

Annual Report to the Governor and General Assembly on the Implementation and Projected Impact of

Adult Redeploy Illinois

Submitted by: The Adult Redeploy Illinois Oversight Board

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ADULT REDEPLOY ILLINOIS Annual Report on Implementation and Projected Impact

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EXECUTIVE SUMMARY

The Illinois Crime Reduction Act of 2009 (Public Act 96-0761) established the Adult Redeploy Illinois program to increase public safety and target resources wisely to design effective alternatives to incarceration for non-violent offenders. Adult Redeploy Illinois provides financial incentives to local jurisdictions that design and implement community service plans for non-violent offenders instead of sending them to prison. When properly implemented, community-based programs are more cost-effective than incarceration at treating certain types of offenders without negatively impacting public safety.

Consistent with provisions in the Act, this annual report sets out the progress made on program implementation. Under substantial time pressure and fiscal constraints, the program has already achieved many of the benchmarks in the legislation. The members of the Adult Redeploy Illinois Oversight Board are pleased with the accomplishments, look forward to strong results in the future, and are honored to submit this report to the Governor and General Assembly members.

In the program, grants are provided to individual counties, groups of counties or judicial circuits (hereafter referred to as "jurisdictions") to increase community-based treatment and other communitybased program services in their areas in exchange for reducing the number of people they send to the Illinois Department of Corrections (IDOC), with a penalty if they do not meet the reduction goal. Adult Redeploy Illinois includes a rigorous evaluation process with standardized performance measurements to confirm the effectiveness of the services in reducing crime. Adult Redeploy Illinois is an example of a best practice called "performance incentive funding," which other states are adopting in different ways.

The Adult Redeploy Illinois program, as part of the Crime Reduction Act, became effective on January 1, 2010. Specifically, the Act calls for the following as part of Adult Redeploy Illinois:

- Establishing pilot sites to increase access to community-based services and decrease commitments to IDOC. Counties or judicial circuits will be able to apply for grant funding for assistance in planning/developing and implementing local program plans that specify how to reduce commitments of non-violent offenders to prison and to provide supervision and community-based services for such individuals.
- Convening an interagency Oversight Board to oversee the implementation of Adult Redeploy Illinois program and report to the Governor and the General Assembly annually on the progress of Adult Redeploy Illinois.
- Negotiating an agreement between the jurisdiction and the Adult Redeploy Illinois Oversight Board (ARIOB) to reduce the number of Adult Redeploy Illinois-eligible commitments from that jurisdiction by 25% of the average number of commitments of the three previous calendar years.
- Assessing a penalty, as determined by the ARIOB, to a jurisdiction that exceeds the agreed number of commitments. The jurisdiction will reimburse the ARIOB a sum not to exceed 50% of the annual marginal cost of commitment to the Illinois Department of Corrections for each individual committed to IDOC below the 25% reduction goal in the average number of Adult Redeploy Illinois eligible commitments of the three previous calendar years. (In FY 09, the average annual marginal cost of incarceration was approximately \$5,000.) The jurisdiction will be responsible for the reimbursement to the ARIOB. Reimbursement may not be passed along to a subcontractor of the jurisdiction.

Adult Redeploy Illinois is poised to enter its pilot site implementation on January 1, 2011, with a strong infrastructure in place and solid working relationships with the initial pilot sites. The results expected from the four pilot sites after the first year of implementation are the diversion of at least 157 offenders from IDOC, representing – at a minimum – short-term costs avoided by the state of more than \$1.5 million, with the potential for much greater cost savings in the long run with reduced recidivism.

INTRODUCTION

Of those entering prison, 98% are eventually released back to their communities. In the Illinois criminal justice system, people cycle through a revolving door on jails and prisons. For example, of the 70,946 people admitted to Cook County Jail in 2009, 31% (21,993) were incarcerated more than once that year. Each year on average, 47% of those released from the Illinois Department of Corrections (IDOC) serve six months or less in prison. The costs to move individuals in and out of incarceration are massive. These individuals return to their communities with no real treatment, a criminal record, and few prospects in the legitimate workforce.

The Illinois prison population continues to grow, with almost 50% confined for non-violent crimes. Statewide the largest number of yearly prison admissions is for people convicted of Class 4 offenses, the least serious type of felony. The majority of Class 4 offenders are in prison on low-level drug possession charges. Many have substance abuse and/or mental health issues and, upon release, over half continue their criminal behavior and are returned to prison.

Based on IDOC data, the estimated cost of imprisoning those convicted of non-violent drug offenses in Illinois is nearly \$250 million per year. There are many non-violent offenders being incarcerated at great cost to taxpayers who could be effectively supervised and served in the community without increased risk to public safety. Community-based treatment that addresses offenders' criminogenic needs and is able to leverage their assets (such as family support) are not only cheaper but are also more effective at reducing recidivism and further crime.

The Crime Reduction Act (Public Act 96-0761) established the Adult Redeploy Illinois program to increase alternatives to incarceration for non-violent offenders. Adult Redeploy Illinois provides financial incentives to local jurisdictions that design community service plans to treat offenders in the community instead of sending them to state prisons. Grants are provided to counties, groups of counties, or judicial circuits to increase program services in their areas, in exchange for reducing by 25% the number of people sent to IDOC (with penalties if they do not meet the reduction goal). The Adult Redeploy Illinois program is based on a successful juvenile model, Redeploy Illinois, and on a national best practice called "performance incentive funding" that other states are also exploring. Illinois is a leader in criminal justice reform and will be looked upon as a model with the successful implementation of Adult Redeploy Illinois and other aspects of the Crime Reduction Act. A copy of the Act is included as Appendix A.

In its first year of operation, the Adult Redeploy Illinois program has built a solid infrastructure and laid significant groundwork for pilot site implementation beginning January 1, 2011. Guided by a strong, legislatively mandated Oversight Board, Adult Redeploy Illinois has a full staff and adequate initial funding to pursue its goals. In accordance with its responsibilities detailed in the Crime Reduction Act, the Oversight Board has approved a standard plan template, planning grant process and request for proposals for pilot site implementation grants, which have been circulated to key criminal justice stakeholders throughout the state and posted online at the Adult Redeploy Illinois web site created by the Illinois Criminal Justice Information Authority (ICJIA).

PROGRAM DESCRIPTION

I. Enabling legislation – Illinois Crime Reduction Act of 2009

The Crime Reduction Act is based on the premise that crime can be reduced and the costs of the criminal justice system can be controlled by understanding and addressing the reasons why people commit crimes. It is also based on the premise that local jurisdictions know best what resources are necessary to reduce crime.

The Crime Reduction Act, along with concurrent legislation creating a Sentencing Policy Advisory Council, signaled major reform in the Illinois criminal justice system. A Risks, Assets, and Needs Assessment Task Force was formed to adopt a standardized, validated assessment system for the state that looks at the whole offender and allows for the sharing of information throughout the system.

Adult Redeploy Illinois was created to increase community-based options to safely and costeffectively supervise and treat low-level, non-violent offenders, while reserving expensive prison space for dangerous offenders. Grant funds are provided to build local programs and services tailored to the specific needs of local offenders. In exchange, the jurisdiction agrees to decrease the number of non-violent commitments to IDOC by 25%.

Jurisdictions can build their Adult Redeploy Illinois program to serve all non-violent, probationeligible offenders, or they can target specific subsets based on their analyses of local offender needs and local service capacity. Jurisdictions may want to establish or expand upon specialty courts for specific populations, such as drug or mental health courts. Funds can also be used to enhance probation services and linkages from the court to community-based program services.

II. Oversight Board

Per the Crime Reduction Act, the Adult Redeploy Illinois program is overseen by the Adult Redeploy Illinois Oversight Board, which is comprised of 17 public- and private-sector members and co-chaired by the director of IDOC and the secretary of the Illinois Department of Human Services (IDHS). Figure 1 lists the members of the ARIOB and their affiliations. The ARIOB met 10 times over the course of 2010 and formed three working committees: Site Selection & Monitoring; Outreach, Technical Assistance & Communication; and Performance Measurement.

Figure 1
Membership of the Adult Redeploy Illinois Oversight Board

Membership	Appointee
Director of Illinois Department of Corrections (IDOC),	Gladyse Taylor, Acting Director, IDOC
Co-Chair	
Secretary of Illinois Department of Human Services	Michelle Saddler, Secretary, IDHS
(IDHS), Co-Chair	
Prisoner Review Board (PRB)	Adam Monreal, Chairman, PRB
Office of Attorney General	Michael J. Hood, Deputy Attorney General, Criminal Justice,
	Office of the Attorney General

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Illinois Criminal Justice Information Authority (ICJIA)	Jack Cutrone, Executive Director, ICJIA		
Sentencing Policy Advisory Council (SPAC)	Kathy Saltmarsh, Executive Director, SPAC		
Cook County State's Attorney	Thomas Mahoney, Assistant State's Attorney, Supervisor,		
	Gang Prosecution Unit, Cook County State's Attorney's Office		
State's Attorney selected by the President of the Illinois	Brian Towne, LaSalle County State's Attorney		
State's Attorney's Association			
State Appellate Defender	Michael Pelletier, Illinois State Appellate Defender		
Cook County Public Defender	Vicki Rogers, Law Office of the Cook County Public Defender		
Representative of Cook County Adult Probation	Jesus Reyes, Acting Chief Probation Officer, Adult Probation		
	Department, Circuit Court of Cook County		
Representative of DuPage County Adult Probation	Robert Vickery, Program Manager, DuPage County		
	Department of Probation & Court Services		
Representative of Sangamon County Probation	Michael Torchia, Director, Sangamon County Court Services		
	Department		
Representative from non-governmental organization	Joseph Antolin, Vice President and Executive Director,		
	Heartland Alliance for Human Needs & Human		
	Rights/Heartland Human Care Services		
Representative from non-governmental organization	Walter Boyd, Director, Criminal Justice Programs, Protestants		
	for the Common Good		
Representative from non-governmental organization	Angelique Orr Gordon, Associate Director/Chief Organizer,		
	TARGET Area Dev Corp/Developing Justice Coalition		
Representative from non-governmental organization	Hon. James M. Radcliffe (Ret.), Lawyers Assistance Project		

According to the Crime Reduction Act, within one year of the effective date of January 1, 2010, the Oversight Board has the following responsibilities to fulfill:

- Develop a process to solicit applications from and identify jurisdictions to be included in the Adult Redeploy Illinois program.
- Define categories of membership for local entities to participate in the creation and oversight of the local Adult Redeploy Illinois program.
- Develop a formula for the allotment of funds to local jurisdictions for local and community-based services in lieu of commitment to the Department of Corrections and a penalty amount for failure to reach the goal of reduced commitments stipulated in the plans.
- Develop a standard format for the local plan to be submitted by the local entity created in each county or circuit.
- Identify and secure resources sufficient to support the administration and evaluation of Adult Redeploy Illinois.
- Develop a process to support ongoing monitoring and evaluation of Adult Redeploy Illinois.
- *Review local plans and proposed agreements and approve the distribution of resources.*
- Develop a performance measurement system that includes but is not limited to the following key performance indicators: recidivism, rate of revocations, employment rates, education achievement, successful completion of substance abuse treatment programs, and payment of victim restitution. Each county or circuit shall include the performance measurement system in its local plan and provide data annually to evaluate its success.
- Report annually the results of the performance measurements on a timely basis to the Governor and General Assembly.

III. Program Funding and Staffing

Identify and secure resources for the administration and evaluation of Adult Redeploy Illinois.

In these tough fiscal times, it is difficult to secure funding for new programs, no matter how much they are needed and how much they can save in the long run. Adult Redeploy Illinois has been fortunate to have received two streams of funding for the first three years of the program. Governor Pat Quinn allocated \$2 million in FY10 General Revenue Fund (GRF) dollars to start up Adult Redeploy Illinois. These funds were utilized for the first round of non-competitive planning grants. In addition, ICJIA helped secure \$4 million in American Recovery and Reinvestment Act (ARRA) Justice Assistance Grant (JAG) funds for Adult Redeploy Illinois over the period July 1, 2010 through February 28, 2013. These funds were used for a second round of planning grants and will fund pilot site implementation to develop a track record for the program through FY12.

In January 2010, the ARIOB approved a staffing structure with 2.5 full-time equivalency positions, including a full-time program administrator, two part-time technical assistance providers, and a part-time data technical advisor. Mary Ann Dyar started as the Adult Redeploy Illinois Program Administrator on July 1, 2010. Two part-time technical assistance providers, retired judges from Cook and St. Clair counties, were brought on September 1, 2010. A part-time data technical advisor is funded by the program and housed at ICJIA.

IV. Website Development and Technical Assistance

In spring 2010, ICJIA launched an Adult Redeploy Illinois website, providing county-level demographic, economic, and criminal justice data. The purpose of the website is to assist jurisdictions as they compile a local plan.

The web site – <u>http://www.icjia.org/public/redeploy/</u> – provides a range of data to paint a picture of the criminal justice system in each jurisdiction, assessing the need for diversion options from IDOC based on offense class and offense type. County-level data are available, categorized in accordance with the sections of the standard plan template that must be completed in order to apply for funding.

IDOC has produced a comprehensive dataset analyzing every prison admission from FY06 through FY10 for eligibility for Adult Redeploy Illinois. The data are available by county, offense class and offense type. These data allow jurisdictions to visualize prison admission trends from their area and target specific types of offenders for diversion.

In addition to the website, ICJIA and Adult Redeploy Illinois staffs have provided extensive oneon-one technical assistance to jurisdictions engaged in the planning process. Technical assistance is a critical component of Adult Redeploy Illinois given that it is a new program, involves some innovative design elements, and focuses heavily on evaluation and performance measurement. The Outreach, Technical Assistance & Communication Committee of the ARIOB is charged with identifying outreach opportunities to expand the program, advising on the development of training and other materials, as well as assisting with the annual report on results of performance measurements to the Governor and General Assembly.

V. Solicitation and Funding Process

Develop a process to solicit applications from and identify jurisdictions to be included in the Adult Redeploy Illinois program.

One of the first tasks of the ARIOB was to develop a system for identifying potential Adult Redeploy Illinois pilot sites and distributing implementation funds. The enabling legislation describes this as a multi-step process. In the sections that follow, there are the stated responsibilities from the Crime Reduction Act and the action that the ARIOB has taken.

The ARIOB determined a two-phase process for distributing funds: non-competitive planning grants and a competitive pilot site implementation grant phase. Based on experience with the juvenile program, where significant ramp-up time was needed, the ARIOB offered planning grants to any jurisdiction that wanted to explore the efficacy of a local Adult Redeploy Illinois program. The process for requesting a planning grant was made simple to ensure accessibility. The planning grant materials were mailed to chief judges in the 23 judicial circuits, and to the state's attorneys, public defenders and chief probation officers covering the 102 Illinois counties.

At the end of the 90-day planning grant process, jurisdictions submitted their local plans to the ARIOB for approval. To apply for implementation funding, jurisdictions had to submit their approved local plans, along with ARRA certification forms and letters of support by November 19, 2010. Proposals received were then evaluated and scored, and funding recommendations were made to the ARIOB.

Define categories of membership for local entities to participate in the creation and oversight of the local Adult Redeploy Illinois program.

All counties in good standing with the state are eligible to apply for funding through Adult Redeploy Illinois to establish or expand local services to divert non-violent offenders from IDOC. Counties may apply for planning and/or implementation grants individually or as a group of counties, such as a judicial circuit. A lead county must be identified as the grantee. Develop a formula for the allotment of funds to local jurisdictions for local and community-based services in lieu of commitment to the Department of Corrections and a penalty amount for failure to reach the goal of reduced commitments stipulated in the plans.

In order to most effectively distribute the limited grant funds, the ARIOB capped individual grant amounts based on county or circuit population. The following award formula was approved and included in the request for proposals:

- Counties or circuits with a population greater than or equal to 1 million people may apply for an award of up to \$1 million.
- Counties or circuits with a population greater than or equal to 500,000 people but less than 1 million people may apply for an award of up to \$500,000.
- Counties or circuits with a population less than 500,000 people may apply for an award of up to \$250,000.

Develop a standard format for the local plan to be submitted by the local entity created in each county or circuit.

The ARIOB approved a standard plan template, based on a strategic planning model, to be completed by jurisdictions interested in locally implementing Adult Redeploy Illinois. The standard plan template includes the following components:

- 1. Executive Summary
- 2. Description of and Justification for the Target Population
- 3. Description of the Planning Partners
- 4. Gaps in Sanctions and Services
- 5. Description of the Proposed Adult Redeploy Illinois Program Model
- 6. Timeline
- 7. Budget and Compliance with the American Recovery and Reinvestment Act

Jurisdictions wishing to implement Adult Redeploy Illinois must use the standard plan template in developing their local plan for implementation. The local plan must be approved by the ARIOB as part of the funding process.

VI. Planning Grant Sites

To provide all jurisdictions the opportunity to explore the efficacy of a local Adult Redeploy Illinois program, the ARIOB offered non-competitive planning grants. Based on experience with the juvenile program, the development and implementation of a new diversion program requires ample ramp-up time. Planning grant materials were mailed to chief judges in the 23 judicial circuits, and to the state's attorneys, public defenders and chief probation officers covering all 102 counties in Illinois.

There were two rounds of non-competitive planning grants in 2010. The first round was from April 1 to June 30, funded with FY10 GRF dollars, and the second round was from July 15 to October 15 funded with federal ARRA JAG dollars. Planning grants were for a 90-day period to convene stakeholders, collect data and develop a local plan to implement Adult Redeploy Illinois. A total of \$346,135 was awarded to 11 jurisdictions covering 22 counties. They included:

DuPage County		\$30,000
Effingham County		\$23,500
Jersey County		\$23,000
Jo Daviess County*		\$30,000
Knox County		\$25,830
Lake County		\$28,870
Lee County		\$17,000
Macon County		\$30,000
McLean County		\$24,130
St. Clair County		\$29,540
2 nd Judicial Circuit**		\$84,265
	TOTAL	\$346,135

*Jo Daviess County did not complete the planning grant phase.

** 2nd Judicial Circuit includes Crawford, Edwards, Franklin, Gallatin, Hamilton, Hardin, Jefferson, Lawrence, Richland, Wabash, Wayne, and White counties

Figure 2 identifies the planning grant sites and provides an indicator of the potential impact of the program in each area based on the average number of Adult Redeploy Illinois-eligible offenders that have been sent to IDOC over the past three years.

In the planning grant process, jurisdictions brought together groups of key stakeholders in the local criminal justice system to analyze relevant criminal justice system data and discuss what offenders could be diverted to community-based programs without negatively impacting public safety. Relevant criminal justice system data include, but are not limited to, current services offered, services needed, strategies for service delivery, potential eligible populations, local governance of issues, data collection and analysis capabilities, and estimated costs involving alternatives to incarceration. The 11 jurisdictions in the planning grant process looked at who they have been sending to IDOC and devised strategies for improving alternatives to incarceration.

The information collected through the planning grant process was submitted at the end of the grant period as part of the jurisdiction's local plan for implementing an Adult Redeploy Illinois program should the jurisdiction be awarded a grant through a separate proposal process.



Figure 2

VII. Pilot Site Implementation

Review local plans and proposed agreements, and approve the distribution of funds.

A request for proposals for pilot site implementation grants funded by ARRA was posted online July 1, 2010. The proposal deadline was November 19, 2010, for an 18-month grant period starting January 1, 2011.

The Site Selection & Monitoring Committee led the review process. A review panel comprised of committee members, ICJIA legal counsel and grant monitors, and IDHS and IDOC program staff reviewed and scored the proposals, and made recommendations for grant funding.

Of the 11 planning grant sites, five submitted proposals for pilot site implementation funds based on the local plans they developed: DuPage County, Jersey County, Knox County, Macon County and St. Clair County.

DUPAGE COUNTY proposed establishing a probation violator caseload, hiring three probation officers to work with smaller caseloads, increasing access to substance abuse and mental health counseling, and incorporating evidence-based practices (Thinking For a Change).

JERSEY COUNTY proposed increasing the service capacity of the county drug court by adding a full-time probation officer and outsourcing treatment services.

KNOX COUNTY proposed expanding the service capacity of the county Drug Court by adding a drug court officer, part-time drug court attorney and part-time drug court administrator; adding a treatment track; and implementing evidence-based practices (Thinking For a Change and Strengthening Families), a Job Club and nutrition/wellness training.

MACON COUNTY proposed enhancing probation services to targeted Class 3 and 4 offenders and reducing technical violations by increasing probation staff, adding evidence-based practices (Moral Reconation Therapy), providing integrated treatment for co-occurring disorders, and expanding use of electronic monitoring and Community Restorative Boards.

ST. CLAIR COUNTY proposed developing a court-supervised mental health program with case management, access to funds for emergencies and transportation incentives for those who have committed offenses of retail theft, possession of cannabis, and Class 3 and 4 property offenses.

At its December meeting, the ARIOB approved pilot site implementation funding for four of the five jurisdictions. The proposal for Knox County was tabled pursuant to further negotiation of terms of the local plan. Abstracts for the four approved jurisdictions are included as Appendix B.

PROJECTED IMPACT

Adult Redeploy Illinois is based on the successful juvenile model which has been operating since 2004 with positive results. In the first three years of the juvenile Redeploy Illinois program, four pilot sites reduced the number of youth sent to the Department of Juvenile Justice by 51% (well above the 25% goal) which represents potential cost avoidance to the state of nearly \$19 million in youth incarceration costs over three years.

Adult Redeploy Illinois interventions use validated assessment and treatment matching, and incorporate evidence-based practices proven to reduce recidivism. Appropriate treatment can reduce recidivism by as much as 30%, whereas punishment without treatment may increase recidivism.¹ Short prison sentences for non-violent offenders combined with long waiting lists for programs mean that few get the services they need in prison to help avoid recidivism.

Results expected with Adult Redeploy Illinois include reduced prison overcrowding (based on the juvenile Redeploy Illinois results and other states' experiences, with no increase in crime), lowered cost to taxpayers (\$24,899 a year for prison compared with less than \$200 total for drug school for first offenders or \$3,500 on average for drug treatment), and an end to the expensive cycle of crime and incarceration.

The four approved pilot sites beginning implementation on January 1, 2011, have committed to divert 157 people in total from prison. This represents short-term savings, at \$9,840 per offender over 18 months², of \$1.5 million and potential cost avoidance, if prison beds could be reduced or eliminated, of nearly \$6 million. This is based on the 25% reduction in IDOC commitments from the target populations in their local plans. Figure 3 includes additional details of the plans.

Jurisdiction	Target population	# Served	# Diverted	Program model & strategies	Evidence-based practices
DuPage County	Probation violators	84	21	 Probation violator caseloads – Hiring: 3 FTE Probation Officers Implementation of Thinking for a Change Administrative sanctions Treatment program expansion 	 LSI-R assessment Probation caseload standards Cognitive behavioral approach Thinking for a Change

Figure 3 Key Components of Local Plans of Approved Pilot Sites

¹ There are a number of meta-analyses (systematic review of studies) supporting the effectiveness of treatment with the offender population, in the correctional and community settings, such as Lipton, D. S., Pearson, F. S., Cleland, C. M. and Yee, D. (2008). The Effectiveness of Cognitive–Behavioural Treatment Methods on Recidivism: Meta–analytic Outcomes from the CDATE Project, in Offender Rehabilitation and Treatment: Effective Programmes and Policies to Reduce Re-Offending (ed J. McGuire), John Wiley & Sons Ltd, Chichester, UK; Aos, S., Miller, M. and Drake, E. (2006). Evidence-Based Adult Corrections Programs: What Works and What Does Not. Olympia: Washington State Institute for Public Policy; Andrews, D.A. (1994). An Overview of Treatment Effectiveness. Research and Clinical Principles, Department of Psychology, Carleton University; Lipsey, M. W., & Wilson, D. B. (1993). The efficacy of psychological, educational, and behavioral treatment: Confirmation through meta-analysis. *American Psychologists, 48*, 1181–1209; Andrews, D. A., Zinger, I., Hoge, R. D., Bonta, J., Gendreau, P., & Cullen, F. T. (1990). Does correctional treatment work? A clinically relevant and psychologically informed meta-analysis. *Criminology, 28*, 369–40.

 $^{^{2}}$ This figure is calculated by taking the annual marginal cost of incarceration (\$5,000), adding the annual cost of program services (\$1,560), and extending this to an 18-month period.

Jersey County	Drug-involved offenders (drug court-eligible)	12	12	 Drug Court – expanding capacity from 8 to 20 Hiring: 1 FTE Probation Officer Counseling at local service provider 	•	Drug Court
Macon County	Over 18 years old offenders with mental illness/substance abuse issues charged with retail theft, possession of cannabis, and Class 3 & 4 revocation on property offenses	375	94	 Systems change – Hiring: 1 FTE Probation Officer; .5 FTE Project Coordinator Treatment for co- occurring disorders Wraparound case management (with smaller probation caseloads) Alternative sanctions, including electronic monitoring Expansion of Community Restorative Boards (CRBs) 	•	Moral Reconation Therapy (MRT)
St. Clair County	Mentally ill offenders and individuals with co-occurring disorders	120	30	 Mental Health Court – integrated system for non- violent offenders with mental illness and co-occurring disorders Hiring: 1 FTE Coordinator Services at MH centers and NAMI Screening and assessment at jail Flexible funding for rewards, incentives, supports 	• • • •	Assertive Community Treatment (ACT) Motivational Interviewing (MI) Cognitive Behavioral Therapy (CBT) Trauma-Focused Therapy Illness Self- management and Recovery Family Psycho- Education

EVALUATION PLANS

Develop a process to support monitoring and evaluation of Adult Redeploy Illinois

The Crime Reduction Act calls for a rigorous Adult Redeploy Illinois evaluation process at the site level and the program level with standardized performance measurements to confirm the effectiveness of the services in reducing crime. Specifically the legislation requires the development of a performance measurement system that includes, but is not limited to, the following key performance indicators, some of which are intentionally focused on the important positive outcomes the program is designed to achieve:

- Employment rates
- Successful completion of substance abuse treatment program
- Payment of victim restitution
- Recidivism
- Rate of revocations

Adult Redeploy Illinois staff and the Site Selection & Monitoring Committee are developing a site visit process to assess local program design and address problem areas. A regular reporting process (likely based on the one developed by the juvenile Redeploy Illinois Oversight Board) will help garner data needed for state and federal monitoring purposes, progress updates to the ARIOB, and required annual reporting to the Governor and General Assembly.

In conjunction with evaluators from ICJIA, the Performance Measurement Committee has developed a performance measurement system to gauge the overall effectiveness of the program. In addition, customized evaluation plans that include a process flowchart, description of the evidence-based interventions, and key data elements are being developed for each of the pilot sites. A more detailed description of the system follows.

I. Performance Measurement Structure for the Adult Redeploy Illinois Program

Develop a performance measurement system that includes but is not limited to the following key performance indicators: recidivism, rate of revocations, employment rates, education achievement, successful completion of substance abuse treatment programs, and payment of victim restitution. Each county or circuit shall include the performance measurement system in its local plan and provide data annually to evaluate its success.

In May 2010, the ARIOB formed the Performance Measurement Committee to lead this effort. In October, the committee held its first meeting and drafted a performance measurement structure that aligns with the activities required by statute in the Crime Reduction Act. The structure represented the first stage of program measurement, to address broad goals and objectives as stipulated in by the Act and assess the extent to which, as a broad and statewide initiative, Adult Redeploy Illinois is implemented as intended.

Next, the committee will work directly with Adult Redeploy Illinois pilot sites to identify individualized performance measures that track the efficacy of each site's intervention model. This work will begin in February and March 2011, after the pilot sites have received their Adult Redeploy implementation awards. The first stage measures are detailed in this section:

Goal: To reduce the percentage of individuals committed to the Illinois Department of Corrections by 25% of the three year baseline.

Objective 1: To develop a standardized process and oversight mechanism for implementation of the Adult Redeploy Illinois program component of the Crime Reduction Act (096-0761).

Performance Indicators:

- a) Develop a standard format for the required local plan that includes legislatively required components to be submitted to and approved by the ARIOB.
- b) Identify a penalty amount for failure to reach the goal of reduced commitments stipulated in the plans.

- c) Identify allowable target populations and consensus on the baseline for reduction between the ARIOB and the Adult Redeploy Illinois Program sites.
- d) Develop criteria for the site selection and fund allocation to local jurisdictions for court supervision and community-based services in lieu of commitment to the Department of Corrections.
- e) Define the oversight mechanism for the ARIOB, staff, and federal ARRA JAG program monitors.

<u>Objective 2:</u> To ensure the capacity of local jurisdictions to effectively divert individuals who would otherwise have been committed to the Illinois Department of Corrections.

Performance Indicators:

- a) Solicit participation from jurisdictions to draft a standard plan for the Adult Redeploy Illinois program.
- b) Determine a semi-annual process for the ARIOB to assess the extent to which program sites are meeting their 25% reduction in the defined target populations.
- c) Develop a formal process for ensuring ongoing technical assistance and professional consultation to local jurisdictions that will contribute to the required 25% reduction in commitments to the Illinois Department of Corrections.

Objective 3: To facilitate the implementation of the Adult Redeploy Illinois program component of the Crime Reduction Act (096-0761).

Performance Indicators:

- a) Identify and secure resources sufficient to support the sustained administration and expansion of the Adult Redeploy Illinois program.
- b) Develop an evaluation plan that requires, but is not limited to, the following key indicators: recidivism, rate of revocations, employment rates, education achievement, successful completion of substance abuse treatment programs, and payment of victim restitution.
- c) Identify and secure resources sufficient to support the evaluation of the Adult Redeploy Illinois program.
- d) Develop a semi-annual reporting tool for utilization by the Adult Redeploy Illinois Oversight Board that will inform progress toward Adult Redeploy pilot site implementation, technical assistance needs, site monitoring, and evaluation.
- e) Report annually the results of the performance measurements on a timely basis to the Governor and General Assembly.

In addition to tracking these performance measures, each pilot site will be required to submit regular progress reports on a standard reporting form that will be adapted from the juvenile Redeploy Illinois program. This reporting form will be finalized in concert with each pilot site to ensure the measures reflect the specific interventions and site strategy.

II. Adult Redeploy Illinois Required Federal ARRA JAG Performance Measures

The federal ARRA JAG program requires that each initiative under this funding stream collect performance measurement data, which "support proven or innovative programs for those already involved in the criminal justice system, those incarcerated, or those on probation which are targeted to address recognized risk factors for recidivism by mitigating risk factors that contribute to criminal behavior." Additionally, the ARRA stimulus program requires that grantees under this award use a portion of the grant to support new positions, or to sustain positions which, without the grant, would have been eliminated. Figure 4 provides the performance measurement structure the program administrator for Adult Redeploy Illinois reports to the federal grant monitor on a quarterly basis.

Figure 4 BJA Justice Assistance Grant Program Performance Measures by Activity

#	Measure	Definition	Data Grantee Reports
		Activity Type: State/Local Initiatives	
1	Total number of new state initiatives planned (System Improvement)	The purpose of this output indicator is to measure the number of new state-initiated programs, services or interagency task forces that are funded wholly or partially by (ARRA) JAG funds. Appropriate for grantees under any purpose area that uses (ARRA) JAG funds to implement programs that have a direct impact on a targeted population or use funding for system improvement activities. Report the total number of new state-initiated programs, services or interagency task forces that are planned for the project period. SOURCE: Agency records are preferred data source Applies to purpose areas: Law Enforcement, Prosecution and Court, Prevention and Education, Corrections and Community Corrections, Drug Treatment and Enforcement, Planning, Evaluation and Technology Improvement, Crime Victim and Witness	A. Total number of new state initiatives planned for the project period (life of the award).
2	Total number of new local initiatives planned (System Improvement)	The purpose of this output indicator is to measure the number of new locally-initiated programs, services or interagency task forces that are funded wholly or partially by (ARRA) JAG funds. Appropriate for grantees under any purpose area that use (ARRA) JAG funds to implement programs that have a direct impact on a targeted population or use funding for system improvement type activities. Report the total number of new locally-initiated programs, services or interagency task forces that are planned for the project period. SOURCE: Agency records are preferred data source. Applies to purpose areas: Law Enforcement, Prosecution and Court, Prevention and Education, Corrections and Community Corrections, Drug Treatment and Enforcement, Planning, Evaluation and Technology Improvement, Crime Victim and Witness	A. Total number of new local initiatives planned for the project period (life of the award)

		Activity Type: Personnel	
32	Number of new personnel hired with (ARRA) JAG funds (System Improvement)	The purpose of this output indicator is to measure the extent of personnel hours hired with (ARRA) JAG funds (system capacity). Appropriate for grantees in purpose areas that use (ARRA) JAG funds for system improvement. Report the number of new personnel hired with (ARRA) JAG funds during the reporting period. Personnel hired from the represented agency are defined by the grantee or subrecipients as hired for either a department, division, agency, or organization. "Other funding" refers to all other funding sources that are not JAG or ARRA JAG funds. SOURCE: Agency records are preferred data source. Applies to purpose areas: Law Enforcement, Prosecution and Court, Prevention and Education, Corrections and Community Corrections, Drug Treatment and Enforcement, Planning, Evaluation and Technology Improvement, Crime Victim and Witness	A. Number of NEW personnel hired with (ARRA) JAG funds during the reporting period. ONLY REPORT NEW PERSONNEL HIRED DURING THE QUARTER. THIS NUMBER WILL BE AGGREGATED ACROSS ALL REPORTING PERIODS. B. Total number of new personnel hired with all OTHER (as applicable to non-ARRA JAG or JAG) sources during the reporting period C. Total (a+b) Auto-calculated by PMT D. Percent (a/c) Auto-calculated by PMT

III. Adult Redeploy Illinois Utilization Focused Evaluation

The Illinois Criminal Justice Information Authority is working closely with the ARIOB to identify program data that will inform the implementation and early outcomes of the Adult Redeploy Illinois pilot site programs as part of ongoing monitoring. ICJIA staff will conduct an analysis of implementation, with consideration of the following factors:

- 1. The extent to which the standard plan model was implemented with fidelity. Specifically, ICJIA staff will consider the extent to which specified evidence-based practices, partnerships, and programs were undertaken when the Adult Redeploy Illinois pilot site implemented its strategy.
- 2. The extent to which stated measures of progress were met throughout the implementation phase. Specifically, ICJIA staff will consider the extent to which the pilot site hired, trained, and began serving clients in alignment with its proposed timeline.
- 3. The extent to which the pilot site engaged its proposed target population and progressed toward its 25% reduction in commitments to the Illinois Department of Corrections.

This evaluation will commence in spring 2011; however, the evaluation design is currently in process with ICJIA and Adult Redeploy Illinois staff, and was presented to the Performance Measurement Committee at its December meeting.

CONCLUSION

Report annually the results of the performance measurements to the Governor and General Assembly.

Adult Redeploy Illinois is a new program with great potential entering its next phase: pilot site implementation. There has been significant progress in 2010 in building the infrastructure for a successful program, with start-up funding, full staffing and strong oversight by the ARIOB

secured. In the first year, all of the responsibilities of the ARIOB set forth in the Crime Reduction Act have been fulfilled in preparation for the implementation phase. Expected performance measurement results from the pilot sites and on the overall program will be available next year at this time after implementation has begun.

Looking forward, the analysis of the projected impact of the Adult Redeploy Illinois pilot site implementation phase demonstrates cost-effectiveness in the short-term, with great savings accruing in the long run as recidivism rates are reduced. The jurisdictions participating as pilot sites provide a sampling of communities across the state, setting a firm foundation for future program expansion.

In the coming year, it is important to note:

- In the pilot phase, there are lessons to be learned. With two and a half years of federal funding for the program, the ARIOB can ramp up services, test alternatives, gather feedback, and plan course corrections before program expansion.
- Cost-effectiveness is not the only measure of impact. The four approved pilot sites create five full-time and two part-time jobs (6 full-time equivalency positions), which is a required performance measure for the federal ARRA dollars initially funding the program.
- Small jurisdictions can provide useful models that can be replicated for economies of scale in the longer term.
- With technical assistance and monitoring, Adult Redeploy Illinois pilot sites could exceed their reduction goals, as was the case in the juvenile program.

APPENDIX A: Illinois Crime Reduction Act of 2009 730 ILCS 190/20 – Adult Redeploy Illinois

CORRECTIONS

(730 ILCS 190/) Illinois Crime Reduction Act of 2009.

(730 ILCS 190/20)

Sec. 20. Adult Redeploy Illinois.

(a) Purpose. When offenders are accurately assessed for risk, assets, and needs, it is possible to identify which people should be sent to prison and which people can be effectively supervised in the locality. By providing financial incentives to counties or judicial circuits to create effective local-level evidence-based services, it is possible to reduce crime and recidivism at a lower cost to taxpayers. Based on this model, this Act hereby creates the Adult Redeploy Illinois program for offenders who do not fall under the definition of violent offenders in order to increase public safety and encourage the successful local supervision of eligible offenders and their reintegration into the locality.

(b) The Adult Redeploy Illinois program shall reallocate State funds to local jurisdictions that successfully establish a process to assess offenders and provide a continuum of locally based sanctions and treatment alternatives for offenders who would be incarcerated in a State facility if those local services and sanctions did not exist. The allotment of funds shall be based on a formula that rewards local jurisdictions for the establishment or expansion of local supervision programs and requires them to pay the amount determined in subsection (e) if incarceration targets as defined in subsection (e) are not met.

(c) Each county or circuit participating in the Adult Redeploy Illinois program shall create a local plan describing how it will protect public safety and reduce the county or circuit's utilization of incarceration in State facilities or local county jails by the creation or expansion of individualized services or programs.

(d) Based on the local plan, a county or circuit shall enter into an agreement with the Adult Redeploy Oversight Board described in subsection (e) to reduce the number of commitments to State correctional facilities from that county or circuit, excluding violent offenders. The agreement shall include a pledge from the county or circuit to reduce their commitments by 25% of the level of commitments from the average number of commitments for the past 3 years of eligible non-violent offenders. In return, the county or circuit shall receive, based upon a formula described in subsection (e), funds to redeploy for local programming for offenders who would otherwise be incarcerated such as management and supervision, electronic monitoring, and drug testing. The county or circuit shall also be penalized, as described in subsection (e), for failure to reach the goal of reduced commitments stipulated in the agreement.

(e) Adult Redeploy Illinois Oversight Board; members; responsibilities.

(1) The Secretary of Human Services and the Director of Corrections shall within 3 months after the effective date of this Act convene and act as co-chairs of an oversight board to oversee the Adult Redeploy Program. The Board shall include, but not be limited to, designees from the Prisoner Review Board, Office of the Attorney General, Illinois Criminal Justice Information Authority, and Sentencing Policy Advisory Council; the Cook County State's Attorney; a State's Attorney selected by the President of the Illinois State's Attorneys Association; the State Appellate Defender; the Cook County Public Defender; a representative of Cook County Adult Probation, a representative of DuPage County Adult Probation; a representative of Sangamon County Adult Probation; and 4 representatives from non-governmental organizations, including service providers.

(2) The Oversight Board shall within one year after the effective date of this Act:

(A) Develop a process to solicit applications from and identify jurisdictions to be included in the Adult Redeploy Illinois program.

(B) Define categories of membership for local entities to participate in the creation and oversight of the local Adult Redeploy Illinois program.

(C) Develop a formula for the allotment of funds to local jurisdictions for local and community-based services in lieu of commitment to the Department of Corrections and a penalty amount for failure to reach the goal of reduced commitments stipulated in the plans.

(D) Develop a standard format for the local plan to be submitted by the local entity created in each county or circuit.

(E) Identify and secure resources sufficient to support the administration and evaluation of Adult Redeploy Illinois.

(F) Develop a process to support ongoing monitoring and evaluation of Adult Redeploy Illinois.

(G) Review local plans and proposed agreements and approve the distribution of resources.

(H) Develop a performance measurement system that includes but is not limited to the following key performance indicators: recidivism, rate of revocations, employment rates, education achievement, successful completion of substance abuse treatment programs, and payment of victim restitution. Each county or circuit shall include the performance measurement system in its local plan and provide data annually to evaluate its success.

(I) Report annually the results of the performance measurements on a timely basis to the Governor and General Assembly.

(Source: P.A. 96-761, eff. 1-1-10.)

APPENDIX B: Abstracts for Approved for Pilot Sites

DuPage County Abstract

The Department of Probation and Court Services of the 18th Judicial Circuit Court proposes a local pilot implementation of Adult Redeploy Illinois. This program will reduce the number of probation violators committed to the Illinois Department of Corrections.

This proposal is the result of a planning process made possible by an earlier grant from the Illinois Criminal Justice Information Authority. A diverse group of criminal justice stakeholders convened in September and October 2010 to discuss local criminal justice system needs along with opportunities to reduce incarceration of non-violent offenders.

The planning group agreed to pursue implementation of a "probation violator caseload" which will be implemented as an enhancement to the Probation Department's Administrative Sanctions Program. This caseload will offer probationers facing "technical" (non-arrest) violations to participate in intensive cognitive behavioral services and more frequent supervision as an alternative to returning to court.

This proposal has been endorsed by the Chief Judge, the State's Attorney, the Public Defender, and several community-based service providers. The program will minimally reduce the incarceration of probation violators from a three year average of 84 to 63, although a larger impact is anticipated.

Grant funds are requested to pay salaries and benefits for three probation officers who will carry specialized probation violator caseloads. The grant will provide specialized training in a cognitive behavioral supervision protocol. Officers will carry a reduced caseload, allowing them to meet more frequently with probationers and directly provide intensive interventions. These officers will also facilitate "Thinking for a Change" groups.

In addition to the initial implementation, the Department is requesting funds to complete feasibility studies for a DUI Court and enhanced screening and assessment of offenders likely to be sentenced to IDOC.

The proposed program is designed around the 18-month implementation period designated in the Request for Proposals, commencing February 1, 2011 and ending July 31, 2012. The total amount of the request is \$379,585.70. The Department requests consideration to fund this program for an additional five months (beyond the 18-month grant period), through December 31, 2012; this additional period adds \$72,305.42 to the request.

Jersey County Abstract

This grant is of the utmost importance because of three (3) main reasons. First, it will give Jersey County an opportunity to help more individuals that are in need of treatment rather than incarceration. Second, it is far more cost effective to help those individuals that are eligible for the program, rather than send them to prison. Third, it will continue to allow the program to help individuals get out of the "rotating door" of the court system, get their lives back under control and become productive members of society, in many cases, for the first time.

There are three planning partners for this grant; the Jersey Count State's Attorney's Office, the Jersey County Probation Department and Practical Rehab Services, LTD. The State's Attorney's Office will be the primary means of determining appropriate individuals to be submitted for inclusion into the expanded Drug Court. After an individual is submitted to the Drug Court, the Drug Court probation officer will help provide the support and assistance that the participant needs to accomplish all that they need to. The probation officer will help them obtain all services needed; counseling, employment, housing, etc. Practical Rehab Services LTD. will provide counseling services to meet the requirements of on-going counseling for participants in the Drug Court program. Other than increasing the number of participants in the program, the only significant changes will be the hiring of a second probation officer for the Drug Court program and having Practical Rehab Services designate a counselor whose primary duties will be to work with the Drug Court participants. Jersey County already has a sufficient social services infrastructure in place that participants will be able to utilize as needed.

The gaps within the current system stem from two items, lack of funding and lack of personnel. However, with increased funding available to outsource the counseling to an outside agency and hire an additional probation officer whose sole task was to oversee the participants in the Drug Court program, the Drug Court would be able to be expanded to accommodate up to twenty (20) defendants/participants.

The criteria that are to be used to accept individuals into the program have already been established and have been in use since the inception of the Drug Court here in Jersey County. Candidates for the Drug Court must be at least seventeen (17) years of age at the time of arrest and have been legally charged as an adult. Generally, only felony cases of Jersey Count residents will be considered. However, if someone is moving into Jersey County, they may be considered. Disqualifiers for admittance to the Drug Court are listed under 730 ILCS 5/5-5-3.

Upon receiving confirmation of the availability of funds, it will take the Probation Office approximately thirty (30) to forty-five (45) days to hire a new Drug Court probation officer and Practical Rehab Services will be able to begin offering services within ten (10) to fifteen (15) days. Lastly, it is anticipated that the Jersey County State's Attorney's Office would be able to locate at least six (6) suitable candidates for the Drug Court every three (3) months; thereby reaching the new capacity of twenty (20) participants within six (6) months.

Macon County Abstract

The Macon County Local Plan for Adult Redeploy Illinois targets persons convicted of Class 3 and 4 felonies who are not otherwise required to be committed to IDOC, and technical violators of probation. Demographically, the target group is virtually indistinguishable from the overall IDOC-committed population.

On a per capita basis, Macon County sends more persons per year to the Illinois Department of Corrections than any urban county in the state. By reducing Macon County commitments, we can achieve immediate impact on the size of the IDOC population. The average number of commitments from the target group over the past three years is 375. During program implementation, the average annual number of IDOC commitments from persons in this target group will decrease to 281, a 25% drop.

We propose to implement a comprehensive, evidence-based project, utilizing alternative sanctions that can reduce recidivism and reincarceration while holding offenders accountable to the justice system, the community and themselves. Our approach draws on the best contemporary research to build a new system that gives offenders opportunities to change their ways of thinking, access needed services and build productive lives.

- We will introduce the use of cognitive-behavioral interventions for this population.
- We will enhance and expand the use of integrated treatment for substance abuse and for co-occurring mental health and substance use disorders.
- We will implement case management using wraparound principles. We will link with partner agencies to resolve basic needs such as transportation, housing, food, clothing, employment, education and family stability.
- We will employ a new approach to sanctions based on immediate interventions that reinforce positive behaviors and change negative behaviors.
- We will expand the use of our Community Restorative Boards (CRBs). These groups of indigenous neighborhood leaders will meet with offenders to discuss damage done by their crimes and devise methods to repair the harm.
- We will integrate several initiatives including our new Mental Health Court and TASC.

The Decatur/Macon County community has a strong network of health and human services and a long history of interdisciplinary cooperation among human services and criminal justice agencies. The lineup of partners in Adult Redeploy Illinois has collaborated on an impressive array of previous and current projects.

St. Clair County Abstract

The St. Clair County Court and Probation Services Department, in conjunction with the Mental Health Board and the 20th Judicial Circuit Court of Illinois, and service providers proposes a project to further planning and implementation of an integrated system for non-violent offenders with mental illness and co-occurring disorders which will reduce by 25% the number of these offenders entering the Illinois Department of Corrections.

In 2004, the county's mental health system was greatly impacted when the state of Illinois, during a period of crisis, closed 60 beds at Alton Mental Health Center. The number of mentally ill persons without appropriate supports has grown as the number of law enforcement interventions needed in crisis situations has also grown. In 2005, the County worked with local law enforcement, the National Alliance on Mental Illness (NAMI), and state level consultants to implement a Crisis Intervention Team (CIT) training for its police districts. In 2006, after developing a protocol to facilitate psychiatric placement for inmates with severe mental illness, local stakeholders formed a mental health task force to begin to review elements needed for an integrated approach. In 2006, members of the task force began the implementation of a drug court. In 2007, given recommendations of the task force, a jail crisis worker was employed to link mentally ill offenders with needed services.

The task force has continued to meet and explore models, practices, and interest in implementation of a specialized docket for mentally ill offenders and recently developed a plan of implementation. The project will continue the work of the County's mental health task force by developing policies and procedures and a formal agreement for a Court-supervised mental health program for participants who have committed offenses of retail theft, retail theft subsequent, possession of cannabis, and Class 3 and 4 property offenses. The project includes extensive cross training for staff in the criminal justice, mental health and substance abuse systems on the needs and characteristics of offenders with mental illness and co-occurring disorders, implementation of strategies for effective supervision of mentally ill offenders and community education and support for offenders with mental illness and their families.

A court team will review cases and manage a specialized docket for mentally ill offenders and include a circuit judge and representatives of the state's attorney, public defender, probation, mental health and substance abuse staff. A jail crisis worker will provide additional screening for the program. A coordinator housed in the probation department will provide supervision and support for offenders entering the program. Two mental health case managers, employees of the two local mental health centers, will link offenders in the program with treatment and supports and services, including outpatient counseling, substance abuse services, psychosocial rehabilitation, housing, crisis intervention, vocational services and illness self-management and recovery programs for offenders and their families. All treatment services funded by local tax revenues and state and federal grants and revenues, will be provided at no cost to program participants.

Residential crisis stabilization services, which are presently unavailable to this population, will be purchased through the program. Barriers to services will be addressed with problem solving strategies employed. Flexible funding will be allocated to deal with issues such as emergency housing needs, medication funding and management, transportation, which are currently lacking in the County. Activities for positive use of free time and rewards for participant outcome achievement will be employed. The probation department, by dedicating one full time case coordinator to the project, can ensure the services needed by the participants and that the complete coordination of the stakeholders takes place. This will be a new position and since the caseload will be at a much more manageable level, it will allow for the implementation of evidenced based practices during the supervision process.

The Mental Health Task Force and the St. Clair County Probation Department are fully committed to this project and will continue to allocate, time, talent, and resources toward its success. The Director of Court Services and Probation, along with the Mental Health Board, will provide oversight and continue to manage the task force, and assist the Court Team to accomplish the objectives of the project. A total of 120 persons will be screened for the project that would otherwise be considered for the Department of Corrections. The project will reduce the number of these individuals entering the Department of Corrections by 25% or 30 individuals.