

# FY 2018-19 BUDGET

Winter 2018

## BUDGET TESTIMONY

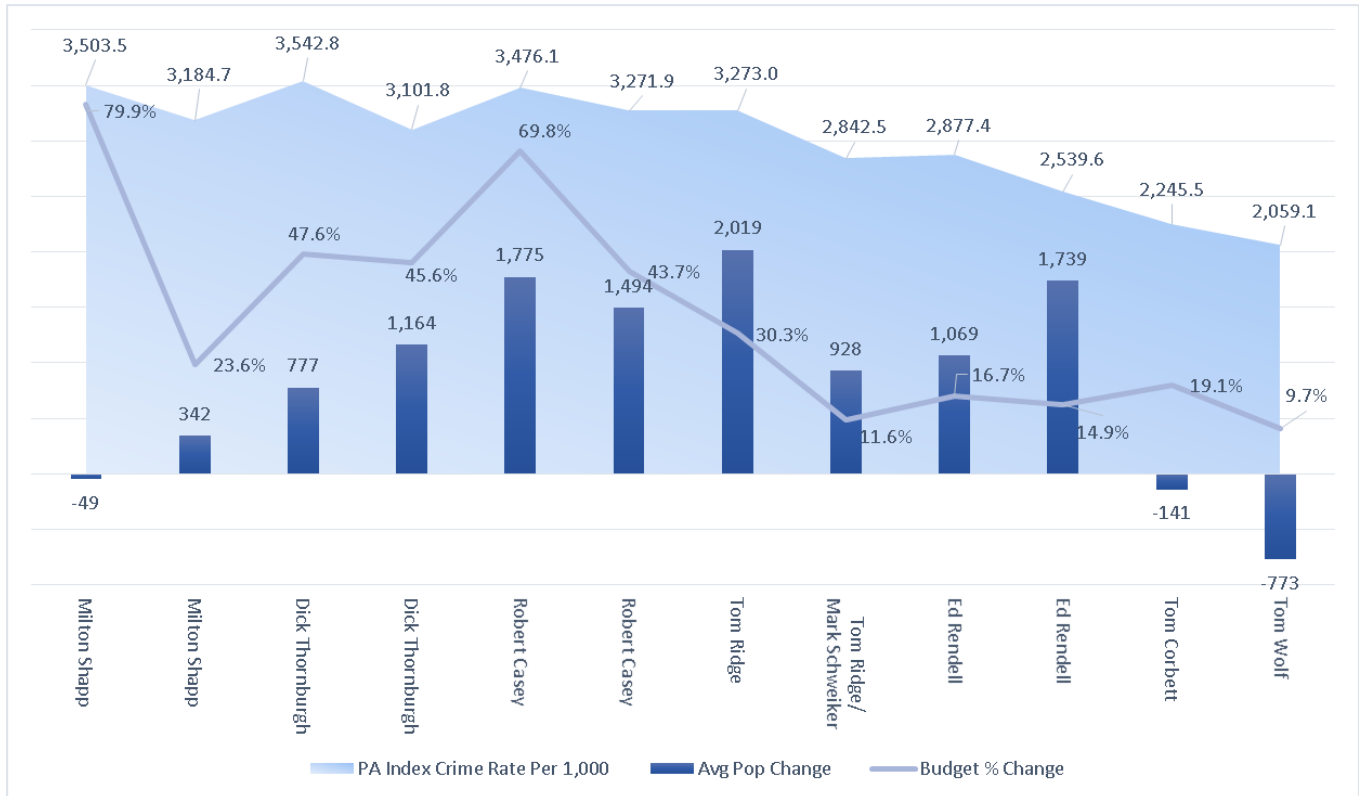
**Pennsylvania Department of Corrections & Probation and Parole**

**Secretary John E. Wetzel**

**Chairman Leo Dunn**

Through Governor Wolf's leadership, the Pennsylvania Department of Corrections (DOC) has seen an unprecedented reduction in prison population, as well as a reduction in spending increase all while crime rates in Pennsylvania continue to decline. In fact, the crime rate is literally at a level **not seen since 1970**.

## DOC Population , Budget, and PA Index Crime Trends FY 1971-72 thru FY 2018-19



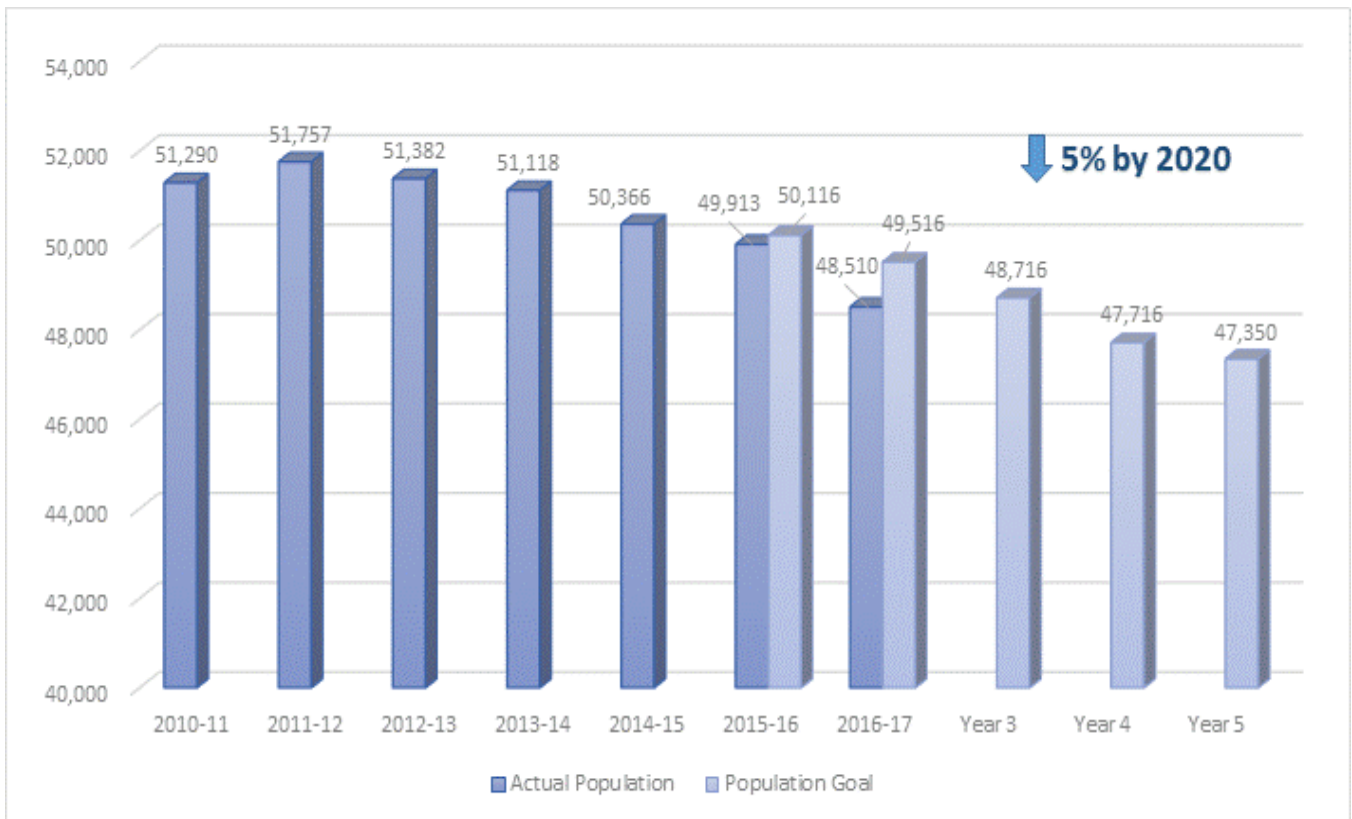
### Population

In December 2017, the DOC population was 48,438, the **lowest it's been since 2008**.

#### JUSTICE REINVESTMENT

- ◆ The significant turning point was the bipartisan support of Act 122 the Justice Reinvestment Initiative (JRI) in 2012. Since June 2012, the Department of Corrections' inmate population has declined 3,319 in the five and a half years since the implementation of JRI and Act 122.
- ◆ Through JRI efforts and internal efficiencies, we have reduced prison population for 4 consecutive years. As a result of the criminal justice reform efforts implemented in 2012, the prison population is

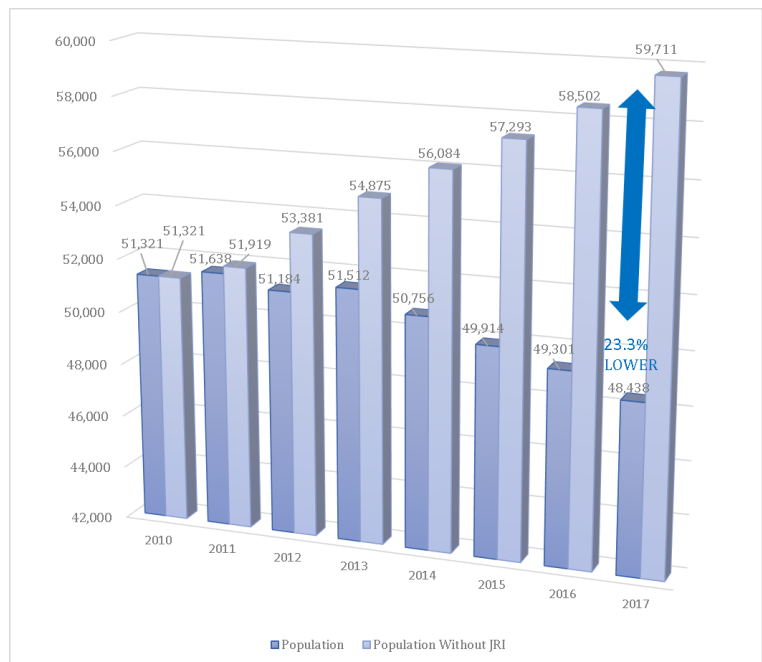
## DOC Population Reduction Goals Versus Actuals FY 2010-11 thru FY 2019-20

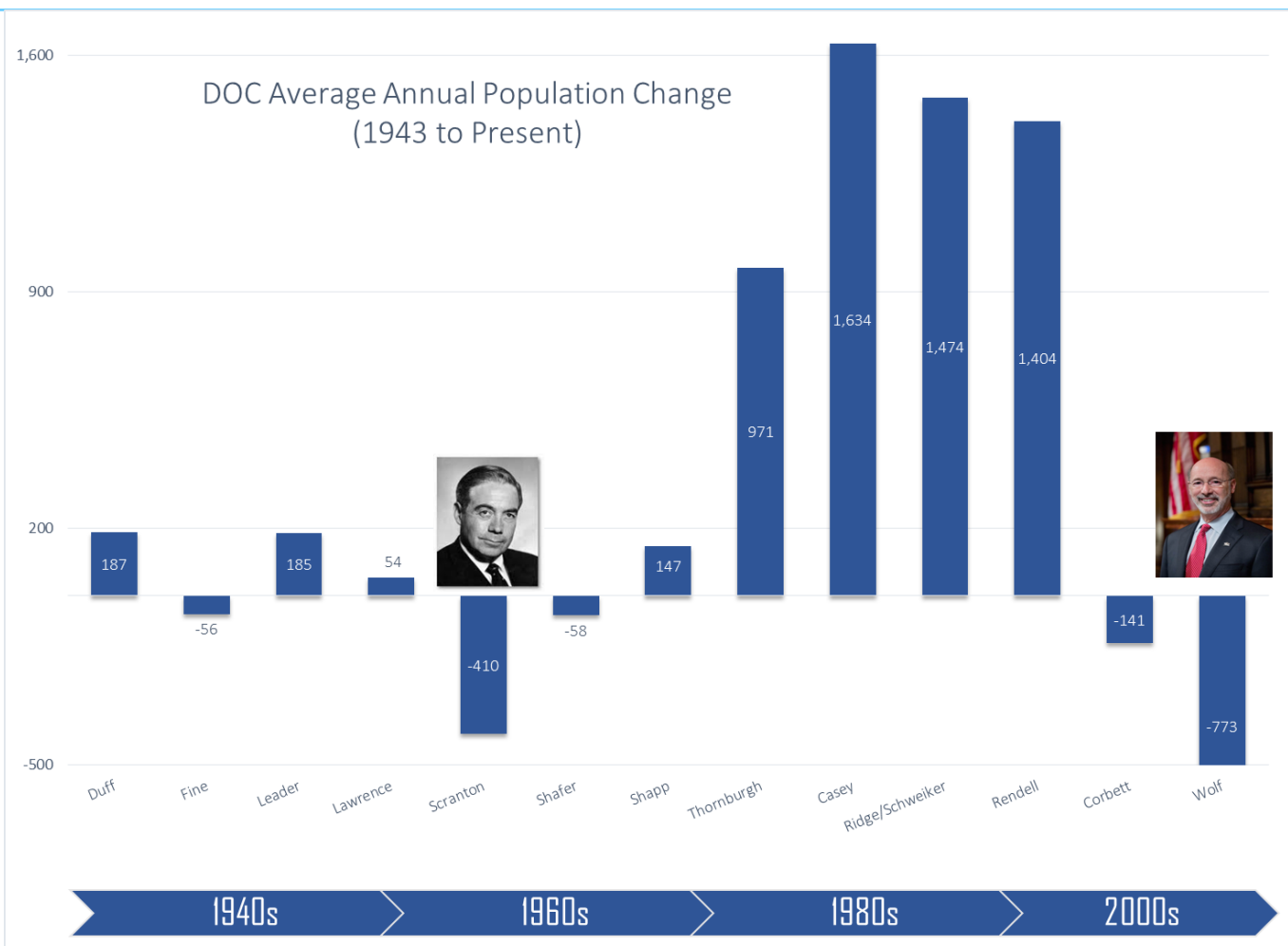


**23.3% lower** than it would have been without JRI.

- Between 2005 and 2009 our population was growing so rapidly, an estimated 26%, that state prison inmates had to be housed in counties and two other states. In 2010, our prison population was projected to grow to approximately 60,000 inmates by 2017.

## DOC Population Actual Versus No JRI 2010 thru 2017





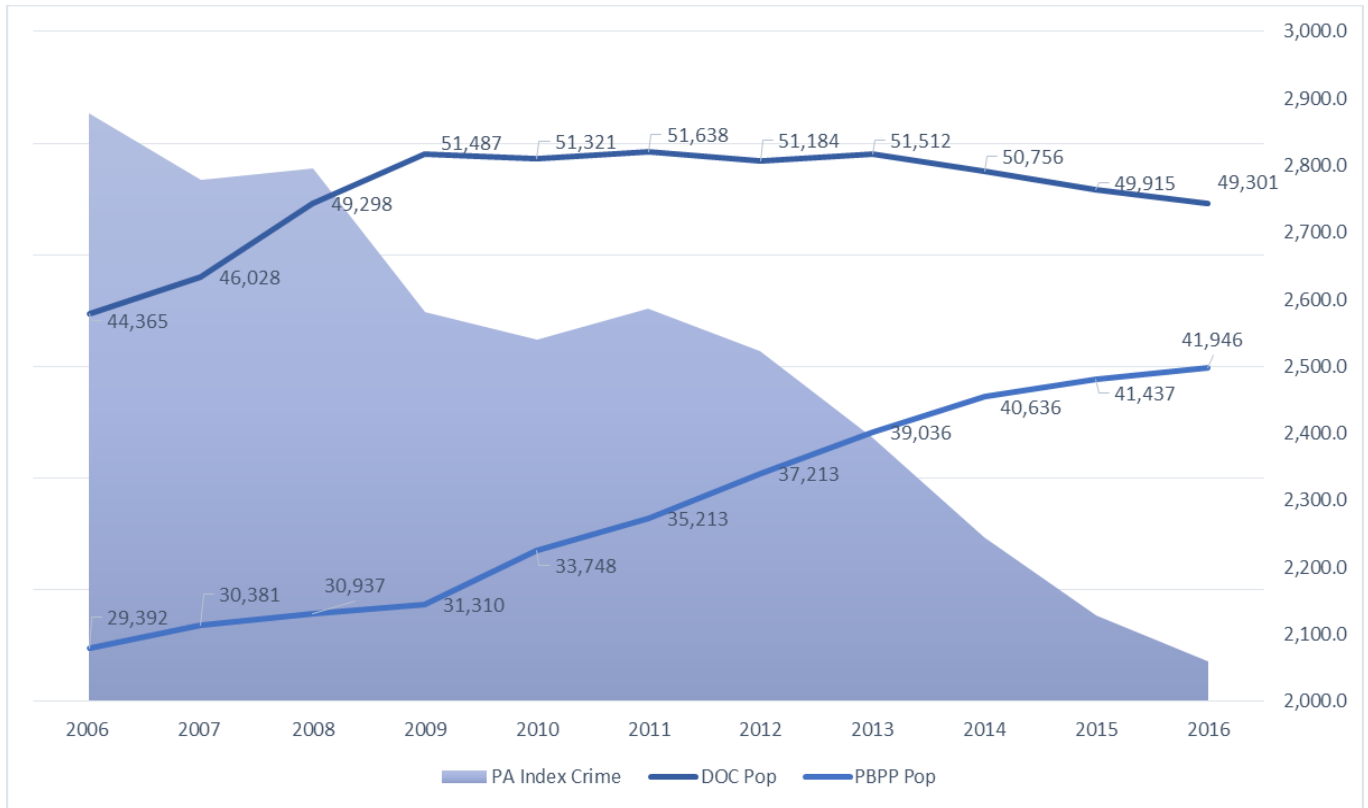
## DECREASE IN COURT ADMISSIONS

- ◆ One reason for a decline in court commitments is the invalidation **of certain mandatory minimum sentences**, including mandatory minimum sentences for drug crimes in Pennsylvania following the U.S. Supreme Court decision in 2013 and Pennsylvania Supreme Court decision in 2015.
- ◆ Court commitments may have also declined as a result of smarter approaches to divert low level, non-violent offenders from state prison, and as a result of a continued reduction in crime in Pennsylvania based on the most recent numbers available.

## CRIME & DOC AND PAROLE POPULATIONS

- ◆ As the DOC population declines and the Pennsylvania Board of Probation and Parole (PBPP) population steadily increases, the PA Index crime rate per person drops precipitously.
- ◆ While the DOC inmate population dropped by 3.7% from 2012 to 2016, the Pennsylvania crime rate dropped by more than 18% during the same time. A recent analysis shows that from 2010 to 2015, the Pennsylvania counties with the largest state prison population reduction showed a

## DOC & Parole Populations & PA Crime Decline 2006 to 2016



crime drop of 10%, whereas counties where the state prison population increased only showed a crime drop of 1%.

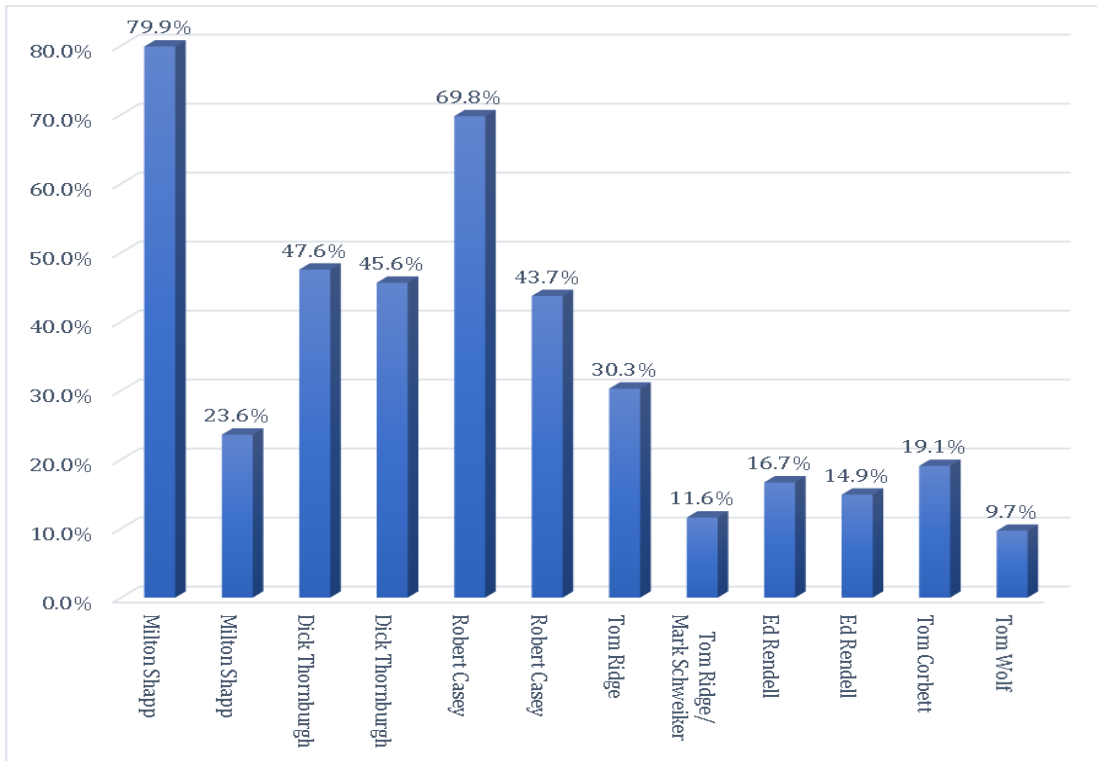
- ◆ As the DOC population continues to decline, the parole population increases. Only as a consolidated agency can we quickly accommodate those shifts in population by increasing parole agents as needed to improve supervision and increase public safety.

### *Cost Savings*

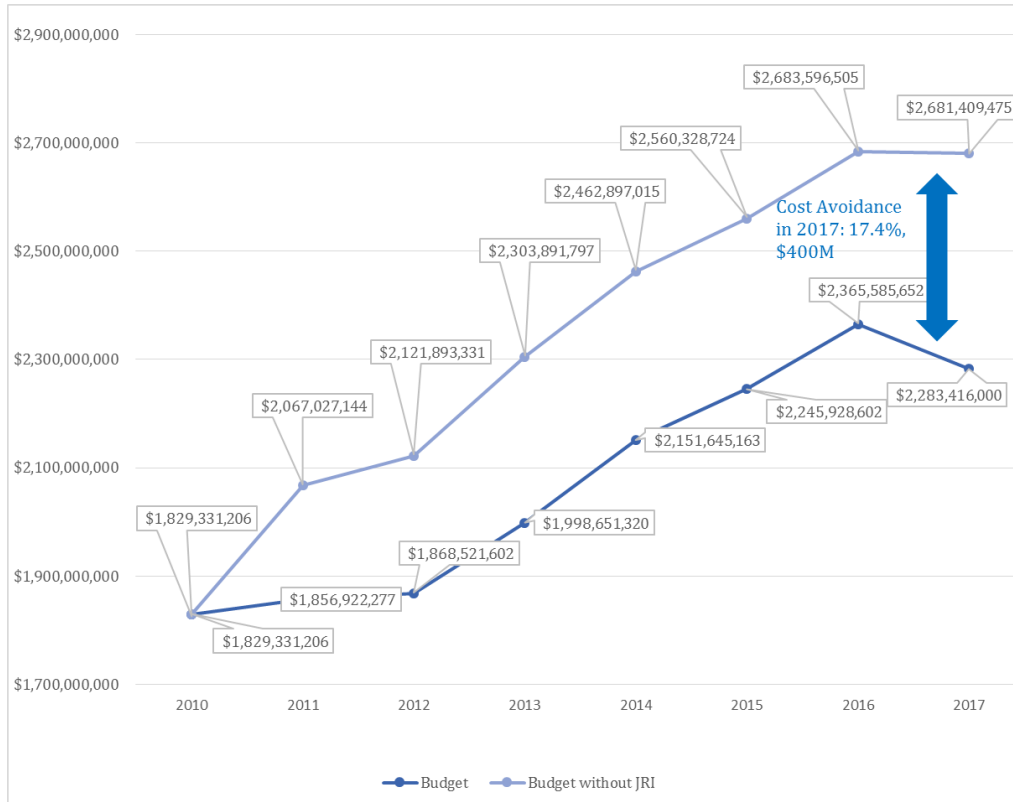
The DOC has faced many challenges over the last four years including increasing services to inmates with higher levels of risk, mental health issues, and alcohol and other drug (AOD) dependencies. Despite these challenges, the DOC has managed to hold the budget expenditures to **only 9.7% growth** over Governor Wolf's first term, lower than any other governor in over 50 years.

- ◆ Currently, the DOC is budgeted to spend **\$93 million less** in FY 2017–18 than we spent in FY 2016–17 – the **first time such a significant achievement** has been attained.
- ◆ Further, we have avoided **over \$400 Million** in budgetary expenditures that would have occurred if the population continued on the pre-JRI trend.

## DOC Budget Percent Increase over Governor's Terms FY 1971-72 to FY 2018-19



## DOC Budget With and Without JRI FY 2010-11 to FY 2017-18



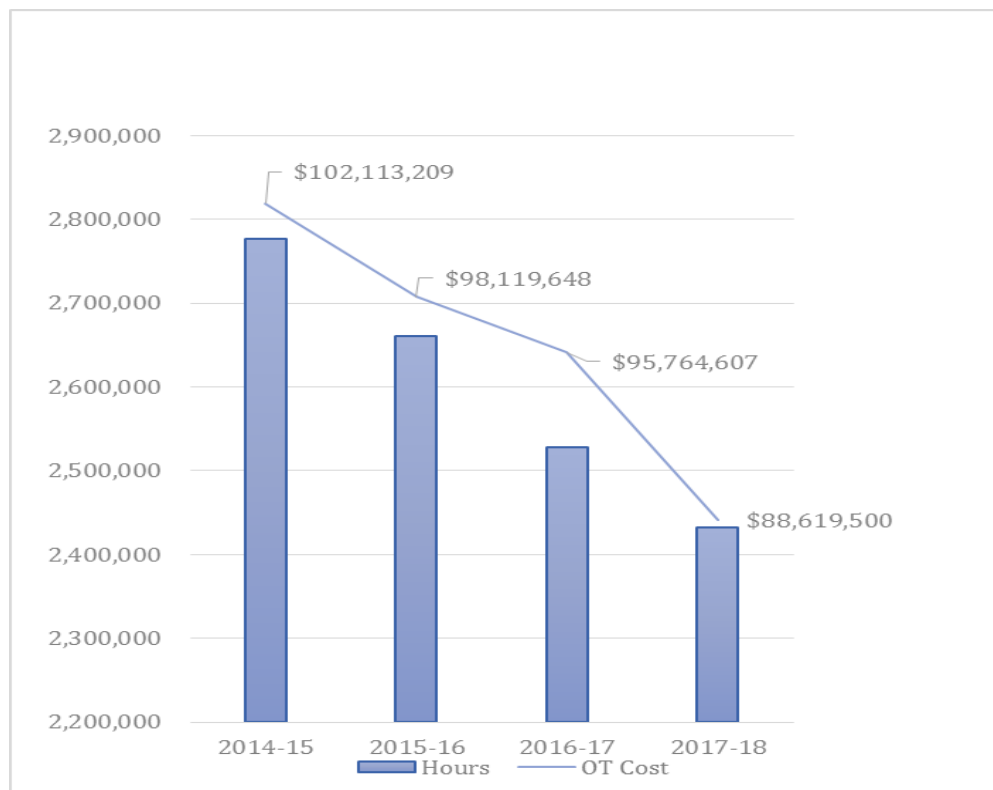
## STATE CORRECTIONAL INSTITUTION (SCI) PHOENIX

- ◆ The closing of SCI Graterford and the opening of SCI Phoenix will save the DOC in operating costs and provide more opportunities for treatment.
- ◆ The newer, safer prison will provide health benefits for the staff and inmates alike, as it will be a tobacco-free facility.
- ◆ Operating SCI Phoenix could save the DOC up to 30% of the cost to run SCI Graterford in FY 2019-20.

## REDUCING OVERTIME

- ◆ Overtime spending continues to decrease, from \$102 Million in FY 2014-15 to a projected \$88.6 Million in FY 2017-18.
- ◆ Centralized hiring has reduced corrections officer vacancies from 293 to 147.
- ◆ The DOC has developed a dashboard as a dynamic management tool that will allow the agency leadership to have real time access to significant overtime drivers and adjust accordingly.
- ◆ Overtime initiatives are expected to save the DOC approximately \$5 million in the next fiscal year in overtime savings and net personnel costs.

### DOC Overtime Cost and Hours FY 2014-15 to FY 2017-18



## **MEDICAL AND MENTAL HEALTH POPULATIONS**

- ◆ As of January 1, 2017, the DOC counted 10,442 inmates over the age of 50. That number has steadily increased since 1995. 85% of those inmates are on medication that costs the DOC \$3.25 million per month. Additionally, we have three special long term care units, combining both skilled and personal care, in which we have 399 male inmates at SCI Laurel Highlands and Waymart, plus nine female inmates at SCI Muncy.
- ◆ HIV – more than 650 inmates are currently being served and the program is expected to offer the DOC \$4.3 million annually in cost avoidance, and more than \$17.9 million over five years.
- ◆ Hepatitis C – an expensive treatment program that will increase pharmaceutical costs by about \$13.2 million next year. The average cost per inmate for Hepatitis C treatment is \$26,400. The total estimated pharmacy cost for the DOC is \$49.2 million.
- ◆ Overall, approximately 32% of our entire population is being treated for a mental illness. Nearly 30% of our male population is actively receiving mental health treatment, with more than 8% being diagnosed with a serious mental illness. Among the female population, nearly 70% are currently receiving treatment and more than 20% are diagnosed with a serious mental illness.

## **GO TIME AND OTHER COST SAVINGS**

- ◆ The Special Pharmaceutical Benefits Program, which began in FY2015–16 and allows the DOC to procure drugs at reduced prices through the federal program, continues to net increased savings. We estimate our cost avoidance at more than \$4.6 million for FY2018–19.
- ◆ The DOC has also entered an agreement with the Department of Aging to enroll qualified inmates into the Pharmaceutical Assistance Contract for the Elderly (PACE) program resulting in an annual savings of \$2.3 million for the DOC in additional rebates from the drug manufacturers.
- ◆ The DOC entered into a pilot program at SCI Dallas to reduce energy consumption in water and electric that is projected to save \$1.7 million in five years. The Guaranteed Energy Savings Act (GESA) provides an innovative financing technique that uses cost savings from reduced energy consumption to repay the cost of installing energy conservation measures, such as replacing existing interior and exterior lights with more efficient light emitting diode (LED) lighting.
- ◆ In anticipation of finding housing for reentrants faster by using the new housing office that will be created through the memorandum of understanding (MOU), the DOC will institute a 120-day cap on the community corrections centers (CCCs) – saving \$7.3 million per year.
- ◆ Studies show that technical parole violators (TPVs) are not adversely affected by returning to prison versus returning to a community corrections center – so the DOC could save \$12.6 million per year by returning TPVs to prison, as long as their lengths of stay do not get longer. This will require legislative action to amend Act 122.



- ◆ As of February 1, 2018, 93% of all field case files have been converted to electronic files. Electronic files provide more efficiency in the field, while providing a cost savings due to the reduction of paper and file storage space.
- ◆ A plan is in development to pilot a true mobile office in the Pittsburgh District. Beaver Falls Sub Office is slated to close by the end of the FY2017–18. This closure will result in the displacement of 8 agents and 1 field supervisor. This pilot project will transform the field supervisor position for the future. The pilot project will result in a more efficient and effective way of supervising parolees in the field and will provide a significant cost savings in office space.
- ◆ Field Services increased the availability of global positioning system (GPS) monitoring in FY 2017–18 by 108%. Agents are utilizing GPS more frequently as a sanction rather than incarceration or a community corrections placement. GPS costs \$3.80 per day, compared to a community corrections bed at \$75 per day. Agents are also utilizing GPS as a tool to monitor treatment compliance for parolees experiencing an AOD issue.

## *Recidivism Reduction Efforts*

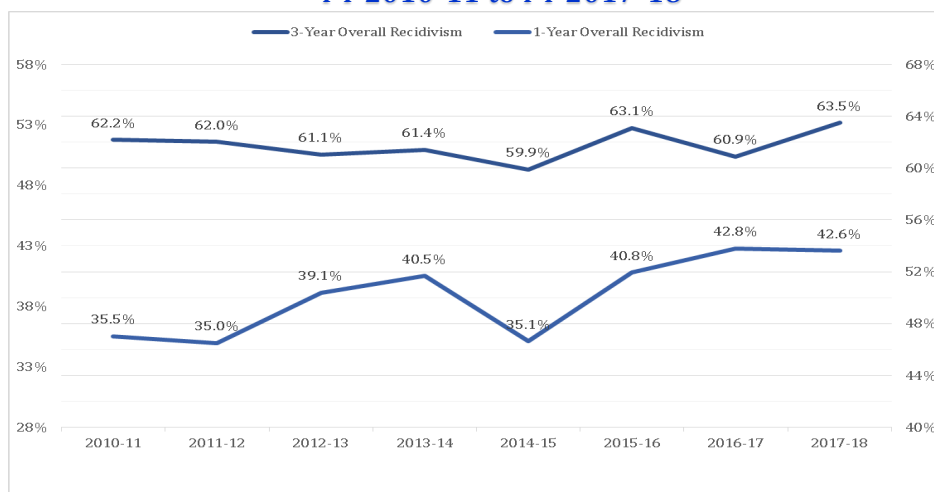
Historically, recidivism rates have remained fairly steady – with the most recent 1-year rate flat and the 3-year rate up slightly. These results are mixed.

### **RECIDIVISM & CRIME**

- ◆ A larger number of TPVs who have not committed new crimes are returned to DOC care.
- ◆ As a result of the heroin/opioid epidemic, a larger percent of parole violators are returned to the department's custody after testing positive for heroin use.
- ◆ As more low risk individuals are effectively managed outside of prison, the department's remaining population is comprised of increasingly higher risk individuals, meaning that they have higher recidivism rates.

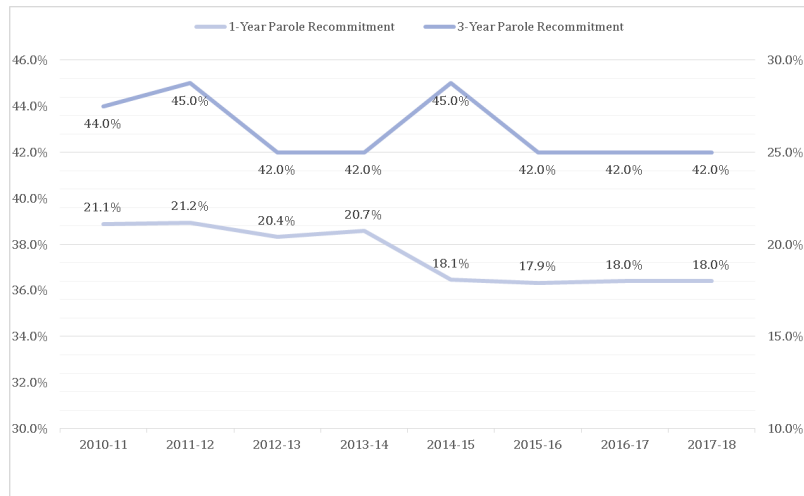
### **Overall Recidivism Rates**

#### **FY 2010-11 to FY 2017-18**

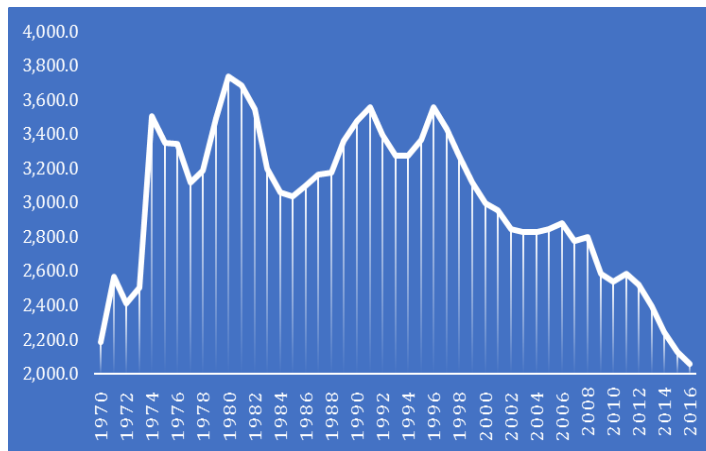


- ◆ Pennsylvania crime rates continue to decline. In 2016 (the latest official crime statistics available), the crime rate dropped by 3.3% in Pennsylvania, which was more than two times the rate of the crime drop in the nation as a whole during 2016.

### Parole Recommitment Rates FY 2010-11 to FY 2017-18



### Pennsylvania Index Crime Rate (per 100,000 residents)



### DOC & PBPP IMPACT THROUGH THE MOU

- ◆ As a result of our MOU between DOC and PBPP, we have been able to combine efforts and cultures to work toward a collective goal of safer Pennsylvania communities and rehabilitated returning citizens.
- ◆ This union provides the opportunity to streamline practices, eliminate duplicative efforts, and

ensure a strong reentry structure that will increase reentrant success and reduce recidivism.

- ◆ There is no impact on the independent decision-making of the Parole Board or the Sexual Offenders Assessment Board nor the important work of the Office of Victim Advocate.
- ◆ The MOU will afford better support and more efficient and effective use of focused resources – as evidenced through advancements in our technological systems and reporting structures.
- ◆ Field Services continues to work toward a goal of having a 50:1 parolee-agent ratio in the field. The lower the caseload, the more effective the parole agent can be at addressing all the diverse and complex needs of the parolee population. This is evidenced by the reduction of caseloads in 2017, which resulted in 1,400 less parole violators returning to the institutions.

## RESPONSE TO OPIOID EPIDEMIC

- ◆ Since 2010, the new admissions with an opioid addiction more than doubled.
- ◆ Currently, a quarter of DOC admissions who identify a “drug of choice” indicate heroin or opiate prescription drugs.
- ◆ By the end of March 2018, Vivitrol will be available at all 25 of our SCIs.
- ◆ Mid-March 2018, Therapeutic Communities (TCs) specific for those individuals who suffer with Opioid Use Disorder will open at six SCIs.
- ◆ Medication Assisted Treatment (MAT) will be available for those sentenced with short minimums (mid-March).
- ◆ DOC will provide naloxone upon release to reentrants who are high risk.
- ◆ Home plan reviews will include questions to determine if the family of the reentrant would benefit from having naloxone.
- ◆ Pilot offering inmates buprenorphine/Suboxone inside an SCI in conjunction with treatment.
- ◆ Wernersville CCC has the NUCTECH Body Scanner currently installed on a pilot program to see what impact it has on reductions of overdoses, contraband/drugs in facility and even staff assaults. **The preliminary results are promising as the level of contraband and the number of overdoses has gone down significantly.** There have been **no fatal overdoses** since the introduction of this pilot.
- ◆ Field Services will be launching the AOD Agents within the next month. These specialty agents will be trained to specifically manage a caseload of parolees who have relapsed and require treatment. Parole is working in conjunction with the Department of Drug and Alcohol Programs (DDAP) to develop this training. These specialty agents will work closely with the county drug and alcohol offices and treatment providers. The goal is to improve lives and address addiction issues properly.

## BETAGOV

- ◆ With the goals of solitary confinement reduction, in-prison violence reduction, and staff wellness in mind, all staff were invited to submit proposals for ideas to accomplish these results. These ideas were turned into rapid trials for testing what works and what does not work. The process is staff-driven.
- ◆ In December 2017, a fourth goal was added to the BetaGov initiative, which was to improve community-based corrections outcomes.

## EDUCATION AND TRAINING

- ◆ We are utilizing federal funding through a U.S. Department of Education "Improving Reentry Education" grant to improve reentrants' opportunities to get – and keep – a job once released. This grant is allowing us to implement a "career pathways" approach inside the prison.
- ◆ Prior to taking a vocational course, inmates now take the "Pathway to Success." The course introduces inmates to jobs that are in-demand and that are realistic for someone with a criminal record.
- ◆ We're also working to bridge communication between education staff and work assignment staff in the prison.
- ◆ U.S. Department of Education's Second Chance Pell Pilot Program is currently in its second year.
  - ◆ 108 Students at IUP, Bloomsburg, Lehigh Carbon Community College, Villanova.
  - ◆ 6 prisons (SCI Pine Grove, SCI Houtzdale, SCI Muncy, SCI Frackville, SCI Mahanoy, and SCI Graterford) – SCI Coal Township should start hosting classes in August..

## SIP HOPE

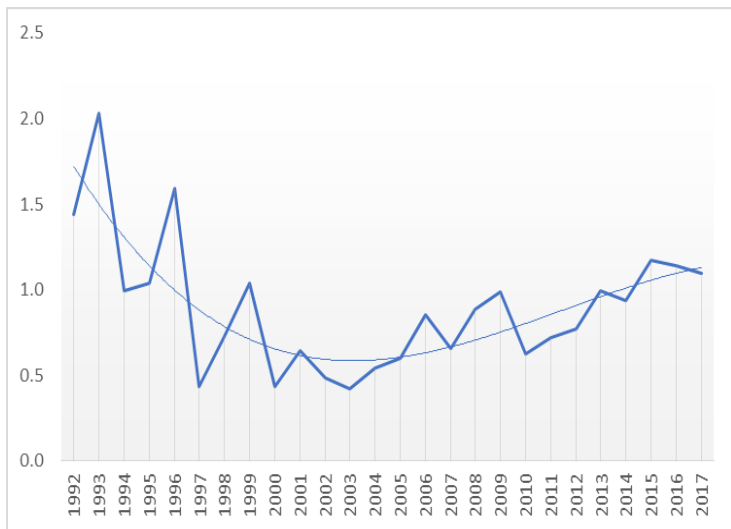
- ◆ In 2015 and 2016, a study of disciplinary programs aimed at non-violent drug offenders showed that it lowered the probability that an inmate will be rearrested upon release. The program, known as SIP HOPE in the State Intermediate Punishment (SIP) program, was piloted at two CCCs. The result of the pilot was a 13% decrease in re-arrests among SIP HOPE participants. Due to these positive results, the Bureau of Community Corrections (BCC) has expanded SIP HOPE to additional CCCs throughout the state.

## *Violence Reduction Efforts*

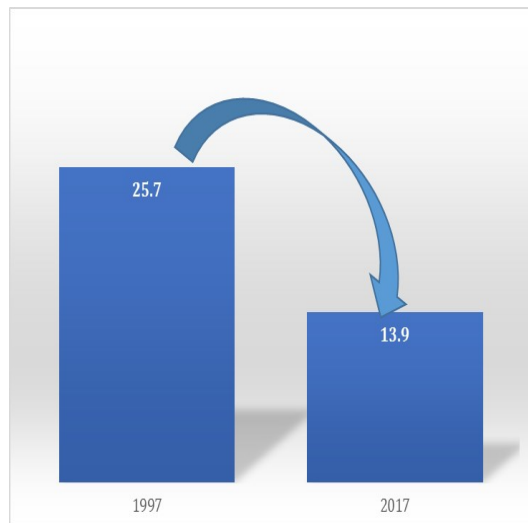
As we continue to work on in-prison violence reduction, inmates are spending less time in segregation. Over the last 5 to 7 years, the DOC has **reduced the average number of days spent in segregation by almost 50%** (64 days down to 35 days). Through these efforts, the DOC has been able to repurpose restricted housing unit beds to general population beds.

- ◆ Inmate-on-inmate assaults went up slightly by 7% in 2017. But it was down 15% from the 1992 assault rate.

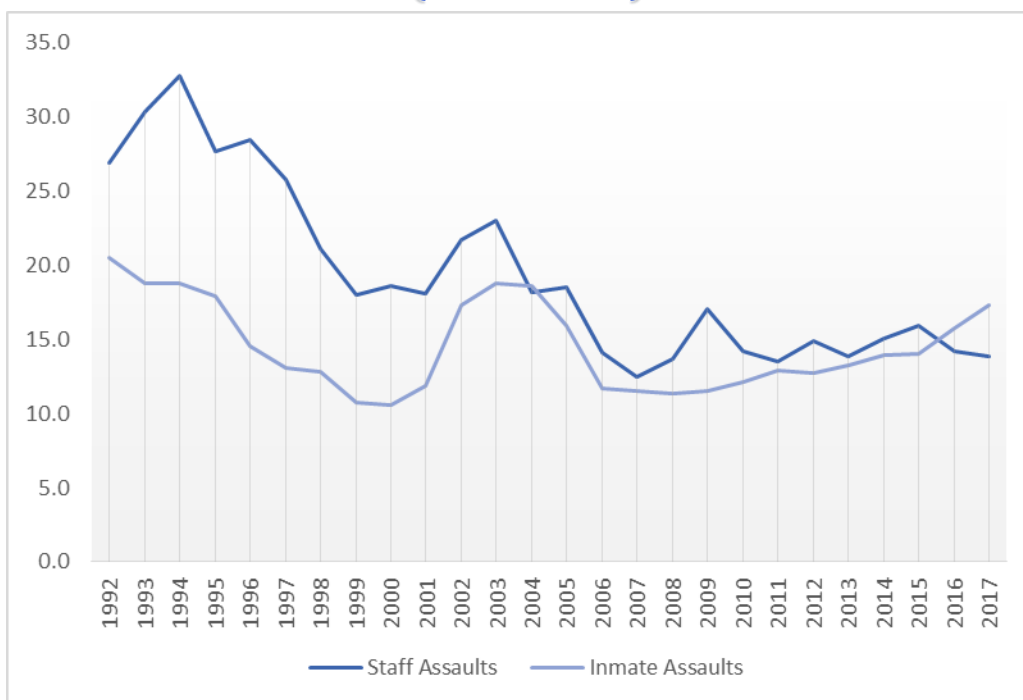
### Major Staff Assaults 1992-2017



### Staff Assault Rate per 1,000 Inmates 1997-2017



### Assault Rates per 1,000 inmates (1992-2017)



- ◆ Out of the 23 states that report assault data to the Association of State Corrections Administrators (ASCA), **Pennsylvania has the 5<sup>th</sup> lowest assault rate**. Pennsylvania has approximately **75% less assaults** than our neighbor Ohio.
- ◆ A study completed in Pennsylvania in 2016 by a researcher at the University of Maryland found that there was no relationship between prison crowding fluctuations (as measured by % of operational capacity) and prison assaults during the study period of 2012 to 2014.
- ◆ In late 2015, the DOC started an initiative to examine violence in DOC facilities and propose violence reduction plans. A Violence Reduction Committee of approximately 70 staff from all levels and positions was formed to develop strategies to reduce violence. Several pilot initiatives have been implemented, with good results so far at the facilities.

### Total Assaults 1992-2017

