

*Utah Department of Corrections*  
**Presentation to Executive  
Offices and Criminal  
Justice Appropriations  
Subcommittee**

February 6, 2020



# Looking Back to 2019

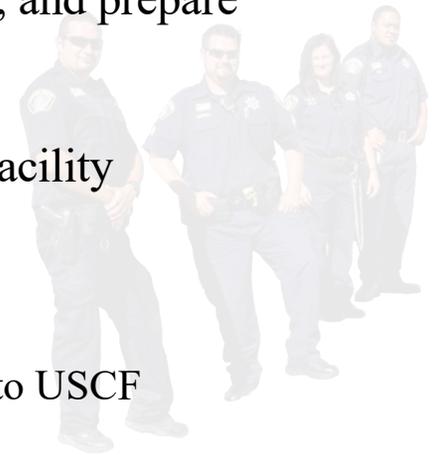
The following are a few highlighted staff accomplishments over the past year

- Developed and started implementation of a Blueprint solution (discussed on slides below) that fundamentally shifts how Corrections operates in Utah
- Worked with DFCM to begin the process of purchasing and possible retrofitting of a new Community Correctional Center in Utah County
- In partnership with the Utah Sheriffs' Association, new Utah Correctional Standards were developed and are in the process of being implemented
- Implemented parolee release-day fair and orientation at Fred House Academy (for parolee and family members)



# Looking Back to 2019

- Significantly enhanced the Department's Clinical Services Bureau operations
  - Partnered with PEHP to send and pay bills to the University Medical Center
  - Increased the number of compassionate releases and release requests
  - Nearly eliminated inmate intake medical refusals
  - Reduced UMC medical runs by 32% since 2016
- Developed a comprehensive plan to move away from a temporary gang-related schedule to improve inmate access to programming, enhance security, and prepare for direct supervision
- Continued with the construction of the new Utah State Correctional Facility (USCF)
  - Began work with an expert on analyzing staffing for the new facility
  - Working with a national expert on transitioning from the Draper prison to USCF



# Looking Back to 2019

- Civilianized most of the Presentence Investigator positions
- Implemented two new Presentence Investigation reports, as well as a low risk offender memorandum for the courts
- Removed AP&P staff from the courtroom
- Focused efforts to get low risk offenders and offenders that have met their supervision guideline date off supervision

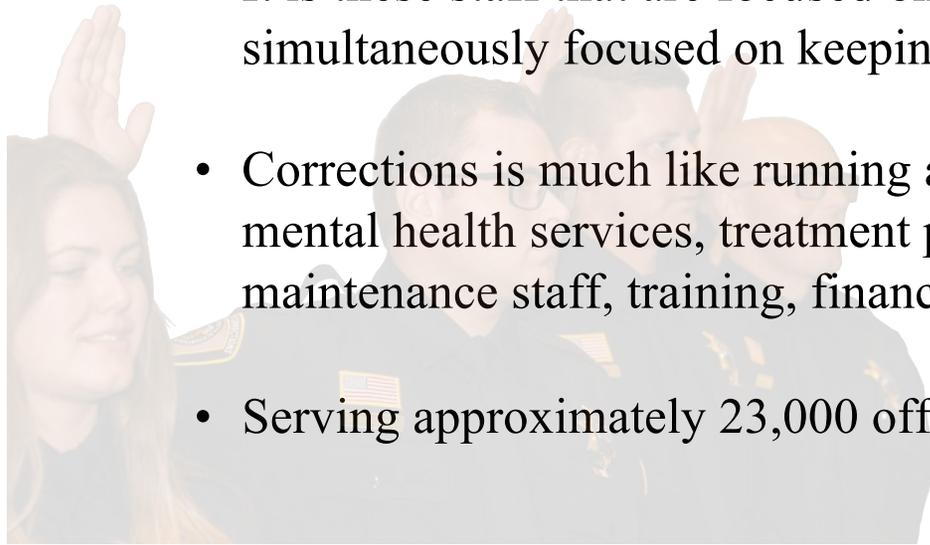
The last two items appear to be assisting in reducing the number of offenders being supervised in the community, creating some level of pressure relief for our staff



# It's All About the Staff

## Professional and High Quality Staff

- Approximately 2,300 correctional certified staff, law enforcement certified staff, and civilian staff
- It is these staff that are focused on helping offenders succeed, while simultaneously focused on keeping the public safe
- Corrections is much like running a city (law enforcement, medical services, mental health services, treatment programs, Correctional Industries, facilities and maintenance staff, training, finance, audit, etc...)
- Serving approximately 23,000 offenders across Utah



# It's All About the Staff



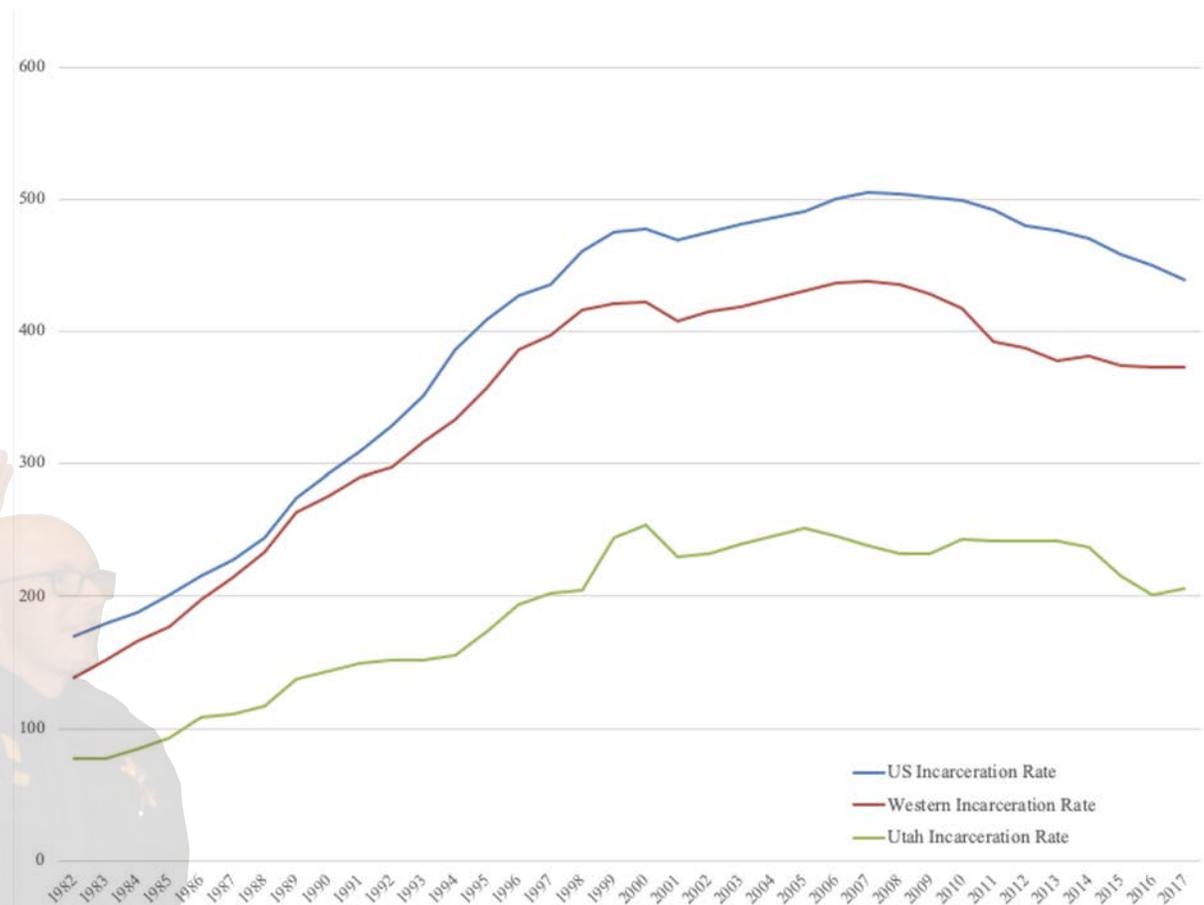
# Utah's Incarceration Rate Per 100,000

Utah's incarceration rate today and historically is well below the national and Western state rate.

This has implications that must be considered in comparing outcomes for the parole population.

Utah is and has been very selective in who is put into prison. This is smart policy.

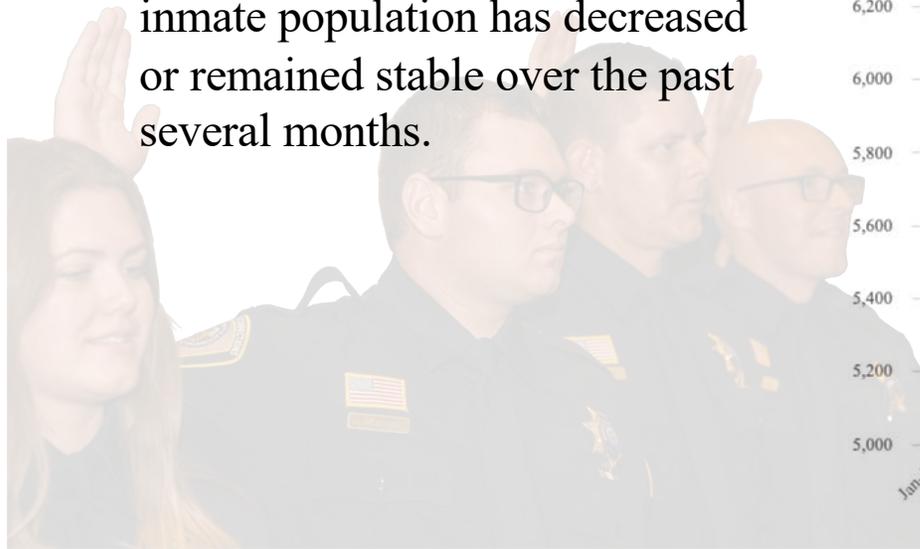
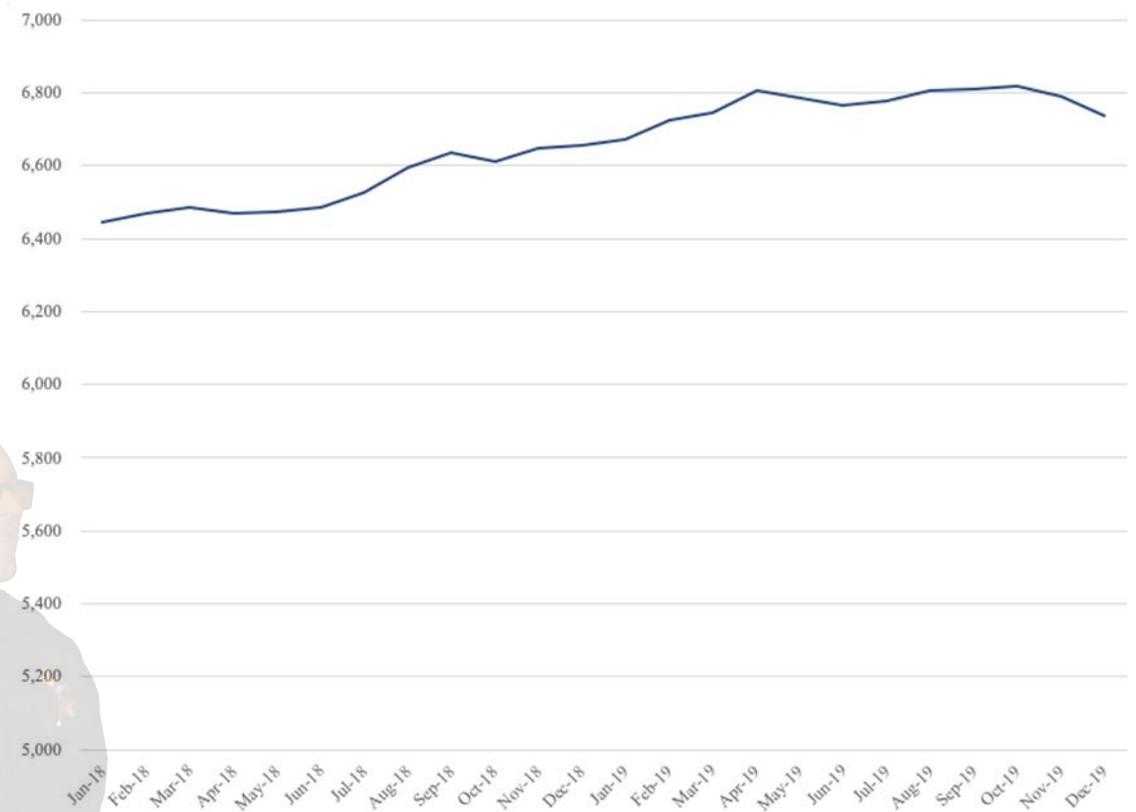
It does mean parolees released from prison in Utah are likely to be more challenging offenders (high risk) to work with.



# Utah Average Monthly Inmate Population

Utah's inmate population had been increasing steadily over the past year and a half.

However, the average monthly inmate population has decreased or remained stable over the past several months.



# Utah Inmate Population

- 6,641 total inmates incarcerated on January 29, 2020

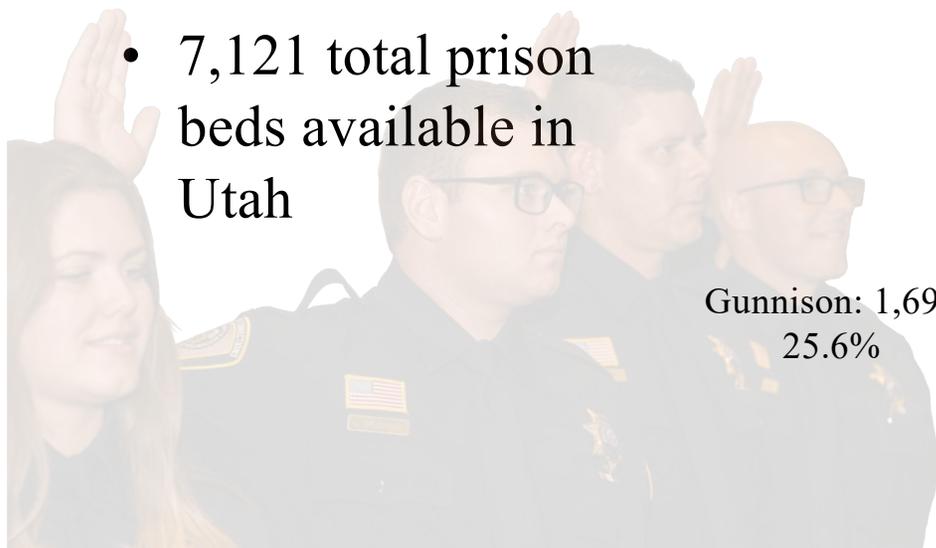
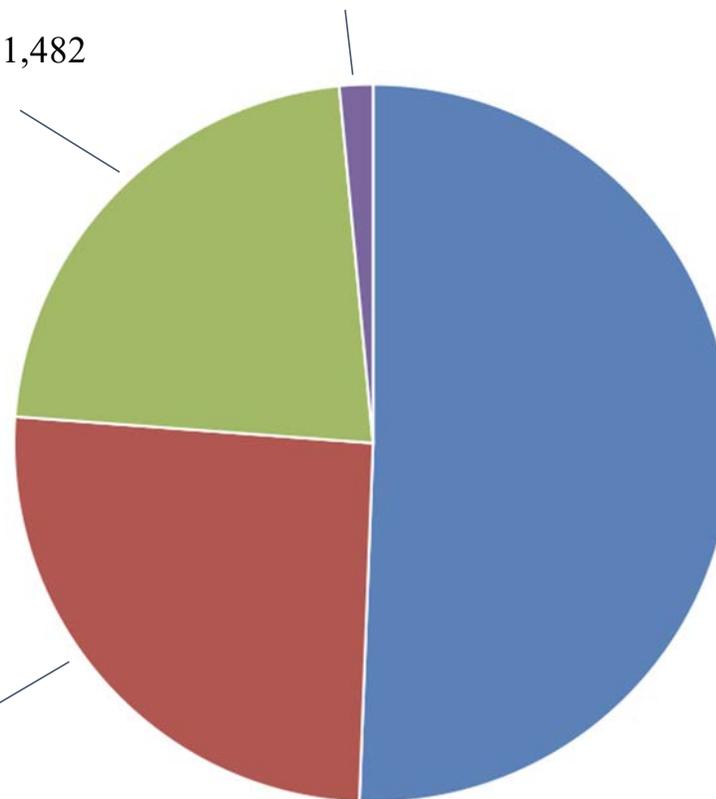
- 7,121 total prison beds available in Utah

County Jails: 1,482  
22.3%

Out Count: 100  
1.5%

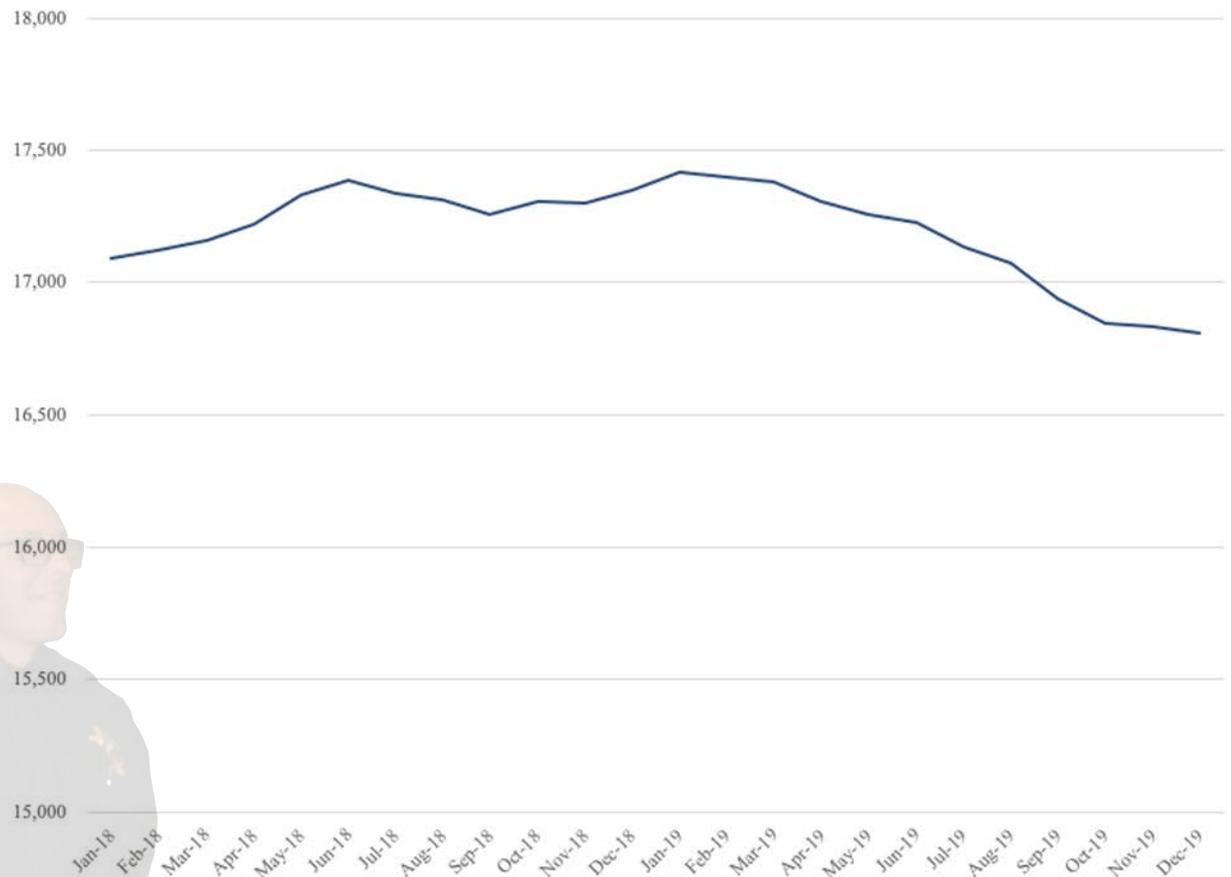
Draper: 3,361  
50.6%

Gunnison: 1,698  
25.6%



# Offender Population Supervised in the Community

As noted previously, with some proactive steps, the Department is beginning to see a decrease in the number of offenders being supervised in the community

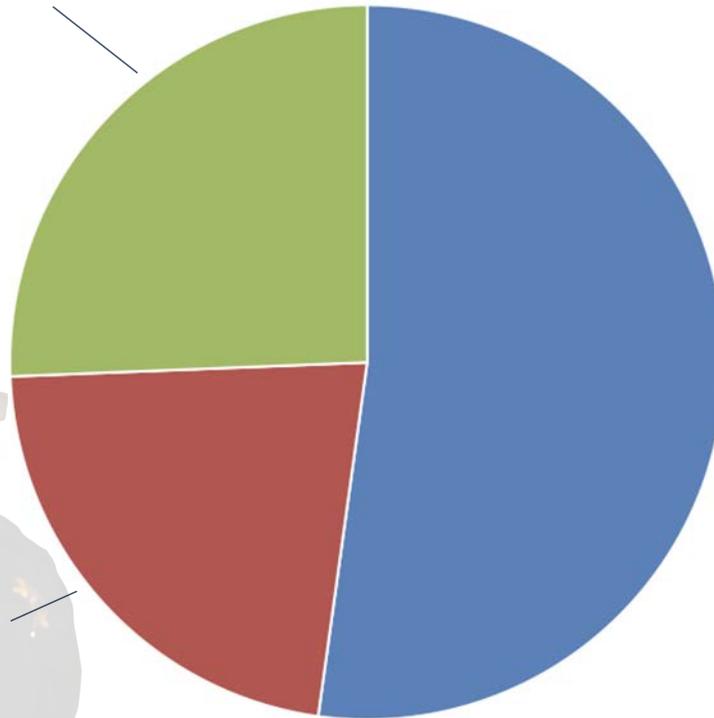


# Utah AP&P Supervised Population

16,915 total offenders supervised - the majority are offenders on felony probation

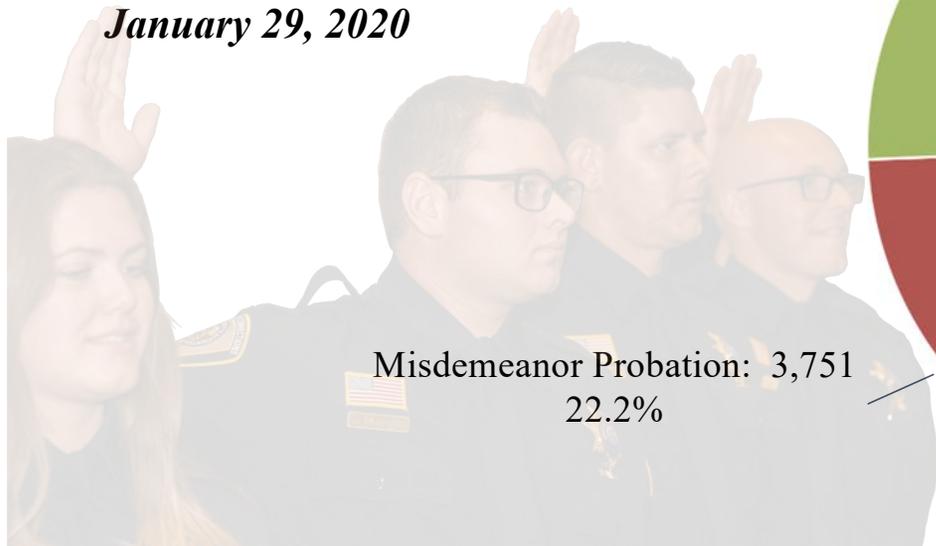
*January 29, 2020*

Parole: 4,335  
25.6%



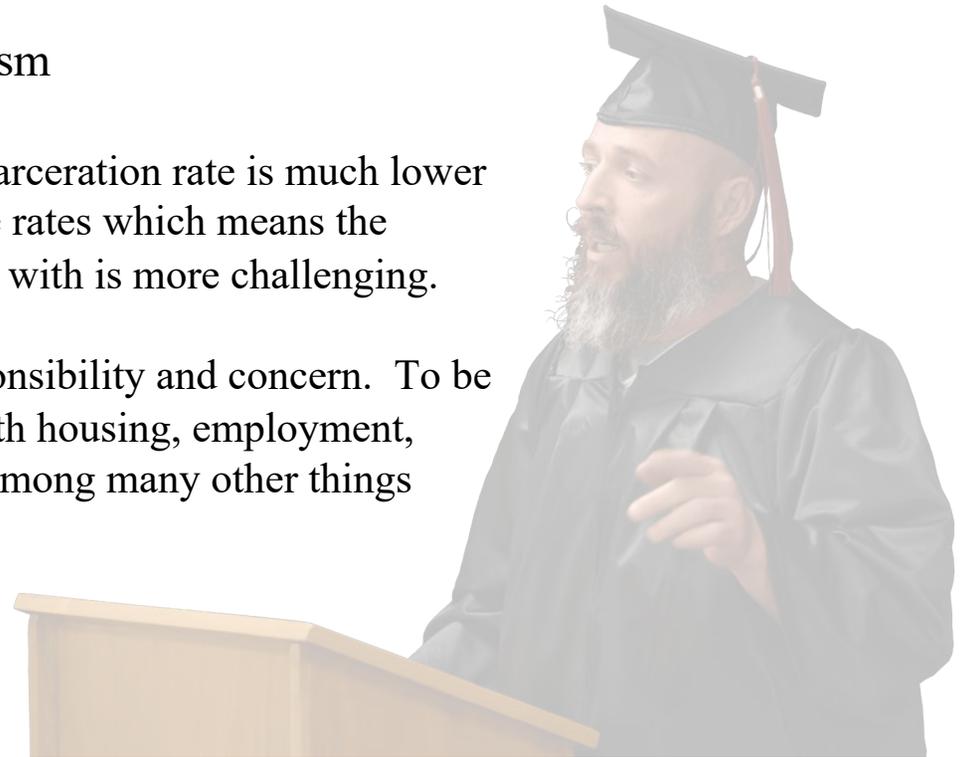
Felony Probation: 8,829  
52.2%

Misdemeanor Probation: 3,751  
22.2%



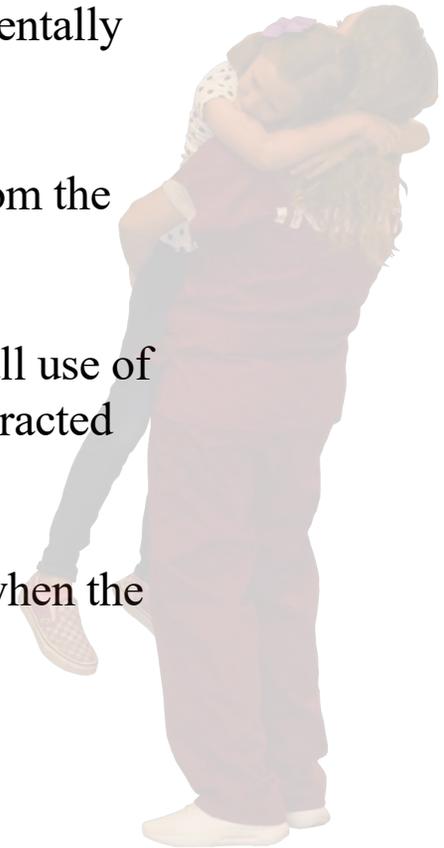
# A Word on Recidivism

- As the Fiscal Analyst and CCJJ have indicated, Utah's justice system is collaborating to develop a robust measure of offender recidivism
- A few things to note in relation to recidivism
  - As noted on a previous slide, Utah's incarceration rate is much lower than both the national and Western State rates which means the population the justice system is working with is more challenging.
  - Addressing recidivism is a societal responsibility and concern. To be successful, offenders need assistance with housing, employment, financial burden, access to health care, among many other things that Corrections cannot address alone



# Looking Ahead

- Possible development of a Behavioral Health Transition Facility to assist mentally ill inmates successfully transition back into the community
- Aggressive work is beginning to develop intricate plans for transitioning from the Draper prison to USCF
- Develop new solutions, in partnership with county jails, to ensure a more full use of the beds available, as well as expanding treatment opportunities within contracted jails - including implementation of the new Utah Correctional Standards
- Implement a pilot program for paroling inmates directly from county jails when the inmate is from that geographic area



# Looking Ahead

- Department will continue the implementation of the Blueprint solution and develop processes to ensure we are tracking its use and associated outcomes
  - This will also include working with GOMB to expand the solution to other social service agencies
  - *Corrections has historically, and will continue in the future, to work with other agencies in sharing its data*



# Blueprint Solution

This work can easily be overlooked - but in reality - it is a ***SUBSTANTIAL*** shift in where we are moving as a Correctional agency in Utah and nationally

The focus of the Blueprint Solution is to systematically ensure the right offenders are receiving the right treatment in the right amount and at the right time

***Two keys of this Solution are:***

- Consistency
- Timing



# Blueprint Solution ~ Consistency

Historically, the Department has moved offenders around from facility to facility based on housing availability. Inmates may be moved from Draper to Gunnison, from Gunnison to a contract county jail, from a contract county jail back up to Draper.

Similarly, offenders supervised in the community are often transferred from one agent to another, or returned to prison and sent back out on parole to a different agent

- For each one of these moves, either a case manager or agent has to get to know the offender, review programming the offender may have completed, and re-develop a plan for the offender's future success
- For the first time, Corrections is focusing on consistency in case management. We are working toward limiting the number of times inmates are moved and working to maintain a consistent agent working with the offender in the community
- This will lead not only to better outcomes for offenders, but it will also decrease the frustration offenders experience and create ownership for our staff providing services to offenders

# Blueprint Solution ~ Timing

At any given time, our Department is working with more than 24,000 offenders across the state. Each of these individual offenders have unique needs. It can be a logistical nightmare for case managers and agents to keep track of which offenders need which services and when those services need to begin.

- With the Solution, a validated risk assessment will guide the development of an offender's individualized case action plan
- Additionally, staff will be able to identify the level of services needed and when they need to begin
- With the Blueprint Solution, these staff will be able to immediately:
  - See offenders on their caseload that need to begin a program or service immediately
  - See offenders that are not making progress with a specific program or service - and why they are not making progress
  - In a single place, case managers and agents will be able to see which offenders need their attention, and the Department will better understand how or why offenders get stuck in terms of making progress

# Blueprint Solution

Now.....

At a glance, a case manager or agent can review their entire caseload and see who needs their attention

CAP Tracker Listing								
Milestone List								
Keyword Search <input type="text"/>								
		Offender #	Offender Name	Body Location	Milestone Name	Status or Progress Color	Risk/Needs Area	Risk/Need Level
<input type="radio"/>		239389	SCHMIDT, MAR	TIMPANOGOS	COMPLETE XCELL	IN PROGRESS	ALCOHOL/DRUG PROBLEM	VERY HIGH
<input type="radio"/>		239389	SNYDER, BRIT		XCELL	IN PROGRESS	ALCOHOL/DRUG PROBLEM	VERY HIGH
<input type="radio"/>		239389	WATSON, ANG	Z	DMA	IN PROGRESS	EDUCATION	HIGH
<input type="radio"/>		239389	RUTCHEY, HEI		RESIDENTIAL	NOT STARTED	SEX OFFENDER	VERY HIGH
<input type="radio"/>		239389	NAPOLITANO,		XCELL	NOT STARTED	ALCOHOL/DRUG PROBLEM	HIGH
<input type="radio"/>		239389	MONTOYA, TR		DMA	NOT STARTED	ALCOHOL/DRUG PROBLEM	VERY HIGH
<input type="radio"/>		239389	MONTOYA, TRINITY	TIMPANOGOS 4	COMPLETE XCELL	IN PROGRESS	ALCOHOL/DRUG PROBLEM	VERY HIGH
<input type="radio"/>		239389	MONTOYA, TR		LL	IN PROGRESS	ALCOHOL/DRUG PROBLEM	HIGH
<input type="radio"/>		239389	ONTIVEROS, ROSE	TIMPANOGOS 3	ANGER MANAGEMENT	IN PROGRESS	ANTI-SOCIAL ATTITUDES	HIGH
<input type="radio"/>		239389	COOK, ANGEL	TIMPANOGOS 1	COMPLETE MRT	NOT STARTED	ANTI-SOCIAL ATTITUDES	MEDIUM

Showing 1 to 217 of 217

[Back](#) [Offender CAP Overview](#)

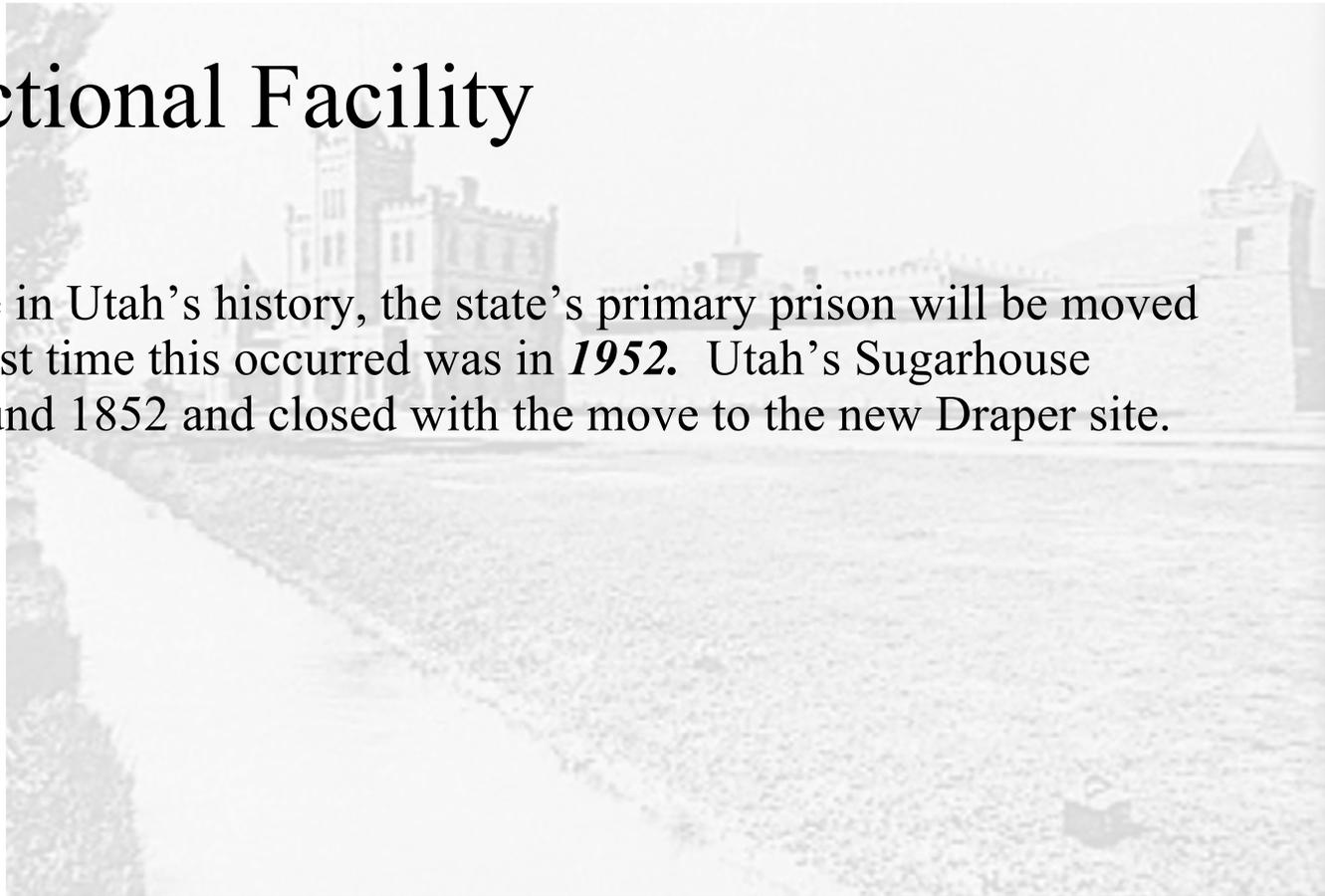
The color RED indicates there is a STUCK status

The color YELLOW indicates there is a date or deadline that has passed with no action taken.

The color GREEN indicates everything is on track.

# A New Correctional Facility

For only the second time in Utah's history, the state's primary prison will be moved to a new location. The last time this occurred was in **1952**. Utah's Sugarhouse Penitentiary opened around 1852 and closed with the move to the new Draper site.



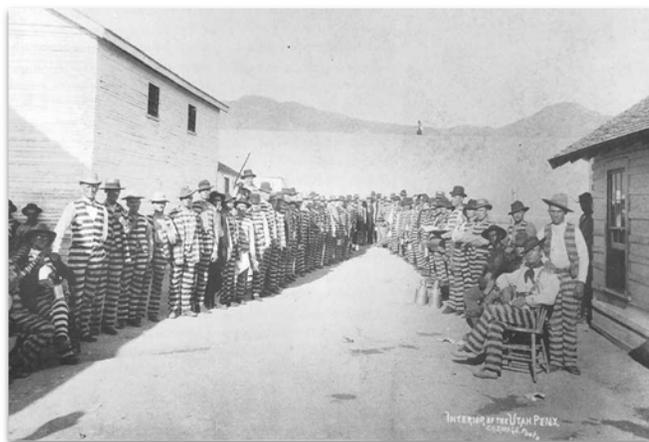
# A New Correctional Facility



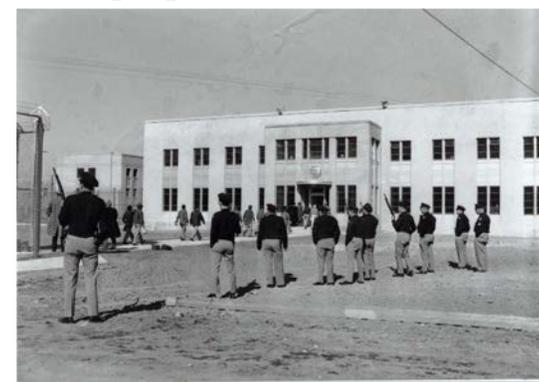
*Utah's Sugarhouse Penitentiary  
Operated from 1852 to 1952*



*Sugarhouse inmates making  
their first entry into the new  
Draper prison site*



*Moving from  
Sugarhouse &  
initial demolition  
of the  
Sugarhouse  
penitentiary*



# Welcome to the Utah State Correctional Facility (USCF)

- Over 90% of the building drawings are complete, permitted, and out for construction bid or under construction
- Substantial completion in the Fall of 2021
- Operation in the Spring of 2022



# Budget Requests



“Our primary mission is to help offenders successfully exit the criminal justice system.”

*Mike Haddon  
Executive Director*



# Certified Staff Pay Plan

\$2,639,500 ongoing

- As with many jobs in the current economy, there remains significant competition for Correctional Officers and Law Enforcement Officers
- It is essential to continue the yearly Certified Pay Plan within the Department of Corrections, or we stand to lose further ground with competing agencies



## Looking specifically at the Draper prison

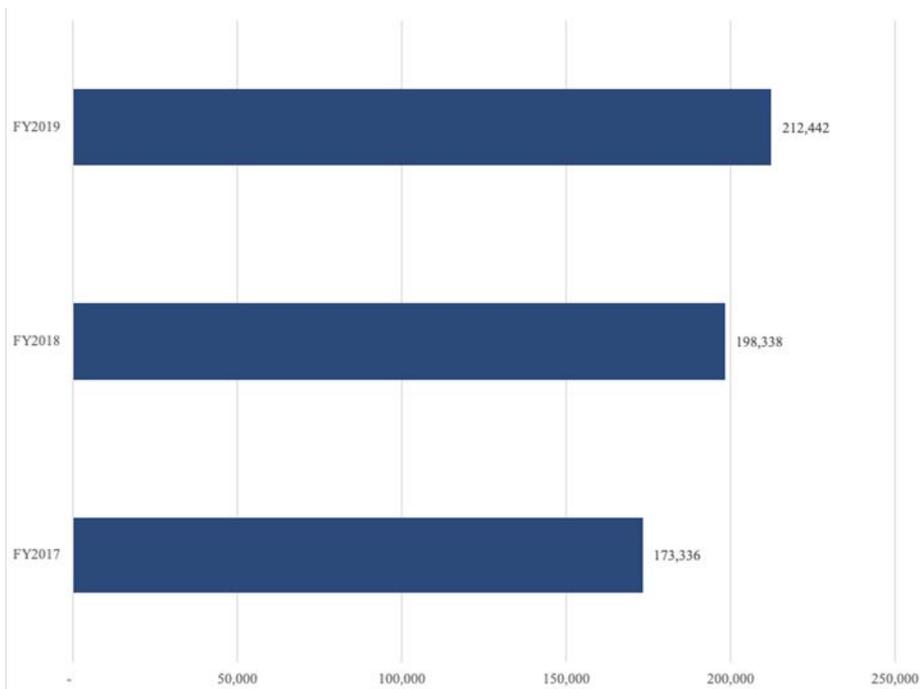
- 115 Correctional Officer vacancies (22.1% of these positions)
- 77 “Other” Correctional Officer vacancies (in academies, on leave, on military leave, etc.)
- **192 Combined operational vacancies (36.9% of these positions)**

Agency	Correctional Officer Starting
Utah Department of Corrections	\$19.75
Weber County Sheriff	\$19.68
Salt Lake County	\$21.46 - (or is it \$22.65?)
Utah County	\$20.27

# Certified Staff Pay Plan – Year Four

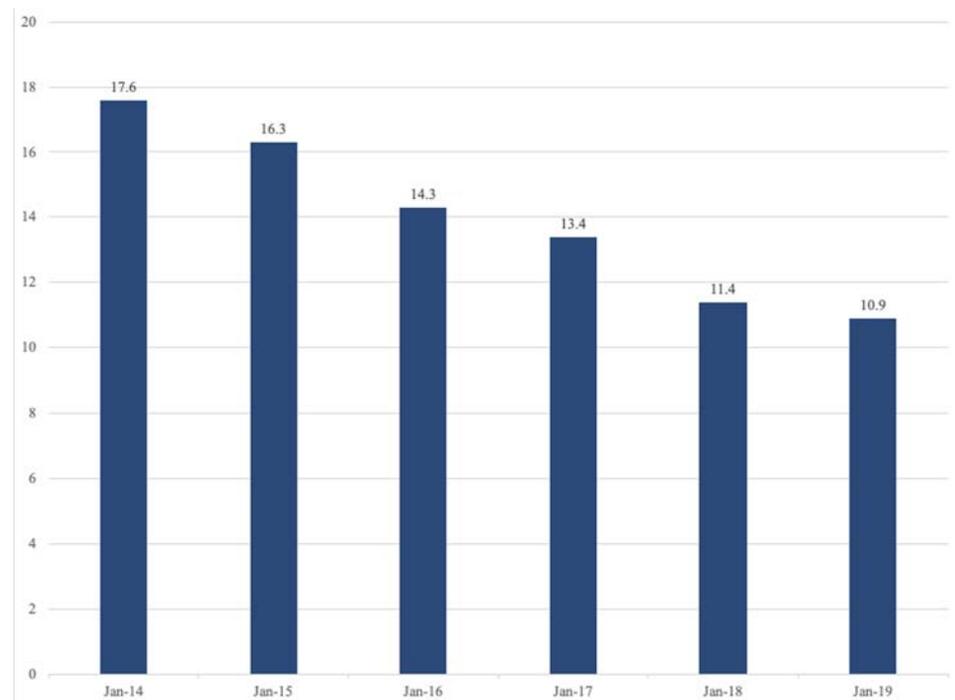
## Overtime Hours Worked in the Utah Prison System

The total number of overtime hours worked within Utah's prison facilities continues to grow ~ reaching over 200,000 overtime hours worked in Fiscal Year 2019



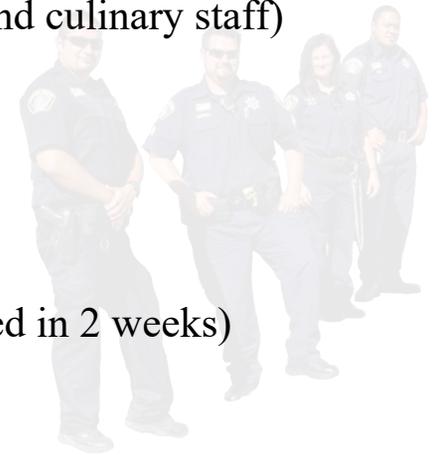
## Loss of Experience within Adult Probation & Parole

Within Adult Probation & Parole, Utah is quickly losing experience among our AP&P Agent ranks ~ losing an average of 6.7 years of experience since 2014



# Certified Staff Pay Plan – Year Four

- **Corrections is not sitting still in the face of the accumulating vacancies and the loss of experience**
  - We implemented a \$6,000 hiring bonus and are now seeing more cadets in our Pre-service Academies
  - We doubled the amount available for educational assistance in order to assist with retention
  - We are civilianizing several positions within the prison system in order to get the current certified officers into posts that truly require certification (e.g., control room operators and culinary staff)
  - Recruitment strategy
    - Hired recruiter - from 10% to 17% (enter process and get hired)
    - Streamlining hiring process reducing the time for onboarding
    - Strategic recruitment campaign (e.g., Facebook - 119 applications submitted in 2 weeks)



# Community Case Management

\$5.6 million, \$750,000 one-time FY2020, \$200,000 one-time FY2021

\$5.6 million (ongoing, FY2021) — Hire 32 agents, 12 case workers, 6 supervisors, and 6 office specialists (56 positions total)

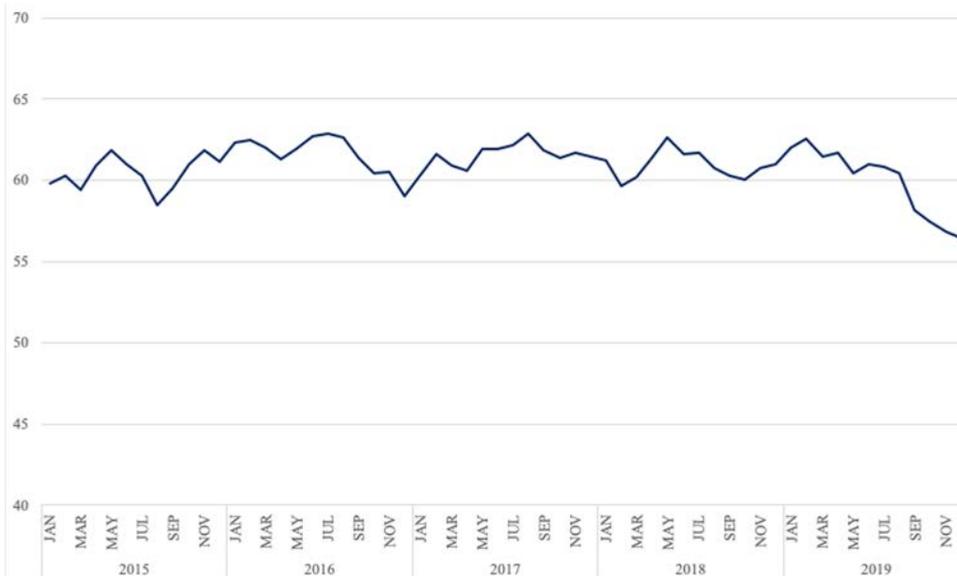
- Reduce caseload sizes to 50 or lower across the State
- Provide improved focus and services to offenders in the community to increase successful exits from the criminal justice system
- \$750,000 (one-time, FY2020) and \$200,000 (one-time, FY2021) — Purchase of office equipment, computers, vehicles, etc. for new staff



# Community Case Management

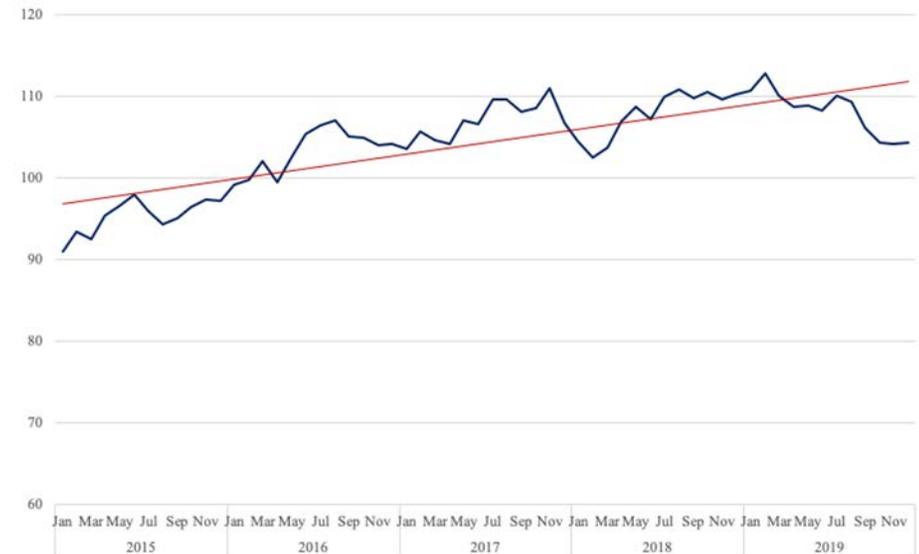
## Average AP&P Agent Caseload Size

Although the Department is making progress, the average caseload for an AP&P agent remains above 55 offenders per agent. The target for best interaction with offenders is 50 offenders per agent.



## AP&P Agent Workload Intensity

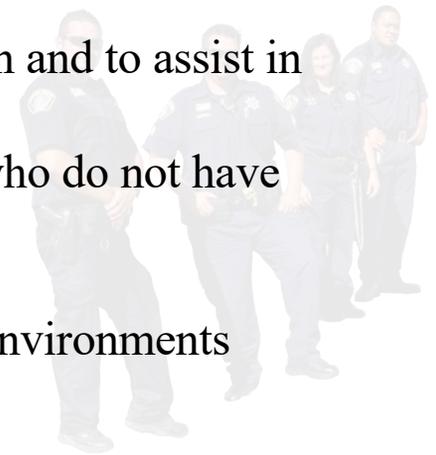
Caseload size is one measure of work volume. Workload intensity is another and is depicted in the chart below. The number of High and Intensive Risk offenders is increasing, which leads to more required monthly contact with offenders.



# Behavioral Health Transition Facility

\$11 million (\$5 million one-time - \$6 million ongoing)

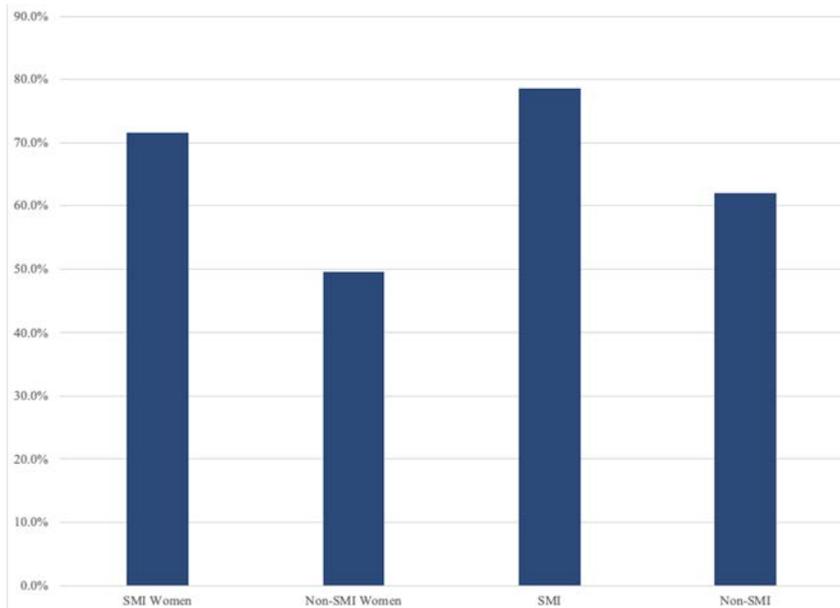
- Facility to transition mentally ill offenders back to the community
  - More than 50% of our inmates have mental health concerns
  - More than 70% of inmates with a mental illness released to parole will return to either prison or jail within three years
- This facility will:
  - Expand the resources from 20 community beds to 100
  - Provide a therapeutic, structured environment for transition out of prison and to assist in stabilizing parolees struggling with mental health concerns
  - Provide a dedicated environment rather than mix with other offenders who do not have mental health needs
- Research shows this population does well in highly structured, therapeutic environments



# Behavioral Health Transition Facility

## Returns to Prison – Seriously Mentally Ill Offenders

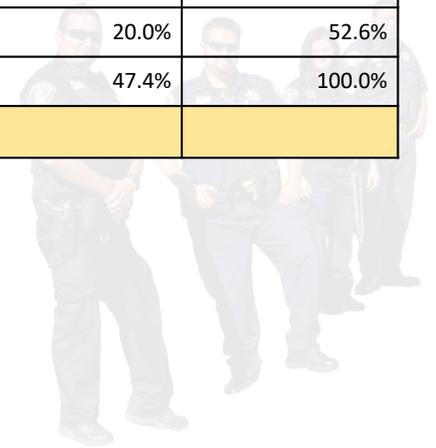
Research in Utah indicates that those with a Serious Mental Illness - or SMI - are far more likely to be returned to prison from parole supervision. Prison is often not the best environment for those suffering from a mental illness



## Mental Health Impairment Level in Prison

Just over half of the inmate population suffer from minimal mental health impairment to severe impairment. There are 178 inmates categorized in the highest levels of mental health impairment.

Mental Health Treatment Level	N	%	Cumul %
A - Severe impairment	13	0.2%	0.2%
B - Chronic impairment	165	2.4%	2.6%
C - Mild to moderate impairment	2,024	30.0%	32.6%
D - Minimal impairment	1,348	20.0%	52.6%
E - No mental health services required	3,203	47.4%	100.0%
<b>TOTAL</b>	<b>6,753</b>		



# Jail Contracting ~ Programming Increase

\$2 million ongoing

\$2 million (ongoing, FY2021) — Provide additional programming services in contract county jails

- The Department currently has ongoing funding to pay for 1,560 inmates in contracted county jails across the state
  - Of the 1,560 beds, 758 beds in 15 county jails are designated for programming
    - 269 Substance Abuse Treatment programs
    - 166 Sex Offender Treatment programs (96 pre-sex offender treatment)
    - 323 Vocational Training and Cognitive Behavioral Training programs
- Jails providing programming are reimbursed at a higher daily rate



# Jail Contracting Programming Increase

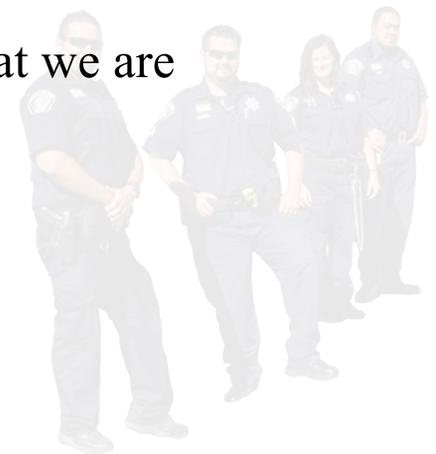
- This funding will be used to increase programming beds in the county jails not an increase in the daily rate
- The Department has been collaborating with the Utah Sheriffs to maximize our existing jail contract funding to increase the number inmates housed in the jails and increase the programming opportunities available to inmates
- The Department and Utah Sheriffs are committed to a long-term partnership seeking to provide education, cognitive behavioral treatment, substance abuse, and mental health treatment focused on risk reduction in order to prepare inmates for successful release into our communities



# Replacement of Medicaid Funding

\$859,000 one-time FY2020 - \$738,000 ongoing FY2021

- Previously, \$2 million was cut from the Department's Medical line-item due to anticipated savings associated with Medicaid expansion
- Although the Department is seeing savings associated with Medicaid expansion, it does not equate to a \$2 million savings
- These appropriations return some of the \$2 million cut based on what we are experiencing with Medicaid expansion



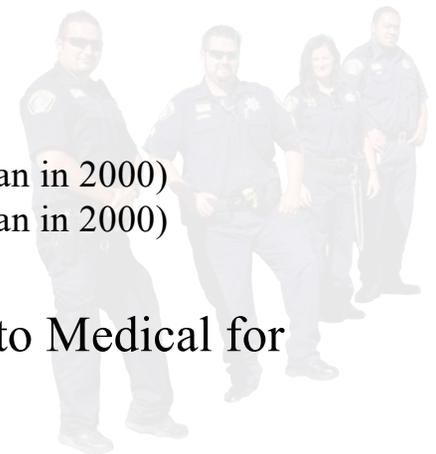
# Budget Reallocations

## \$1,800,000 Total Requested Reallocation

\$1.5 million (one-time, FY2020) — reallocate from Jail Contracting to Medical to address an anticipated shortfall in Medical.

- For each of the past 13 years, the Department has required a supplemental appropriation to end the fiscal year with a positive balance in the Medical line-item
- Aging inmate population – between years 2000 and 2018
  - 308% increase in inmates 60 years of age or older (or 379 more inmates in 2018 than in 2000)
  - 419% increase in inmates 70 years of age or older (or 109 more inmates in 2018 than in 2000)

\$300,000 (one-time, FY2020) — reallocation from Jail Contracting to Medical for Hepatitis C treatment



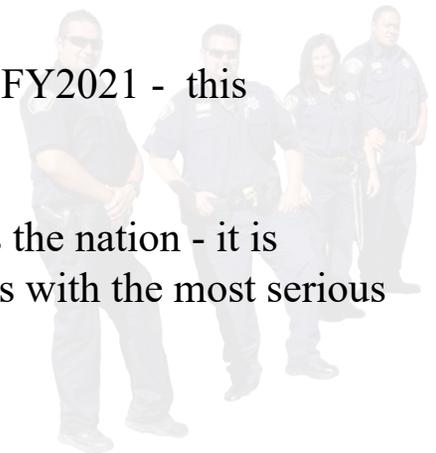
# Legislative Fiscal Analyst (LFA) Recommendation

As an alternative to the requested reallocations on the previous slide, the LFA is recommending the following:

- One-time reduction in FY2021 of \$1.8 million in the Jail Contracting line-item
- Then.... Corrections' request for \$1.5 million for projected shortfall in Inmate Medical and \$300,000 for Hepatitis C treatment would be added to the list of items for prioritization by the Committee

*The Department of Corrections would urge the Committee to simply reallocate the funding as presented on the previous slide*

- Inmate Medical is already projected to be over \$1.5 million in deficit by the end of FY2021 - this reallocation is sorely needed
- Hepatitis C treatment in Correctional environments is being heavily litigated across the nation - it is essential that Utah continues to demonstrate a commitment to treating those inmates with the most serious symptoms



# Budget Request Summary – Budget Reallocation & One-time Requests

## Fiscal Year 2020 Requested Reallocations

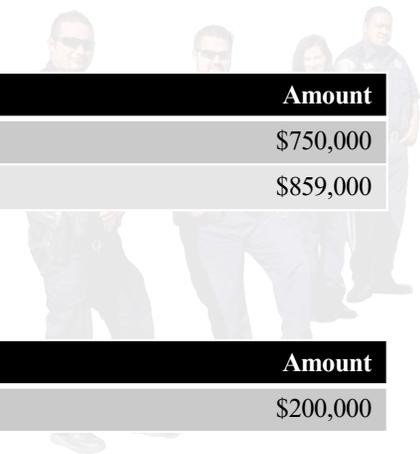
Description	Line-Item	Funding Type	Amount
Medical Shortfall	FROM - Jail Contacting	General Fund – One-time	(\$1,500,000)
Medical Shortfall	TO – Inmate Medical	General Fund – One time	\$1,500,000
Hepatitis C Treatment	FROM - Jail Contracting	General Fund – One-time	(\$300,000)
Hepatitis C Treatment	TO – Inmate Medical	General Fund - One time	\$300,000

## Fiscal Year 2020 One-time Requests

Description	Line-Item	Funding Type	Amount
Community Case Management	Programs and Operations	General Fund – One-time	\$750,000
Medicaid Expansion Reduction Restoration	Inmate Medical	General Fund - One-time	\$859,000

## Fiscal Year 2021 One-time Requests

Description	Line-Item	Funding Type	Amount
Community Case Management	Programs and Operations	General Fund – One-time	\$200,000



# Budget Request Summary – Building Blocks

Fiscal Year 2021

Description	Line-Item	Funding Type	Amount
Certified Career Ladder - Year 4	Programs and Operations	General Fund – Ongoing	\$2,639,500
Community Case Management	Programs and Operations	General Fund - Ongoing	\$5,600,000
Behavioral Health Transition Facility	Programs and Operations	General Fund - Ongoing	\$6,000,000
One-time for Behavioral Health Facility	Programs and Operations	General Fund – One-time	\$5,000,000
Increase in Jail Contracting Programming	Jail Contracting	General Fund – Ongoing	\$2,000,000
Medicaid Expansion Reduction Restoration	Inmate Medical	General Fund - Ongoing	\$738,000
Extreme Risk Protective Order Legislation	Programs and Operations	General Fund - Ongoing	\$136,000





# Questions?

*Learn more about us at [corrections.utah.gov](http://corrections.utah.gov)*

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