



**RI Office of Management and Budget**  
Issue Brief

Results First – Adult & Juvenile Justice Cost Evaluation

September 14, 2015

This report provides an update on Rhode Island’s efforts to analyze the benefits and costs of evidence-based adult criminal and juvenile justice programs delivered in the state. The analysis uses an economic model developed and supported by the Pew-MacArthur Results First Initiative (Results First).<sup>1</sup> After completing a program inventory of evidence-based adult and juvenile justice programs in March 2014, the Office of Management and Budget (OMB) worked with state agencies to assess the cost of crime to Rhode Island as well as the costs of programs intended to reduce recidivism.

**Summary & Key Findings**

OMB worked with stakeholder agencies to analyze expenditure data and develop marginal cost estimates of crime. Marginal costs represent the impact of adding one more person to the criminal justice system and do not include fixed and overhead costs (see page 4 for more detail). Based on data from the Department of Corrections (DOC), Department of Children, Youth and Families (DCYF), the Judiciary, other stakeholders, and national data sources, OMB calculated the annual marginal cost of crime per offender in Rhode Island (Table 1).

<b>Table 1: Marginal Cost of Crime in Rhode Island</b>			
<b>Cost of Crime Component</b>	<b>Number</b>	<b>Annual Marginal Cost</b>	<b>Reporting Period</b>
<b>Law Enforcement Arrest</b>	35,811 arrests	\$1,038	CY 2009
<b>Adult Prison – Per Diem</b>	3,160 prisoners	\$4,026	FY 2013
<b>Adult Prison – Housing &amp; Supervision</b>	3,160 prisoners	\$6,842 - \$54,727 (depending on facility)	FY 2013
<b>Juvenile Training School – Per Diem</b>	108 youths	\$58,562	FY 2013
<b>Juvenile Training School – Supervision</b>	108 youths	\$13,782 - \$16,409 (depending on facility)	FY 2013
<b>Juvenile Residential Placement</b>	239 youths	\$26,624	Jan. 2013 – Jul. 2014
<b>Adult Probation &amp; Parole</b>	24,119 cases	No budgetary marginal cost <sup>2</sup>	FY 2014
<b>Juvenile Probation &amp; Parole</b>	628 youths	\$4,965 <sup>3</sup>	June 2014

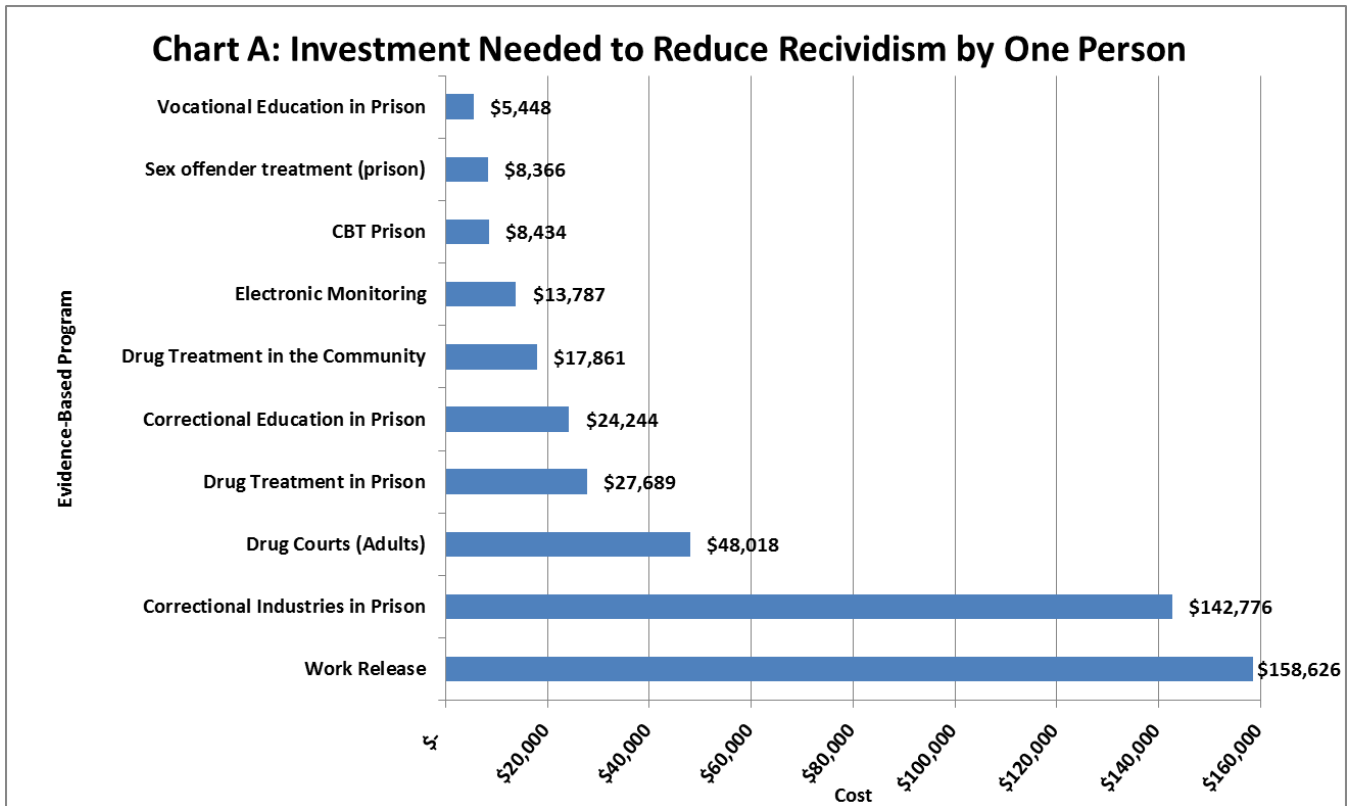
A reduction in additional crime by offenders after release (known as recidivism) avoids future costs of crime and provides benefits to taxpayers and society. In this report, recidivism is defined as a new conviction or adjudication within five years. The state funds numerous programs to reduce recidivism among offenders, each of which has a different cost to administer and a different level of effectiveness in reducing recidivism. These programs range from \$410 per person for cognitive behavioral therapy for adult sex offenders in the community to \$8,908 per person for Multisystemic Therapy for juveniles in the community.

<sup>1</sup> The Pew-MacArthur Results First Initiative, a project of The Pew Charitable Trusts and the John D. and Catherine T. MacArthur Foundation, works with states to implement an innovative benefit-cost analysis approach that helps them invest in policies and programs that are proven to work. Additional information about Results First is available at <http://www.pewstates.org/projects/pew-macarthur-results-first-initiative-328069>.

<sup>2</sup> Because of high caseloads in the adult probation and parole systems, a reduction in the number of cases will not result in immediate budgetary savings, but instead bring caseloads to more manageable levels and improve efficiency.

<sup>3</sup> The average caseload for a DCYF probation and parole office is 19 youths. The marginal cost is effective only if total caseload is reduced by 19 youths.

One goal of the RI Results First Initiative is to determine which programs are most cost-effective in reducing recidivism. This analysis involves comparing the cost of administering the program to the benefits of avoided crimes avoided. An initial review of the state’s evidence-based programs suggests that targeted investments in vocational education, sex offender treatment, and cognitive behavioral therapy (CBT) are likely to have relatively large impacts on recidivism reduction – as shown in Chart A.



However, because some crimes have a larger economic impact than others (e.g., an avoided murder has greater value than a misdemeanor), OMB is working with DOC and DCYF to review recent recidivism data to determine the lifetime cost of various types of crimes. Once these additional steps are complete, Rhode Island will have a fully functioning benefit-cost model to provide guidance on the most effective allocation of state resources. This benefit-cost analysis will demonstrate the impact of programs on reducing crime, as well as their projected savings to the taxpayer.

Further, targeted investment in programs is effective only if programs are administered according to best practices; additional work is required by departments to ensure that existing programs deliver the expected outcomes. To that end, this report includes several recommendations to improve the administration and cost-effectiveness of adult and juvenile justice programs.

### **Background – Results First Methodology**

Rhode Island became the fourteenth Results First partner state in May 2013. Since then, a Results First team has supported RI government in developing a state-specific benefit-cost tool that analyzes the costs and benefits of investments in public programs. For adult and juvenile justice programs, the Results First model helps states determine the cost-effectiveness of programs in reducing recidivism — the likelihood that people will be convicted of an additional offenses after release from incarceration or commitment to supervision.

The Rhode Island Results First model relies on the best national research available on the effectiveness of adult and juvenile justice programs in order to predict the public safety and fiscal outcomes of each program administered in Rhode Island. The Results First approach takes into account Rhode Island’s unique population characteristics and the cost to provide programs in the state. For each programmatic investment, the model produces separate projections for benefits that accrue to program participants, taxpayers, and society. The model then compares those benefits with the cost of programs intended to reduce recidivism in order to calculate the total return on investment that Rhode Island could expect to achieve from each program. The model will illustrate which programs are cost-effective – those whose benefits exceed its costs. The Results First model will produce a total state bottom line for each program, allowing policymakers to determine the best investments of taxpayer dollars to reduce recidivism.

### **Evaluating Costs of Crime and Rehabilitation in Rhode Island**

Rhode Island’s Results First model is tailored to state-specific conditions. OMB worked with DOC, DCYF, the Judiciary and other stakeholders to calculate expenditures in two categories.

The first category is the costs of crime. Crime has costs to society, both through taxpayer-funded services and from losses experienced by victims. Taxpayer-funded costs include law enforcement, legal proceedings, incarceration or detention, and probation or parole. Victimization costs can be tangible and calculable, such as medical costs and lost income, or intangible and harder to determine, such as pain and suffering. Therefore, any avoided costs resulting from successful crime reduction initiatives represent the benefits of those initiatives to taxpayers and society.

The second category is the costs of rehabilitation – the expenditures associated with programs intended to reduce recidivism among convicted offenders. OMB’s program inventory of March 2014 identified the evidence-based programs used by DOC, DCYF, and the Judiciary to rehabilitate offenders and prevent future crimes.<sup>4</sup> This issue brief builds on that earlier effort by calculating costs associated with those programs.

For both categories, OMB reviewed expenditure data with departments to determine marginal costs – the impact of adding or removing one individual from the criminal justice system (see Calculating Marginal Costs, below). Though additional data about current recidivism rates is needed before completing the Results First

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<sup>4</sup> Rhode Island Office of Management and Budget. “Results First – Adult & Juvenile Justice Program Inventory.” March 14, 2014. ([http://www.omb.ri.gov/documents/performance/results-first/Results First Program Inventory March 2014.pdf](http://www.omb.ri.gov/documents/performance/results-first/Results%20First%20Program%20Inventory%20March%202014.pdf))

benefit-cost analysis, expenditure data provides some insight into the relative costs of the state's programs and the expected impact on crime.

### **Calculating Marginal Costs**

The Results First model uses marginal costs for benefit-cost analysis. Marginal costs represent the costs associated with adding one person to the existing level of criminal justice operations. One additional inmate in a prison will require food, clothing, bed linens, medical care, and some services; the marginal cost represents only the variable expenses associated with that additional inmate. By contrast, average costs represent the total costs of operating a prison divided by the number of inmates. Average costs include fixed costs such as administrative staffing, facility costs and equipment. Since removing a single person from a prison will not substantially affect the cost of operating an entire prison facility, using average costs instead of marginal costs in benefit-cost analysis overstates the potential savings from reduced incarceration levels.

In some cases, costs may be further reduced when a facility's population declines by a certain number. For example, if a prison closes a wing or housing unit, the department can reduce staffing costs associated with that area. OMB and agencies worked to calculate these marginal costs based on residential unit thresholds whenever possible. In other cases, marginal costs may not have a clear monetary value. For parole workers or attorneys with high caseload levels, reducing the workload by one individual will not provide savings but may let him/her devote more time and attention to other clients. OMB notes these non-monetary cases when applicable.

An example illustrates the difference between average and marginal costs. DOC's annual reports specify the average cost per offender for each of its facilities, calculated as all operational costs divided by the average population. In FY 2013, the average cost per offender in the Maximum Security facility was \$60,144. However, the marginal cost for one inmate is much lower – \$4,026. However, if DOC reduced the Maximum Security population by 39 people and closed a housing unit, the marginal cost would increase to \$14,426. These calculations are explained in subsequent sections.

### **Evaluating Costs of Crime**

As noted above, crime has costs to society, both through taxpayer-funded services and from losses experienced by victims. The costs of crime may also depend on the type of crime committed, with homicide and aggravated assault having a greater impact than drug-related crimes and misdemeanors. The Results First model therefore allows for cost differentiation based on seven categories of crime: homicide, felony sex offense, robbery, aggravated assault, felony property offense, drug and other felonies, and misdemeanors.

### **Law Enforcement & Legal Costs**

Law enforcement costs are calculated from data provided by the U.S. Bureau of Justice Statistics. In 2009, Rhode Island reported \$319.2 million in direct police protection expenditures, of which \$61.3 million (19.2 percent) was paid by the state and \$257.8 million (80.8 percent) by municipalities.<sup>5</sup> In that year, Rhode Island reported 35,811 arrests,<sup>6</sup> for an average of \$8,912 per arrest. However, policing expenditures cover a large range of public safety and criminal justice activities including, for example, traffic safety, community relations, school security, and administration. Arrest-related costs represent only a portion of law enforcement direct expenditures, including officer time, evidence collection, crime lab processing, and booking. A review of data from Washington state, which originated the Results First model, suggested that costs specific to arrests represented 11.7% of all police protection expenditures. Applying that rate to Rhode Island data, OMB estimates that each arrest results in \$1,038 in law enforcement expenditures -- \$200 to the state and \$838 to municipalities.<sup>7</sup>

After arrest, the process of trying a criminal in the judicial system entails costs from prosecutors, defense attorneys, clerks, judges, and court security. OMB's research suggests that reductions in criminal cases through recidivism reduction may not lead to significant legal savings in the near term for several reasons. As part of OMB's performance management effort, the Office of the Public Defender has reported felony and misdemeanor caseloads higher than national averages. Therefore, a reduction in crimes would lead to more manageable caseloads at the Public Defender's office, not savings from lower staffing levels.

Collecting marginal costs specific to judicial operations has proven challenging, as the Rhode Island Judiciary's case management system does not provide sufficient data to estimate the impact of reduced criminal cases on expenditures and on the efficiency of other judicial proceedings. While the Judiciary does collect data about staffing assignments and related costs, that information does not distinguish between staff time spent on civil and criminal cases. However, OMB anticipates that a reduction in criminal caseloads could lead to improvements in all functions, as staff could shift to civil case-related activities. Further, the Division of Sheriffs has explained to OMB that occasional staffing shortfalls in its current workforce may lead to courtroom closures. A reduction in criminal cases would reduce workload for the court system and the Sheriffs, leading to greater efficiency. For these reasons, OMB assumes no marginal costs for judicial costs, as any reduction in recidivism and criminal cases would lead to improvements in existing service, but not necessarily lower expenditures.

As with law enforcement costs, legal costs are a relatively small component of crime-related expenditures and do not have a significant impact on benefit-cost analysis. As the Judiciary implements a new case management system with improved case tracking capability, OMB expects to refine the cost inputs used in the Results First model.

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<sup>5</sup> Kyckelhahn, Tracey. U.S. Bureau of Justice Statistics. "Justice Expenditure and Employment Extracts, 2009 – Preliminary" (Table 4). May 30, 2012. (<http://www.bjs.gov/index.cfm?ty=pbdetail&iid=4335>)

<sup>6</sup> Puzanchera, C., and W. Kang. U.S. Bureau of Justice Statistics. "Easy Access to FBI Arrest Statistics: 1994-2012." 2014. ([http://www.ojdp.gov/ojstatbb/ezaucr/asp/ucr\\_display.asp](http://www.ojdp.gov/ojstatbb/ezaucr/asp/ucr_display.asp))

<sup>7</sup> At this point, OMB is not able to estimate marginal costs of arrest by offense category. However, law enforcement costs are relatively low compared to other crime-related expenditures and do not have a significant impact on benefit-cost analysis. For that reason, OMB uses one cost estimate for all arrests.

**Incarceration - Adult**

DOC manages the intake and incarceration of adult offenders, who are divided into two populations: awaiting trial and sentenced. Those awaiting trial are housed primarily in the Intake Service Center or the Women’s Facility, with some individuals placed in High Security. For the sentenced population, women are assigned to the Women’s Facility, and men are assigned to one of five facilities based on security classification.

Marginal operational costs associated with the incarceration of a single inmate primarily include food, clothing, and medical care. OMB and DOC determined the base marginal cost per inmate by reviewing expenditures in twelve relevant categories (see Table 2). In FY 2013, DOC spent \$12.7 million to provide basic services for 3,160 inmates – an average of \$4,026 per inmate per year, or \$11.03 per inmate per day. That is to say, if DOC’s average inmate population declined by one person, the department would expect to save \$4,026 per year.

<b>Table 2: Operational Costs – Adult Per Diem</b>	
<b>Spending Category</b>	<b>Annual Spending, FY 2013</b>
Food Purchases	\$ 4,512,094
Inmate Clothing	183,698
Inmate Linens	32,023
Education/Recreation Supplies	175,336
Janitorial Supplies	968,372
Kitchen Supplies	237,976
Physician Services	3,214,045
Inpatient/Outpatient Services	759,110
Testing Services	122,691
Medicine/Drugs	2,237,379
Medical/Surgical/Lab Supplies	188,042
Other Medical	90,005
<b>Total Annual Prisoner Cost</b>	<b>\$ 12,720,771</b>
<b>Avg. Inmate Population, FY 2013</b>	<b>3,160</b>
<b>Annual Cost Per Inmate</b>	<b>\$ 4,026</b>
<b>Per Diem Cost Per Inmate</b>	<b>\$ 11.03</b>

Source: DOC, FY 2013

DOC also has expenses related to inmate housing and supervision. However, calculating these marginal costs is more complicated, as they do not change when the inmate population is increased or reduced by one person (see “Calculating Marginal Costs,” above). Instead, DOC attains savings only by closing an entire housing unit, which may be done by reducing census by a certain number of inmates. Further, the number of inmates needed to close a housing unit varies based on the facility and the type of population, as seen in Table 3. OMB and DOC reviewed required staffing levels and operational costs to determine the fiscal impact of closing one housing unit in each facility, illustrated in the “Lower Reduction Scenario” in Table 3. In some cases, additional savings may be achieved by closing more than one housing unit in a facility, as seen in the “Higher Reduction Scenario.” (See Appendix A for additional detail about the calculations.)

Table 3 illustrates that closing a housing unit will provide savings above the per diem marginal costs, though savings vary by facility. For example, if DOC were able to close one housing unit (24 individuals) in the Intake Service Center for individuals awaiting trial, it would save \$15,293 per individual (or \$367,022 total). If DOC closed two units (one 24-person unit and one 48-person unit), the marginal cost savings would increase to \$19,048 (\$1.37 million total). For the Results First model, OMB uses the Lower Reduction Scenario – an average housing cost of \$18,133 for people awaiting trial, and an average of \$12,142 for the sentenced population.

Table 3: Supervision Costs - Adult Incarceration		Lower Reduction Scenario		Higher Reduction Scenario	
	Avg. Population (2013)	Housing Unit Size - Inmates	Savings Per Offender (FY 2013)	Housing Unit(s) Size - Inmates	Savings Per Offender (FY 2013)
<b>Awaiting Trial</b>					
Intake Service Center	630	24	\$ 15,293	72	\$ 19,048
High Security	3	12	\$ 49,094	12	\$ 49,094
Women's Facility	46	8	\$ 54,727	34	\$ 27,885
<b>Subtotal, Awaiting Trial</b>	<b>679</b>	<b>Weighted Avg.</b>	<b>\$ 18,133</b>	<b>Weighted Avg.</b>	<b>\$ 19,780</b>
<b>Sentenced Population</b>					
Minimum Security	402	40	\$ 14,166	154	\$ 9,293
Medium Security / Moran	1,018	96	\$ 6,842	192	\$ 8,955
Intake Service Center	399	24	\$ 15,293	72	\$ 19,048
Maximum Security	440	39	\$ 14,426	87	\$ 13,350
High Security	95	24	\$ 26,560	72	\$ 20,926
Women's Facility	127	26	\$ 19,626	34	\$ 27,885
<b>Subtotal, Sentenced</b>	<b>2,481</b>	<b>Weighted Avg.</b>	<b>\$ 12,142</b>	<b>Weighted Avg.</b>	<b>\$ 12,840</b>

Source: DOC, FY 2013

In recent years, DOC has experienced a decline in its prison population, from a high of 3,860 in FY 2008 to 3,160 in FY 2013. This reduction allowed DOC in 2011 to close the Price facility, one of its two medium security facilities. Currently, DOC maintains one facility for each inmate classification level, though some facilities house more than one classification level. The Intake Service Center serves as the jail for Rhode Island's unified jail-prison system, and also houses pretrial detainees, newly sentenced inmates, and inmates requiring protective custody. The two Women's Facility buildings house people awaiting trial, as well as sentenced inmates with medium, minimum and work release classifications. While OMB does not expect additional closures of entire facilities, closures of housing units within facilities are feasible and may result from targeted initiatives toward recidivism reduction.

One of the contributing factors in adult supervision costs is the age and design of the state's prison facilities. Unlike more recent modular prisons, which provide greater flexibility in prisoner placement and reduce staffing needs, some of Rhode Island's buildings are aged and/or repurposed buildings, which require a greater number of correctional officers to ensure appropriate security. According to DOC, its Maximum Security facility was built in 1878 and uses the Auburn style of construction, consolidating all inmate cells into one building. As noted in Table 3, Maximum Security's marginal costs are \$14,426 under the Lower Reduction Scenario, more than double the \$6,842 costs for Medium Security, which was constructed in 1992 using a more modern design.

***Incarceration / Detention - Juvenile***

DCYF manages the intake and residential commitment of juvenile offenders, though the Family Court determines placement as part of the sentencing process. Youths who are not sentenced to probation are initially assigned to the Rhode Island Training School. The Family Court determines whether the sentence is served in the Training School or in a Temporary Community Placement (TCP) – a residential facility managed by a third-party organization through a contractual agreement with DCYF. As with adults, the juvenile population in the Rhode Island Training School is divided into those awaiting trial and those sentenced. Juveniles awaiting trial are housed in the Youth Assessment Center, while sentenced youths are housed in the Youth Development Center.

<b>Expenditure Category</b>	<b>Annual Spending, FY 2013</b>
Cleaning/Offices Janitorial Services	\$ 80,957
Client Clothing/Uniforms	\$ 22,579
Linen/Laundry Expenses	\$ 2,252
Food	\$ 473,006
Janitorial Supplies	\$ 12,831
Kitchen/ Household Supplies	\$ 7,276
Medical Supplies (non-prescription)	\$ 30,576
Central Pharmacy Medical Supplies (non-prescription)	\$ 7,909
Residential Medical Services	\$ 1,474,300
Education Program	\$ 4,213,000
<b>Total Annual Cost</b>	<b>\$ 6,324,686</b>
<b>Avg. Training School Population, FY 2013</b>	<b>108</b>
<b>Annual Operational Cost per Youth</b>	<b>\$ 58,562</b>
<b>Per Diem Cost per Youth</b>	<b>\$ 160.44</b>

*Source: DCYF, FY 2013*

Marginal operational costs associated with the addition of a single youth in the RI Training School include food, clothing, and housekeeping. DCYF determined the marginal cost per resident by reviewing expenditures in eight relevant categories (see Table 4). In FY 2013, DCYF spent \$6.3 million to provide basic services for 108 youths in the Training School – an average of \$58,562 per youth per year, or \$160.44 per youth per day.

The Training School is organized into housing units, where youths are overseen by juvenile program workers (JPWs). Housing units can accommodate up to 24 youths in the Youth Development Center and 28 youths in the Youth Assessment Center. Staffing standards require one JPW per eight youths during the first and second shifts and one JPW per twelve youths on third shift. A housing unit at full capacity would require eight JPWs, while a unit with sixteen youths would require six JPWs. Like DOC, DCYF can realize savings in addition to per diem operational costs by reducing the number of youths in housing units. DCYF and OMB developed two scenarios showing the savings associated with reducing populations in housing units and with closing a housing unit (Table 5; see Appendix A for additional detail).



Table 5: Supervision Costs - Juvenile Incarceration		Reduced Population Scenario		Unit Closure Scenario	
	Unit Capacity	Reduction in Placements	Savings per Offender	Reduction in Placements	Savings per Offender
<b>Awaiting Trial</b>					
Youth Assessment Center	28	16	\$ 13,782	28	\$ 41,827
<b>Sentenced Population</b>					
Youth Development Center	24	12	\$ 16,409	24	\$ 47,815

*Source: DCYF, FY 2013*

Table 5 illustrates that DCYF can realize additional savings by reducing annual population in a housing unit or by closing a housing unit. For example, if DCYF reduced the annual population in a Youth Development Center unit from 24 to 12, it would save \$16,409 per individual, or a total of \$196,906.

However, DCYF’s ability to obtain additional savings from closing housing units is constrained by the historically low population now in the Training School. In FY 2014, DCYF reported an average annual Training School population of 93, down from 169 in FY 2009. The Youth Assessment Center for juveniles awaiting trial currently has only one housing unit open; closure of this unit is unlikely unless alternative arrangements are made for youths awaiting trial. The Youth Development Center currently has four open housing units – three for males and one for females. A further decline in annual population could lead to a staffing reduction in the female facility and/or a closure of a male housing unit, though closing more than one housing unit in the Youth Development Center is unlikely. For this reason, OMB expects to use the per-youth annual operational cost (\$58,562) and the Reduced Population Scenario staffing cost (\$13,782 for Youth Assessment Center and \$16,409 for the Youth Development Center) in the benefit-cost model.

As previously noted, the Family Court can require that an adjudicated youth serve a sentence in a group residential facility known as a Temporary Community Placement (TCP). DCYF reported that, between January 2013 and July 2014,<sup>8</sup> 239 youths spent 31,749 days in eight TCP facilities, at a total cost of \$6.4 million. Because the contracted cost of TCP facilities varies with the level of service provided and the length of stay, OMB calculated a weighted average cost for all TCPs. As shown in Table 6, a youth in a TCP facility can expect to serve an average of 133 days, with DCYF paying a rate of \$200.42 per day, for an average cost per youth of \$26,624.

Table 6: Marginal Costs – Temporary Community Placement					
Total Length of Stay (days)	Total Youths	Average TCP Days Per Youth	Average Per Diem Rate	Total Costs	Average Cost Per Youth
31,749	239	133	\$ 200.42	\$ 6,363,220	\$ 26,624

*Source: DCYF, January 2013 – July 2014*

DCYF has prioritized community-based placements and services whenever appropriate in order to promote juvenile rehabilitation and reduce recidivism. This approach not only encourages greater engagement with the community, it also represents greater cost savings.

<sup>8</sup> DCYF reviewed data in an eighteen-month period to identify TCP placements lasting longer than one year.

### Probation & Parole – Adult

DOC oversees both inmates sentenced to probation and inmates released from incarceration to parole. In June 2014, DOC reported 23,539 individuals on probation in Rhode Island. Though probation levels have declined from a high of 27,128 in FY 2009, Rhode Island’s probation population remains high compared to the rest of the nation. According to the Bureau of Justice Statistics’ data from 2013, Rhode Island had the third highest rate of probation supervision in the United States – 2,791 per 100,000 residents.<sup>9</sup> Compared to probation, Rhode Island parole rates are more modest. DOC reported an average of 456 parolees in FY 2014, and the state’s rate of parolees of 55 per 100,000 residents was the sixth lowest reported by BJS in 2013.

<b>Total Probation / Parole Cases</b>	<b>24,119</b>
Low Supervision	1,173
Banked Cases (no supervision)	13,787
RI Parole Cases in Other States	38
RI Probation Cases in Other States	836
Active Supervision	8,315
<b>Average Parole/Probation Officers, FY 2014</b>	<b>89</b>
<b>Active Supervision Caseload per Officer</b>	<b>93</b>

Source: DOC, June 2014

Rhode Island has a unified probation and parole system which oversees both populations. As of June 30, 2014, DOC reported 24,119 people on probation and parole (Table 7). To promote appropriate levels of supervision, DOC classifies cases by risk level. DOC reported 1,173 low supervision cases and 13,787 banked (no supervision) cases. Excluding those categories and out-of-state cases, DOC reported 8,315 active supervision cases, which were overseen by 89 probation and parole officers – for an average caseload of 93 cases per officer. This level exceeds recommended best practices for probation and parole caseloads, which suggest one officer for approximately 50 moderate- to high-risk offenders to ensure proper supervision and promote recidivism reduction.<sup>10 11</sup> For this reason, OMB expects that any future decline in probation and parole levels would likely translate into lower caseloads, but not reduced staffing levels and expenditures. (Additional information about probation and parole costs is included in Appendix B and in the Evidence-Based Program Costs section below.)

### Probation & Parole – Juvenile

DCYF oversees probation and parole for juvenile offenders. Probation may be served in the home or in a residential facility or Temporary Community Placement (TCP), depending on the Family Court’s requirements. In most cases, youth on probation receive services intended to promote rehabilitation and reduce the likelihood of recidivism.

In FY 2013, DCYF reported 628 cases of juvenile probation, 416 (66.2 percent) of which were served in the home (see Table 8).

Generic Probation - Home	416
Generic Probation - Residential Placement / TCP	144
Electronic Monitoring – Pre-Adjudicated	15
Electronic Monitoring - Post Adjudicated	7
Youth Transition Center (Tides Family Services)	46
<b>Total Cases</b>	<b>628</b>
<b>Number of Probation &amp; Parole Officers</b>	<b>34</b>
<b>Average Caseload</b>	<b>18.5</b>

Source: DCYF, FY 2013

<sup>9</sup> Bonczar, Thomas, and Erinn Herberman. U.S. Bureau of Justice Statistics. “Probation and Parole in the United States, 2013.” October 28, 2014. (<http://www.bjs.gov/index.cfm?ty=pbdetail&iid=5135>)

<sup>10</sup> American Probation and Parole Association. “Caseload Standards for Probation and Parole.” September 2006. ([http://www.appa-net.org/eweb/docs/APPA/stances/ip\\_CSPP.pdf](http://www.appa-net.org/eweb/docs/APPA/stances/ip_CSPP.pdf))

<sup>11</sup> U.S. Office of Justice Programs, National Institute of Justice. “Reduced Probation Caseload in Evidence-Based Setting (Iowa).” (<https://www.crimesolutions.gov/ProgramDetails.aspx?ID=259>)

DCYF has 34 probation and parole officers for this population, with an average caseload of 18.5 youths per officer. This rate is somewhat lower than standard juvenile caseloads, which recommend one officer per 30 moderate- to high-risk offenders, or one officer per 15 offenders for intensive supervision needs.<sup>12</sup>

As with the juvenile incarcerated juvenile population, probation levels have declined in recent years, dropping from 1,267 in FY 2009 to 628 in FY 2013. Because caseloads are relatively low, a reduction in the juvenile probation population could lead to long-term savings by reducing staffing of probation and parole officers. For example, reducing the probation and parole population by 19 individuals (FY 2013 average caseload) could save \$91,700 in personnel costs associated with one probation and parole officer.

**Victimization Costs**

In addition to the costs enumerated above, crime has an impact on victims. The Results First model captures these victimization costs in two categories – tangible costs, such as medical costs and lost income, and intangible costs, such as pain and suffering. The model’s cost estimates are derived primarily from “The Cost of Crime to Society: New Crime-Specific Estimates for Policy and Program Evaluation,” a 2010 study that evaluated numerous academic publications to establish standard average lifetime victimization costs for purposes of benefit-cost analyses.<sup>13</sup> These cost estimates also recognize differences among categories of crimes, with murder and sexual assault having higher costs to the victim. Table 9 illustrates the standard victimization costs used in the Results First model, arranged by category of crime.

Type of Offense	Tangible Costs	Intangible Costs
Murder	\$737,517	\$8,442,000
Rape/Sexual Assault	\$5,556	\$198,212
Aggravated Assault	\$8,700	\$13,435
Robbery	\$3,299	\$4,976
Felony Property	\$1,922	\$0

Source: McCollister, French & Fang, 2010

The Rhode Island General Treasurer’s Office administers the state’s Crime Victims Compensation Program (CVCP), which helps the victims of violent crime. The program is funded through court fees and penalties and federal funds. Victims may request support from CVCP for medical treatment, economic support, relocation costs, and other crime-related expenses that are not covered by other sources (e.g., insurance, settlements, etc.). According to data supplied by the General Treasurer’s Office, the CVCP fund assisted between 300 and 425 victims annually between Federal Fiscal Years (FFY) 2011 and 2013. Table 10 illustrates the total payments made during those three years, arranged by the Results First crime categories.

Type of Offense	Total Payments, FFY 2011 - 2013
Murder	\$ 1,522,940
Rape/Sexual Assault	\$ 176,776
Aggravated Assault	\$ 2,878,148
Robbery	\$ 79,681
Felony Property	\$ 428,062

Sources: Office of RI General Treasurer, FFY 2011 – 2013

<sup>12</sup> American Probation and Parole Association. “Caseload Standards for Probation and Parole.” September 2006. ([http://www.appa-net.org/eweb/docs/APPA/stances/ip\\_CSPP.pdf](http://www.appa-net.org/eweb/docs/APPA/stances/ip_CSPP.pdf))

<sup>13</sup> McCollister, K. E., M. T. French, and H. Fang. “The Cost of Crime to Society: New Crime-specific Estimates for Policy and Program Evaluation.” *Drug and Alcohol Dependence* 108 (2010): 98-109.

Because not all crime victims receive CVCP funds, OMB estimated marginal costs by dividing total CVCP payments from 2011 to 2013 by the total number of crimes reported in the Rhode Island State Police’s Uniform Crime Report in that period, arranged by each crime category in the Results First model – illustrated in Table 11.<sup>14</sup>

<b>Table 11: Marginal Cost by Crime Category, RI Crime Victims Compensation Program Fund</b>	
<b>Type of Offense</b>	<b>Marginal CVCP Payment per Crime</b>
Murder	\$ 16,376
Rape/Sexual Assault	\$ 84
Aggravated Assault	\$ 91
Robbery	\$ 37
Felony Property	\$ 2

*Sources: Office of RI General Treasurer, FFY 2011 – 2013; RI State Police, Uniform Crime Report: Crime In Rhode Island, March 2014; OMB & Results First analysis*

**Notes on Costs of Crime**

In developing marginal cost estimates for Rhode Island’s costs of crime, OMB took a conservative approach in order not to overstate potential benefits of crime reduction in the forthcoming benefit-cost analysis. OMB will continue to work with agencies and stakeholders to refine these estimates as the Rhode Island Results First benefit-cost model is developed and implemented.

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<sup>14</sup> Rhode Island State Police. “Uniform Crime Report: Crime in Rhode Island.” March 2014. (<http://www.risp.ri.gov/documents/UCR/2013.pdf>). Note: The Results First technical support team provided assistance with matching RI data to the Results First crime categories to determine total crimes per category during the three-year period.

## Evidence-Based Program Costs

In March 2014, OMB published an inventory of state-funded programs intended to reduce recidivism among juveniles and adults.<sup>15</sup> That report identified evidence-based programs in twelve categories for adults and four categories for juveniles. Additionally, the report noted twelve juvenile programs and seven adult programs that showed promise in reducing recidivism, but which were not specifically included in the Results First model. For each program, OMB reported the oversight agency, service provider, program duration, annual capacity and annual number served, target participant population, average participant age and the date when the program was last evaluated.

OMB worked with DOC, DCYF and the Judiciary to determine the costs of implementing the state’s evidence-based programs intended to reduce recidivism. In cases where one category included multiple programs, OMB calculated a weighted average based on the number of people served. Table 12 illustrates total costs, number of participants served and per-participant cost for all evidence-based and promising programs in the adult and juvenile justice systems.

<b>Table 12: Per Participant Costs, Evidence-Based Programs</b>			
	<b>Total Costs</b>	<b>Participants Served</b>	<b>Cost per Participant</b>
<b>Evidence-Based, Adult</b>			
Cognitive Behavioral Therapy -- Prison	\$ 346,398	833	\$ 416
Cognitive Behavioral Therapy – Sex Offenders in Prison	7,200	14	514
Correctional Education in Prison	2,698,062	1,196	2,256
Adult Basic Education Program (GED, Basic Lit.)	2,595,062	868	2,990
Post-Secondary Education	103,000	328	314
Correctional Industries in Prison	3,985,973	905	4,404
Drug Court for Adult Offenders	423,281	91	4,651
Drug Treatment in the Community	255,000	475	537
Drug Treatment in Prison	1,138,032	604	1,884
Electronic Monitoring (EM)	2,832,754	1,997	1,419
Intensive Supervision - Probation	13,308,534	12,678	1,050
Rhode Island Pretrial Services Unit	656,881	2,193	300
Probation Supervision	12,651,653	10,485	1,207
Intensive Supervision - Parole	601,357	323	1,862
Sex Offender Treatment in Prison	115,000	250	460
Vocational Education in Prison	327,624	680	482
Work Release	270,976	54	5,018
<b>Total, Adult Evidence-Based</b>	<b>\$ 26,363,191</b>	<b>20,161</b>	<b>\$ 1,309</b>
<b>Total, Adult Evidence-Based, less EM, Probation, Parole</b>	<b>\$ 9,670,645</b>	<b>5,379</b>	<b>\$ 1,798</b>

<sup>15</sup> Rhode Island Office of Management and Budget. “Results First – Adult & Juvenile Justice Program Inventory.” March 14, 2014. ([http://www.omb.ri.gov/documents/performance/results-first/Results First Program Inventory March 2014.pdf](http://www.omb.ri.gov/documents/performance/results-first/Results%20First%20Program%20Inventory%20March%202014.pdf))

**Table 12: Per Participant Costs, Evidence-Based Programs (cont.)**

<b>Evidence-Based, Juvenile</b>				
Drug Court for Juvenile Offenders	\$	455,182	211	\$ 2,157
Juvenile Sex Offender Treatment (youth in state institutions)		129,957	17	7,645
Multisystemic Therapy (competent) - community-based		1,915,220	215	8,908
Substance Abuse Treatment (youth in state institutions)		218,759	186	1,176
<b>Total, Juvenile Evidence-Based</b>	<b>\$</b>	<b>2,719,118</b>	<b>629</b>	<b>\$ 4,323</b>
<i>Sources: DOC, DCYF, Judiciary. All fiscal and program data are from FY 2012 unless otherwise noted.</i>				

Table 12 illustrates that evidence-based program costs per person range from \$416 for cognitive behavioral therapy for adult sex offenders in the community to \$8,908 per person for Multisystemic Therapy for juveniles in the community. Costs may differ based on the intensity of the treatment, location of the service, and the type of offender. For example, adult evidence-based programs (excluding probation, parole and electronic monitoring)<sup>16</sup> cost an average of \$1,309 per person, while juvenile evidence-based programs cost an average of \$4,323 per youth.

Program costs may also differ for programs within a category. OMB’s program inventory from March 2014 showed that DOC administers seven cognitive behavioral therapy programs. These per person costs range from \$206 for a 10-week program for medium-risk offenders to \$4,118 for a 24-session program for high-risk offenders. Understanding average category costs will allow departments compare the costs across specific programs to ensure that they are getting comparable value from different service providers.

**First Look at Program Cost-Effectiveness**

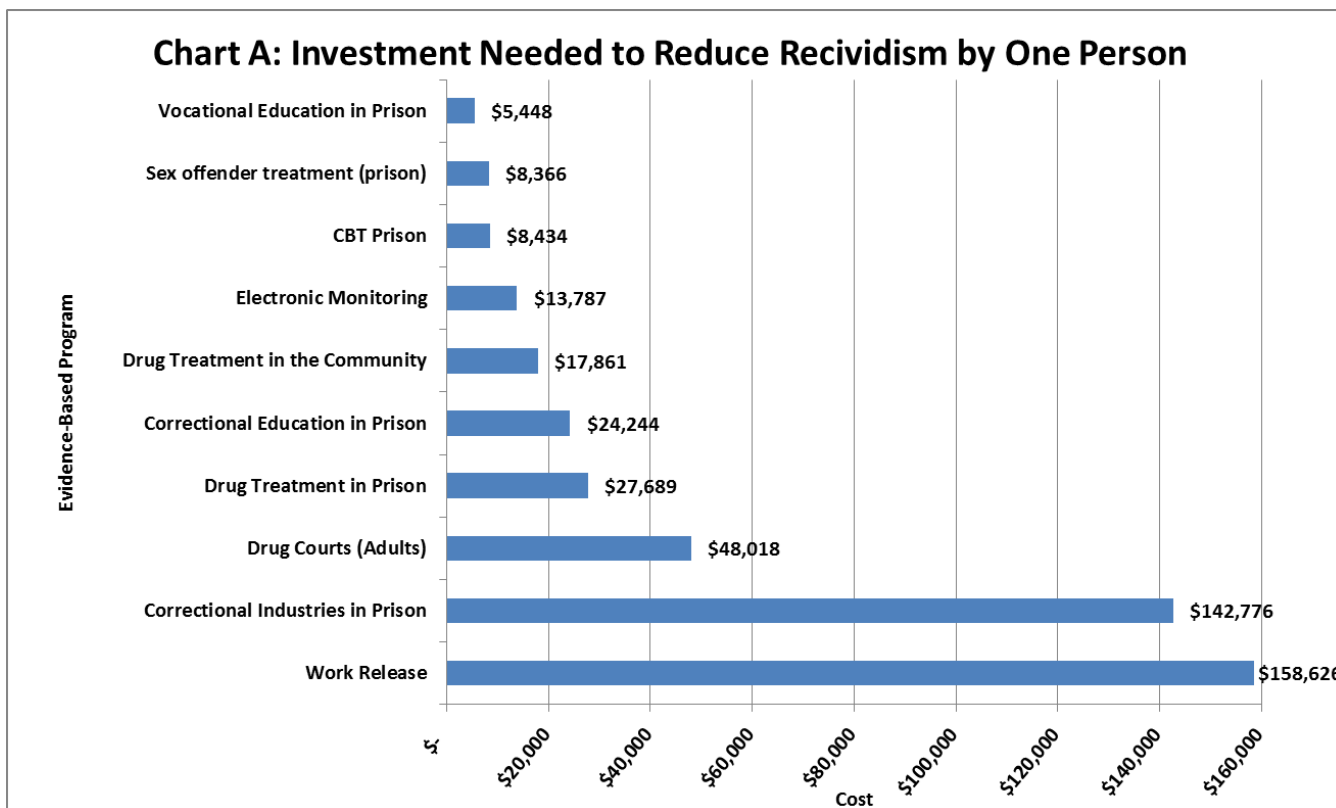
Marginal cost data for evidence-based programs allows for an initial assessment of the relative cost-effectiveness of these programs. Because each evidence-based program has a unique expected impact on recidivism reduction, it is possible to calculate the total investment cost needed to reduce recidivism by one person. This investment amount varies among programs and is driven by two factors: the marginal cost of the program (i.e., how expensive it is) and its expected recidivism impact (i.e., how effective it is).

OMB used information about each program’s effectiveness from a systematic research review published by the Washington State Institute for Public Policy (WSIPP).<sup>17</sup> Their review gathered program evaluations with the most rigorous research designs to determine each program’s effect on recidivism. OMB applied the program effects from WSIPP’s review to estimate the cost to reduce recidivism by one person for each program delivered in Rhode Island. The result represents a cost-effectiveness ratio by program.

<sup>16</sup> Adult probation and parole programs in Table 11 include personnel and equipment costs, and per person costs are average costs. As noted in the Evaluating Costs of Crime section, high adult probation levels suggest that probation programs have no marginal costs – an example of average and marginal costs differing.

<sup>17</sup> Washington State Institute for Public Policy. Benefit-cost technical documentation. Olympia, WA: Author, 2014. Retrieved 27 July 2015 from: <http://www.wsipp.wa.gov/TechnicalDocumentation/WsippBenefitCostTechnicalDocumentation.pdf>.

As seen in Chart A, vocational education in prison is a relatively cost-effective program, requiring an estimated \$5,448 in program spending to reduce recidivism by one person. In contrast, work release is expected to need \$158,626 in investment to reduce recidivism by one person.<sup>18</sup> This discrepancy is explained partly from vocational education’s low marginal cost (\$482 per person) – less than one-tenth of the marginal cost of work release (\$5,018 per person). Chart A also highlights the relatively low cost-effectiveness cost of Correctional Industries in Prison, which costs \$4,404 per person to administer.<sup>19</sup>



In some cases, cost-effectiveness may be improved by reducing marginal costs – either by cutting administrative spending or by increasing capacity to spread existing costs across more people. For example, 54 prisoners participated in work release in FY 2012, though program capacity was 144. Since program administration costs are largely fixed, a larger number of participants would reduce marginal costs and improve the cost-effectiveness of work release.

While valuable, this initial cost-effectiveness assessment does not provide complete information about total program cost-effectiveness for two important reasons:

<sup>18</sup> Chart A excludes intensive supervision for parole or probation, which is expected to have no impact on recidivism unless performed in conjunction with additional programming.

<sup>19</sup> Correctional Industries earns revenue from its operations, which are not included in the cost analysis below. OMB will review net program costs in its upcoming benefit-cost analysis.

- The assessment assumes that all programs are being administered optimally. As noted in OMB’s March 2014 program inventory issue brief, relatively few programs have been evaluated to determine if they are implemented with fidelity to best practices.
- This assessment treats all recidivism as equal and does not account for differences in the types of crimes that are avoided over time in different offender populations. For example, a program that prevents an aggravated assault, which has high costs to society, will have a larger benefit than one targeting drug crimes. Similarly, a juvenile justice program may have a larger lifetime benefit than an adult program since crime is avoided over a greater number of years. (Because of the complexity of lifetime costs associated with juvenile crime, juvenile programs have been omitted from this initial cost-effectiveness assessment.)

To develop a complete picture of program cost-effectiveness, OMB is working with DOC and DCYF to collect recidivism data for the Results First model. This information will be used to conduct a complete benefit-cost analysis to provide greater insight into the types of crime occurring among recidivists, and the potential value of avoiding those crimes in the future.

## **Findings & Recommendations**

The analysis and findings in this report can assist departments and policymakers in promoting evidence-based policymaking and making improvements in the cost-effectiveness of Rhode Island’s adult and juvenile justice programs. To improve the outcomes of the state’s criminal justice system, OMB makes the following recommendations.

***Improve evaluation of adult and juvenile justice programs*** – As noted in OMB’s March 2014 program inventory brief, greater evaluation of existing programs is needed to determine fidelity to best practices and overall effectiveness. While DOC and DCYF have made some improvements using in-house personnel, they are challenged by constrained staff resources and a high number of programs to evaluate.

- OMB recommends expanding evaluation capacity by including program evaluation costs into provider contracts. Contracts should provide funding for third-party evaluation to assess participant outcomes. In the longer-term, this improvement will facilitate use of performance-based contracts, which link provider payments to outcomes attained by their clients.

***Fully deploy needs evaluation tools and ensure proper program referrals*** – OMB previously cited as a best practice DOC’s use of the Level of Service Inventory–Revised (LSI-R) needs assessment tool for adults in the correctional system, while also noting that DCYF had no comparable tool for juveniles. Assessment tools help determine the programming needs of the populations to be rehabilitated (e.g., education, anger management, substance abuse, etc.), ensure referrals to the most appropriate programs, and provide baseline data that allows evaluation of improvement as people complete programs.

To address this concern, DCYF applied for and received grant funding to develop and deploy a Juvenile Correction System Assessment Process. Implemented July 1, 2015, the Assessment Process comprises three



screening tools, allowing DCYF to determine risk and programming needs, mental health status and substance abuse needs of all youth in the DCYF's jurisdiction. DCYF is working with the Family Court on implementing this Assessment Process at the Pre-Adjudicative stage, which would allow for planning to be in place at the time of sentence.

In discussions with program managers at DOC, OMB learned of inconsistency in the program referral process for inmates. In some cases, inmates requested access to certain programs because completion resulted in "good time" credits, or for other factors. Because the demand for many DOC programs exceeds their capacity, it is important that program participation be prioritized to those demonstrating the greatest need.

- DCYF and DOC should use evaluation tools to assess the programming needs of all people in the adult and juvenile justice systems, including for the probation and parole populations. Further, departments should ensure that caseworkers are uniformly trained to use evaluations as the primary factor for program referrals. Both DCYF and DOC have committed to this effort, and DOC has expressed interest in expanding the use of LSI-R to the probation and parole populations.

**Control operational costs** – OMB's review of operational and programming costs demonstrated areas for potential efficiencies and spending reductions.

As noted earlier (Table 4), health and education expenditures represent nearly 90% of the per diem operational costs in the Training School. The Training School's population has declined in recent years as DCYF and the courts have used community placements as an alternative to incarceration and to improve juvenile justice outcomes. However, despite this trend, DCYF still maintains robust in-house education services for a relatively small number of youths. Further, DCYF uses an annual fixed-cost contract for health care services to cover nearly any service needed by Training School youths.

- While DCYF is required to provide educational services to youths in custody, it should conduct a thorough review to determine how to provide quality services at lower costs. A June 2014 issue brief by Rhode Island Kids Count recommended improving connections between youths and their district schools and reintegrating youth back into school immediately upon release.<sup>20</sup> Greater cooperation between the Training School and school districts could reduce duplication of effort and improve educational outcomes.
- On health care costs, DCYF should review its current contract terms and recent utilization data to develop a contract that addresses the needs of Training School youths in a more cost-effective manner.

When reviewing program data, OMB noted that per-person costs may range within a program category. In some cases, higher costs result from treating a higher-need population. For example, one service provider for Cognitive Behavioral Therapy in Prison had a per-person cost of \$4,118 – significantly higher than the \$416 average for the category. However, in that case, the program was targeted to a small number of high-risk offenders, at a total annual cost of \$70,000. In other cases, though, program costs differed among people with

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<sup>20</sup> Rhode Island Kids Count. "Juvenile Justice in Rhode Island." June 2014.  
([http://www.rikidscount.org/Portals/0/Uploads/Documents/Juvenile Justice in Rhode Island\\_Final2.pdf](http://www.rikidscount.org/Portals/0/Uploads/Documents/Juvenile Justice in Rhode Island_Final2.pdf))

similar needs. One vocational education program administered in house by DOC cost \$1,912 per person, compared with two other contracted programs at \$290 and \$439 per person.

- Departments should review per-person cost data in each program category to assess whether cost differences are justifiable. Departments can then work with providers and employees to reduce costs and/or determine whether programs can be delivered more cost-effectively.

As previously noted, the physical layout of some Department of Corrections' older buildings contributes to higher operational costs. More modern modular housing units can reduce the number of correctional officers required to supervise a population.

- OMB recommends conducting a benefit-cost study to determine whether replacement or reconfiguration of prison facilities could reduce long-term operating costs. Such a study should recognize inmate population trends and use scenario analyses to determine whether prison replacement/renovation is warranted.

***Improve the cost-effectiveness of existing program delivery*** – Departments can make changes to existing evidence-based programs to reduce costs and improve outcomes.

The cost-effectiveness of evidence-based programs (Chart A) is calculated from the marginal cost of the program, and the expected effectiveness of the program in reducing recidivism, as determined by Results First's analysis of national research. Rhode Island can improve the cost-effectiveness of its programs by ensuring proper implementation and evaluation of programs (noted above), as well as by reducing the marginal costs of each program.

The most straightforward method of reducing marginal cost is ensuring that programs are filled to capacity. DOC's work release program had the highest cost-to-recidivism ratio in OMB's analysis, driven partly by its high marginal cost of \$5,018 per person. As noted in OMB's 2014 program inventory brief, DOC's work release program served 54 people in FY 2012, though it had a capacity of 144. If work release had been filled to capacity, the program's marginal cost would have been \$1,882. According to DOC, inmates are dissuaded from participating in work release because of taxes and fees. Current law requires a 30 percent work release fee on gross pay, followed by a 15 percent assessment for court fees (if applicable) and a 25 percent funds reserve requirement. According to a DOC analysis, inmates retain approximately 23 percent of wages after taxes and fees. DOC has considered reducing the work release fee to encourage participation.

- DOC and OMB should review the work release program to determine whether changes to the work release fee or other components of program administration are justified. Because lowering work release would reduce revenues to the general fund, OMB and DOC should determine whether the changes would be offset by longer-term savings through recidivism reduction.
- DOC and DCYF should review all evidence-based programs with excess capacity and work to fill any vacancies.

DOC's Correctional Industries (CI) had the second-highest cost-to recidivism ratio, driven partly by high operational costs of \$4.0 million in FY 2012. (Note that this analysis did not include revenue earned by CI; OMB will review net CI program costs in its upcoming benefit-cost study.) In November 2014, the Bureau of Audits published an audit of CI.<sup>21</sup> The Bureau made several recommendations, including developing a strategic plan, matching job skills to market demand and establishing apprenticeships, improving internal controls, enhancing online presence to promote sales of CI goods and services, and encouraging participation through incentives. These recommendations will reduce net operational costs while promoting better outcomes for participants. DOC is currently implementing changes following this audit, and OMB will work with the department to measure improvement and impact.

**Improve outcomes of existing programs** – Based on the experience of other Results First states and national evaluations of evidence-based programs, Rhode Island should review programs in several areas to improve outcomes.

Rhode Island's domestic violence programs are overseen by the Batterers Intervention Program Standards Oversight Committee (BIPSOC). BIPSOC encourages standardization of programs, using the Duluth model of counseling.<sup>22</sup> However, BIPSOC has no way of evaluating whether programs actually result in reduced domestic violence. Further, a Washington State Institute of Public Policy study of domestic violence programs found "no effect on [domestic violence] recidivism with the Duluth model."<sup>23</sup> In response, states such as Washington and Iowa<sup>24</sup> have reviewed and restructured domestic violence programs in order to test alternatives for improved outcomes.

- Rhode Island should evaluate its domestic violence programs to determine whether they actually reduce domestic violence by participants. BIPSOC and DOC can work with other Results First partner states to learn which alternative programs have been effective in reducing domestic violence recidivism.

As previously noted, in 2012, Rhode Island had the third highest rate of probation supervision in the United States. While probation provides an alternative to incarceration and keeps people in their communities, Results First analysis suggests that intensive supervision through probation alone has no effect on recidivism reduction.

- Stakeholders in the adult criminal justice system should review probation and parole practices to determine whether current approaches are improving outcomes. Potential areas of reform could include requiring risk evaluation for offenders, increasing referrals to evidence-based programs, and reducing caseload levels.

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<sup>21</sup> Rhode Island Bureau of Audits. "Audit of the Department of Corrections Correctional Industries Program." November 6, 2014. ([http://www.audits.ri.gov/documents/audits/DOC\\_CorrectionalIndustriesReport\\_11-2014.pdf](http://www.audits.ri.gov/documents/audits/DOC_CorrectionalIndustriesReport_11-2014.pdf))

<sup>22</sup> Domestic Abuse Intervention Programs. *The Duluth Model*. (<http://www.theduluthmodel.org/>)

<sup>23</sup> Washington State Institute for Public Policy. "What Works to Reduce Recidivism by Domestic Violence Offenders?" January 2013. (<http://wsipp.wa.gov/ReportFile/1119>)

<sup>24</sup> The Pew-MacArthur Results First Initiative. "Iowa's Cutting-Edge Approach to Corrections: A Progress Report on Putting Results First to Use." December 2013. ([http://www.pewtrusts.org/~media/legacy/uploadedfiles/pcs\\_assets/2013/RFIBriefResultsFirstIowaProgressReportFINALpdf.pdf](http://www.pewtrusts.org/~media/legacy/uploadedfiles/pcs_assets/2013/RFIBriefResultsFirstIowaProgressReportFINALpdf.pdf))

Finally, Rhode Island should maximize use of evidence when establishing new programs and funding existing programs. Results First has created the Results First Clearinghouse Database – a one-stop online resource to find information on the effectiveness of various interventions as rated by eight national research clearinghouses.<sup>25</sup>

- With support from the Results First Clearinghouse, OMB will work with DOC and DCYF to maximize use of evidence-based programs for new and existing initiatives – whether conducted in-house or with external providers.

## Next Steps

OMB will use data about program costs, costs of crime, program effectiveness, and recidivism to develop a benefit-cost analysis of existing programs. This benefit-cost analysis will demonstrate the impact of programs on reducing crime, as well as their projected savings to the taxpayer.

Next steps include:

- Completing benefit-cost analysis of evidence-based programs [Adult justice – fall 2015; Juvenile justice – winter 2015-2016]
- Using benefit-cost analysis to emphasize investment in cost-effective programs [Adult justice – FY 2017]
- Improving program monitoring and evaluation to achieve expected public safety outcomes [FY 2017]

In collaboration with DCYF and other stakeholders, OMB has also begun work on the child welfare component of the Results First model. OMB expects to complete the program inventory by fall 2015 and the benefit-cost model by winter of 2015.

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<sup>25</sup> The Pew-MacArthur Results First Initiative. "Results First Clearinghouse Database." June 23, 2015. (<http://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2014/09/results-first-clearinghouse-database>)

# Appendix A: Incarceration Costs, DOC and DCYF

## Department of Corrections (DOC)

Facility	Avg. Population	Population % of Total	Lower Reduction Scenario				
			Housing Unit Size	Staffing Costs	Per Diem Costs	Total Savings for Unit Closure	Savings per Offender
<b>Awaiting Trial</b>							
Intake Service Center	630	92.8%	24	\$ 270,408	\$ 96,613	\$ 367,022	\$ 15,293
High Security	3	0.4%	12	\$ 540,817	\$ 48,307	\$ 589,123	\$ 49,094
Women's Facility	46	6.8%	8	\$ 405,612	\$ 32,204	\$ 437,817	\$ 54,727
<b>Subtotal, Awaiting Trial</b>	<b>679</b>	<b>100.0%</b>				<b>Weighted Average</b>	<b>\$ 18,113</b>
<b>Sentenced Population</b>							
Minimum	402	16.2%	40	\$ 405,612	\$ 161,022	\$ 566,635	\$ 14,166
Medium/Moran	1,018	41.0%	96	\$ 270,408	\$ 386,454	\$ 656,862	\$ 6,842
Intake Service Center	399	16.1%	24	\$ 270,408	\$ 96,613	\$ 367,022	\$ 15,293
Maximum	440	17.7%	39	\$ 405,612	\$ 156,997	\$ 562,609	\$ 14,426
High Security	95	3.8%	24	\$ 540,817	\$ 96,613	\$ 637,430	\$ 26,560
Women's Facility	127	5.1%	26	\$ 405,612	\$ 104,665	\$ 510,277	\$ 19,626
<b>Subtotal, Sentenced Population</b>	<b>2,481</b>	<b>100.0%</b>				<b>Weighted Average</b>	<b>\$ 12,142</b>
<b>Per Diem Costs</b>	<b>\$4,025.56</b>						

Facility	Avg. Population	Population % of Total	Higher Reduction Scenario				
			Housing Unit Size	Staffing Costs	Per Diem Costs	Total Savings for Unit Closure	Savings per Offender
<b>Awaiting Trial</b>							
Intake Service Center	630	92.8%	72	\$ 1,081,633	\$ 289,840	\$ 1,371,474	\$ 19,048
High Security	3	0.4%	12	\$ 540,817	\$ 48,307	\$ 589,123	\$ 49,094
Women's Facility	46	6.8%	34	\$ 811,225	\$ 136,869	\$ 948,094	\$ 27,885
<b>Subtotal, Awaiting Trial</b>	<b>679</b>	<b>100.0%</b>				<b>Weighted Average</b>	<b>\$ 19,780</b>
<b>Sentenced Population</b>							
Minimum	402	16.2%	154	\$ 811,225	\$ 619,936	\$ 1,431,161	\$ 9,293
Medium/Moran	1,018	41.0%	192	\$ 946,429	\$ 772,908	\$ 1,719,337	\$ 8,955
Intake Service Center	399	16.1%	72	\$ 1,081,633	\$ 289,840	\$ 1,371,474	\$ 19,048
Maximum	440	17.7%	87	\$ 811,225	\$ 350,224	\$ 1,161,449	\$ 13,350
High Security	95	3.8%	72	\$ 1,216,837	\$ 289,840	\$ 1,506,678	\$ 20,926
Women's Facility	127	5.1%	34	\$ 811,225	\$ 136,869	\$ 948,094	\$ 27,885
<b>Subtotal, Sentenced Population</b>	<b>2,481</b>	<b>100.0%</b>				<b>Weighted Average</b>	<b>\$ 12,840</b>

**Department of Children, Youth and Families (DCYF)**

		Reduced Population Scenario				
Facility	Capacity	Reduction in Placements	Avoided Staffing Costs	Avoided Per Diem Costs	Total Savings for Unit Closure	Savings per Offender
<b>Awaiting Trial</b>						
Youth Assessment Center	28	16	\$ 126,086	\$ 94,428	\$ 220,513	\$ 13,782
<b>Sentenced Population</b>						
Youth Development Center	24	12	\$ 126,086	\$ 70,821	\$ 196,906	\$ 16,409
<b>Per Diem Costs</b>	<b>\$ 5,901.72</b>					

		Closure Scenario				
Facility	Capacity	Reduction in Placements	Staffing Costs	Per Diem Costs	Total Savings for Unit Closure	Savings per Offender
<b>Awaiting Trial</b>						
Youth Assessment Center	28	28	\$ 1,005,921	\$ 165,248	\$ 1,171,169	\$ 41,827
<b>Sentenced Population</b>						
Youth Development Center	24	24	\$ 1,005,921	\$ 141,641	\$ 1,147,563	\$ 47,815

## Appendix B: Adult Probation and Parole Data

### Department of Corrections (DOC)

	<b>Total on Probation / Parole</b>	<b>24,119</b>		
	Low Supervision	1,173		
	Banked Cases	13,787		
	RI Parole Cases in Other States	38		
	RI Probation Cases in Other States	836		
	Active Supervision	8,315		
	<b>Total Parole/Probation Officers</b>	<b>89</b>		
	<b>Active Supervision Caseload per Officer</b>	<b>93</b>		
<b>FY 2014</b>	<b>Case Types</b>	<b># of Cases as of 6/30/2014</b>	<b># of FTEs</b>	<b>Avg Caseload Levels</b>
	Generic Probation:	5,775	37.0	156
	Domestic Violence Specific	1,111	13.0	85
	Sex Offender Specific :	715	11.0	65
	Safe Streets / Youthful Offender:	95	1.0	95
	Drug Court Specific :	131	1.0	131
	Female Specific:	63	2.0	32
	Mental Health Specific:	54	1.0	54
	Parole Specific : *	267	13.0	21
	Lifetime Community Supervision :	43	3.0	14
	Electronic Monitoring Parole:*	61	7.0	9
		8,315	89.0	93
	# of FTEs not case specific in P & P:		18.0	
	# of Total Staff as of PP#26		107.0	
	Total Budgeted Staff		115.0	
	<b>FY2014 Spent (incl personnel)</b>	12,918,684		
	<b>FY2014 Spent (non personnel)</b>	836,392		
	Note: Home Confinement expenditures/caseloads and or staffing are not included.			