

Vermont Department of Corrections



FY 2020 Budget Presentation

Agency of Human Services
Department of Corrections
Fiscal Year 2020 Governor's Budget Presentation
Table of Contents

<u>Document Description</u>	<u>Page Number</u>
Table of Contents	2
State Population Outcome and Indicators	5
FY 2019 DOC Performance Measures	8
FY 2020 Budget Presentation Summary	27
FY2020 Ups and Downs	29
FY2020 Budget Narrative	34
FY2020 Program Profile	36
Mission, Description of Appropriations, Divisions & Programs	39



DOC contribution to the State Outcome



State of Vermont Population Outcome

Vermont's Communities are Safe and Supportive

Partners with a role to play:*

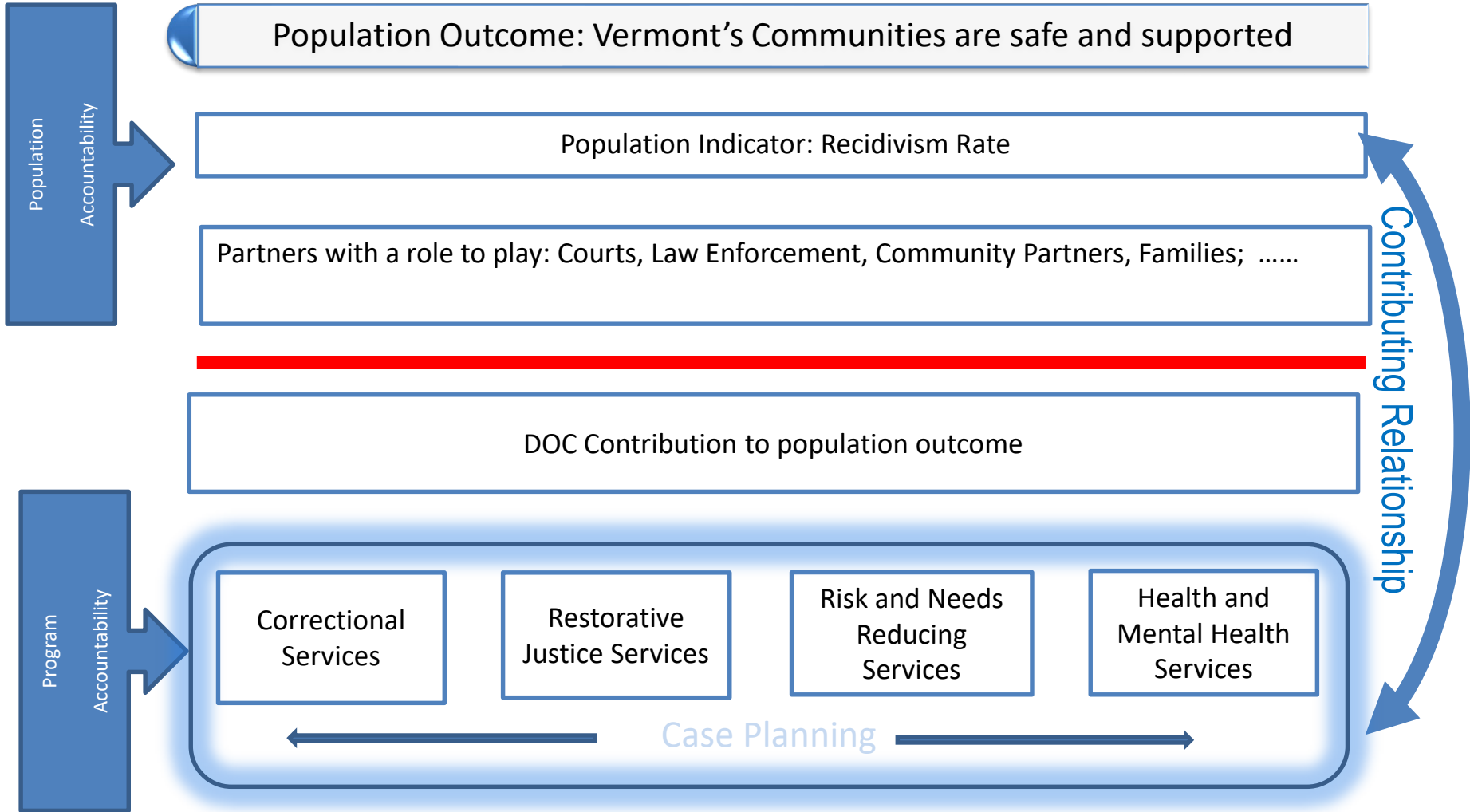
Department of Public Safety

Department of Corrections

Judiciary

Agency of Commerce and Community Development

** This is the list of departments that are required by ACT 186 to report data under this outcome*



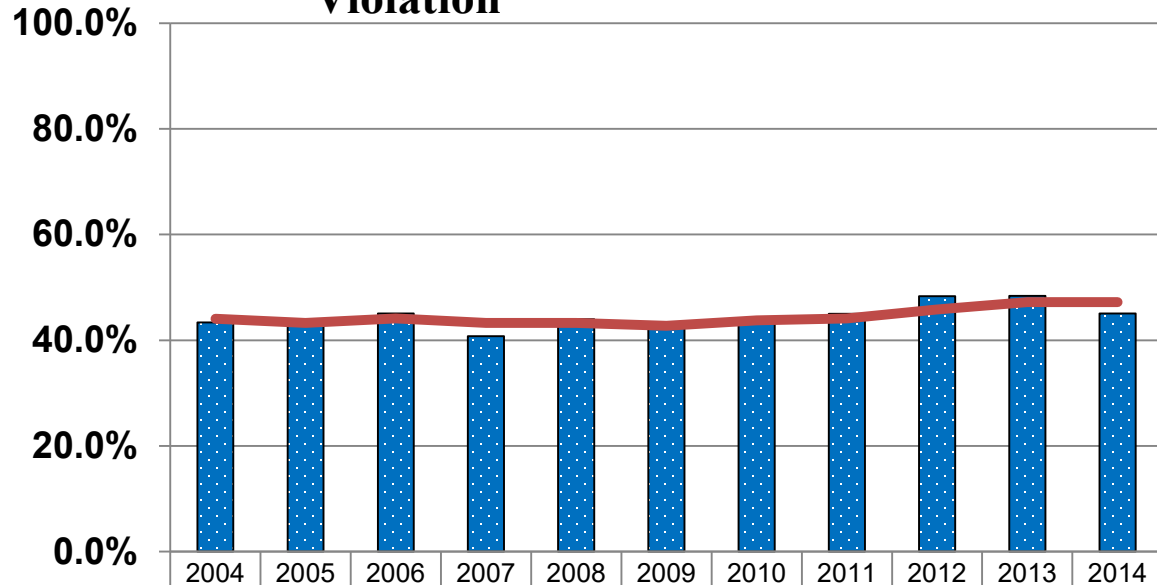
Recidivism- Statutory Measure

Relodging of Prisoners for 90+ Days for New Crime and/or Violation

How are we doing?
Population Level Indicator:
Recidivism Rate

Vermont "prisoners" released in 2000-2010 and followed for 3 years in Court disposition records and/or Corrections inmate daily housing records.

This does not include the 45% of releases associated with the shorter sentenced "jail" population.



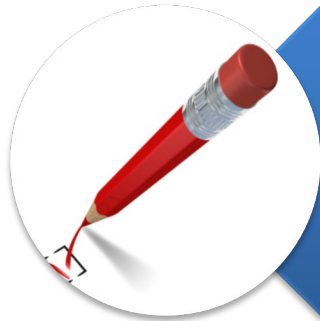
	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014
Relodge 90+ days (New Crime or Violation)	43.4%	43.9%	45.0%	40.8%	44.0%	43.4%	43.9%	45.0%	48.3%	48.4%	45.0%
# Prisoners Released	1598	1671	1716	1729	1697	1537	1653	1600	1560	1462	1197
3-yr Rolling Average Measure	44.1%	43.2%	44.1%	43.2%	43.3%	42.7%	43.8%	44.1%	45.8%	47.2%	47.2%



Story behind the baseline

Correctional recidivism is influenced by many factors:

- Offender's willingness to address his/her risks and needs around criminogenic behavior;
- Successful re-integration into the community; and,
- The community's willingness to support people in their rehabilitation.
- The recidivism measure lags due to the nature of the calculation. People are released and followed for 3 years before a new rate is calculated.
- The VT inmate population has changed to mostly higher risk offenders. Those offenders have higher recidivism rates.
- VT has implemented many evidence based programs and practices that have demonstrated reductions in recidivism.



Performance Measures

Correctional Services: HOW MUCH?

Program : *Correctional Services*

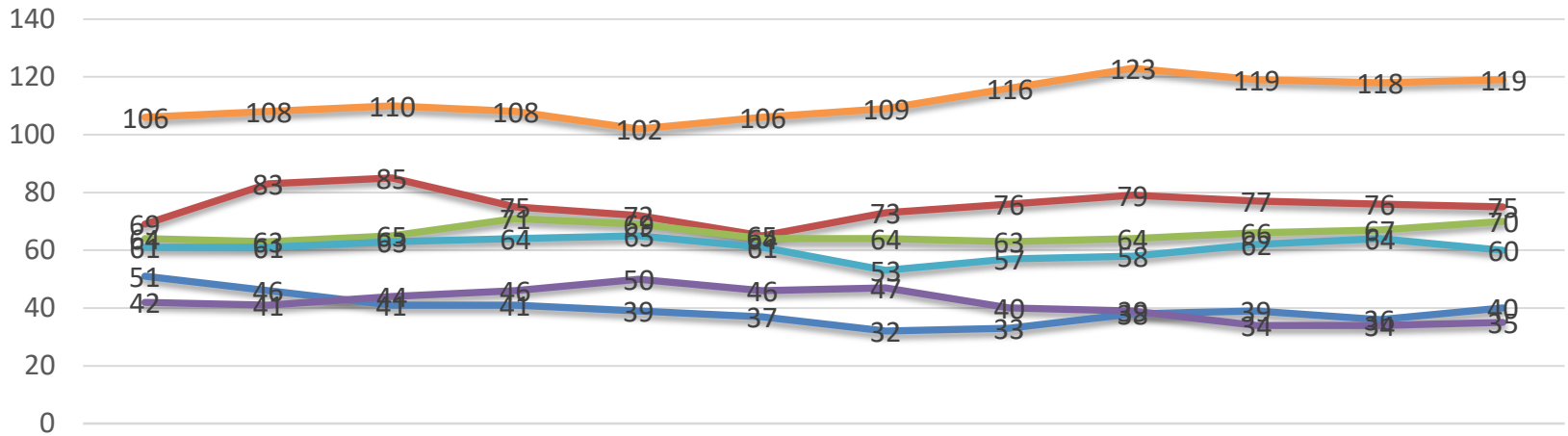
Current Measures: How Much

Counts based on June 30th Sample for each year

Measure	FY2008	FY2017	FY2018	% Change Past Decade	% Change Past Year
Persons Seen	11,708	9,626	8,724	-25.5%	-9.4%
Incarceration	2,082	1,784	1,723	-17.2%	-3.4%
Reentry	996	983	855	-14.2%	-13.0%
Intermediate Sanctions	718	782	736	2.5%	-5.9%
Parole	1,049	947	840	-19.9%	-11.3%
Probation	6,863	5,133	4,570	-33.4%	-11.0%
Housed under OOS	529	269	211	-60.1%	-21.6%

Program : *Correctional Services*

Average Detention by Location
FY2018

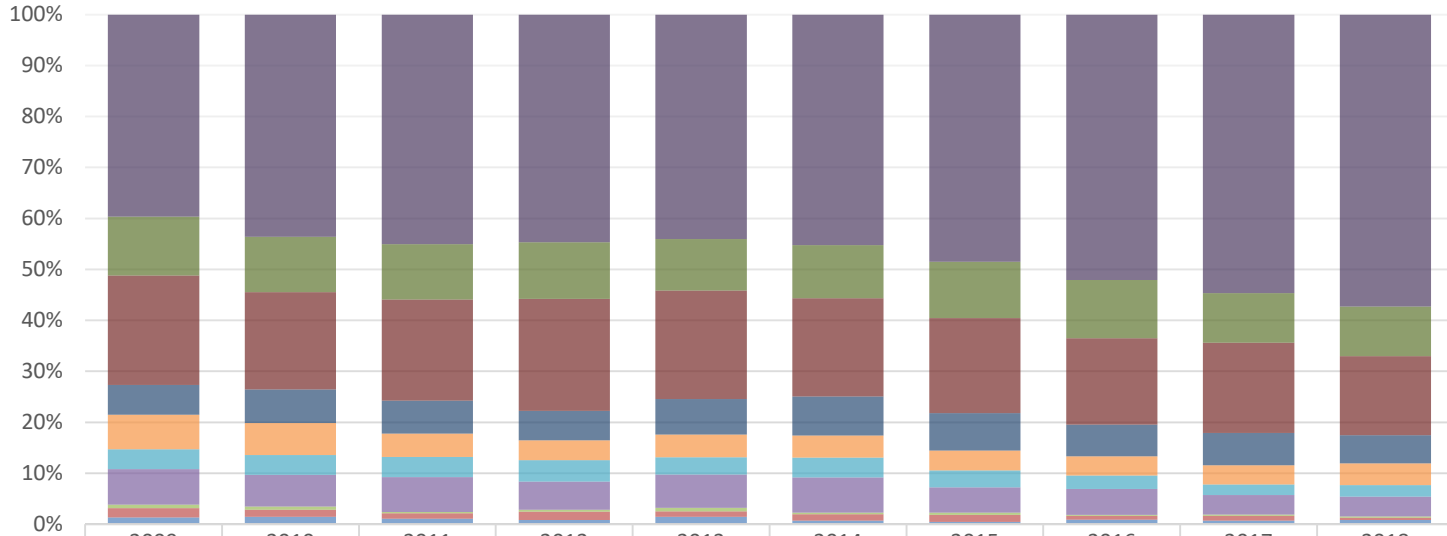


Jul-17 Aug-17 Sep-17 Oct-17 Nov-17 Dec-17 Jan-18 Feb-18 Mar-18 Apr-18 May-18 Jun-18

	Jul-17	Aug-17	Sep-17	Oct-17	Nov-17	Dec-17	Jan-18	Feb-18	Mar-18	Apr-18	May-18	Jun-18
— CRCF	51	46	41	41	39	37	32	33	38	39	36	40
— MVRCF	69	83	85	75	72	65	73	76	79	77	76	75
— NECC	64	63	65	71	69	64	64	63	64	66	67	70
— NSCF	42	41	44	46	50	46	47	40	39	34	34	35
— NWSCF	61	61	63	64	65	61	53	57	58	62	64	60
— SSCF	106	108	110	108	102	106	109	116	123	119	118	119

— CRCF — MVRCF — NECC — NSCF — NWSCF — SSCF

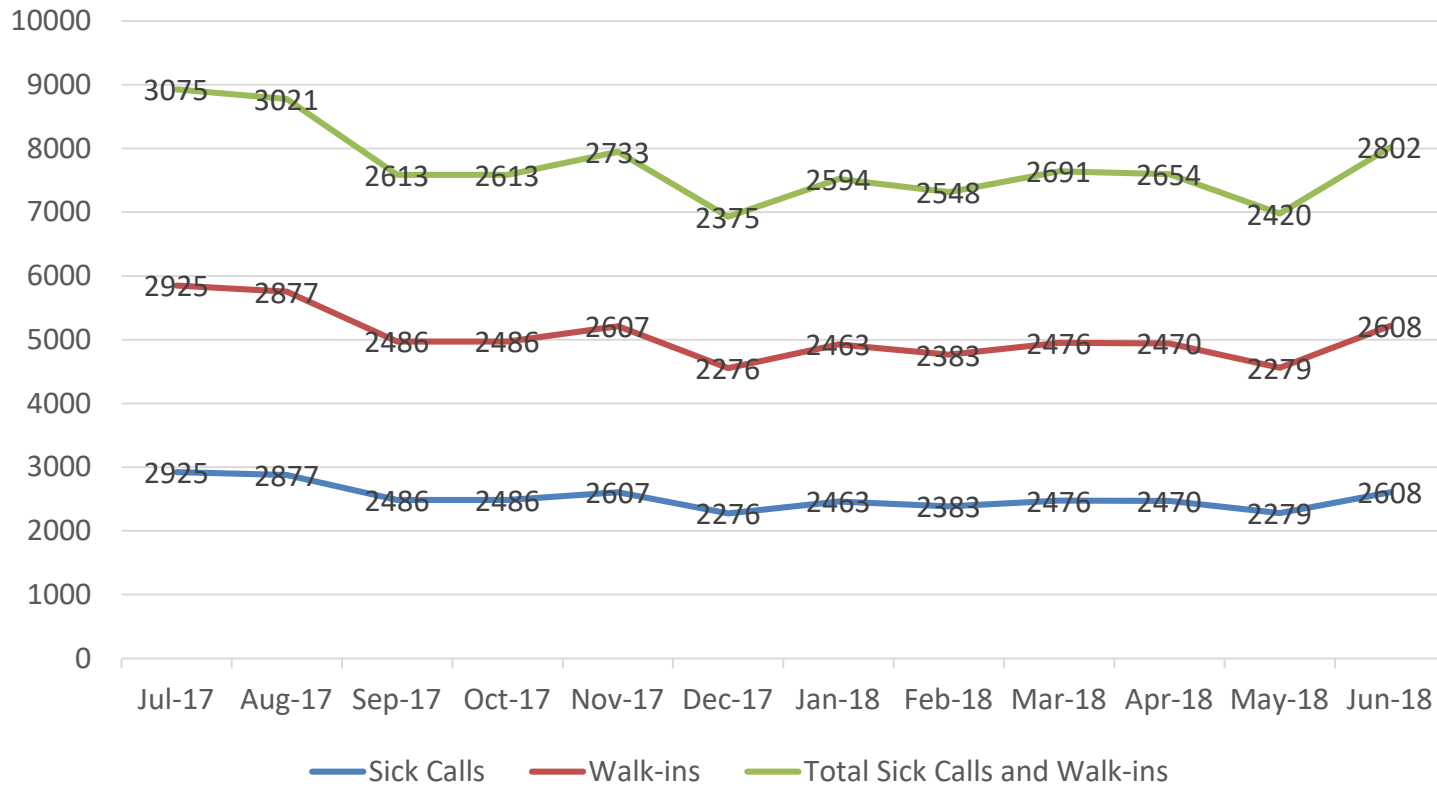
Program: *Correctional Services*
Incarcerated Population by Crime Type
June 30th Counts



	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
■ Fel. Serious	854	925	919	911	900	913	891	856	932	945
■ Fel. Person	249	231	222	226	207	210	204	188	166	161
■ Fel. Property	463	405	404	449	436	389	342	279	302	256
■ Fel. Drug	125	140	132	118	143	155	135	102	108	91
■ Fel. Motor Veh.	146	133	94	79	90	88	72	62	64	71
■ Fel. Other	85	83	81	86	70	78	61	43	36	37
■ Misd. Person	149	132	139	112	133	139	92	84	65	64
■ Misd. Drug	16	13	5	8	14	7	7	3	4	4
■ Mis. Motor Veh.	38	29	22	34	22	25	26	13	16	8
■ Misd. Other	29	31	22	16	30	14	8	14	12	13

Program: *Health Services*

Sick Calls by Month (All Facilities)



Correctional Services: How Well?

Program : *Correctional Services*

Current Measures: How Well

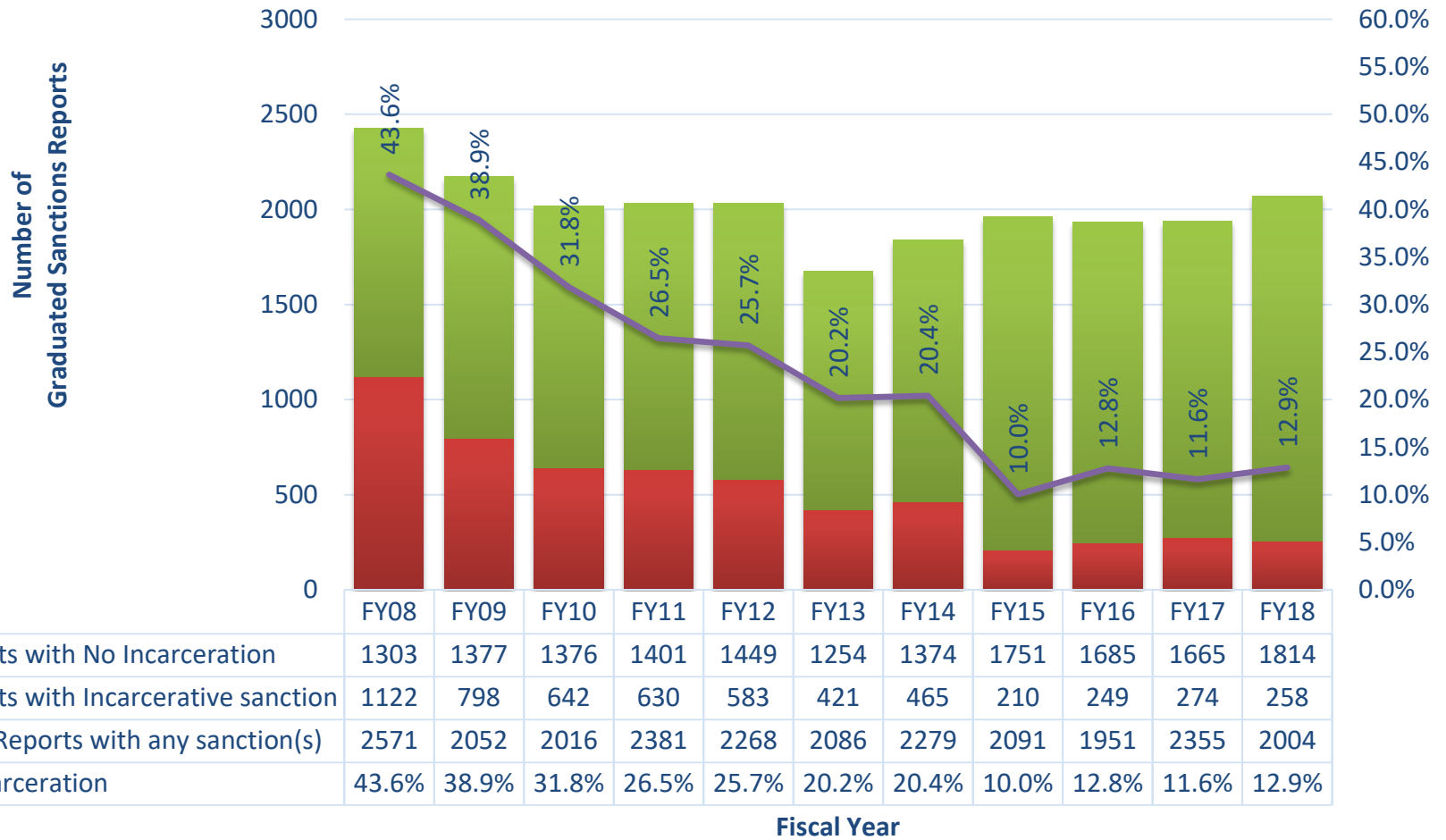
Incarceration - Disciplinary Reports					
Measure	FY2013	FY2017	FY2018	% Change Past	% Change Past
				Five Years	Year
Inmates Housed in Vermont (Avg Daily)	1,580	1,551	1,479	-6%	-5%
Disciplinary Report	12,594	12,507	13,038	4%	4%
Major A	1,315	1,769	1,753	33%	-1%
Major B	3,220	4,022	3,568	11%	-11%
Minor	8,059	6,716	7,717	-4%	15%
Assault on inmate	268	263	293	9%	11%
Assault on staff	100	133	96	-4%	-28%

Measure	FY2013	FY2017	FY2018	% Change Past Five Years	% Change Past Year
Need to Replace - All DOC Employees	11%	13.9%	17.9%	64%	29.5%
Need to Replace- Correctional Officer I	18.6%	24.2%	31.4% (379)	63%	28.1%
Need to Replace- Correctional Officer II	10.6%	8.6%	11.8% (119)	9%	39.5%
Total Authorized Positions	1,072	1,066	1,028	-3.5%	-4.1%

Program : *Correctional Services*

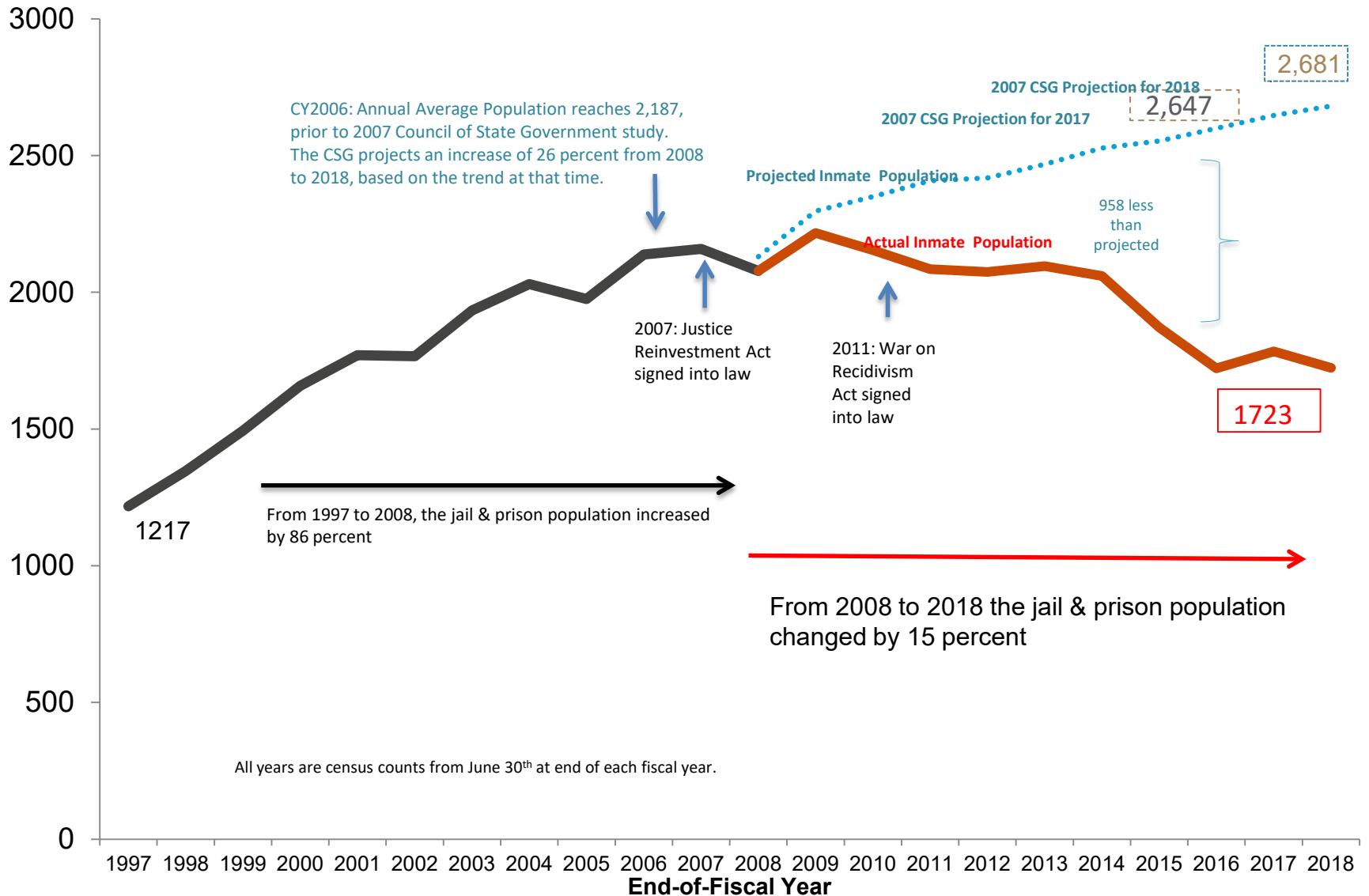
Current Measures: How Well

Graduated Sanctions: Incarceration Resulting



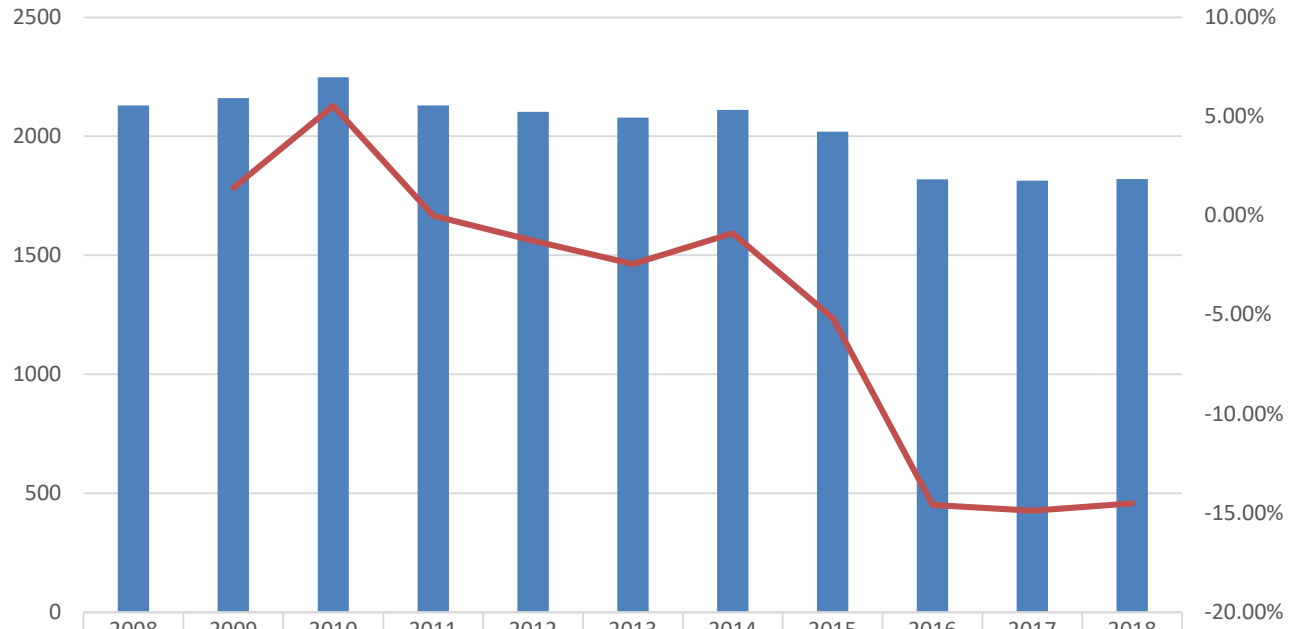
Correctional Services: Is anyone better off?

Vermont Inmate Population



Annual Average Daily Incarcerated Population

By Fiscal Year



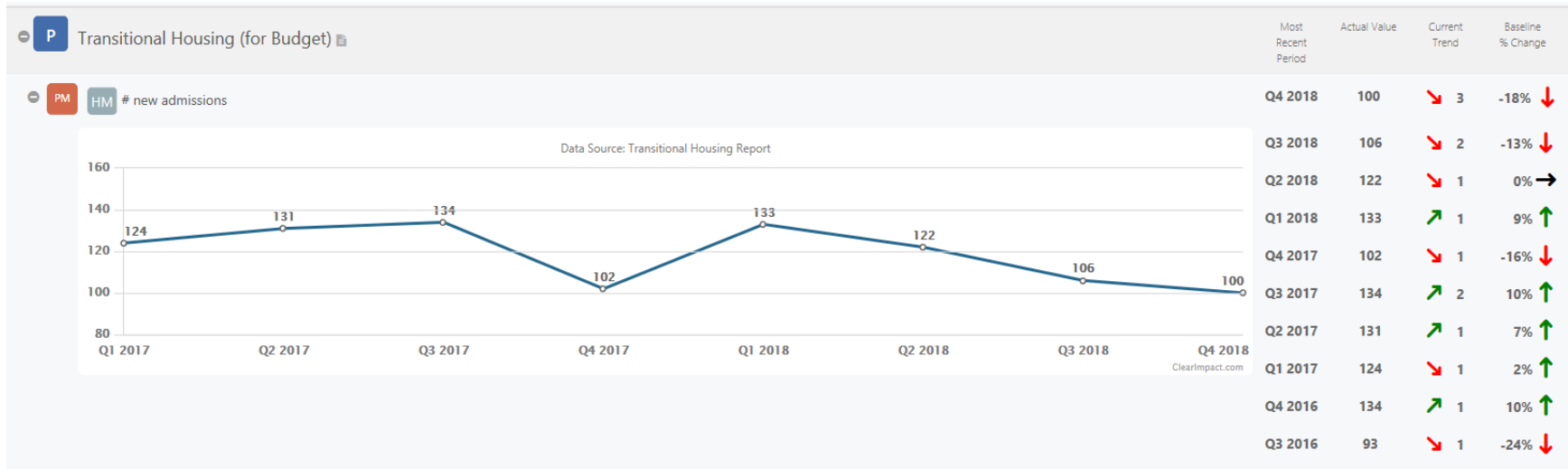
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Annual Avg Daily Population	2130	2160	2248	2130	2103	2078	2111	2020	1819	1813	1821
Change from 2008		1%	6%	0%	-1%	-2%	-1%	-5%	-15%	-15%	-15%

■ Annual Avg Daily Population
 — Change from 2008

Transitional Housing: HOW MUCH?

Program : *Restorative Justice Programs – Transitional Housing*

Current Measures: How much?



Transitional Housing: How Well?

Program : Restorative Justice Programs – Transitional Housing

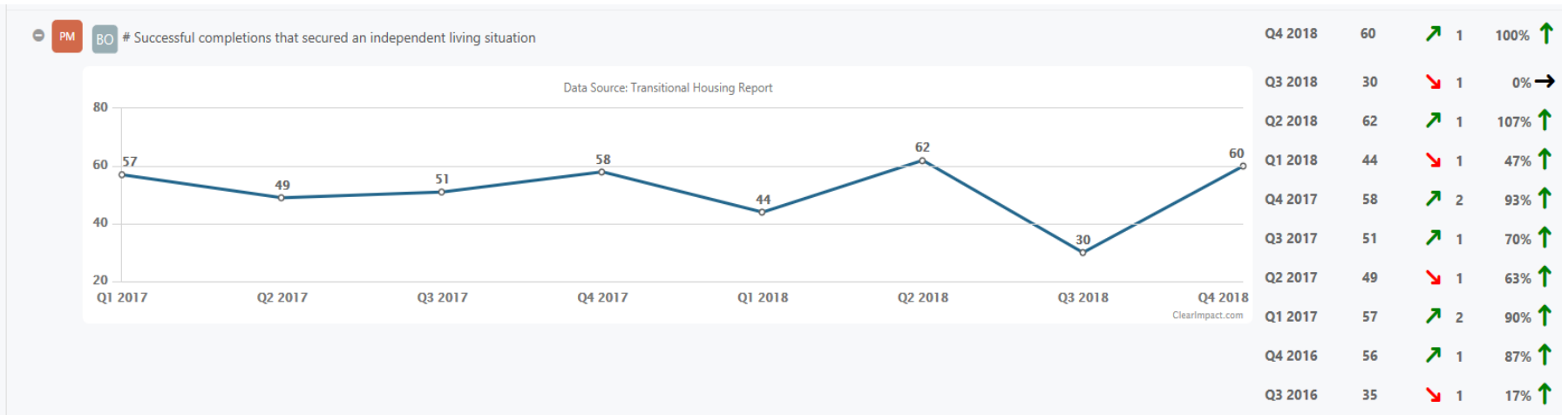
Current Measure: How Well?



Transitional Housing: Is anyone better off?

Program : *Restorative Justice Programs – Transitional Housing*

Current Measure: Better off?



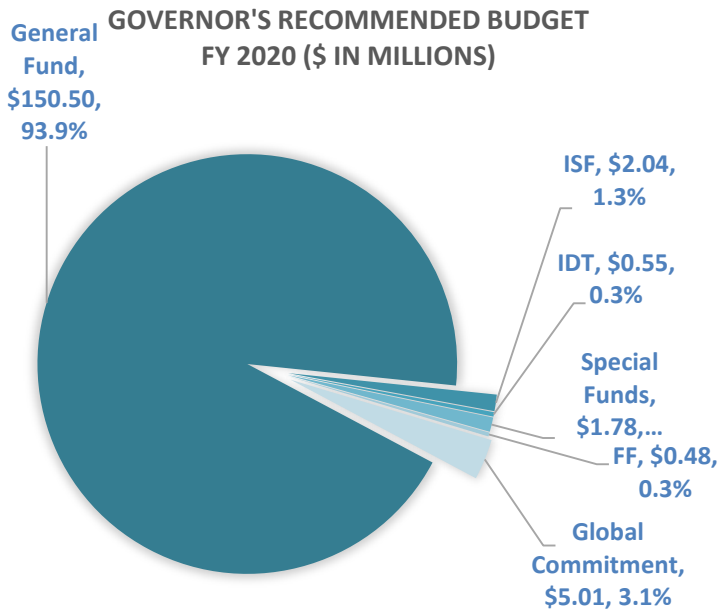


FY2020 Budget

Agency of Human Services, Department of Corrections FY 2020 Governor's Recommend Budget

MISSION: In partnership with the community, we support safe communities by providing leadership in crime prevention, repairing the harm done, addressing the needs of crime victims, ensuring accountability for criminal acts, and managing the risk posed by offenders.

The vision statement for the Department states it more broadly: To be valued by the citizens of Vermont as a partner in the prevention, research, control and treatment of criminal behavior.



FY 2020 SUMMARY & HIGHLIGHTS

- 2.62% increase in General Fund; 2.44% overall increase.
- Salary and benefits, position reclassifications accounts for a \$6.5m GF pressure in FY20.
- No Increase in staffing (net proposed reduction of 5 positions).
- 1005 Classified positions, 18 Exempt (Exempt includes Parole Board Director, 4 Attorneys (AG's Office), and 6 Facility Superintendents).
- Among the 1% of Correctional systems that provides MAT.
- 33% reduction in imprisonment rate, 2008-2016 (2nd largest decline in nation over this period).

AGENCY OF HUMAN SERVICES
DEPARTMENT OF CORRECTIONS
APPROPRIATION HISTORY
2011 TO 2020

FUND TYPE	2011	2012	2013	2014	2015	2016	2017	2018	2019	BAA 2019	Requested 2020
General Fund	\$133,396,480	\$130,023,262	\$130,104,791	\$138,664,144	\$143,886,643	\$143,995,007	\$142,092,511	\$143,613,253	\$146,660,642	\$148,632,074	\$150,500,462
Transportation Funds	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Federal Funds	\$170,962	\$170,962	\$470,962	\$470,962	\$470,962	\$470,962	\$470,962	\$470,962	\$470,962	\$470,962	\$479,209
All Other Funding Sources	\$10,652,268	\$11,814,606	\$13,628,587	\$13,329,178	\$13,182,734	\$13,085,959	\$12,562,052	\$12,597,285	\$9,398,888	\$9,398,888	\$9,371,359
Grand Total	\$144,219,710	\$142,008,830	\$144,204,340	\$152,464,284	\$157,540,339	\$157,551,928	\$155,125,525	\$156,681,500	\$156,530,492	\$158,501,924	\$160,351,030
Percent Change											
General Fund	5.00%	-2.53%	0.06%	6.58%	3.77%	0.08%	-0.46%	0.60%	2.12%	1.34%	1.26%
Transportation Funds	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Federal Funds	-70.77%	0.00%	175.48%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%	1.75%
All Other Funding Sources	6.25%	10.91%	15.35%	-2.20%	-1.10%	-0.73%	0.00%	-1.36%	-25.39%	0.00%	-0.29%
Grand Total	4.77%	-1.53%	1.55%	5.73%	3.33%	0.01%	-0.42%	0.58%	-0.10%	1.26%	1.17%
Rolling Five Year Average	5.31%	3.72%	2.48%	2.49%	2.77%	1.51%	1.58%	1.84%	0.68%	0.95%	0.25%
Rolling Three Year Average	4.13%	1.73%	1.60%	1.91%	3.53%	3.02%	-0.25%	0.05%	0.02%	0.47%	0.40%

	GF	SF	State Health Care Res	IdptT	Internal Service	FF	VT Health Connect (Portion Funded By SHCRF)	Invmnt GCF	Total
Corrections - Administration - As Passed FY19	3,186,464								3,186,464
other changes:									
FY19 after other changes	0	0	0	0	0	0	0	0	0
Total after FY19 other changes	3,186,464	0	0	0	0	0	0	0	3,186,464
FY19 after other changes									
Personal Services:									
Salary Increase	119,275								119,275
Retirement rate change	45,930								45,930
Other Fringe - rate changes	(4,529)								(4,529)
Operating Expenses:									0
									0
Grants:									0
									0
FY20 Changes	160,676	0	0	0	0	0	0	0	160,676
FY20 Gov Recommended	3,347,140	0	0	0	0	0	0	0	3,347,140
FY20 Legislative Changes									
FY20 Subtotal of Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3480001000	3,347,140	0	0	0	0	0	0	0	3,347,140
Corrections - Parole Board - As Passed FY19	381,926								381,926
other changes:									
FY19 after other changes	0	0	0	0	0	0	0	0	0
Total after FY19 other changes	381,926	0	0	0	0	0	0	0	381,926
FY19 after other changes									
Personal Services:									
Salary Increase	28,676								28,676
Retirement rate change	4,570								4,570
Other Fringe - rate changes	(172)								(172)
Operating Expenses:									0
									0
Grants:									0
									0
FY20 Changes	33,074	0	0	0	0	0	0	0	33,074
FY20 Gov Recommended	415,000	0	0	0	0	0	0	0	415,000
FY20 Legislative Changes									
FY20 Subtotal of Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3480002000	415,000	0	0	0	0	0	0	0	415,000

	GF	SF	State Health Care Res	IdptT	Internal Service	FF	VT Health Connect (Portion Funded By SHCRF)	Invmnt GCF	Total
Corrections - Correctional Educ - As Passed FY19	3,268,466			148,784					3,417,250
other changes:									
FY19 after other changes	0	0	0	0	0	0	0	0	0
Total after FY19 other changes	3,268,466	0	0	148,784	0	0	0	0	3,417,250
FY19 after other changes									
Personal Services:									
Salary Increase	132,876								132,876
Retirement rate change	66,190								66,190
Other Fringe - rate changes	(4,924)								(4,924)
Operating Expenses:									0
									0
Grants:									0
									0
FY20 Changes	194,142	0	0	0	0	0	0	0	194,142
FY20 Gov Recommended	3,462,608	0	0	148,784	0	0	0	0	3,611,392
FY20 Legislative Changes									
FY20 Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3480003000	3,462,608	0	0	148,784	0	0	0	0	3,611,392

FY20 Department Request - DOC

	GF	SF	State Health Care Res	IdptT	Internal Service	FF	VT Health Connect (Portion Funded By SHCRF)	Invmnt GCF	Total
Correctional Services - As Passed FY19	132,472,462	629,963		396,315		470,962		5,387,869	139,357,571
other changes:									
FY19 after other changes	0	0	0	0	0	0	0	0	0
Total after FY19 other changes	132,472,462	629,963	0	396,315	0	470,962	0	5,387,869	139,357,571
FY19 after other changes									
Personal Services:									
Salary Increase	2,293,376								2,293,376
Retirement rate change	1,195,917					8,790			1,204,707
Other Fringe - rate changes	(108,190)					(543)			(108,733)
Portion of Salary and Fringe Increase related to individual position reclassification	441,410								441,410
CO I and II Reclassifications (BAA item)	2,279,431								2,279,431
Eliminate 5 positions thru attrition	(516,000)								(516,000)
Personal Services contract reductions	(800,000)								(800,000)
Offender Management System annual support and maintenance increase	6,731								6,731
Technical adjustment for SRRIP grant	(457,815)					457,815			0
Increase supervision fees (offset of GF operating expenses)	(300,000)	300,000							0
									0
Operating Expenses:									0
Energy and Utilities CPI	27,104								27,104
Facility Food CPI	12,479								12,479
Water and Sewer (info from towns)	(13,452)								(13,452)
ADS true-up from AHSCO (BAA item; AHS net-neutral)	250,926								250,926
Technical adjustment for SRRIP grant	457,815					(457,815)			0
									0
Internal Service Funds:									0
ISF Insurance Adjustments (includes Workers comp, General Liability, Auto Liability, Commercial, and Property)	278,282								278,282
ISF VISION	50,004								50,004
ISF ADS	384,826								384,826
ISF BGS Fee for Space	(650,599)								(650,599)
ISF DHR	58,932								58,932
									0
Grants:									0
GC Investment Phasedown								(100,000)	(100,000)
Allocation of AHS-wide Grants reduction plan (BAA item; AHS net-neutral)	(270,010)								(270,010)
Grant reductions	(44,674)							(274,167)	(318,841)
									0
FY20 Changes	4,576,493	300,000	0	0	0	8,247	0	(374,167)	4,510,573
FY20 Gov Recommended	137,048,955	929,963	0	396,315	0	479,209	0	5,013,702	143,868,144
FY20 Legislative Changes									
FY20 Subtotal of Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3480004000	137,048,955	929,963	0	396,315	0	479,209	0	5,013,702	143,868,144

FY20 Department Request - DOC

	GF	SF	State Health Care Res	IdptT	Internal Service	FF	VT Health Connect (Portion Funded By SHCRF)	Invmnt GCF	Total
Correctional Services - out-of-state beds - As Passed FY19	7,351,324								7,351,324
other changes:									
FY19 after other changes	0	0	0	0	0	0	0	0	0
Total after FY19 other changes	7,351,324	0	0	0	0	0	0	0	7,351,324
FY19 after other changes									
Personal Services:									
Reduce appropriation from 268 to 225 beds	(1,124,565)								(1,124,565)
									0
Operating expenses:									0
									0
Grants:									0
									0
FY20 Changes	(1,124,565)	0	0	0	0	0	0	0	(1,124,565)
FY20 Gov Recommended	6,226,759	0	0	0	0	0	0	0	6,226,759
FY20 Legislative Changes									
FY20 Subtotal of Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3480006000	6,226,759	0	0	0	0	0	0	0	6,226,759
Corr Facilities - Recreation - As Passed FY19		862,373							862,373
other changes:									
FY19 after other changes	0	0	0	0	0	0	0	0	0
Total after FY19 other changes	0	862,373	0	0	0	0	0	0	862,373
FY19 after other changes									
Personal Services:									
Salary Increase		(21,273)							(21,273)
Retirement rate change		6,627							6,627
Other Fringe - rate changes		(742)							(742)
									0
Operating Expenses:									0
									0
Grants:									0
									0
FY20 Changes	0	(15,388)	0	0	0	0	0	0	(15,388)
FY20 Gov Recommended	0	846,985	0	0	0	0	0	0	846,985
FY20 Legislative Changes									
FY20 Subtotal of Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3480005000	0	846,985	0	0	0	0	0	0	846,985

FY20 Department Request - DOC

	GF	SF	State Health Care Res	IdptT	Internal Service	FF	VT Health Connect (Portion Funded By SHCRF)	Invmnt GCF	Total
Corr.-Vermont Offender Work Program-As Passed FY19					1,973,584				1,973,584
other changes:									
Total after FY19 other changes	0	0	0	0	1,973,584	0	0	0	1,973,584
FY19 after other changes									
Personal Services:									
Salary and Fringe Increase					62,026				62,026
									0
Operating Expenses:									0
									0
Grants:									0
									0
FY20 Changes	0	0	0	0	62,026	0	0	0	62,026
FY20 Gov Recommended	0	0	0	0	2,035,610	0	0	0	2,035,610
FY20 Legislative Changes									
FY20 Subtotal of Legislative Changes	0	0	0	0	0	0	0	0	0
FY20 As Passed - Dept ID 3675001000	0	0	0	0	2,035,610	0	0	0	2,035,610
TOTAL FY19 DOC Big Bill As Passed	146,660,642	1,492,336	0	545,099	1,973,584	470,962	0	5,387,869	156,530,492
TOTAL FY19 DOC Reductions & other changes	0	0	0	0	0	0	0	0	0
TOTAL FY20 DOC Starting Point	146,660,642	1,492,336	0	545,099	1,973,584	470,962	0	5,387,869	156,530,492
TOTAL FY20 DOC ups & downs	3,839,820	284,612	0	0	62,026	8,247	0	(374,167)	3,820,538
TOTAL FY20 DOC Gov Recommended	150,500,462	1,776,948	0	545,099	2,035,610	479,209	0	5,013,702	160,351,030
TOTAL FY20 DOC Legislative Changes	0	0	0	0	0	0	0	0	0
TOTAL FY20 DOC As Passed	150,500,462	1,776,948	0	545,099	2,035,610	479,209	0	5,013,702	160,351,030

Agency of Human Services
Department of Corrections
State Fiscal Year 2020 Budget Presentation

- **Total Budget Increase of \$3,820,538 or a 2.44% increase from the SFY 19 As Passed Appropriation of \$156,530,492. (All Funding Sources)**
 - ✓ **Total General Fund Increase: \$3,839,820 or 2.62% increase from SFY 18 As Passed GF Appropriation of \$146,660,642.**
- **Pressures on the General Fund - Total: \$3,839,820 (net of \$7,676,945 in upward pressures and \$3,837,115 in proposed reductions)**
 - ✓ **Annualization of Pay Act and Related Benefits: \$6,489,836**
 - ❖ **Salary and Fringe Increase - \$4,210,405**
 - Admin – \$160,676
 - Parole Board – \$33,074
 - Education - \$194,142
 - Correctional Services – \$3,822,513
 - ❖ **Position Reclassifications - \$2,279,431**
 - ✓ **Budget Reductions: (\$2,304,851 total; \$1,930,684 GF; \$374,167 GC)**
 - ❖ **Contract reductions – (\$800,000)**
 - ❖ **Eliminate 5 vacant positions – (\$516,000)**
 - ❖ **Grant reductions – (\$688,851)**
 - GF reduction - \$314,684
 - GC reduction - \$374,167
 - ❖ **Increase Supervision Fees, offset to GF operating costs – (\$300,000)**
 - ✓ **Offender Management System, operating costs (2.5% annual increase): \$6,731**
 - ✓ **Facility Inflationary Pressures at CPI: Total \$26,131**
 - ❖ **Water/Sewage – (\$13,452)**
 - ❖ **Facility Food - \$12,479**
 - ❖ **Energies and Utilities – \$27,104**

- ✓ **ADS true-up from AHSCO (BAA item, AHS net neutral): \$250,926**
- ✓ **Internal Service Funds: \$121,445**
 - ❖ Insurance Adjustments – Worker’s Comp, General Liability, Auto Liability, Commercial: \$278,282
 - ❖ Human Resource Services Assessment: \$58,932
 - ❖ ADS Services: \$384,826
 - ❖ VISION: \$50,004
 - ❖ Fee for Space: (\$650,599)
- ✓ **Out of State Beds: (\$1,124,565)**
 - ❖ Out of State Caseload Projected at 225 Beds (43 beds below FY19 appropriation)
- **Special/Internal Service/Interdepartmental Transfer Fund Adjustments: (\$19,282)**
 - ✓ **All other funds – total decrease of \$19,282 (0.2% decrease) from SFY 19 As Passed Appropriation of \$9,869,850.**
 - ✓ Supervision Fees - \$300,000 (increase from \$15 to \$30 per month)
 - ✓ Global Commitment – (\$374,167)
 - ✓ Recreation: Employee Salaries and Fringe Benefit Rate Base (Retirement, Health, Dental, LTD, Life, FICA/Medicare): (\$15,388)
 - ✓ VOWP: Employee Salaries and Fringe Benefit Rate Base (Retirement, Health, Dental, LTD, Life, FICA/Medicare): \$62,026

Vermont Department of Corrections
SFY 2018 Department Program Profile

DEPARTMENT:	CORRECTIONS								
		GF \$\$	TF \$\$	Spec F (incl tobacco) \$\$	Fed F \$\$	All other funds \$\$	Total funds \$\$	Authorized positions	Amounts granted out
Administration									
	The administration of the Department consists of the Commissioner, Deputy Commissioner and supporting divisions of Finance, Planning and a Legal Division staffed by the Attorney General.								
FY 2018 expenditures		3,002,870	0	0	0	0	3,002,870	26	0
FY 2019 estimated expenditures		3,186,464	0	0	0	0	3,186,464	26	0
FY 2020 budget request		3,347,140	0	0	0	0	3,347,140	26	0
Parole Board									
	The board reviews recommendations made by the department to grant or revoke parole status, revoke or release offenders from Supervised Community Service (SCS) status, and also reviews requests for condition modifications, reprimands, and for early termination of parole. The Parole Board reviews all inmates in statutory reviews, and makes site visits to in-state facilities to perform parole hearings as required by law.								
FY 2018 expenditures		340,081	0	0	0	0	340,081	2	0
FY 2019 estimated expenditures		381,926	0	0	0	0	381,926	3	0
FY 2020 budget request		415,000	0	0	0	0	415,000	3	0
Education									
	The Community High School of Vermont (CHSVT) provides an accredited, coordinated and personalized education that assists students in their academic, social and vocational successes. Through education, students in the custody of the Vermont DOC obtain knowledge and job skills that they can utilize to become contributing member of their communities upon release. These skills support the reduction of recidivism and add to the economic health of our state.								
FY 2018 expenditures		0	0	3,189,163	0	261,995	3,451,158	37	0
FY 2019 estimated expenditures		3,268,466	0	0	0	148,784	3,417,250	37	0
FY 2020 budget request		3,462,608	0	0	0	148,784	3,611,392	36	0

Vermont Department of Corrections
SFY 2018 Department Program Profile

DEPARTMENT:	CORRECTIONS								
		GF \$\$	TF \$\$	Spec F (incl tobacco) \$\$	Fed F \$\$	All other funds \$\$	Total funds \$\$	Authorized positions	Amounts granted out
Correctional Services-Facility Services									
	Incarceration services to the Vermont criminal justice system, in a range of secure confinement of violent and repeat offenders of the criminal law. There are six correctional facilities in Vermont and additional inmates housed out of state.								
FY 2018 expenditures		67,932,960	0	0	0	0	67,932,960	640	0
FY 2019 estimated expenditures		66,106,459	0	0	0	0	66,106,459	640	0
FY 2020 budget request		69,390,223	0	0	0	0	69,390,223	640	0
Correctional Services-Field Services									
	Ten field offices, called Probation & Parole (or P&P) offices manage offenders in Vermont communities. The Field Services Division is responsible for the supervision of approximately 7,500 offenders in the community. There are fourteen different legal statuses. The legal statuses can be grouped as probation, parole, furlough, supervised community sentence, and home detention. Probation and Parole staff supervise individuals placed on probation by the Courts and those awarded parole by the Vermont Parole Board; individuals released from a correctional facility on furlough and supervised community sentence; individuals sentenced to a specified number of days on a work crew; and, individuals awaiting adjudication who are supervised in the community on home detention.								
FY 2018 expenditures		25,316,482		518,003	0	2,690,514	28,524,999	256	0
FY 2019 estimated expenditures		24,635,803		483,963	0	2,947,757	28,067,523	256	0
FY 2020 budget request		25,486,890		783,963	0	2,757,073	29,027,926	254	0
Correctional Services-Central Services									
	Central Services consists of multiple entities that deliver support to the entire department. These multiple divisions include the Vermont Corrections Academy, Human Resource Development (HRD), Community Justice (including Community Justice Centers, transitional housing, and victims services), Program Services, Health Services, and the offender classification unit.								
FY 2018 expenditures		42,883,192	0	146,000	801,817	2,588,900	46,419,908	47	9,572,638
FY 2019 estimated expenditures		41,730,200	0	146,000	470,962	2,836,427	45,183,589	47	9,309,138
FY 2020 budget request		42,171,843	0	146,000	479,209	2,652,944	45,449,996	45	8,620,287

Vermont Department of Corrections
SFY 2018 Department Program Profile

DEPARTMENT:	CORRECTIONS								
		GF \$\$	TF \$\$	Spec F (incl tobacco) \$\$	Fed F \$\$	All other funds \$\$	Total funds \$\$	Authorized positions	Amounts granted out
Out-of-State Beds									
	Due to the current size of the sentenced and detainee populations in Vermont, additional space to house inmates is provided in correctional facilities operated by private companies outside of the state. The Out-of-State Unit (OOS) coordinates the classification and movement of appropriate offenders between Vermont DOC facilities and out of state facilities located in Kentucky and Alabama.								
FY 2018 expenditures		7,494,592	0	0	0	0	7,494,592	0	0
FY 2019 estimated expenditures		7,351,324	0	0	0	0	7,351,324	0	0
FY 2020 budget request		6,226,759	0	0	0	0	6,226,759	0	0
Correctional Facilities Recreation									
	The recreation program is managed by both the Department of Corrections and inmate recreation committee to provide for inmate recreational opportunities and the development of pro-social behavior.								
FY 2018 expenditures		0	0	662,656	0	0	662,656	5	0
FY 2019 estimated expenditures		0	0	862,373	0	0	862,373	5	0
FY 2020 budget request		0	0	846,985	0	0	846,985	5	0
Vermont Offender Work Programs (VOWP)									
	The Vermont Offender Work Programs (VOWP) is made of Vermont Correctional Industries (VCI), Community Restitution Service Units (CRSU's) and Correctional Facility Work Camps. These programs help prepare offenders to become contributing citizens upon their return to the community.								
FY 2018 expenditures		0	0	0	0	1,523,883	1,523,883	14	0
FY 2019 estimated expenditures		0	0	0	0	1,973,584	1,973,584	14	0
FY 2020 budget request		0	0	0	0	2,035,610	2,035,610	14	0
Total Department									
	FY 2018 expenditures	146,970,177	0	4,515,822	801,817	7,065,292	159,353,107	1,027	9,572,638
	FY 2019 estimated expenditures	146,660,642	0	1,492,336	470,962	7,906,552	156,530,492	1,028	9,309,138
	FY 2020 budget request	150,500,463	0	1,776,948	479,209	7,594,411	160,351,031	1,023	8,620,287

Vermont Department of Corrections

SFY 2020 Governor's Budget

Mission, Description of Appropriations, Divisions and Programs & Key Budget Issues

Mission Statement:

In partnership with the community, we support safe communities by providing leadership in crime prevention, repairing the harm done, addressing the needs of crime victims, ensuring accountability for criminal acts, and managing the risk posed by offenders.

The vision statement for the Department states it more broadly: To be valued by the citizens of Vermont as a partner in the prevention, research, control and treatment of criminal behavior.

Description of Appropriations, Divisions and Programs:

ADMINISTRATION

The Department of Corrections has five basic goals: to involve the community; to address the needs of victims; to restore the community; to ensure that offenders are held responsible; and to keep offenders safely in custody.

The administration of the Department consists of the commissioner, deputy commissioner, administrative services director, financial director and the supporting division of finance, as well as a legal division staffed by the attorney general. Information technology support is provided through the Agency of Digital Services.

PAROLE BOARD

The Parole Board is an autonomous body that is included in the Corrections appropriation for administrative purposes. The board reviews recommendations made by the department to grant or revoke parole status, revoke or release offenders from Supervised Community Service (SCS) status, and also reviews requests for condition modifications, reprimands, and for early termination of parole. The Parole Board reviews all inmates in statutory reviews, and makes site visits to in-state facilities to perform parole hearings as required by law.

EDUCATION

The purpose of the Community High School of Vermont (CHSVT) is to provide an accredited, coordinated and personalized education that assists students in their academic, social, and vocational successes. Through education, students in the custody of the Vermont DOC obtain knowledge and job skills that they can utilize to become contributing members of their communities upon their release. These skills support the reduction of recidivism and add to the economic health of our state.

The Community High School of Vermont had 925 unique students (awarded 19 High School Diplomas, 622 Industry Approved Trade Certifications, and 15 Workforce Readiness Certifications during Fiscal Year 2018.

CORRECTIONAL SERVICES

In complying with the principle that placement of offenders should be in the least restrictive environment consistent with public safety and offense severity, the Department implements a gradient of restrictions and freedoms. The “legal status” is a frequently used term which relates to this concept. From most restrictive to least, these legal statuses are:

Incarceration (listed in order of cost to implement, from most expensive to least):

Sentenced: The sentence is confinement to a correctional facility, under the care and custody of the Commissioner.

Detained: A confinement pending court adjudication for a criminal charge or a violation of probation.

Home Detention: A program of confinement and supervision that restricts an unsentenced defendant to a pre-approved residence continuously, except for authorized absences, and is enforced by appropriate means of surveillance and electronic monitoring by the Department of Corrections.

Home Confinement: A type of Pre-Approved Furlough, that is determined either by the court at sentencing or the Commissioner of Corrections, that restricts the offender to a pre-approved place of residence continuously, except for authorized absences, enforced by appropriate means of supervision, including electronic monitoring and other conditions.

Reentry/Furlough:

Conditional Reentry: At the completion of the minimum term of sentence, the inmate may be released to the community, still under confinement, subject to conditions of furlough.

Reintegration Furlough Reentry: Up to 180 days prior to completion of the minimum term of sentence, the eligible inmate may be released to the community, still under confinement, subject to conditions of furlough.

Treatment Furlough: At status for an offender who is participating in an approved

residential treatment program outside of a correction facility.

Medical Furlough: A status for an offender who is diagnosed with a terminal or debilitating condition. The offender may be released to a hospital, hospice, or other licensed inpatient facility, or other housing accommodation deemed suitable by the commissioner.

Intermediate Sanctions:

Pre-approved Furlough: The offender is sentenced to a term of confinement, but with prior approval of the Commissioner, is eligible for immediate release on furlough. Furlough status is a community placement, but the revocation is administrative, and the rules for behavior more stringent. Furlough typically contains treatment or community work crew. The offender is given a minimum and maximum sentence, and when the offender reaches their minimum sentence they are eligible for parole.

Supervised Community Sentence: Based on a law passed in 1990 that provides the legal framework for the intermediate sanctions program. The judge sentences, with prior approval of the Commissioner, to a set of conditions, minimum and maximum time frames and an intermediate sanctions program. The offender is under the supervision of the Department of Corrections. The Parole Board is the appointed authority and violations are resolved through a Parole Hearing. When the offender reaches his minimum sentence the Parole Board may continue on SCS, convert to Parole, or discharge from supervision completely.

Parole: The transition of an inmate to the community temporarily or permanently before the completion of the inmate's sentence, subject to conditions imposed by the Parole Board and subject the supervision and control of the Commissioner of Corrections.

Probation: Subject to the conditions and supervision by the Commissioner of Corrections, this is a contract between the offender and the court, to abide by conditions in return for the court not imposing a sentence of confinement. Violation of this sanction requires due process, with a court hearing, counsel, and preponderance of evidence. Within the probation sanction is the reparative probation program, which allows citizens on community panels to determine the quality of restitution made to the victim and repair of harm to the community, consistent with 28 VSA Chapter 12.

PROGRAMS:

Correctional Facilities:

Central Correctional Facilities: Northern State [Newport], Northwest State [Swanton] and Southern State [Springfield] hold and treat violent and sexual offenders serving long sentences.

Regional Correctional Facilities: Northeast Regional [St. Johnsbury] and Marble Valley Regional [Rutland] serve courts and law enforcement agencies by providing detention, classification and short sentence housing.

Work Camp: The Caledonia Community Work Camp [St. Johnsbury] provides restorative opportunities for appropriate offenders working in the community.

Facility for Female Offenders: Chittenden Regional Correctional Facility [South Burlington] provides incarceration for women offenders.

Program Services:

Program services combines the research on evidence based programming with correctional best practice to provide a range of programs and services that address crime-related need areas (criminogenic needs) and lower the likelihood of recidivism or further criminal conduct by the offender. Programs primarily address criminal thinking and anti-social personality traits. Programs also address substance abuse, sexual aggression, general violence, domestic violence, cognitive skill deficits, and other relevant areas.

Risk Reduction Programming is offered to those offenders who score in the moderate to high range on general risk assessment tools or violence/sex offense specific risk assessment tools. Risk reduction programming may be offered to those offenders who score in the low range on general risk assessment tools, but whose risk of harm scores are moderate or above. There is significant evidence that demonstrates the distinction between low risk and moderate to high risk offenders. With this in mind, the Department uses its resources wisely and efficiently to target those offenders who are most likely to commit another crime.

The program is designed to provide interventions to assessed moderate to high risk of recidivating offenders through a phased evidenced based curriculum model. Facility based offenders who are moderate to high risk and convicted of a listed offense are required to participate prior to release to community supervision. In FY15, Risk Reduction Program data entry began in the new Offender Management System. In FY18, an average of 504 offenders participated in Risk Reduction programming per quarter.

Field Services:

The Vermont Department of Corrections has 10 field offices across the state, called Probation and Parole (or “P&P”) offices. The Field Services Division is responsible for the supervision of approximately 7,500 offenders in the community. There are fourteen different legal statuses. The legal statuses can be grouped as probation, parole, furlough, supervised community sentence, and home detention. Probation and Parole staff supervise individuals placed on probation by the Courts and those awarded parole by the Vermont Parole Board; individuals released from a correctional facility on furlough and supervised community sentence; individuals sentenced to a specified number of days on a work crew; and, individuals awaiting adjudication who are supervised in the community on home detention.

It is the responsibility of the Field Services Division to provide the most effective community supervision of offenders based on best practices research and available resources. Supervision intensity and duration is based on the offender’s risk to re-offend, the severity of the offense, and the offender’s legal status. The foundations of effective supervision are quality risk assessments and the application of appropriate supervision services.

P&P staff operates with a dual mission; public safety and offender rehabilitation that is carried out through the supervision of offenders. Supervision combines the use of risk control and risk reduction strategies that are vital in order to have positive outcomes for offenders under community supervision.

Risk control strategies are directed at deterring future non-compliance by holding offenders accountable through reprimands, warnings, loss of privileges, and, when appropriate, the imposition of more intrusive/restrictive requirements and sanctions, that could include incarceration.

Risk reduction strategies are directed at promoting future compliance by assisting the offender through information, education/training, counseling, and/or treatment to bring about positive changes in the circumstances that led to their criminal behavior.

The implementation of purposeful interventions and activities is what distinguishes supervision from mere monitoring and reporting of offender activities. Research has demonstrated that, to reduce offender recidivism and obtain positive results from community supervision, combining risk control and risk reduction strategies is far more effective than selecting one strategy over the other. Throughout everything that it does, the Field Services Division balances a variety of competing interests. In a P&P office, public safety is always a priority, as is offender growth, positive change, and acceptance of

personal responsibility. We accomplish this by using the least restrictive supervision practices, consistent with community, victim, and offender safety.

In FY18, DOC provided funding to 20 Community Justice partnerships that operated restorative panels in 27 host communities across the State. A total of 744 (16% increase over FY17) citizen volunteers contributed in excess of 19,000 (6% increase over FY17) service hours to restorative justice panels and restorative reintegration services such as Circles of Support and Accountability (CoSA). 674 (8% increase over FY17) individuals received restorative reentry services from CJs, 130 (16% increase over FY17) of whom were Core members in CoSAs. Community Justice Centers (CJC) provided panels and/or restorative accountability processes in 730 (10% increase over FY17) cases involving offenders under DOC supervision, and served another 1,603 (7% increase over FY17) individuals who were diverted from DOC supervision. Additionally, 1,052 victims were contacted by CJs and offered the opportunity to participate in restorative processes.

A 2015 independent empirical evaluation of DOC's CoSA program conducted by Dr. Kathryn Fox (UVM) demonstrated an 86% comparative reduction in felony reconvictions for sexual offenders under DOC supervision between those who had CoSAs and a matched group that did not receive this service.

In FY18, DOC provided grant funding to 23 transitional housing partners for 334 transitional housing beds, across 40 service locations. A total of 775 individuals participated in transitional housing, received housing search and retention services, and/or other reentry support services including mental health, substance abuse and employment support. Upon program exit to the community, 90% of participants were employed, enrolled in educational/training programs, and/or receiving benefits. Additionally, 97% of all participants avoided new criminal charges while residing in DOC-funded transitional housing. Additionally, \$109,925 in release money was issued to 86 people for assistance with residential prerequisites such as security deposits, first and last month's rent.

CORRECTION FACILITIES - RECREATION

The recreation program provides inmates with leisure activities that are meant to promote and create prosocial activities as well as help to prevent idle time. Some examples of the items provided through the recreation programs include gym and cardiovascular equipment, televisions, living unit furniture, incentives, and prizes for various tournaments. This also includes a variety of programs that are important to the inmates. The recreation program is funded by the receipts from inmate commissary purchases and the inmate telephone system. The recreation fund is managed by both the Department of Corrections and inmate committees for inmate recreational opportunities. In addition, several of the

inmate boards have decided to make substantive donations to victims' activities. The Recreation fund is also used to pay for inmate postage.

CORRECTIONAL SERVICES-OUT OF STATE BEDS

Due to the current size of the sentenced and detainee populations in Vermont, additional space to house inmates is provided by correctional facilities outside the state. The Out of State population (at this time, 222 +/- inmates) is currently managed by the Out of State Unit. This office coordinates the classification, casework, and movement of appropriate offenders between Vermont DOC facilities and the out of state facility located currently in Pennsylvania, with whom the Department has an Interstate Compact Agreement for these supplemental housing needs.

VERMONT OFFENDER WORK PROGRAMS (VOWP)

Vermont Offender Work Programs provides industrial and vocational training programs as well as work opportunities. The Vermont Correctional Industry (VCI) shops include a print shop, a furniture manufacture and assembly shop, a license plate and sheet metal working shop, and smaller correctional industries. The program also works with the CRCF (work camp component), and Caledonia Community Work Camps, providing many surrounding communities with work service crews that perform a wide variety of reparative services.

The majority of Vermont DOC Probation and Parole Offices provide work crews comprised of offenders supervised in the community. These crews provide work service to communities across Vermont. Among their many projects, correctional community work service crews maintain all fishing access areas managed by the Department of Fish and Wildlife, while also providing support to the Vermont State Parks and several forest projects. Crews work for nearly every town in Vermont, and many of the non-profit agencies, ranging from food shelves to public libraries.

Key Budget Issues:

Corrections – Administration:

The Administration of the Department of Corrections continues to face fiscal, programmatic and infrastructure challenges. Despite these challenges, the Department has continued to meet its mission, while managing to the appropriated budget.

Corrections – Education:

Through education, students in the custody of the Department of Corrections obtain knowledge and job skills that they can utilize to become contributing members of their communities upon their release. These skills support the reduction of recidivism and add to the economic health of our state upon release. As educational and training needs for offenders continue to change, the CHSVT has transitioned. These shifts in business create challenges for the high school, but also opportunities.

Due to a decline in eligible students (specifically, those under 23 years of age), the high school has lost federal grant funds and has also sustained several programmatic reductions in the past several years. Given these declines in the target population and funding, the Department utilized resources differently to continue to deliver these services. The high school has been integrated with Program Services and this merger has had some positive benefits over the past year. The delivery of risk reduction services by state staff has created areas of savings where contractors had previously been needed.

Corrections – Correctional Services:

The Department of Corrections continues to review current roles and operations to maximize their potential. Included in this request are the standard adjustments related to regular inflationary items which impact facility operations (food and utilities), normal internal service fund and employee fringe benefit adjustments. The department continues to face some staffing challenges but has been engaged in conversations with state partners regarding strategic planning around recruitment and retention efforts. Overtime requirements (particularly to provide transports and supervise emergency medical trips) have continued to put considerable pressure on the correctional facilities and have created issues with staff retention, though the pilot positions established have so far been effective in reducing overtime demands placed upon staff.

Presenting a level-funded budget has created the need to propose reductions in order to offset other cost increases and new initiatives. This year's budget includes proposals to

eliminate some personal service contracts as well as grants. These agreements have provided secure residential housing and transitional housing but the utilization of 3 of these programs has not been consistent and the return on these investments has not been ideal in recent years. There are also 5 currently vacant positions that have been proposed for elimination. An increase to Supervision Fees, from \$15 to \$30 per month is also proposed.

There are several other key budget issues, which include Medication Assisted Treatment (MAT), hepatitis C (HCV) treatment expansion, Electronic Monitoring/Home Detention, and the design of DOC mental health units within 2 facilities.

Expansion of MAT – the MAT program was expanded on July 1, 2018 in all correctional facilities, and now includes induction. There are currently 520 inmates on MAT, and the volume is placing an additional strain security and health services contract staff resources.

Hepatitis C treatment expansion – Treatment access has been expanded, based on recent recommendations by the Drug Utilization Review Board (DURB). Unless otherwise advised by an infectious disease specialist, the Contractor and its sub-contractors shall provide HCV treatment in the form of Direct Acting Antivirals (DAAs). The cost of the DAAs has reduced in the past year and, while DOC has funding for these treatments, it is unknown how many cases of HCV will require treatment in the correctional facilities and how funding needs for this may be impacted going forward.

Electronic Monitoring (EM)/Home Detention (HD) – this initiative had an expectation of reducing the detainee population and the FY18 budget included reductions related to EM/HD. The initial target was to reduce the incarcerated population by 50 detainees and the Legislature increased the total to 75 (and reduced the budget by \$750,000), which was based upon an assumption of the OOS savings with 75 offenders on HD. The use of this program (at these levels) would have had resulted in a decrease to the OOS caseload. This initiative began in July 2017, but the use of the HD program has been very low to date; at present there are only 13 offenders on HD. The courts have not used the program very widely and, rather than achieving savings, there has been a cost associated with this program due to the lack of use/referrals by the courts.

Facility Mental Health Units – the FY19 Capital Bill provided funding for DOC Mental Health Units, which will require infrastructure changes within facilities, potentially additional health service contractor positions, and could occupy a number of beds currently being used for general population (GP), which would result in more out of state beds being required. The overall costs to DOC are not known at this time, but could be significant.

Corrections – Recreation Fund:

This fund/program continues to benefit from a renegotiated commission structure related to commissary items. To ensure that the inmate recreation fund can continue to be self-supportive, internal allocations are limited to annual fund receipts. This had been a challenge over the past few years, as the FCC revised rules regarding receipts from inmate phone calls which has resulted in a substantial decrease to the annual receipts for this fund. Vermont has continued to be among the lowest in the country with regard to the cost for inmate phone calls.

A Request for Proposals was issued in FY16, and a new contract was awarded and signed in May 2017. While there are specific components that are still being implemented, the cost for inmate calls has been reduced considerably through this new agreement, and is resulting in an increased volume of calls, helping to sustain this fund and the programs it is able to provide for the inmate population.

Corrections – Out-of-State Beds:

Currently there are 220 male inmates incarcerated outside of Vermont in supplemental housing. This population housed outside of Vermont is a decrease from a high of 589 inmates in Fiscal Year 2012. This decrease is the result of the implementation of additional transitional housing, working closely with our partners, with the judiciary community, and the hard work of our staff in implanting supervision by risk versus legal status. The percentage of inmates who have served past their sentence minimum with no housing has also decreased significantly through the efforts of DOC staff. Currently Vermont houses male inmates in Mississippi. There is a contract with CoreCivic that allows for this supplemental housing. While out-of-state providers are significantly less costly on a per-capita basis than Vermont DOC prisons, these funds flow out of the state with no positive impact on the local economy. The FY20 budget includes funding for up to 225 beds.

The in-state population had been declining up until the end of FY16, allowing the Department to significantly reduce the number of offenders housed out of state, but more recent levels have shown a slightly upward trend, largely from an increase in detainees.

Over the past year, the supplemental beds were provided through an Interstate Corrections Compact agreement with the State of Pennsylvania. This agreement ended on October 3, 2018 and the Department was able to secure the new agreement. There was no lapse in an out of state provider, and the per diem cost decreased by \$1 per day which equates to a 1.4% savings from the previous rate.

VOWP:

The VOWP provides offender work and vocational training. All three divisions of VOWP (Correctional Industries, Community Restitution Service Units and Work Camps) have seen declining revenues in recent years and, while the Department has worked to minimize unnecessary expenses related to the VOWP fund, this is not self-sustaining. The challenge that this program faces is that revenues have not been able to keep pace with the increased cost of maintaining this program. The fund requires assistance from some other state funding source in order to maintain solvency going forward.

VOWP Service Impacts:

In addition to the programmatic value of preparing offenders for the work force, the VOWP adds value in several other ways. The majority of this money is spent in Vermont. All raw materials are purchased in the private sector, as are many services. Wages to offenders and VOWP staff are also spent mostly in the Vermont economy. Essentially, nearly all VOWP revenues represent an equal amount of money put into the local economy in the form of operating expenses.