to take—one that could end with even larger numbers of people incarcerated in Indiana prisons. To avoid that outcome, the state and all the local jurisdictions must be intentional about making changes to criminal justice practice.

The good news is that we encountered many people across the state who genuinely appear to be serious about making a difference. We spent time, over the past four months, with a number of people who want to find ways to effectively treat offenders so that recidivism is reduced. We met people in key positions in local jurisdictions who care about evidence-based practice and program evaluation. We found that we did not need to educate people about what works; instead we learned quite a bit from the people who spent time with our team and came to appreciate just how much is happening in local jurisdictions for which the state can be proud.

That said, we also came to understand that there is a long way to go in most jurisdictions to get to the point that the criminal justice system needs to be to make it possible to achieve the intended outcomes. We identified the following gaps:

- **Where is the Evidence?** In general, we found openness to and even an appreciation for the importance of evidence-based practices. Yet, in many jurisdictions choices had been made to continue to operate in a “business-as-usual” manner rather than making the investment of resources necessary to transform practice in evidence-based ways. In addition, even where evidence-based practices have been adopted, local agencies are not collecting their own evidence. It is essential that local jurisdictions develop their own capacity for collecting, managing, and reporting data on outcomes.
- **Who is Leading the Movement?** We had the pleasure of interacting with a number of dynamic leaders across the state who are doing exciting things for their agencies. In general, we found strong leaders leading strong organizations. Yet, we did not find people leading the kind of movement it will take to transform criminal justice practice across the systems and across jurisdictions. We found this to be just as true at the state level—leaders of agencies, but not leaders of the movement. We would

say that the work of the Criminal Law and Sentencing Policy Study Committee is an example of “leading a movement”, but we do not anticipate that this group will continue to function in this way once the legislation is in place. Such leadership is going to be critical and should be structured in at the state and local levels.

- **Why do Circumstances Inspire Competition rather than Collaboration?** Even where we found consensus within communities regarding goals and objectives, it became clear that if resources could be made available to build the capacity to effectively respond to the mandates of HEA 1006, there was not necessarily consensus about how to allocate the resources. We found that agencies did not expect to be treated fairly if they did not have a say in allocating the resources. We also found a general tendency for agencies to perceive they were best suited to respond to the needs, rather than appreciating the breadth of available resources. We found that in many jurisdictions, agencies were as likely to work at cross-purposes as they were to effectively collaborate. Successful collaborations should be expected and incentivized.
- **Can the Culture of Criminal Justice Practice Refocus to Achieve the Greatest Impact?** Despite evidence pointing to the key criminogenic factors to target, and research that emphasizes the quality of implementation of evidence-based practices, we find in this state that decisions at the local level are most likely to be a function of personal experience and ideology of the criminal justice actors. This is not unique to Indiana or to 21st Century criminal justice practice, but it is a culture that will limit the impact of any reforms. Resources that are made available to build capacity for local community-based programming must also incentivize practices that contribute to the key outcomes: diverting offenders from prison, reducing recidivism, and evaluating programs.

There are two additional points to make regarding the progress that may be possible after the reforms from HEA 1006 are in place. First, it is going to be critical to nurture a culture of developing programs and implementing evidence-based practices with integrity and fidelity. The research is clear that the best results are found where new programs are introduced as pilots—with careful attention to tracking the effectiveness of the program relative to a comparison group (Landenberger and Lipsey, 2005). In addition, implementing evidence-based practices requires careful attention to the key principles for design, the staff training that is required, and the resources that will be needed for each specific program or model.

Second, as noted by Petersilia and Snyder (2013), a significant set of reforms (i.e., HEA 1006) represents an opportunity and a responsibility to assess its impact across the state. At some point in the future, leaders in the state will want to know what worked and what did not work. There will be an interest in understanding the challenges for implementing

the reforms, and whether benefits were realized for local jurisdictions, the state, and offenders. To that end, making provisions for a rigorous evaluation of the implementation of HEA 1006 is something that deserves serious attention prior to the launch of the new reform.

Estimating the Fiscal Impact

Based on the analysis of the IRAS data and the data from the Abstract of Judgment, we generated a series of estimates of:

- The numbers of offenders that might be re-routed to the community rather than IDOC. For each county that number appears in the tables beginning on page 22, in the column titled “# Potentially Retained in Community”.
- We considered the reclassification of offenses, as detailed in the lists provided in Appendix A. Of the number of offenders potentially retained in the community, we estimated the percentage that would be convicted of a misdemeanor under HEA 1006, the percentage that would be convicted of a Level 6 Felony, and the percentage that would be convicted of a Level 5 Felony. Those percentages appear in the tables beginning on page 22.
- We assume that all of the offenders convicted of misdemeanors would be retained in the community, and anticipate that under the best circumstances, the Level 6 offenders would also be managed in the community.
- We believe that to achieve the full intention of HEA 1006, it is going to be necessary to find ways to manage the majority of the Level 5 offenders in the community. We anticipate that there will be resistance to retaining offenders in the community if they have an extensive criminal history prior to the current Level 5 offense. We adjusted our estimates by flagging those Level 5 offenders that have IRAS scores of “high risk” on the Criminal History Domain.
- We then took into account the number of offenders that could be retained in the community with high risk scores on the domains of “Substance Use” and “Criminal Attitudes”. Costs were calculated based on estimates for effective substance abuse and cognitive-behavioral treatment. We also factored in the per-person costs currently for probation services in each county.
- **Our cost estimate calculations generated a total of \$10,503,463 to cover the shifting of treatment and management of offenders to the community.**

Our estimates do not include the following:

- We are not estimating the fiscal impact of HEA 1006 on the local jails. This is for a number of reasons:
 - We did not, as described earlier in the report, have reliable and valid estimates of the per-person costs of each of the jails.

- Jails must play a strategic role in the new practices, but are very likely to be overused initially. We do not want to encourage indiscriminate use of the jail space, given that we know that typically available beds in the jail drive utilization of the jail space.
- Evidence-based practices point to community-based services as the key focal point of the new strategies. We are basing our recommendations for the allocation of new resources to the local jurisdictions in hopes that non-jail resources will be maximized.
- We are not estimating what it would cost to bring jurisdictions currently up to a specific level of capacity prior to the implementation of HEA 1006. There are, no doubt, real needs currently in the local jurisdictions. We did not see that as part of our charge, though, to examine how to build current capacity. Instead, our focus has exclusively been on the cost associated with implementing HEA 1006. Thus, we are not taking into account if there are *currently* needs for additional probation officers or additional jail personnel.

One final note: Specific data about each county was taken into account to generate the total cost estimates, yet we are not reporting the cost estimates by county. We believe that level of detail in our reporting is not productive. Our intent is not to create any particular expectation about how much each county deserves or is due as a result of HEA 1006. We lay out, instead, in the next section, a process whereby the total amount of funding may be allocated to the different jurisdictions to maximize the impact.

Final Recommendations

In conclusion, we believe that the implementation of HEA 1006 can lead to reductions in the size of the prison population in Indiana, but only with an intention strategy focused at the local level throughout the state. Our analysis of the IRAS data showed that nearly 15,000 offenders each year that in recent times have been sentenced to IDOC might instead be retained in the local community. This is going to be dependent on a number of factors that will be operating concurrently:

- The courts will need to resist the temptation to sentence offenders to prison because of the criminal history of the offender and his/her track record on community supervision.
- Rather, community supervision will need to be focused in ways that are evidence-based. We have a good foundation already in place through the community corrections programs in many counties across the state, and that is a place to build from.

- A broader array of evidence-based treatment options will need to be available at levels that meet the demands of the offender population (based on the volume and risk levels of the offenders).
- Local jurisdictions should be open to the possibility that some offenders do not need to be under correctional supervision and do not require any programming to refrain from criminal activity. Those offenders might be provided an opportunity for non-reporting probation or other diversion options.
- Each county must have a coordinating council (perhaps the community corrections board is such a body) that includes representation from the different criminal justice agencies in that county. Together, that council will be responsible for developing a data-driven plan for the community supervision of offenders diverted from prison under HEA 1006.
- The counties must be expected to make more evidence-based, data-driven decisions about how they will use their local resources, including the county jail—in addition, the state will need to provide some additional resources to supplement the local efforts.

Based on the full analysis presented in this report, we make the following multi-pronged recommendation:

- From the experiences with efforts to reduce the levels of mass incarceration at the federal level, we have come to understand that a successful legislative strategy involves multiple components: reducing mandatory minimum sentence length, allowing judicial discretion within structured sentencing guidelines, and providing for reductions in time served due to good time credit and credit for completed treatment and educational/vocational programming. Indiana should pay attention to the lessons learned from the federal efforts. In particular, it may turn out that the increases in the percentage of the sentence that must be served and the reductions in possible good time and sentence reduction credits may serve ultimately to confound the efforts to reduce the prison population in this state. Some additional attention to those aspects of the revised criminal code is recommended.
- Any consideration of appropriating new resources at the state level to provide to local jurisdictions to help build capacity to meet the demands related to the implementation of HEA 1006 should not have any impact on the existing resources already allocated for local community corrections. The amount budgeted for community corrections should continue as currently budgeted.
- There are state agencies that are relevant to the overall challenge to effectively serve a greater number of offenders in the community. This includes the Department of Workforce Development and the Division of Mental Health & Addiction. Each agency has shown a commitment to serving the offender population and it will be necessary for them to continue to access resources outside of the

traditional criminal justice funding systems to enhance the capacity to serve the mental health and employment needs of the offenders. We recommend that the state enhance WorkOne programs that target unemployed clients with criminal histories. Local jurisdictions rely on WorkOne as the only provider of these services in most cases. Even large jurisdictions only have a few other options to choose from. WorkOne is the agency in the right position statewide to affect this component of successful reintegration. Ivy Tech is another state entity that may make an impact through efforts to make college more accessible for offenders.

- There should be a new appropriation in the state budget that allocates \$10.5 Million each year for enhancing and addressing the local fiscal impact of HEA 1006. In the first year, those funds are to be distributed based on plans submitted by each county to a state oversight committee. In subsequent years, though, continuation of funding must be based on incentive structures that are tied to the achievement of specific outcomes at the local level—namely the reduction in the number of offenders sentenced to IDOC. There are a number of different funding incentive models the state may adopt, as described above under Task 2.
- The newly allocated funds would be distributed by the Indiana Criminal Justice Institute (ICJI). In our discussions across the state, the consensus is that ICJI provides the structure, the organizational mandate, and the experience to serve as the mechanism for distribution of these funds. In particular, there should be funding allocated to cover the administrative costs associated with administering this new program. At a minimum, ICJI should hire one full-time director of evidence-based programming to manage the process.
 - The director of evidence-based programming will be an expert in EBP and correctional treatment and will serve as a resource for all criminal justice agencies in the state looking to better understand effective programming to achieve the goals of diversion from prison, implementation of evidence-based practices, reduction in recidivism, performance measurement and program evaluation, and collaboration among community-based agencies.
 - Decisions on funding allocations to local jurisdictions will be based on plans submitted by the counties. Those plans must be data-informed, and must address the goals of diversion from prison, implementation of evidence-based practices, reduction in recidivism, performance measurement and program evaluation, and collaboration among community-based agencies. Those plans should be generated by a coordinating council established at the local level—perhaps using the existing structure of the community corrections boards.
 - Decisions on funding will be made by an advisory committee at the state level that features representation from the Indiana Judicial Center, IDOC, the

Indiana Association of Community Corrections Act Counties, and the Probation Officers Professional Association of Indiana.

- As many of the evidence-based models identified earlier in this report have actually been implemented to some extent in this state, it is not necessary to look outside the state to find experts that can serve as trainers and peer coaches for other agencies looking to implement these evidence-based practices. Indiana has a rich array of innovative practices in place and a relatively large number of skilled and talented professionals that can serve as resources for their colleagues in other jurisdictions across the state.
- Between now and the start of HEA 1006, there should be another study that provides technical assistance to the counties to prepare a data-driven plan that assesses their needs and demands for additional support. This study would also look more specifically into the fiscal impact on the county jails, so that can inform the plans submitted by the counties to ICJI.
- In addition to the resources that will be made available by the state to the counties to offset the impact of HEA 1006 and encourage the maximum efforts to reduce the numbers of offenders sent to IDOC, it will be important to make separate appropriations for the purpose of establishing a statewide evaluation of the implementation of HEA 1006. In other states where significant criminal law reforms have been enacted, there is often a later regret that there were no plans in place to evaluate the impact of the reforms. A change like HEA 1006 is an opportunity, a “natural experiment” so-to-speak, to pay careful attention to the impact and the consequences of those changes related to the ultimate goals. Indiana should not miss the opportunity to be a leader among states enacting criminal law reform bills by establishing a rigorous statewide evaluation of the changes associated with the new law.

Appendix A. List of Offenses

LIST OF CHARGES (WITH ORIGINAL OFFENSE LEVEL)

POTENTIALLY CONVERTED TO MISDEMEANOR

Battery by Body Waste (FC)
Possession of Hash Oil (amount is > 2 grams) (FD)
Possession of Hash Oil (FD)
Possession of Hash Oil (prior conviction) (FD)
Possession of Hashish (amount is > 2 grams) (FD)
Possession of Hashish (prior conviction) (FD)
Possession of Marijuana (amount is > 30 grams) (FD)
Possession of Marijuana (FD)
Possession of Marijuana (grows (FD)
Possession of Marijuana (knows is growing and fails to remove; prior conviction) (FD)
Possession of Marijuana (prior conviction) (FD)
Possession of Paraphernalia (FD)
Possession Schedule V Controlled Substance (FD)
Possession Schedule V Controlled Substance; Obtain by Means Other Than Prescription (FD)
Receiving Stolen Property (FD)
Theft (FD)

POTENTIALLY CONVERTED TO LEVEL 6 FELONY

Application Fraud (FD)
Arson (FD)
Assisting a Criminal (FD)
Assisting a Criminal (FD)
Auto Theft (FD)
Battery by Body Waste (FD)
Battery by Body Waste (law enforcement officer, firefighter, correction officer) (FD)
Battery Resulting in Bodily Injury (committed in presence of child < 16 yrs) (FD)
Battery Resulting in Bodily Injury (FD)
Battery Resulting in Bodily Injury (prior w (FD)
Battery Resulting in Bodily Injury (vic less than 14 yrs and def at least 18) (FD)
Battery Resulting in Bodily Injury (victim is an endangered adult) (FD)
Battery Resulting in Bodily Injury (victim is correctional professional) (FD)
Battery Resulting in Bodily Injury (victim is employee of dept of correction) (FD)
Battery Resulting in Bodily Injury (victim is health care provider) (FD)
Battery Resulting in Bodily Injury (victim is law enforcement officer) (FD)
Bestiality (FD)
Causing Serious Bodily Injury when Operating a Motor Vehicle While Intoxicated (FD)
Causing Serious Bodily Injury when Operating a Motor Vehicle with an ACE of .08 (FD)

Cheating at Gambling (FD)
Check Fraud - Deposits Minimum Initial Deposit And No More Or Too Little (FD)
Check Fraud - Knows Check (FD)
Check Fraud - Uses False (FD)
Check Fraud (FC)
Child Sed. by guardian/adoptive parent (FD)
Child Seduction (FD)
Conspiracy to Commit Theft (FD)
Contributing to the Delinquency of a Minor (FC)
Counterfeiting (FD)
Crim Confinement (confine) (FD)
Crim Confinement (removal) (FD)
Crim Recklessness-Hazing; Inflicts Serious Bodily Injury on Another (FD)
Crim Recklessness-Inflicts Serious Bodily Injury on Another (FD)
Criminal Confinement (FD)
Criminal Gang Activity (FD)
Criminal Mischief - Pecuniary Loss At Least \$2,500. (FD)
Criminal Mischief (FD)
Criminal Mischief. Damage causes substantial interruption (FD)
Criminal Recklessness - Committed While Armed (FD)
Criminal Recklessness - Hazing (FD)
Criminal Recklessness (agg driving) (FD)
Criminal Recklessness (Deadly Weapon) (FD)
Criminal Recklessness (defn armed w (FD)
Criminal Recklessness (hazing; defn armed w (FD)
Criminal Trespass (FD)
Dealing in a Sawed-off Shotgun (FD)
Dealing in a Schedule IV Controlled Substance (FC)
Dealing in a Substance Represented to be a Controlled Substance (FD)
Dealing in Hash Oil (300 or more grams; on a school bus (FC)
Dealing in Hash Oil (amount is > 2 grams but < 300 grams) (FD)
Dealing in Hash Oil (prior conviction) (FD)
Dealing in Hashish (FD)
Dealing in Hashish (possession w (FD)
Dealing in Hashish (prior conviction) (FD)
Dealing in Marijuana (amount is > 30 grams but < 10 lbs) (FD)
Dealing in Marijuana (possession w (FD)
Dealing in Marijuana (prior conviction) (FD)
Dealing in Marijuana (recipient (FD)
Dealing in Marijuana (recipient (FD)
Dealing In Marijuana, Hash Oil, Or Hashish-Amount Of Substance Involved (FC)
Dealing In Marijuana, Hash Oil, Or Hashish-Amount Of Substance Involved (FD)
Dealing In Marijuana, Hash Oil, Or Hashish-Possession w (FC)
Dealing In Marijuana, Hash Oil, Or Hashish-Possession w (FD)
Dealing in Marijuana-Deliver to Person Less than 18 Yrs (FD)
Dealing In Sawed-Off Shotgun (FD)

Dealing Schedule IV Controlled Substance - Delivery Of (FC)
Dealing Schedule IV Controlled Substance - Finance Delivery Of (FC)
Dealing Schedule IV Controlled Substance - Manufacture Of (FC)
Dealing Schedule IV Controlled Substance - Possess (FC)
Dissemination of Matter Harmful to Minors (FD)
Domestic Battery - Committed in Presence of Child Less Than 16 or Defn has Prior (FD)
Domestic Battery (FD)
Domestic Battery (MA)
Dumping Controlled Substance Waste - Chemicals (FD)
Dumping Controlled Substance Waste - Waste (FD)
Escape (FD)
Exploitation of an Endangered Adult (FD)
Failure to Appear (FD)
Failure to Return to Lawful Detention (FD)
Failure to Return to Lawful Detention (FD)
Failure to Return to Scene of Accident Resulting in Injury (Prior) (FD)
Failure to Stop After Accident Resulting in Serious Bodily Injury or Defn has Prior (FD)
Failure to Stop After Accident Resulting in Serious Injury or Death (FD)
Failure to stop and remain at scene of accident resulting in injury or death (FD)
False Reporting (FD)
Forgery (FC)
Fraud (FD)
Fraud; Credit Card; Use of Card Issued to Another w (FD)
Fraud; Credit Card; Use of Card Issued to Another w (FD)
Fraud; Credit Card; User Knew Card was Unlawfully Obtained (FD)
Fraud; Credit Card; User Misrepresents that he (FD)
Habitual Traffic Offender (FD)
Home Improvement Fraud (FD)
Identity Deception - Assume Another's Identity (FD)
Identity Deception - Harm Or Defraud Another (FD)
Identity Deception - Profess To Be Another (FD)
Identity Deception (FD)
Identity Deception; with Intent to Harm or Defraud Another (FD)
Illegal Possession of Anhydrous Ammonia or Ammonia Solution (FD)
Illegal Sex Offender Residency (FD)
Impersonation of a Public Servant (FD)
Institutional Criminal Mischief (FD)
Insurance Fraud (FD)
Intimidation (FD)
Intimidation-Defn Has Prior Conviction For Intimidation Involving Same Victim (FD)
Intimidation-Threat Communicated To Law Enforcement Officer (FD)
Intimidation-Threat CommunicTo Witness In Any Crim Proceed Against Defn (FD)
Invasion of Privacy - Viol Ex Parte Protec Order Issued Under 34-26-5 (Prior) (FD)
Invasion of Privacy - Viol NCO In Pretrial Release (FD)
Invasion of Privacy - Viol No Contact Order As Condition Of Probation (Prior) (FD)
Invasion of Privacy - Viol No Contact Order In Dispositional Decree (Prior) (FD)

Invasion of Privacy - Viol Of Order Issued By Indian Tribe (FD)
 Invasion of Privacy - Viol Of Order Issued In Another State (Prior) (FD)
 Invasion of Privacy - Viol Of Order Issued Under 35-33-8-3.2 (Prior) (FD)
 Invasion of Privacy - Viol Of Protective Order Issued Under 34-26-5 (Prior) (FD)
 Killing a Domestic Animal (FD)
 Maintaining a Common Nuisance (FD)
 Maintaining a Common Nuisance (FD)
 Money Laundering-Acquires (FD)
 Neglect Of Dependent-Dependent Abandoned (FD)
 Neglect Of Dependent-Dependent Deprived Of Education As Required By Law (FD)
 Neglect Of Dependent-Dependent Deprived Of Necessary Support (FD)
 Neglect Of Dependent-Dependent Put In Situation Endangering Dependent's Life (FD)
 Nonsupport of a Dependent Child (FD)
 Obstruction of Justice (FD) Obstruction of Justice (FD)
 Obtaining a Controlled Substance by Fraud or Deceit (FD)
 Official Misconduct (FD)
 Official Misconduct-Public Servant Commits Offense In Performance Of Official Duty (FD)
 Oper Veh While Intox'd, Prev Convntion (Ct VIII P1) (FD)
 Oper Veh While Intoxicated (Prior) (FD)
 Operating A Motor Vehicle While Intoxicated; previous convictions (FD)
 Operating A Vehicle After Being Adjudged An Habitual Traffic Offender (FD)
 Operating a Vehicle as an Habitual Traffic Violator (FD)
 Operating a Vehicle While Intoxicated (FD)
 Operating a Vehicle While Intoxicated Endangering a Person (FD)
 Operating a Vehicle While Intoxicated; one passenger was under the age of 18 (FD)
 Operating a Vehicle with a BAC of .10 or More (FD)
 Operating a Vehicle With a Schedule I or II Controlled Substance or its Metabolite i (FD)
 Operating a Vehicle with an ACE of .15 or More (FD)
 Operating Vehicle While Intoxicated; Passenger Under 18 Years of Age (FD)
 Operating Vehicle While Intoxicated; Prior Conviction (FD)
 Performance Before a Minor That Is Harmful to Minors (FD)
 Performing Sexual Conduct in the Presence of a Minor (FD)
 Perjury (FD)
 Pointing Firearm at Another Person (FD)
 Possess Anhydrous Ammonia (FD)
 Possess More Than 10 grams Precursor (FC)
 Possess More Than 10 grams Precursor-Possessed Handgun With (FC)
 Possess Two (2) or More Reagents (FD)
 Possess Two (2) or More Reagents (Intent To Manu Controlled Subst) (FC)
 Possess Two (2) or More Reagents (Intent To Manu Controlled Subst) (FD)
 Possession of a Controlled Substance (FC)
 Possession of a Controlled Substance (FD) Possession of a Narcotic Drug (FD)
 Possession of Chemical Reagents or Precursors with Intent to Manufacture (FC)
 Possession of Chemical Reagents or Precursors with Intent to Manufacture (FD)
 Possession of Child Pornography (FD)
 Possession of Cocaine (FD)

Possession of Firearm on School Property (FD)
Possession of Marijuana (FD)
Possession of Methamphetamine (FD)
Possession of More Than 10 grams Of a Drug Precursor (FD)
Possession of Paraphernalia - Prior (FD)
Possession Schedule I, II, III, or IV Controlled Substance (FD)
Possession Schedule I, II, III, or IV Controlled Substance; on School Bus (FC)
Prostitution - Two Prior Convictions Under This Section (FD)
Public Indecency (FD)
Public Nudity (FD)
Public Voyeurism - Makes Recorded Image Available On Internet (FD)
Purchasing an Animal for Use in an Animal Fighting Contest (FD)
Receiving Stolen Auto Parts (FD)
Residential Entry (FD)
Resisting Law Enforcement (FD)
Sexual Battery (FD)
Sexual Battery- Compelled To Submit To the Touching By Force (FD)
Sexual Battery- Mentally Disabled or Deficient And Unable to Consent (FD)
Sexual Misconduct with a Minor (FD)
Stalking (FD)
Strangulation (FD)
Synthetic Identity Deception; with Intent to Assume Another's Identity (FD)
Theft; Receiving Stolen Property (FC)
Theft; Valuable Metal; Relates To Transportation Safety (FC)
Torturing or Mutilating a Vertebrate Animal (FD)
Trafficking With an Inmate Outside a Facility (FD)
Unlawful Distribution (FD)
Unlawful Sale of a Precursor (FD)
Unlawful Use of Handgun License (FD)
Voyeurism (FD)
Voyeurism-Defn Peeps; Prior OR Uses Camera (FD)
Voyeurism-Enter Land; Prior OR Uses Camera (FD)
Welfare Fraud (FD)

POTENTIALLY CONVERTED TO LEVEL 5 FELONY

Alteration of Handgun Identifying Marks (FC)
Arson With Intent to Defraud (FC)
Assisting a Criminal (FC)
Auto Theft (FC)
Battery by Body Waste - Defn Knew Waste Infected w (FD)
Battery by Body Waste (vic l.e.o. and subst cont Hep B or C, HIV, or tuberculosis) (FC)
Battery Committed by Means of a Deadly Weapon or Resulting in SBI (FC)
Battery Resulting in Serious Bodily Injury (FC)
Burglary (FC)

Carrying a Handgun Without a License (FC)
Causing Death When Operating a Motor Vehicle While Intoxicated (FC)
Causing Serious Bodily Injury when Operating a Motor Vehicle While Intoxicated (FC)
Child Solicitation (FC)
Child Solicitation (FD)
Corrupt Business Influence (FC)
Crim Confinement (confine) - Vic Less Than 14 (FC)
Crim Recklessness-Shot Firearm Into Inhab Dwelling (FC)
Crim Recklessness-Use of Deadly Weapon and Inflicts SBI on Another (FC)
Criminal Confinement - Use of Vehicle (FC)
Criminal Confinement (FC)
Criminal Confinement resulting in bodily injury (FC)
Criminal Recklessness - Hazing (FC)
Criminal Recklessness (hazing; shot firearm into bldg or gathering place) (FC)
Criminal Recklessness (shot firearm into bldg or gathering place) (FC)
Dangerous Control of a Firearm (FC)
Deal Schedule I, II, III Controlled Substance-Possess w (FB)
Dealing in a Look-a-like Substance (FC)
Dealing in a Schedule IV Controlled Substance (FB)
Dealing in Cocaine or narcotic drug (FB)
Dealing in Marijuana (10 lbs or more; on a school bus) (FC)
Dealing in Marijuana (FC)
Dealing in Marijuana, Hash Oil, Or Hashish (FC)
Dealing in Methamphetamine (FB)
Disarming a Law Enforcement Officer (FC)
Escape (FC)
Failure to Register as a Sex Offender (FC)
Failure to Return to Lawful Detention (FC)
Failure to Return to Scene of Accident Resulting in Death (FC)
Failure to Stop After Accident Resulting in Death (FC)
Failure to stop and remain at scene of accident resulting in injury or death (FC)
Fraud On a Financial Institution (FC)
Home Improvement Fraud (FC)
Identity Deception (FC)
Incest (FC)
Institutional Criminal Mischief (FC)
Insurance Fraud - Prior (FC)
Insurance Fraud (FC)
Intimidation - Defendant Draws Or Uses A Deadly Weapon (FC)
Intimidation (FC)
Involuntary Manslaughter (FC)
Manufacture or Deliver or Finance the Man. or Del. of Schedule II Controlled Sub (FB)
Manufacture or Deliver or Finance the Man. or Del. of Schedule IV controlled sub. (FC)
Manufacturing a Destructive Device (FC)
Money Laundering - Value Of Proceeds (FC)
Neglect of Dependent (FC)

Neglect Of Dependent Resulting In Bodily Injury (FC)
Nonsupport of Dependent Child (FC)
Obtaining a Controlled Substance by Fraud or Deceit (FC)
Operating Motor Vehicle After Lifetime Forfeiture of Driving Privileges (FC)
Operating a Motor Vehicle After Forfeiture of License for Life (FC)
Operating a Vehicle While Intoxicated (FC)
Operating a Vehicle While Intoxicated Resulting in Death (FC)
Operating a Vehicle While Intoxicated-Endangering a Person With a Prior (FC)
Operating While Intoxicated with an ACE of .15 or more (FC)
Possession Cocaine (FB)
Possession Cocaine or Schedule I or II Narcotic (FB)
Poss Meth-Less Than 3 Grams (FB)
Possession Cocaine Or Schedule I or II Narcotic Drug - More Than 3 Grams (FC)
Possession Methamphetamine - At Least 3 Grams (FC)
Possession Methamphetamine - Defn Possessed Firearm (FC)
Possession of a Destructive Device (FC)
Possession of a Narcotic Drug (FB)
Possession of Handgun (FC)
Possession of Methamphetamine (FB)
Possession of Methamphetamine (FC)
Prisoner Possessing a Dangerous Device or Material (FC)
Promoting Prostitution (FC)
Receiving Stolen Auto Parts (FC)
Receiving Stolen Property; Valuable Metal; Telecommunications Provider (FC)
Receiving Stolen Property; Value of Property Is At Least \$100,000 (FC)
Reckless Homicide (FC)
Resisting Law Enforcement (FC)
Robbery (FC)
Sexual Misconduct (FC)
Sexual Misconduct with a Minor (FC)
Stalking - Explicit (FC)
Stalking (FC)
Stalking-Violation of No Contact Order Issued As Condition Of Probation (FC)
Theft; Value of Property Is At Least \$100,000 (FC)
Trafficking With An Inmate - Controlled Substance (FC)
Trafficking With an Inmate (FC)
Trafficking With an Inmate Outside a Facility (FC)
Transporting a Destructive Device (FC)
Unlawful Sale of a Handgun (FC)
Vicarious Sexual Gratification (FD)
Welfare Fraud (FC)

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Appendix C. Focus Group Protocol

Assessment of Local Fiscal Impact of Indiana HEA 1006 Protocol: Stakeholder Focus Group

County:	Facilitator:
# of Participants:	Date/Time:

Introduction

Hello, my name is _____, and I am with an independent research organization, American Institutes for Research. Thanks again for taking the time to speak with me today. Before we start, I'd like to provide a little background on our work, and answer any questions you might have for me.

As you know, Indiana's criminal justice system will be transformed by the changes in House Enrolled Act (HEA) 1006, which is to be enacted on July 1, 2014. The Criminal Law and Sentencing Policy Study Committee asked researchers from American Institutes for Research (AIR), an independent, third-party research firm, to conduct focus groups to gather information on the anticipated local fiscal impact to help evaluate the potential outcomes of the act.

Our conversation will focus on the changes that you anticipate with the enactment of HEA 1006, including the potential change to probation, parole, jail, and community corrections; the staff needed (if any) to support those changes; how workloads will change for criminal justice professionals; the costs and enrollment in community-based treatment programs; and the impact on victims and indigent defendants. We are conducting several stakeholder focus groups, like this one, to discuss topics related to the anticipated local fiscal impact of HEA 1006. I anticipate that this focus group will take about 60 minutes.

I want to assure you that all information obtained today will be kept confidential and will only be used for the purposes of this study. We will not use your name, and will not attribute any quotes to individuals. Our study may identify the types of organizations and counties that we visit, and will summarize findings across those counties, but will not disclose the names of the staff we met within these organizations.

[Note: Pass out description of focus groups] This document outlines the scope of the study and some of the issues I've mentioned with regard to anonymity and confidentiality. Please take a minute to read the description of the study and let me know if you have any questions. If you have no questions, please print your name and sign where indicated.

If you don't mind, I would like to record this group simply for note-taking purposes. No one outside of our data collection team will hear or have access to the recording except for transcribers of the material; it would just be for the research team's reference. If you would like me to turn off the recorder at any point, just let me know. Do I have your permission to record our conversation? Do

you have any questions before we start? [Note: If the respondents agree to be taped, turn on the tape recorder and note that you need to ask again, for the record, if you have their permission to tape the focus groups. If the respondents wish not to be recorded, take notes but do not proceed with recording.]

Introductions (5 minutes)

Before we go much further, I'd like to start by having each person introduce themselves. Please tell us how long you've been at your position and what your role(s) is at your organization. We can start with anyone. [Keep this to five minutes. This protocol is long and we need to be mindful of time.]

Now, I'd like to get started. There are several main areas that we will discuss today, but the first thing that I would like to do is to show you a short presentation on HEA 1006. Then, I'd like to discuss what you think the impact of the act will have on probation in this county, both on the number of people on probation and on staffing levels. Then we will talk about the impact on jail, on local service providers and how you think the workload on police, prosecutors, defense attorneys, and judges will be affected. After that, we will spend some time talking about the specific effects that you expect in the number of participants on parole and in community correction programs. I would also like to hear your thoughts on the impact that this act will have on crime victims and how indigent defendants might be affected. There will be time at the end to discuss challenges related to the changes needed in this county and your suggestions for how HEA 1006 can be improved.

Do you have any questions before we begin?

[NOTE: Play HEA 1006 explanatory video]

[The key informants are split into two focus groups. Focus Group 1 (FG1) is composed of a Judge, Prosecutor, Public Defender, Probation Chief and Sheriff, and will be indicated by a box with grey shading. The questions for FG1 will be listed before FG2.]

FG1

[Focus Group 2 consists of Probation, Community Corrections, Jail Commander, and Local Mental Health/ Substance Abuse Providers, and will be indicated by a box with no shading and blue text. The questions for FG2 will follow the questions for FG1.]

FG2

R1. What is the potential impact of HEA 1006 on probation?

- In your opinion, how might HEA 1006 impact the number of people on probation? *[Open focus group by having participants go around the table and provide their expectations of either increasing or decreasing numbers of individuals on probation due to the impact of HEA 1006.]*
 - *Probe as necessary*
 - Do you expect the number of people on probation to increase or decrease?

- How might impact the *type* of people on probation? *[This question is intended to determine if the individuals on probation will become higher risk for recidivism or convicted of more serious offences.]*
 - *Probe as necessary*
 - Do you expect that probationers' risk levels might change?
- What is the current capacity for your probation department and how many probationers do you have now?
- What is your current probation caseload per officer?
- Do you think your county will have to change the number of probation officers and what will it likely cost?
 - *Probe as necessary*
 - Does that cost include salary, healthcare, training, and other associated costs?
- How much does it cost your county to have someone on probation?
- Does probation currently have the resources to adequately handle someone with severe substance abuse or mental health issues? Explain. *[This question seeks to determine the level of services available for those with extreme issues with mental health or substance abuse.]*
 - *Probe as necessary*
 - How far do probationers have to travel to get to these services?
 - Are there limits to the type of mental health issues that are treatable in your jurisdiction?
 - Do substance abuse services include Detox, Intensive Out Patient (IOP), individual and group Counseling, and Aftercare?

R2. What is the potential impact of HEA 1006 on Jail?

- How might HEA 1006 impact the number of people in jail?
 - *Probe as necessary*
 - Do you think the length of average jail sentences will change?
- Do you anticipate that this statute will affect the *type* of people housed in jail? *[This question is intended to determine if the individuals incarcerated in jail will become higher risk for recidivism, or have more conduct issues.]*
 - *Probe as necessary*
 - Do you expect that prisoners' risk levels might change?
- How might HEA 1006 impact the jail in areas such as crowding, safety issues, transportation, and possible litigation?
- How might HEA 1006 impact medical care, disability access, substance abuse, and mental health treatment?
- How much does it cost to house someone in your jail?
- How might this affect jail staffing levels and what will that likely cost?
- What kind of infrastructure changes do you anticipate needing to make as a result of this statute?
 - *Probe as necessary*

- Will you need to build more facilities?
- Will you need a new computer system to accommodate the new felony levels and good time calculations?

R3. What is the potential impact of HEA 1006 on Local Service Providers?

- What are some of your most effective services?
 - *Probe as necessary*
 - How do you define effective?
 - How do you know they are effective?
- What gaps or unmet needs are there in treatment programs or services available?
- Do you know of any services or programs that are currently provided in prison that you would have difficulty replicating or affording?
- What kinds of services or programs would you like to see offered in this jurisdiction?
 - *Probe as necessary*
 - Where have you seen this program instituted before?
 - Do you know the name of a program like this elsewhere?
- Are your providers able to offer the same programs/services as other counties? What differences in services do you see?
- How might HEA 1006 impact local (non-criminal system involved) citizens if more people are using services in the community?
- Do you think that you have enough community resources (such as section 8 housing, food pantries, job training, and clothing banks) to meet your anticipated change in demand? Please explain.

R4. What is the potential impact of HEA 1006 on Courts, Police, Sheriff, and Public Safety?

- How do you expect the workload on prosecution, defense attorneys, and judges might be affected by the new statute?
 - *Probe as necessary*
 - Do you expect the courtroom workgroup to find ways to circumvent the legislation? If yes, how?
- What effect might this statute have on the number of individuals under local criminal justice supervision?
- How might this statute affect overall crime rates?
- What impact do you expect increased local control to have on recidivism rates, if any?
- How might the statute result in more proportional penalties for crime?
- How might the statute result in some convicted felons getting sentences that are either more lenient or more harsh?
- How might the statute affect plea agreement rates?

R5. What is the potential impact of HEA 1006 on Parole?

- How might HEA 1006 affect Indiana's current system of parole?

- How do you see this bill increasing or decreasing the population of IDOC and Parole?
- Will the state need to increase or decrease the number of parole officers?

R6. What is the potential impact of HEA 1006 on Community Corrections?

- How might HEA 1006 affect the number of participants in community corrections programs?
- What are the likely costs associated with that change?

R7. What is the potential impact of HEA 1006 on Crime Victims?

- How might HEA 1006 affect victims? *[This question is intended to determine if the rights of victims (IC 35-40-5) might be affected by the new legislation.]*
 - *Probe as necessary*
 - How might the right of victim notification be affected (IC 35-40-5-2)?
 - How might this affect a victim's right to freedom from harassment and intimidation (IC 35-40-5-1)?
 - How might the victim's right to have their safety considered at sentencing be affected by this legislation (IC 35-40-5-5)?

R2. What is the potential impact of HEA 1006 on Indigent Defendants?

- How might HEA 1006 affect indigent defendants? *[This question is intended to determine if an increase in availability of services will matter to those who have no money to pay for services.]*
 - *Probe as necessary*
 - What mechanisms are in place to help indigent defendants pay for treatment or services?
 - What is the capacity for payment assistance?
 - Will the current mechanisms be sufficient for the anticipated change in defendants? Please explain.

R2. What is the potential overall impact of HEA 1006 on Local Jurisdictions?

- What else would you like us to be aware of about HEA 1006?
- What do you expect the overall impact of the statute to be?
- How do you think that this will affect how you do your job?
- Will this change how others/key actors do their jobs in the criminal justice system?

FG2

R1. What is the potential impact of HEA 1006 on probation?

- In your opinion, how might HEA 1006 impact the number of people on probation? *[Open focus group by having participants go around the table and provide their expectations of*

either increasing or decreasing numbers of individuals on probation due to the impact of HEA 1006.]

- *Probe as necessary*
 - Do you expect the number of people on probation to increase or decrease?
- How might impact the *type* of people on probation? *[This question is intended to determine if the individuals on probation will become higher risk for recidivism or convicted of more serious offences.]*
 - *Probe as necessary*
 - Do you expect that probationers' risk levels might change?
- What is the current capacity for your probation department and how many probationers do you have now?
- What is your current probation caseload per officer?
- How much does it cost your county to have someone on probation?
 - *Probe as necessary*
 - Is that cost per year?
- Does probation currently have the resources to adequately handle someone with severe substance abuse or mental health issues? Explain. *[This question seeks to determine the level of services available for those with extreme issues with mental health or substance abuse.]*
 - *Probe as necessary*
 - How far do probationers have to travel to get to these services?
 - Are there limits to the type of mental health issues that are treatable in your jurisdiction?
 - Do substance abuse services include Detox, Intensive Out Patient, and Aftercare?

R2. What is the potential impact of HEA 1006 on Jail?

- How might HEA 1006 impact the number of people in jail?
 - *Probe as necessary*
 - Do you think the length of average jail sentences will change?
- Do you anticipate that this statute will affect the *type* of people housed in jail? *[This question is intended to determine if the individuals incarcerated in jail will become higher risk for recidivism, or have more conduct issues.]*
 - *Probe as necessary*
 - Do you expect that prisoners' risk levels might change?
- How might HEA 1006 impact the jail in areas such as crowding, safety issues, transportation, and possible litigation?
- How might HEA 1006 impact medical care, disability access, substance abuse, and mental health treatment?
- How much does it cost to house someone in your jail?
- How might this affect jail staffing levels and what will that likely cost?
- What kind of infrastructure changes do you anticipate needing to make as a result of this statute?

- *Probe as necessary*
 - Will you need to build more facilities?
 - Will you need a new computer system to accommodate the new felony levels?

R3. What is the potential impact of HEA 1006 on Local Service Providers?

- What are some of your most effective services?
 - *Probe as necessary*
 - How do you define effective?
 - How do you know they are effective?
- Are there available services in this county that are not currently being used? Why not?
- What gaps or unmet needs are there in treatment programs or services available?
- What kinds of services or programs would you like to see offered in this jurisdiction?
 - *Probe as necessary*
 - Where have you seen this program instituted before?
 - Do you know the name of a program like this elsewhere?
- Are your providers able to offer the same programs/services as other counties? What differences in services do you see?
- How might HEA 1006 impact local (non-criminal system involved) citizens if more people are using services in the community?
- Do you think that you have enough community resources (such as section 8 housing, food pantries, job training, and clothing banks) to meet your anticipated change in demand?

R4. What is the potential impact of HEA 1006 on Courts, Police, Sheriff, and Public Safety?

- How do you expect the workload on police, prosecution, defense attorneys, and judges might be affected by the new statute?
 - *Probe as necessary*
 - Do you expect the prosecutors and judges to find ways to circumvent the legislation? If yes, how?
- What effect might this statute have on the number of individuals under local criminal justice supervision?
- What impact do you expect increased local control to have on recidivism rates, if any?
- How might the statute result in some convicted felons getting sentences that are either more lenient or more harsh?

R5. What is the potential impact of HEA 1006 on Parole?

- How might HEA 1006 affect Indiana's current system of parole?
- How do you see this bill increasing or decreasing the population of IDOC and Parole?

R6. What is the potential impact of HEA 1006 on Community Corrections?

- How might HEA 1006 affect the number of participants in community corrections programs?

R7. What is the potential impact of HEA 1006 on Crime Victims?

- How might HEA 1006 affect victims? *[This question is intended to determine if the rights of victims (IC 35-40-5) might be affected by the new legislation.]*
 - *Probe as necessary*
 - How might the right of victim notification be affected (IC 35-40-5-2)?
 - How might this affect a victim's right to freedom from harassment and intimidation (IC 35-40-5-1)?
 - How might the victim's right to have their safety considered at sentencing be affected by this legislation (IC 35-40-5-5)?

R8. What is the potential impact of HEA 1006 on Indigent Defendants?

- How might HEA 1006 affect indigent defendants? *[This question is intended to determine if an increase in availability of services will matter to those who have no money to pay for services.]*
 - *Probe as necessary*
 - What mechanisms are in place to help indigent defendants pay for treatment or services?
 - What is the capacity for payment assistance?
- Will the current mechanisms be sufficient for the anticipated change in defendants? Please explain.

R9. What is the potential overall impact of HEA 1006 on Local Jurisdictions?

- What else would you like us to be aware of about HEA 1006?
- What do you expect the overall impact of the statute to be?
- How do you think that this will affect how you do your job?
- Will this change how others/key actors do their jobs in the criminal justice system?

I appreciate your willingness to participate in this focus group. Thank you very much for your time.

Appendix D. Survey of Local Services

Survey appears starting on next page.

Assessment of Local Fiscal Impact of HEA 1006

*** 1. Assessment of Local Fiscal Impact of HEA 1006: Survey Participation Electronic Consent**

Purpose

The purpose of this study is to assess the local fiscal impact of HEA 1006. This study is being conducted by Roger Jarjoura with the American Institutes for Research on behalf of the Criminal Law and Sentencing Summer Committee Working Group. You are being invited to participate in this survey because you have been identified as being knowledgeable about treatment and services for adult offenders in your county. It is important that the information you provide is as detailed as possible. Some of the questions may ask for information that you will have to look for. This may cause the survey to take a little longer, but the information that you will provide is very important for the study.

Risks and Discomfort

There are no anticipated risks of participation in this online survey. The questions we will ask are not related to you or your employer. The survey will not ask for any information that will enable us to identify you or the organization you work for. We are asking for your professional opinion on services available in your county only. Your participation in this study is voluntary. If you decide to participate in this survey, you may withdraw at any time. If you decide not to participate in this survey or if you withdraw from participating at any time, you will not experience any negative repercussions.

Benefits

There is a need for an objective study and analysis as to the fiscal impact of HEA 1006 on local jurisdictions and local criminal justice agencies. A more definite understanding of the fiscal impact on state and county level corrections, probation, community corrections, treatment programs and public safety professionals is desired by stakeholders and an objective study by an independent entity is important. Your participation in the survey is important in this respect.

Freedom to Withdraw

Assessment of Local Fiscal Impact of HEA 1006

Your participation in this survey is completely voluntary. You may skip any question and you may stop filling out the survey at any time.

Privacy

Responses to this survey will be used for research purposes only. The reports prepared for the study will summarize findings across agencies in Indiana and will not associate responses with an individual. Your name will not be associated with the data collected during the survey in any fashion.

More Information

If you would like more information about this survey, you may contact the Principal Researcher, G. Roger Jarjoura, at the American Institutes for Research at 317-408-9274 or at rjarjoura@air.org. For questions regarding your rights as a subject participating in this research, please contact the Institutional Review Board (IRB) at IRBChair@air.org or toll free at 1-800-634-0797.

ELECTRONIC CONSENT:

Clicking on the "AGREE" button indicates that:

- You have read the Purpose, Risks and Discomfort, Benefits, Freedom to Withdraw, Privacy, and More Information sections provided**
- You voluntarily agree to participate**
- You are at least 18 years of age**

If you do not wish to participate in the study, decline participation by clicking the "DISAGREE" button.

- Agree
- Disagree

2. Which agency are you responding on behalf of?

3. In which county is your agency located?

***4. Are you aware of any of the following services available at the local level to offenders in your jurisdiction?**

- **Substance Abuse**
- **Mental Health**
- **Employment Assistance/Job Skills Training**
- **Education**
- **Anger Management**
- **Food and Clothing Assistance**
- **Transportation Assistance**
- **Housing/Homelessness Services**

Yes

No

Substance Abuse

***5. Are you aware of substance abuse services available at the local level for offenders in your jurisdiction?**

- Yes
- No

Substance Abuse

6. List the services that your jurisdiction uses for substance abuse treatment.

7. What are the costs for these services (please provide as much detail as possible)?

8. How are these services funded?

9. How many clients are being served annually with current services?

10. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Mental Health

***11. Are you aware of mental health services available at the local level for offenders in your jurisdiction?**

- Yes
- No

Mental Health

12. List the services that your jurisdiction uses for mental health treatment.

13. What are the costs for these services (please provide as much detail as possible)?

14. How are these services funded?

15. How many clients are being served annually with current services?

16. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Employment Assistance/Job Skills Training

***17. Are you aware of employment assistance/job skills training services available at the local level for offenders in your jurisdiction?**

Yes

No

Employment Assistance/Job Skills Training

18. List the services that your jurisdiction uses for employment assistance/job training.

19. What are the costs for these services (please provide as much detail as possible)?

20. How are these services funded?

21. How many clients are being served annually with current services?

22. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Education

***23. Are you aware of education services available at the local level for offenders in your jurisdiction?**

Yes

No

Assessment of Local Fiscal Impact of HEA 1006

Education

24. List the services that your jurisdiction uses for education for adults (e.g., GED, college, vocational training).

25. What are the costs for these services (please provide as much detail as possible)?

26. How are these services funded?

27. How many clients are being served annually with current services?

28. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Anger Management

***29. Are you aware of anger management services available at the local level for offenders in your jurisdiction?**

Yes

No

Anger Management

30. List the services that your jurisdiction uses for general counseling programs (e.g., anger management, antisocial thinking, and so on).

31. What are the costs for these services (please provide as much detail as possible)?

32. How are these services funded?

33. How many clients are being served annually with current services?

34. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Food and Clothing Assistance

*** 35. Are you aware of food and clothing assistance services available at the local level for offenders in your jurisdiction?**

Yes

No

Food and Clothing Assistance

36. List the services that your jurisdiction uses for food and clothing assistance.

37. What are the costs for these services (please provide as much detail as possible)?

38. How are these services funded?

39. How many clients are being served annually with current services?

40. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Transportation Assistance

***41. Are you aware of transportation assistance services available at the local level for offenders in your jurisdiction?**

- Yes
- No

Transportation Assistance

42. List the services that your jurisdiction uses for transportation assistance.

43. What are the costs for these services (please provide as much detail as possible)?

44. How are these services funded?

45. How many clients are being served annually with current services?

46. What is the current capacity for the services that you are using (maximum number of people that could be served)?

Housing/Homelessness Services

***47. Are you aware of housing/homelessness assistance services available at the local level for offenders in your jurisdiction?**

- Yes
- No

Housing/Homelessness Services

48. List the services that your jurisdiction uses for housing and homelessness assistance.

49. What are the costs for these services (please provide as much detail as possible)?

50. How are these services funded?

51. How many clients are being served annually with current services?

52. What is the current capacity for the services that you are using (maximum number of people that could be served)?

53. What would you consider some of your most effective services?

54. How do you define "effective"?

55. How do you know they are effective?

Assessment of Local Fiscal Impact of HEA 1006

56. What available services in this county are not currently being used?

57. Why are they not currently used?

58. What gaps or unmet needs are there in available treatment programs or services?

59. What services or programs would your jurisdiction have difficulty replicating or affording that are currently provided in prison?

60. If resources were unlimited, what new services or programs would you like to see offered in this jurisdiction?

61. What differences do you see between the programs/services that local providers are able to offer and what other jurisdictions are able to offer?

62. Do you think that you have enough community resources (such as section 8 housing, food pantries, job training, and clothing banks) to meet your current demand? Please explain.

END OF SURVEY

Thank you for participating in this survey. Your responses are greatly appreciated. Please click "Done" to complete the survey.

Appendix E. Survey of Jail Services

Survey appears starting on next page.

Jail Services Inventory (Indiana HEA 1006 Study)

Assessment of Local Fiscal Impact of HEA 1006: Survey Participation Electro...

Purpose

The purpose of this study is to assess the local fiscal impact of HEA 1006. This study is being conducted by Roger Jarjoura with the American Institutes for Research on behalf of the Criminal Law and Sentencing Policy Summer Committee Working Group. You are being invited to participate in this survey because you have been identified as being knowledgeable about treatment and services for adult offenders in your county. It is important that the information you provide is as detailed as possible. Some of the questions may ask for information that you will have to look for. This may cause the survey to take a little longer, but the information that you will provide is very important for the study.

Risks and Discomfort

There are no anticipated risks of participation in this online survey. The questions we will ask are not related to you or your employer. The survey will not ask for any information that will enable us to identify you or the organization you work for. We are asking for your professional opinion on services available in your county only. Your participation in this study is voluntary. If you decide to participate in this survey, you may withdraw at any time. If you decide not to participate in this survey or if you withdraw from participating at any time, you will not experience any negative repercussions.

Benefits

There is a need for an objective study and analysis as to the fiscal impact of HEA 1006 on local jurisdictions and local criminal justice agencies. A more definite understanding of the fiscal impact on state and county level corrections, probation, community corrections, treatment programs and public safety professionals is desired by stakeholders and an objective study by an independent entity is important. Your participation in the survey is important in this respect.

Freedom to Withdraw

Your participation in this survey is completely voluntary. You may skip any question and you may stop filling out the survey at any time.

Jail Services Inventory (Indiana HEA 1006 Study)

Privacy

Responses to this survey will be used for research purposes only. The reports prepared for the study will summarize findings across agencies in Indiana and will not associate responses with an individual. Your name will not be associated with the data collected during the survey in any fashion.

More Information

If you would like more information about this survey, you may contact the Principal Researcher, G. Roger Jarjoura, at the American Institutes for Research at 317-408-9274 or at rjarjoura@air.org. For questions regarding your rights as a subject participating in this research, please contact the Institutional Review Board (IRB) at IRBChair@air.org or toll free at 1-800-634-0797.

ELECTRONIC CONSENT:

Clicking on the "AGREE" button indicates that:

- You have read the Purpose, Risks and Discomfort, Benefits, Freedom to Withdraw, Privacy, and More Information sections provided**
- You voluntarily agree to participate**
- You are at least 18 years of age**

If you do not wish to participate in the study, decline participation by clicking the "DISAGREE" button.

AGREE

DISAGREE

County Identification

It helps us to know what county you represent.

***What is your county?**

Jail Services Inventory (Indiana HEA 1006 Study)

What is your jail's capacity?

What is the annual budget total for your jail (if the exact amount is not known, please estimate)?

Jail Population

What was your average jail population in 2012?

How many were pre-conviction?

How many were post-conviction?

Work-Release Programs

*** Does your county have a work-release program?**

- Yes
 No

Work-Release Programs (cont'd)

The questions on this page pertain to any work-release programs that you currently operate.

Is it housed in the jail?

- Yes
 No

Who administers this program?

What is the capacity (i.e., how many people) of this program?

What is the annual total cost of the work-release program?

Jail Services Inventory (Indiana HEA 1006 Study)

How much of the funding is from grants?

Where does the remainder of the funding come from?

Alcohol Services

***Does your jail offer alcohol addiction services?**

Yes

No

Alcohol Services (cont'd)

The questions on this page pertain to any alcohol addiction services provided at your jail.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Where does the funding come from for these services?

Drug Addiction Services

***Does your jail offer drug addiction services?**

Yes

No

Jail Services Inventory (Indiana HEA 1006 Study)

Drug Addiction Services (cont'd)

The questions on this page relate to any services provided at your jail that target drug addiction of the offenders.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Where does the funding come from for these services?

Educational Services

*** Does your jail offer educational services?**

Yes

No

Educational Services (cont'd)

The questions on this page relate to any services provided at your jail related to education for the offenders.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

Jail Services Inventory (Indiana HEA 1006 Study)

What is the annual cost for these services?

Where does the funding come from for these services?

Career/Employment Assistance Services

***Does your jail offer career/employment assistance services?**

Yes

No

Career/Employment Assistance Services (cont'd)

The questions on this page relate to any services provided at your jail that target career/employment assistance for the offenders.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Where does the funding come from for these services?

Medical Services

Jail Services Inventory (Indiana HEA 1006 Study)

*** Does your jail offer medical services?**

Yes

No

Medical Services (cont'd)

The questions on this page relate to any services provided at your jail that target medical services for the offenders.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Where does the funding come from for these services?

Cognitive-Behavioral Treatment Services

*** Does your jail offer cognitive/behavioral programs (such as anger management, stress management, parenting, Thinking for a Change)?**

Yes

No

Cognitive-Behavioral Treatment Services (cont'd)

The questions on this page relate to any services provided at your jail that target cognitive-behavioral treatment services for the offenders.

Jail Services Inventory (Indiana HEA 1006 Study)

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Where does the funding come from for these services?

Reentry Services

*** Does your jail offer reentry services?**

Yes

No

Reentry Services (cont'd)

The questions on this page relate to any services provided at your jail that target reentry services for the offenders.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Jail Services Inventory (Indiana HEA 1006 Study)

Where does the funding come from for these services?

Religious Services

***Does your jail offer religious services?**

Yes

No

Religious Services (cont'd)

The questions on this page relate to any services provided at your jail that target religious services for the offenders.

Please describe the services that are provided:

Who administers these services?

How many offenders may participate in these services?

What is the annual cost for these services?

Where does the funding come from for these services?

Other Programs or Services

The questions on this page pertain to any other programs or services you offer at the jail that we have not already asked you about.

What other programs or services are provided at your jail?

Jail Services Inventory (Indiana HEA 1006 Study)

What would you like us to know about these other programs and services?

Evidence-Based Programs and Services

The questions on this page pertain to any programs or services provided at your jail that you consider to be evidence-based.

Are any of the services or programs offered at your jail "evidence-based"?

- Yes
- No

If yes, please tell us which programs or services are evidence-based.

What do you mean by "evidence-based"?

Final Question

Here is a chance for you to tell us anything else that we haven't already asked about that you believe is important for us to know.

What else would you like us to know about your jail?

Survey is Complete--Thank You!

Thank you for taking the time to respond to our survey! Your input is greatly appreciated.

Appendix F. Presentation of Report to the Criminal Law and Sentencing Policy Study Committee

A handout from the presentation to the Criminal Law and Sentencing Policy Study Committee appears starting on the next page.

Assessing the Local Impact of HEA 1006: Findings and Recommendations

Presentation to the Criminal Law and Sentencing Policy Study Committee, December 19, 2013



1

There are Concerns

- Local jurisdictions expressed apprehension about the changes are going to mean, particularly with regard to their existing resources
- Concern about the changes in law translating to savings for state, but increases in costs to local level. How do we make sure this isn't just a good situation for DOC and the state?
- 2014 budgets are already in place or will be shortly and there is no sense of the impact that HEA 1006 will have on the budgets



2

There is a Desire for More Time

- Those surveyed want to have enough attention to planning and messaging, and we heard often it may make sense to delay the effective date for HEA 1006
- How do we increase the logical consistency of the full package (i.e., the penalties for violating the driving laws create situations where the person is potentially unable to work or support family, complicating the reentry/desistance)



3

What about Resources?

- Resources are going to be necessary to achieve the objectives as people understand them to be. It was suggested that in the short run, it may be more costly to build up the capacity of the local community to effectively treat the offenders, than to simply send to prison. In the long run, we should, though, realize cost savings.
- There are funding implications if fewer people go to DOC and then there is less DOC hold business for the local jails.



4

Tie Resources to Outcomes?

- Tie resources to outcomes—larger counties, in particular, are willing to be held accountable
- There is support for the key focus to be on reducing recidivism—programs should be effective in reducing recidivism or do not fund

Risk-Based Approaches

- This has to be about reducing recidivism by paying attention to criminogenic risk—good risk assessment and then evidence-based programming
 - Can we have experts in state agencies that are available to assist us in keeping us informed about EBPs
 - It is also about being data-driven. This is not generally happening in this state.
 - Important to have local control over how the resources are allocated but guided by principles (“if we had any idea of the volume of the offenders so that we can start doing long term planning on bed space, program capacity, etc.”)

There are Important Gaps

- Problem-solving courts are seen as a critical and popular strategy and should be expanded and resourced
- Needed: mental health treatment, substance abuse treatment, GPS monitoring
- To serve the needs in rural and small communities, we may want to look to regional partnerships, regional providers/facilities (work release, mental health treatment, detox facilities, in-patient treatment centers)

Other Gaps

- Need services for female clients
- Need to address family issues
- Important for continuum of services—aftercare/reentry services

Evidence-Based Practices

- Everyone supports the notion of implementing what works (EBPs), but there is not operational/structural support to bring this about—
 - Agencies having to find their own funding and then not being able to implement program services because of the factors that drive the "business-as-usual"
 - Important to cultivate and nurture a culture of piloting EBPs
 - Key principles for implementation
 - Staff training
 - Resources
 - Monitoring: data-driven

Leadership Matters

- Silos are in place—we found strong leaders of agencies—what is important is strong, and effective, leaders of movements

How to Fund?

- Make sure there is enough funding/resources for all segments of the criminal justice system—needs to be a coordinated response. It can't be a focus on the needs/problems of only one agency/segment.
- New funding should not come through county councils or through any one agency (probation, DOC), but should be distributed through a coordinating council that features the various criminal justice agencies and stakeholders
- Introducing new programming must not be funded by user fees—Vouchers for service are recommended

Models To Import/Expand

- Client-centered Recovery-Oriented System-of-Care model
- Cognitive-Behavioral Treatments
- Effective Practices in Community Supervision (EPICS)
- Problem-Solving Courts
- Deterrence-Focused Probation Supervision
- Recidivism Deterrent Systems
- Education Programs
- Employment Preparation and Assistance/Support
- Community-based Residential Treatment

Important to Pilot Efforts

- Build Evidence
- Comparison Groups
- Outcome Data

Funding Incentive Models: Success-Oriented Funding

- Grants are awarded to local jurisdictions if they meet “specific, measurable goals” and bonus dollars may be awarded for meeting those goals. This is way for the state to guide the local jurisdictions to public policy goals with specific performance measures. (Chettiar et al., 2013)

Funding Incentive Models: Competitive State Grants

- Grants are awarded to local jurisdictions if they provide evidence of results. The local jurisdictions would show that they were already meeting goals set by the state or the funding agency (i.e., ICJI).

Funding Incentive Models: Performance-Incentive Funding

- States provide bonus dollars to local jurisdictions if they deliver services in such a way (and obtain outcomes) that save the state money.

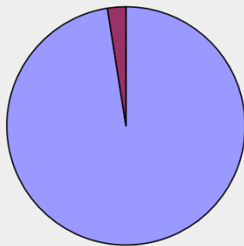
Estimating the Impact

- Of those sentenced to prison, 42% were assessed High Risk on substance abuse. Of those maintained in the community, 29% were assessed High Risk on this same domain.
- Of those sentenced to prison, 25% were assessed High Risk on criminal attitudes and behavioral patterns. Of those maintained in the community, 15% were assessed High Risk on this same domain.
- Of those sentenced to prison, 47% were assessed High Risk on their education, employment and financial situation. Of those maintained in the community, 30% were assessed High Risk on this same domain.

Estimating the Impact

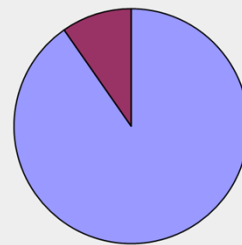
- Of those most likely to not go to DOC after HEA 1006, we estimate up to 3,784 offenders will stay in the community that are assessed to be high risk for substance abuse. More than 40% of those that would not be going to DOC are assessed high risk on substance abuse.
- Of those most likely to not go to DOC after HEA 1006, we estimate up to 4,125 offenders will stay in the community that are assessed to be high risk on their education, employment and financial situation.
- Of those most likely to not go to DOC after HEA 1006, we estimate up to 2,158 offenders will stay in the community that are assessed to be high risk on criminal attitudes and behavioral patterns.

Are you aware of substance abuse services available at the local level for offenders in your jurisdiction?

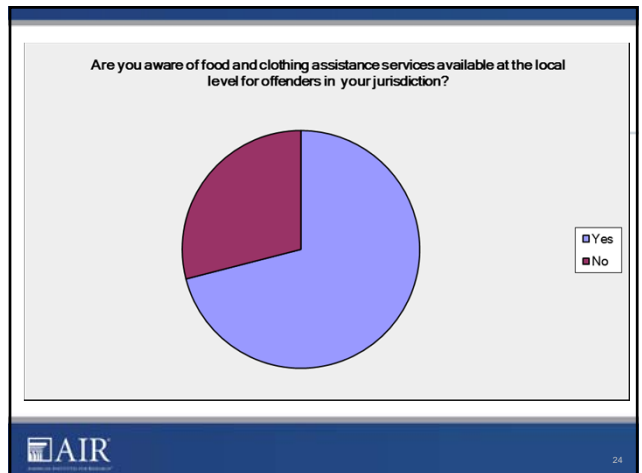
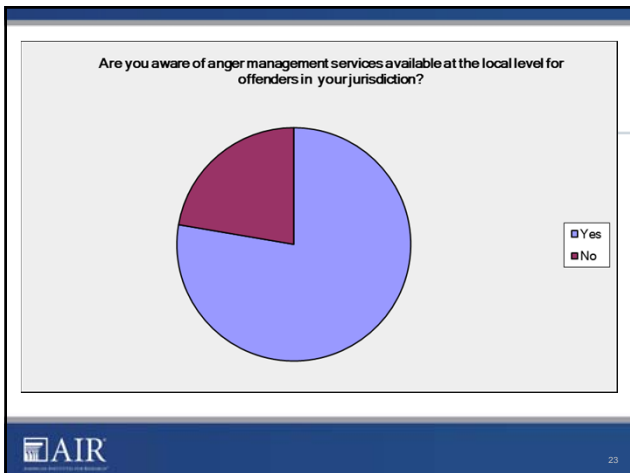
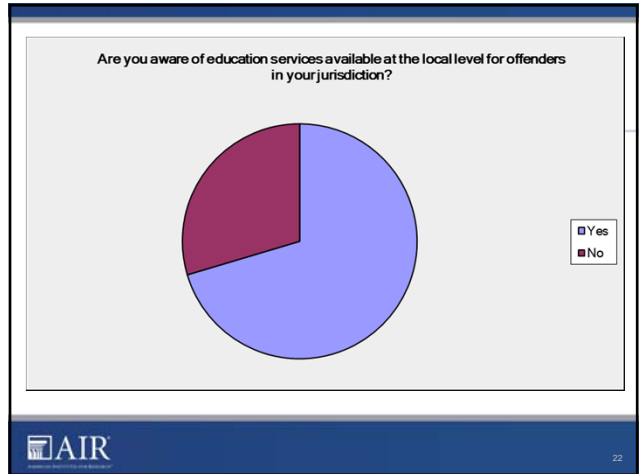
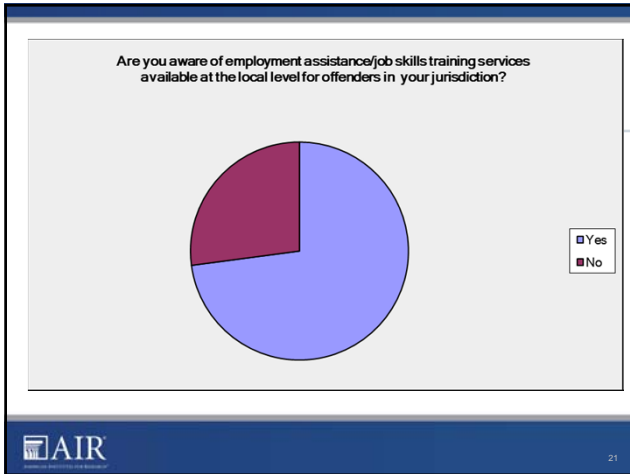


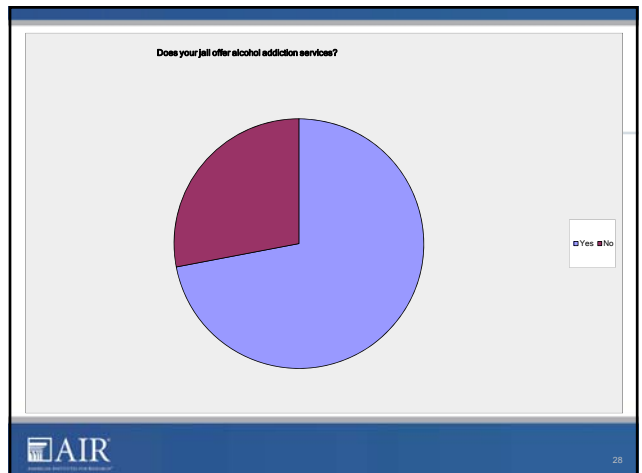
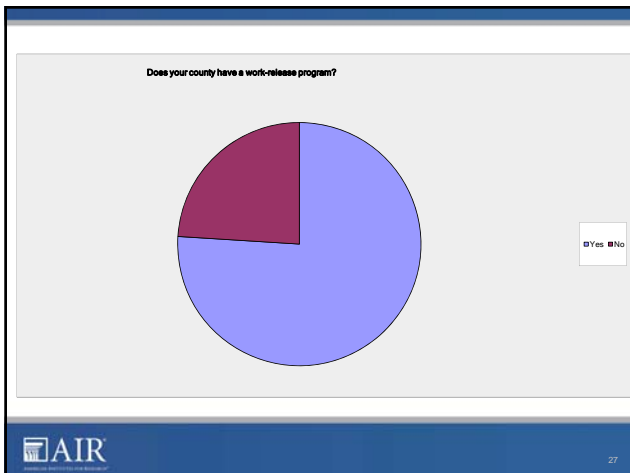
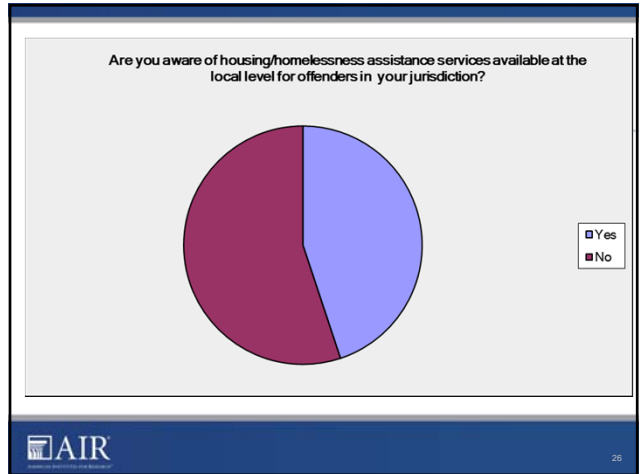
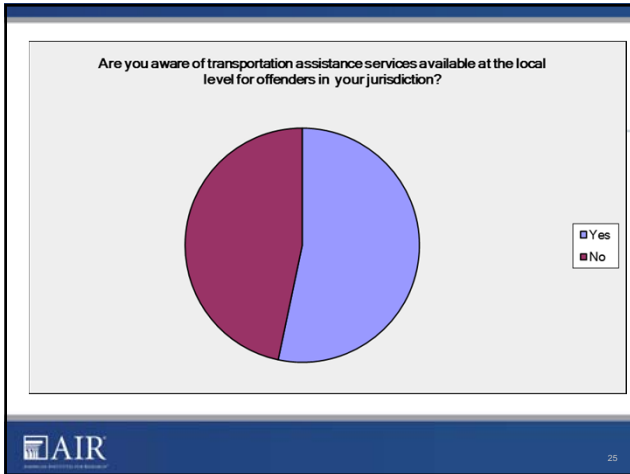
■ Yes
■ No

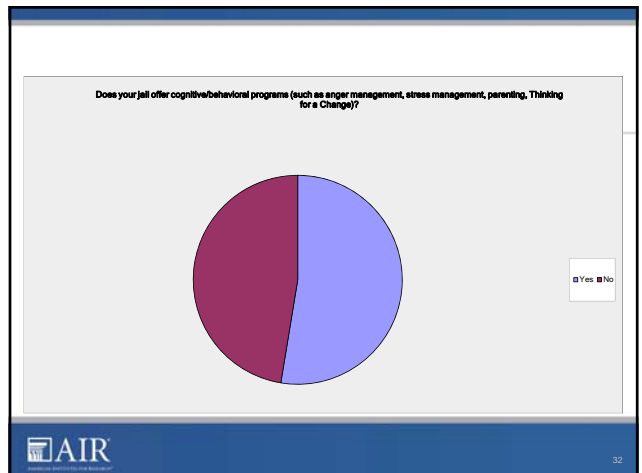
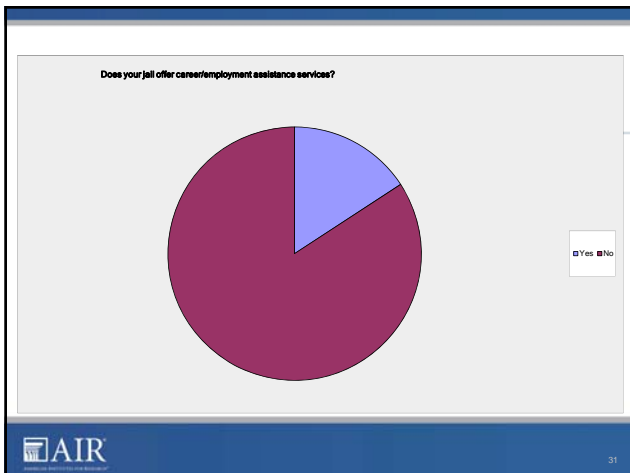
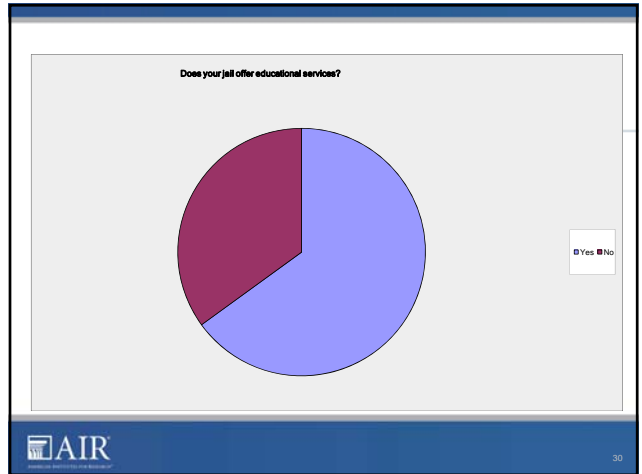
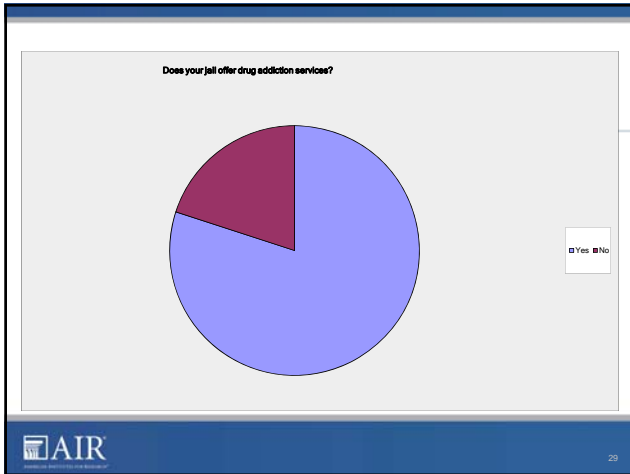
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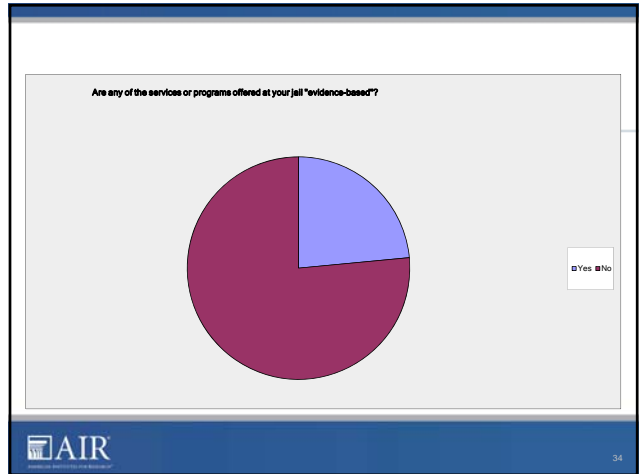
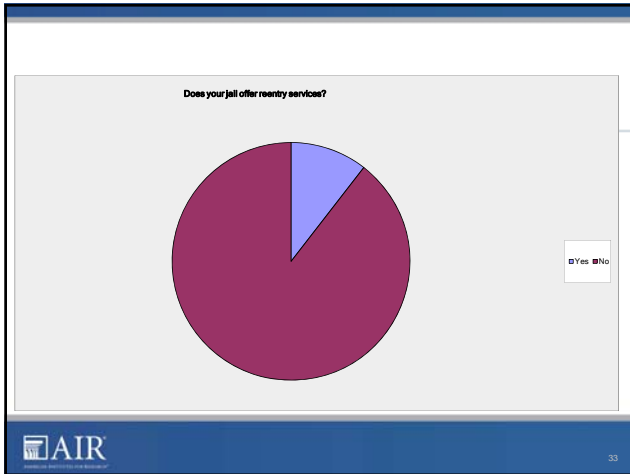


■ Yes
■ No









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Appendix G. Acknowledgments

A study of this size and scope would not have been possible in the relatively short period of time that we were allotted without the assistance of many others. We would like to acknowledge the significant contributions others made so it possible for us to complete this project.

As a team of three, we could not have accomplished as much as we did without the support of the Research Director at the Indiana Criminal Justice Institute, Joshua Ross, and his staff: Andrew Rodeghero, Christine Reynolds, and Garrett Mason. We also had some additional support from a Research Associate from the Maryland office of AIR, Ryan Basen.

The Working Group from the Criminal Law and Sentencing Policy Study Committee, under the leadership of Rep. Greg Steuerwald, provided guidance during the planning for this study and helped us connect with the respondents for our surveys and focus groups. Jennifer Thuma, from the Indiana Prosecuting Attorneys Council, was our primary liaison to the Working Group and helped us make the connections we needed to collect all the data for this project.

The quantitative data that we analyzed for this study was provided by the Judicial Technology & Automation Committee (JTAC). We are indebted to Lisa Thompson, Mary DePrez, and Todd Lynch, for their assistance in making the data available and for helping to clarify the data definitions.

We could not have gathered data from the range of respondents and focus group participants without the support from a number of people who reached out, on our behalf, through their own networks to encourage participation in this study. We need to thank David Powell (the Indiana Prosecuting Attorneys Council), Jane Seigel and Jennifer Bauer (the Indiana Judicial Center), Larry Landis (the Indiana Public Defender Council), Linda Brady (the Probation Officers Professional Association of Indiana), and Stephen Luce (Indiana Sheriffs' Association).

We also were fortunate along the way to have the benefit of being able to sit down with some people in key roles to help us understand some of the critical questions we needed to address in the course of our study. Our heartfelt thanks go out to the following persons for taking time to share their wisdom with us: Thomas Stucky (School of Public and Environmental Affairs, IUPUI), Robert Ohlemiller (Marion County Jail), Mike Lloyd (Indiana Department of Correction), Chris Cunningham (Grant County Community Corrections), Tammy O'Neill (Porter County Community Corrections), April Schmid (Community Solutions), Linda Grove-Paul (Centerstone), Jennifer Fillmore (Centerstone), Jim Gilliam (Corrisoft), and Brian Poe (Corrisoft).

Finally, we were fortunate to have one or more persons in each of the identified counties help with the coordination for the focus groups. These persons helped us get the focus

groups on the schedule and worked at the local level to make sure we had representation from the key agencies. We thank the following individuals for all they did.

Allen County

Hon. Thomas Felts
Eric Zimmerman

Greene County

Mike Pate

Grant County

Chris Cunningham
Cindy McCoy

Hendricks County

Todd McCormack
Catherine Haines

Lawrence County

Nedra Fleetwood

Marion County

Christine Kerl
Scott Hohl

Monroe County

Bonnie Austin
Linda Brady

Parke County

Hon. Sam Swain
Laird Thompson
Dani Snider

St. Joseph County

Jesse Carlton

Starke County

John Thorstad

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