



COUNTY ADMINISTRATOR
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TO: Martha Kern, Chair
Ways & Means Committee

THROUGH: Robert E. Guenzel
County Administrator

FROM: Joseph DeGraff, Manager
Community Corrections

Dan Dwyer
Trial Court Administrator

DATE: July 18, 2001

SUBJECT: FY 2002 Comprehensive Community Corrections Application

BOARD ACTION REQUESTED:

The Washtenaw County/City of Ann Arbor Community Corrections Advisory Board is requesting the ratification of the County Administrator's signature on the FY 2002 Comprehensive Community Corrections Application for continuation funding for Community Corrections Programs to the Michigan Department of Corrections / Office of Community Corrections in the amount of \$1,123,587 for the period of October 1, 2001 through September 30, 2002; authorizing the Administrator to sign the Notice of Grant Award; amending the budget; and authorizing the Administrator to sign the delegate contracts. It is requested that this item be considered at both Ways & Means Committee and the Board in the same night to meet the deadline for funding consideration.

BACKGROUND:

In November 1991, Washtenaw County and the City of Ann Arbor developed a Comprehensive Corrections Plan pursuant to Public Act 511 (PA 511) for the purpose of offering diversion and alternative sentencing options to the Washtenaw County Criminal Court. The Washtenaw County Board of Commissioners approved the original Comprehensive Corrections Plan on November 9, 1991 by resolution number 91-0280.

After a State funding cut to less than \$100,000 in FY 93/94, the State restored \$339,085 in grant funding to the Washtenaw County / City of Ann Arbor Community Corrections program in FY 1994/95. In subsequent years, the program evolved and grew, bolstered by additional grant funding.

Fiscal Year	Amount	Description	Total
1995 / 96	\$526,595	Programs / Services	\$526,595
1996 / 97	\$556,000 \$672,000 \$24,000	Programs / Services Minimum Security Grant Program Revenue	\$1,252,000
1997/ 98	\$753,000 \$320,000 \$50,000	Programs / Services Local Facility Expansion Grant Program Revenue	\$1,123,000
1998 / 99	\$758,182 \$50,000	Programs / Services Program Revenue	\$808,182
1999 / 00	\$795,000 \$6,000 \$105,000	Programs / Services Technical Assistance – File Server Program Revenue	\$906,000
2000 / 01 (Amended)	\$940,020 \$142,000 \$42,490	Programs / Services Program Revenue General Fund Support	\$1,124,510
2001 / 02*	\$813,315 \$122,000 \$99,900 \$88,372	Programs / Services Program Revenue General Fund Support In Kind Contributions	\$1,123,587

* Proposed

For FY 00-01, the Board of Commissioners established the Community Corrections budget for the first quarter only, with the stipulation that a program evaluation be conducted prior to review of a budget proposal for the remainder of the year. On 11/30/00, the Board of Commissioners approved an amended Community Corrections budget for the remainder of the fiscal year that included less aggressive revenue projections, cuts in administrative expenses, and reallocation of staff duties to offset the elimination or the leaving vacant of staff positions. Funding for client program services remained intact. The Board of Commissioners approved General Fund support of \$42,490 for the year in addition to renewing previous support through waiver of the Cost Allocation Plan.

The mission of Community Corrections to a) reduce prison commitments for non-violent offenders, b) protect public safety and reduce jail crowding so that priority for scarce and costly jail beds will be reserved for dangerous offenders, and, c) improve treatment effect to reduce recidivism through credible alternatives to incarceration, aligns with County Guiding Principles to ensure provision of mandated services, reduce the cost of doing business and promote intra-governmental cooperation to improve services, and focus on the root causes of problems. Community Corrections is uniquely positioned within the Trial Court in that services span the spectrum of the criminal justice system from pre-trial intervention to jail-based programming to treatment initiatives aimed at probationers and parolees.

DISCUSSION:

Fiscal Year 2001/02 promises to be another successful year for Community Corrections. For FY 2000/01, prison commitment rates are at a record low level and both the number of clients enrolled in, and successfully completing, the intensive supervision programs have improved over the previous year. Program enhancements for FY 2001/02 are aimed at improving the efficiency of the jail-based programs and improving service delivery towards the increasing number of technical probation violators. An evaluation piece will provide information on critical

performance measures, such as the impact of client program participation on sentencing outcomes, probation violation, and recidivism.

The FY 2001/02 budget request reflects the following fiscal realities:

- a) The State has projected no grant increases for the coming year;
- b) The expiration of the Byrne Grant will result in a funding loss of \$47,900;
- c) A projected increase in staff salary and fringe benefit costs of approximately \$15,000 due to standard increases;
- d) The decision to leave the Manager position vacant during the first quarter of FY 2000/01 was a one-time measure to net approximately \$18,000 in personnel savings and is not a viable strategy for the upcoming year.

In response, the FY 2001/02 application includes provisions to contain costs and increase the success of the Community Corrections programs through the following initiatives:

Strategically allocate existing resources towards higher need cases

A new initiative provides for using risk assessment to determine initial supervision level for the Pre-Trial Program. Research supporting the "Principles of Effective Intervention" demonstrates that supervision programs work best when high-risk offenders receive intensive services and low-risk offenders receive minimal intervention. This approach creates program capacity consistent with the triage concept by providing a limited supply of resources to those most in need. Preliminary data supports the value of the assessment tool now used in identifying clients most likely to be incarcerated at sentencing and those least likely to succeed in the program. The change will allow continued program growth at no additional staffing costs.

Expand access to cognitive skills programming with an emphasis on employment retention, education, and substance abuse treatment

A new initiative will restructure The Day Reporting Program to require offenders to meet needs-based objectives rather than the existing practice of participating in the program for a predetermined period of time. This will allow program success to be measured by achievement of objectives in the areas of employment retention, education attainment, and cognitive skills and/or substance abuse treatment completion. There is no additional cost associated with this change.

Collaborate with existing County & State funded programs

Existing contracts for substance abuse assessment and job development will be shifted from contracted providers (Referral Systems Incorporated and Options Center) to locally funded agencies (ACCESS and Harriet Street Center) since these programs are open to all county residents. Reliance on the Intermediate School District to provide educational services will continue. Collaboration will save an estimated \$17,000 and are included in In-Kind Contributions.

Creating a needed full-time position to enhance existing service delivery in the jail-based programs

A new initiative seeks funding for a Jail Population Monitor position to serve as a gatekeeper to jail based programming to ensure that programs are utilized by PA511 eligible inmates assessed in need of services. This will enable case plan development linking to community

based aftercare programs, maximize the number of release opportunities, and minimize the use of jail programs as solely an inmate management tool. This will also correct a deficit uncovered in a recent State audit revealing inmates ineligible for funding were accessing the programs. The Jail Monitor will cost an additional \$38,500. This funding will be made available by redistributing existing funding from the In-Jail programs to ensure the program is utilized appropriately.

Redistribute existing funding to maximize treatment impact

The existing \$96,000 expenditure for In-Jail Programs (Substance Abuse and MRT) will be reduced to \$53,000 in view of an internal audit showing more than 40% of the utilization of these programs was by inmates ineligible for PA 511 funding. The funds made available through this change will be utilized to pay for the new Jail Population Monitor position to ensure that future use of the In-Jail programs is by PA511 eligible clients.

Monitor, evaluate, and report key indicators of program effectiveness

A new initiative will use existing technology and resources to integrate computerized information from risk assessment, program outcome, and sentencing outcome data systems. The primary benefit will be the ability to correlate client risk and program participation outcome against critical indicators of program effectiveness – sentencing outcomes, probation violations, and recidivism. This can be done at no additional costs.

Utilize technology to conserve labor resources

The same initiative described above should improve the efficiency of tracking utilization and billing for the drug test unit. The current process of preparing DTU monthly billing statements relies on hard copy records and requires commitment of significant labor resources. Meanwhile, the Department of Corrections has announced plans to begin electronic transfer of disposition records within the upcoming year. This change alone, when implemented, will save a minimum ten hours of data entry per month. Consequently, a vacant full-time permanent data entry position will be converted to part-time temporary, resulting in personnel savings of at least \$15,000.

Establish a jail population management team within Community Corrections

A new initiative involves utilizing the diverse talents and expertise of CCAB members representing the Sheriff Department, Municipal Police, Prosecutor, Criminal Defense Bar, Circuit and District Court Judges, and Probation Department to develop a cohesive system wide review of jail population strategies and policies. Representatives of Community Mental Health and Parole will be recruited to participate in the focus group.

Fund Probation Residential Services at a level consistent with appropriate utilization

Historically, Washtenaw County's funding and utilization for Probation Residential Services (PRS) had never exceeded an Average Daily Population (ADP) of 25 beds until an eight month period in FY 1999-00, when an innovative pilot program of placing parolees into PRS resulted in a dramatic increase in utilization to 40 ADP. The pilot program was discontinued in July 2001 after the State clarified PRS eligibility rules. The current year allocation of 36 PRS beds mistakenly assumed continuation of the parolee pilot program. PRS utilization for the past five months has been at an all-time high other than the period of the parolee pilot program, but is unlikely to exceed 28 ADP. Since PRS reimbursement is tied entirely to utilization on a per diem basis, a downward adjustment to 28 ADP will have no impact on County resources.

IMPACT ON HUMAN RESOURCES:

The application will create a permanent full-time Jail Population Monitor at a grade 25 and eliminate a Drug test Agent / Data Tech at the same grade. The application also creates a Part-Time Temporary Data Technician at up to 32 hours per week. These changes are being done Administratively.

IMPACT ON BUDGET:

The budget request for FY 2001/02 includes a request for \$57,410 in additional General Fund support over the FY 2000/01 appropriation. This increase is due to the lose of state grant funding in the amount of \$47,904 for the Drug Testing Unit, as well as standard annual increases in staff salaries. The creation of the new Jail Population Monitor position is being funded through a reorganization of programs to ensure the most efficient and effective services are provided by the Community Corrections Division. The proposed budget includes the following funding:

\$373,855	Programs and Services (State Grant)
\$439,460	Probation Residential Services (State Grant)
\$122,000	Program Revenue (Projected)
\$ 99,990	General Fund Support
\$ 88,372	In-Kind Contributions (including Indirect Costs)
\$1,123,587	Total Budget Requested

INDIRECT COSTS:

The budget application includes \$58,872 in indirect costs as the result of waiver of the Cost Allocation Plan (CAP). The CAP has been waived since inception of the program, with the amount included as In-Kind support in the State application.

IMPACT ON OTHER COUNTY DEPARTMENTS:

Effective implementation of programs and services will result in improved treatment effect and a decrease in recidivism. This positively impacts nearly every county department and improves the quality of life for county citizens. The costs associated with crime - from the costs of policing to maintaining correctional facilities to the costs of prosecution- compete with budget dollars for essential human services such as healthcare and education. The widely held axiom that \$1 spent on drug treatment saves \$6 in further correctional costs, does not include the human service delivery costs to families disrupted by incarceration or the savings accrued when a substance abuser maintains recovery and becomes gainfully employed. No adverse impact is anticipated.

CONFORMITY TO COUNTY POLICIES:

This request conforms to Washtenaw County policies.

A RESOLUTION RATIFYING THE SIGNATURE OF THE ADMINISTRATOR ON THE WASHTENAW COUNTY / CITY OF ANN ARBOR COMMUNITY CORRECTIONS COMPREHENSIVE APPLICATION FOR FUNDING THROUGH THE STATE OF MICHIGAN DEPARTMENT OF CORRECTIONS / OFFICE OF COMMUNITY CORRECTIONS FOR FY 2001/02, IN THE AMOUNT OF \$1,123,587 FOR THE PERIOD OCTOBER 1, 2001 THROUGH SEPTEMBER 30, 2002I AUTHORIZE THE COUNTY ADMINISTRATOR TO SIGN THE NOTICE OF GRANT AWARD; AMEND THE BUDGET AND AUTHORIZE THE ADMINISTRATOR TO SIGN THE DELEGATE CONTRACTS

WASHTENAW COUNTY BOARD OF COMMISSIONERS

July 18,2001

WHEREAS, on August 6, 1989, by resolution # 89-0219, the Washtenaw County Board of Commissioners established, in conjunction with the Ann Arbor City Council, a city / county Community Corrections Advisory Board pursuant to PA 511 of 1988; and,

WHEREAS, the Washtenaw County / City of Ann Arbor Community Corrections Advisory Board meets monthly on the second Tuesday of every month pursuant to By-Laws established for that Board; and,

WHEREAS, this application represents and demonstrates six successful years of implementation of the original Comprehensive Corrections Plan, which was developed and approved by this body on November 9, 1991 by Resolution # 91-0280; and,

WHEREAS, Washtenaw County has a record low mid-year prison commitment rate and record high utilization of Community Corrections community-based supervision programs; and

WHEREAS, the budget request provides total program funding in the amount of \$595,755 for Programs and Services and another \$439,460 for Probation Residential services; and,

WHEREAS, the proposed budget includes a request for additional General Fund cash appropriation in the amount of \$ 57,410 to offset the expiration of \$47,900 in Byrne funding and scheduled salary increases, bringing the total amount of General Fund cash appropriation requested for FY 2002 to \$99,900; and,

WHEREAS, needed program enhancements have been funded by strategically allocating resources, collaborating with local agencies to eliminate duplication of service, and redistributing program expenditures and staffing to optimize services; and,

WHEREAS, at a regularly scheduled meeting held June 12, 2001 the application for FY 2001/02 funding has been reviewed and approved by the Washtenaw County / City of Ann Arbor Community Corrections Advisory Board and recommended for forwarding to the Washtenaw County Board of Commissioners and Ann Arbor City Council for review and approval at the next regularly scheduled meeting; and,

WHEREAS, the State of Michigan Office of Community Corrections will be reviewing and considering this application for approval by the State Board of Community Corrections regularly scheduled meeting in August; and,

WHEREAS, the matter has been reviewed by Corporation Counsel, the Finance Office, the Human Resources Department, the County Administrator's Office, and the Ways and Means Committee;

NOW THEREFORE BE IT RESOLVED that the Washtenaw County Board of Commissioners hereby ratifies the signature of the Administrator on the FY 2002 Comprehensive Community Corrections application to the Michigan Department of Corrections for the period October 1, 2001 through September 30, 2002 in the amount of \$1,123,587 for the Trial Court Community Correction Department, as on file with the County Clerk

BE IT FURTHER RESOLVED that the Board of Commissioners takes the following actions contingent upon receipt of the grant award in conformity with the application:

1. Authorizing the Administrator to sign the Notice of Grant Award
2. Amending the budget, as attached hereto and made a part hereof
3. Authorizing the Administrator to sign the delegate contracts contingent upon review of Corporation Counsel to be filed with the County Clerk

Community Corrections Plans & Services
 October 1, 2001 – September 30, 2002
 Business Unit 2804011340

		Original Budget	Revised Budget	Variance
REVENUE:				
50000	State Revenue	\$0	\$373,855	\$373,855
60000	Fees & Services	\$0	\$122,000	\$122,000
69000	In-Kind Contributions	\$0	\$ 88,372	\$ 88,372
69500	Transfer In	<u>\$0</u>	<u>\$ 99,900</u>	<u>\$ 99,900</u>
	TOTAL REVENUE:	\$0	\$684,127	\$684,127
EXPENDITURES:				
70050	Personal Services	\$0	\$363,955	\$363,955
72600	Supplies	\$0	\$ 33,100	\$ 33,100
80000	Other Services & Charges	\$0	\$198,200	\$198,200
93500	In-Kind Charges	\$0	\$ 88,372	\$ 88,372
95000	Capital Outlay	<u>\$0</u>	<u>\$ 500</u>	<u>\$ 500</u>
	TOTAL EXPENDITURES:	\$0	\$684,127	\$684,127

Probation Residential Services
 October 1, 2001 – September 30, 2002
 Business Unit 2804011350

		Original Budget	Revised Budget	Variance
REVENUE:				
50000	State Revenue	\$0	\$439,460	\$439,460
EXPENDITURES:				
80000	Other Svcs & Charges	\$0	\$439,460	\$439,460