

PROGRAM NARRATIVE

Through the Justice Reinvestment Initiative (JRI), the state of Georgia has developed policies to focus prison beds on serious offenders, expand alternative sentencing options for judges, strengthen probation officers' ability to respond to violations, relieve local jail overcrowding through streamlined information transfers and effective use of probation detention centers, and develop broad scale reforms that will improve outcomes for returning citizens under the Georgia Prisoner Reentry Initiative (GA-PRI). These reforms are expected to save taxpayers at least \$264 million dollars by reducing the prison population by nearly 5,000 beds over five years. Using anticipated savings from the reforms, Georgia invested more than \$17 million into accountability courts, residential substance abuse treatment programs, and prisoner reentry.

PART ONE: STATEMENT OF THE PROBLEM

From 1990 through 2011, Georgia's prison population more than doubled to nearly 56,000 inmates and corrections expenditures increased from \$492 million in 1990 to \$1 billion without a commensurate reduction in recidivism. Recidivism rates remained unchanged at about 29 percent from 2000 through 2011. Projections indicated the prison population would continue to grow to 60,000 inmates by 2018, at an additional cost of \$264 million.¹

The Council for Criminal Justice Reform: Identifying the Drivers of Prison Growth: Organized by Governor Nathan Deal to formulate, advance and monitor inter-branch, bipartisan justice policy reforms, the Georgia Council for Criminal Justice Reform (the Council) has engaged the executive, legislative, and judicial branches of state government, the nonprofit, corporate and advocacy communities. The Council serves as the venue for data analysis, policy development, impact assessment and oversight of justice reforms through the lenses of a diverse group of justice and non-justice stakeholders, including district attorneys, public defenders, judges,

legislators, businesses, human service providers and reform advocates. In 2011, the Council worked with JRI technical assistance providers and Georgia justice agencies to complete a thorough analysis of drivers of the state's prison population.² Not surprisingly, data analysis found that the growth in the prison population was largely the result of policy decisions about who is sent to prison and their length of stay. Drug and property offenders, many at low risk to reoffend, represented nearly 60 percent of all prison admissions. Meanwhile, Georgia's prison population continued to grow, and the length of sentences increased. Judges had few sentencing options aside from prison; probation and parole agencies lacked the capacity to adequately supervise offenders in the community or to deliver interventions to reduce reoffending³.

Policies and Legislation that Address Prison Growth: Subsequently, beginning in 2011 and continuing today, the Council's reforms, led by Governor Nathan Deal and unanimously supported by the Georgia legislature, touch on many aspects of the criminal justice system and are intended to: ensure access to effective community-based services and sanctions – especially for high risk offenders, strengthen community supervision through increased use of risk and need assessment that drives case planning, ensure resources are used effectively to improve performance, focus expensive prison beds on serious offenders, and reform policies and practices to improve the outcomes of Georgia citizens returning to their communities after prison. The first phase of reforms culminated in the unanimous passage of HB 1176 (2012) which focused on sentencing reform, expansion of accountability courts, probation services, and data-sharing among agencies and will avert the projected eight percent increase in Georgia's prison population over five years and reduce the prison population from present levels⁴. The reforms will stem the tide of projected prison growth from nearly 60,000 in 2018 to 54,690, saving at least \$264 million.⁵

The second phase of reforms focused on the juvenile justice system and resulted in the unanimous adoption of HB 242 (2013) which will save an estimated \$85 million over five years, reduce recidivism by focusing out-of-home facilities on serious offenders and investing in evidence-based programs and streamline and revise the state code relating to juvenile justice and child welfare, including creating new processes for cases involving children in need of services⁶.

The third phase of reform, and the subject of this grant application, will improve public safety by reducing crimes committed by citizens returning to their communities upon release from prison. Through executive order, Governor Deal created the Governor's Office of Transition, Support and Reentry to implement the reforms and in January of 2014, the Council unanimously adopted the GA-PRI as the approach to reduce recidivism, reduce victimization, and create efficiencies and cost savings in the adult reentry system (See Addendum No. 1: *The Report of the Criminal Justice Reform Council – January 2014*).

Accomplishments and Performance to Date: Georgia has made significant progress in implementing HB 1176, HB 242 and other policy reforms stemming from this unprecedented attention to reforming the justice system that provides for a phased implementation of the policy changes and requirements. On all fronts, implementation has moved steadily forward.⁷

The juvenile justice reforms are moving forward as laws and policies are now requiring that only the most serious and violent young offenders should be kept in custody through both the expanded requirements of HB 242 and the recently passed SB 365⁸. Youth with misdemeanors and minor offenses will be diverted into specialized community-based programs aimed at managing their core problems that range from dysfunctional families, anger issues and underdeveloped basic life skills, to drug and alcohol abuse. Major changes to the juvenile justice code are expected to reduce both incarceration costs⁹ and the probability of

reoffending. To enhance community-based programming, Georgia committed \$5-million in state funds, plus another \$1-million in federal grant money, to fund more of these community-based programs for our young offenders. The innovations of the Department of Juvenile Justice under *Juvenile Reinvestment* has banked needed program dollars into more than 44 counties, with more expected in 2014 and DJJ has been reorganized to enhance implementation performance.¹⁰

Under the adult justice reforms, the Administrative Office of the Courts has produced a comprehensive set of accountability court standards and outlined a process for peer review and certification; the Georgia Department of Corrections (GDC) has expanded its use of probation detention centers, residential drug treatment centers, and day reporting centers as an intermediate sanction for probation violators; probation detention centers have implemented a 180-day length-of-stay cap to ensure that the facilities are used only as an intermediate sanction; and the GDC and the State Board of Pardons and Parole (SBPP) are now using a new risk/needs assessment instrument.

But the Governor, the Council, and Georgia's justice agencies acknowledge that the return-to-prison recidivism rate must drop in order to protect public safety and support the success of the first phase of adult criminal justice reform, and importantly, are well aware of research findings that show implementation of evidence-based practices with the benefit of expert guidance leads to a much higher success rate much more quickly¹¹. As a result, the state developed the GA-PRI to improve public safety by reducing the crimes of returning citizens.

Reinvesting Savings and Measuring Outcomes: Through FY 2013 budget initiatives that accompanied HB 1176, the Georgia General Assembly invested \$11.6 million of averted savings for accountability courts; \$5.7 million into new residential substance abuse treatment (RSAT) programs; and \$175,000 to develop a front-end risk assessment tool and invested approximately \$500,000 annually into reentry policy and program development and community resources for

local planning, and an additional \$550,000 for staff coordination positions to address housing. All total, from FY 2013 through FY 2015, Georgia's JRI funding totals over \$48 million. (See Attachment No.1: *Georgia Justice Reinvestment Initiative Funding Commitment*). In order to monitor performance, Georgia is using a measurement tool that will track for the Council JRI policy implementation, measure outcomes, and identify notable impacts. The Council has statutory responsibility to oversee the implementation of HB 1176 and its outcomes.¹²

Need for funding: Clearly, Georgia has dedicated significant resources to criminal justice reforms. Millions of dollars are being spent on expanding accountability courts, developing new assessment tools, and providing additional mental health and drug treatment services. Using state reinvestment dollars, GOTSR is staffed and has the benefit of expert technical assistance. Georgia has been fortunate to receive funding for JRI – Phase Two funding (See Addendum No. 2: *JRI Phase II Application for Funds*), and funding through BJA's Statewide Recidivism Reduction grant. While the state has made applications for federal funding for several Second Chance Act grants, none of them are for the services, training and evaluation involved in this Project. (See Attachment No. 2: *Disclosure of Pending Applications*).

But the major missing piece is the capacity for “Prison In-Reach” by community service providers for the development of the Transition Accountability Plan that is driven by risk/needs assessment, builds off of prison-based programming, addresses parole conditions, and documents services and supervision approaches for the transition from prison to the community. The introduction of Prison In-Reach policies and procedures is critical to improved accountability and performance. Without the resources being requested through this grant application, it will be many years before Georgia can afford the intensive prison in-reach services needed to translate the principles of evidence-based principles into

practice and embed these new practices into standard operations for the GDC and the SBPP under the GA-PRI. The use of these funds to further the goals of the Justice Reinvestment Initiative is fully supported by the Georgia Criminal Justice Reform Council (See Attachment No. 3: *Letter of Support and Commitment from the GA Criminal Justice Reform Council*).

PART TWO: PROJECT DESIGN AND IMPLEMENTATION

In November 2013, the Council launched the GA-PRI with the *vision* that every returning citizen released from prison will have the tools and support needed to succeed in the community. To turn this vision into a reality, the *mission* of the GA-PRI is to improve public safety by reducing crime through the implementation of a seamless plan of services and supervision that is developed with each returning citizen from the time of their entry to prison through their successful transition and reintegration into the community and delivered through state and local collaboration. In January 2014, the Council adopted the GA-PRI Framework, which provides state agencies and local partners with the tools to move from planning to implementation (See Addendum No. 3: *The GA-PRI Framework Summary*), and the GA-PRI State Governance Structure which stems from the leadership of Governor Nathan Deal and the Council. The Council includes Georgia's justice agencies (the SBPP, GDC, and DJJ), other state departments (Behavioral Health and Developmental Disabilities, Community Health, and Human Services), and statewide human services organizations, and faith-based leaders. The GOTSR leads and administrates the GA-PRI Implementation Steering Team (IST) that guides prisoner reentry reforms through local work groups and department-based resource teams which will spearhead the GA-PRI throughout the state in a unique, diverse and robust state/local partnership (See Addendum No. 4: *The GA-PRI State Governance Structure*).

For 2014, the priorities include the development of state and local organizational

structures, the development and implementation of the Transition Accountability Planning (TAP) process, the identification of moderate to high risk/moderate to high needs prisoners who will return to their communities beginning in October of 2014, and the development of Community Assessments that catalogue current reentry services for each community (assets), the barriers that prevent or diminish access to the services by returning citizens, and gaps in those services (See Addendum No. 5: the *GA-PRI Community Assessment Instrument*). The emphasis on the TAP process is safe, affordable housing and employment and is driven by Georgia's unique risk/needs offender assessment instrument, the Next Generation Assessment (NGA) which has now been applied to all 53,000 state prisoners (See Addendum No.6: *The NGA: Georgia's Next Generation Assessment System and the GA-PRI Case Logic Model*). GA-PRI is being piloted in 2014 in five Georgia counties that have made the most significant advances in local reentry development, with five additional counties targeted for implementation in 2015. The balance of the state will be implemented in 2016-2017 so that the effort is statewide and up to scale. Each pilot site is engaging in reentry planning through local reentry councils with the support of a local coordinator as well as a reentry housing coordinator provided under GA-PRI justice reinvestment funding (See Addendum No. 7: *The GA-PRI Local Governance Structure*).

Policy Driven, Data Informed Decision Making: The GA-PRI is using robust data to inform decision making. The NGA identifies the target population for the initiative by utilizing a rich source of information ("prisoner pipeline data") based on risk and needs levels of individuals expected to return to the pilot sites between October 2014 and September 2015. (See Addendum No.8: *2014 Pilot Site Target Population Characteristics*).

Size and demographic makeup of the target population: The primary target population for the GA-PRI and the Prison In-Reach and Service Delivery Accountability Project are high

risk/high needs returning citizens. Of the 21,166 prisoners released to Georgia's communities in 2013, 95 percent (20,156) fell under some form of community supervision¹³ and five percent (1,014) maxed out with no supervision. The majority of people currently receiving parole or post-prison supervision are men (58 percent) and under 40 years old (66%)¹⁴. Nearly 40% of Georgia's prisoners return to the nine metropolitan counties targeted for implementation under the GA-PRI by the end of 2016. These nine counties are included in the Project (although only the first five counties will be involved in the evaluation).

Baseline recidivism rate: Approximately 27 percent of individuals released in 2010 received new felony convictions within three years of release.¹⁵ For the first five counties targeted for this project, for which the evaluation will be applied, the rates were higher: Fulton (Atlanta), 35 percent; Chatham (Savannah), 32 percent; Richmond (Augusta), 28 percent; Muscogee (Columbus), 34 percent; and Bibb (Macon), 32 percent. The next five counties that will be implemented include; Cobb (Marietta), 30 percent; Dekalb (Decatur), 33 percent, Dougherty (Albany) 32 percent, and Gwinnett (Lawrenceville), 27 percent with an additional county yet to be identified. Violation rates in Georgia are historically low at 27 percent but urban counties have some of the highest technical violation rates in the state.

Evidence-based strategies: Central to the evidence-based Prison In-Reach/TAP activities that are the subject of this application, is the NGA which measures responsiveness to inform prison and community-based programming decisions.¹⁶ The NGA will be used by GDC, SBPP and community service providers for the development and implementation of the TAP process.¹⁷

Project goals: While the framework is in place for thoughtful and evidence-based reentry planning and implementation, success in recidivism reduction will largely depend on the degree that returning citizens will be provided with an effective and accountable array of community

services that meet the evidence based principles of timing and dosage contained in the GA-PRI TAP process. The TAPs describe goals for each returning citizen and set out the expectations for the returning citizen, GDC prison staff, the SBPP, post-prison community supervision staff, and partnering reentry services agencies. The TAP spans agency and community boundaries to ensure a continuity of services and collaborative supervision. The TAP informs decisions at four critical transition points: at prison intake, at the release decision, upon reentering the community, and at post-release supervision discharge.

The goals of *The Prison In-Reach and Service Delivery Accountability Project* are centered on promoting the use of evidence-based programs and strategies by third-party service providers that provide housing, employment, behavioral health treatment, prison aftercare and reentry services to: (1) strategically and systematically increase community-based services for returning citizens which are safe and appropriate; (2) ensure that these services align with the principles of effective intervention of risk, need and responsivity, are implemented based on the evidence-based principles (including the use of validated, risk/need assessment that drives case planning), manage the risks and meet the needs of the target population; and (3) help achieve the performance and outcome expectations for reduced recidivism and reduced crime under the GA-PRI. The objectives of the Project are to implement effective, evidence based Prison In-Reach Services that meet these goals: (1) in the first five GA-PRI Pilot Sites in 2015; (2) in the next five sites in 2016; and (3) in the balance of the state by January 2017.

These goals and objectives support and augment the expectations of the JRI adult corrections reforms to reduce recidivism rates and increase the success rates among citizens returning from prison to Georgia's largest urban counties by enhancing the capacity of community supervision staff and community-based partners to implement evidence-based

supervision strategies, expanding collaboration among agencies in order to develop a continuum of service delivery from prison to the community by institutionalizing a comprehensive individualized transition accountability plan, and by evaluating the impact of these evidence-based supervision strategies. (See Addendum No. 9: *Prison In-Reach Services, the Importance of the Transition Accountability Process and Collaborative Case Management*). These goals will be more readily achievable as a result of Core Correctional/Effective Intervention Training for GA-PRI pilot site community coordinators, housing coordinators, supervision agents, and the Prison In-Reach Specialists requested to be funded through this grant application.¹⁸

Collaboration and Commitment: The commitment among the relevant state agencies to achieve these goals is evident in the broad, ongoing statewide criminal justice reform efforts described in Part One. (See Attachment No. 4: *Letters of Commitment/Support* from the Governor, the GDC, the SBPP, other state departments).

Use of grant funds: The primary use of grant funds will be, as allowed, to... *Promote the use of evidence-based programs and strategies by 3rd-party service providers for substance abuse, mental health, and behavioral health treatment...aftercare; and reentry services.* The majority of funds will be used for contracts with faith and/or community based agencies to provide Prison In-Reach/TAP development services beginning in the first five GA-PRI Pilot Sites in Year One, and then, with replacement funding acquired for those first five, to use the grant funds in Year Two for the next five sites and in Year Three for the remaining sites. In addition, funds will be used for project coordination, training, communication and facilitation to assure the Project is developed and implemented consistent with the GA-PRI in order to maximize the recidivism reduction and performance expectations of JRI adult justice reforms.

Impact on Returning Citizens: As a result, it is projected that as many as 6,500

medium and high risk returning citizens will benefit from this grant each year for three years for a total of approximately 19,500 returning citizens affected.

PART THREE: CAPABILITIES AND COMPETENCIES

The Prison In-Reach and Service Accountability Delivery Project will be part of the GA-PRI, which is managed by the GOTSR in collaboration with the Council and in coordination with IST and the organizations and agencies that comprise the GA-PRI Local Governance Structure (*See Part Two above, for details and references to addenda*). If awarded funding, a project coordinator will be placed under contract and will report to the director of GOTSR.

The Project Coordinator's primary responsibilities will be to: (1) Manage the collaboration and coordination of project deliverables across the five pilot sites, including cross-training and information-sharing that will assist in achieving the performance-based goals and objectives of the project; (2) Consult and collaborate with state and local agencies, organizations, and community leaders and experts in the areas of post-prison release decision-making, reentry, and community supervision to improve probation and parole operations as they affect the success of returning citizens; (3) Identify barriers that may hinder the successful implementation of the project and recommend to GOTSR and the IST policies, procedures, and programs to overcome such barriers; (4) Act as liaison with professional associations, volunteer and faith-based organizations, and local treatment and rehabilitation agencies to collaborate on the GA-PRI and; (5) Oversee the data and reporting required by the Bureau of Justice Assistance; and (6) Work with ARS to design and monitor data collection and the project evaluation.

The executive director of GOTSR, Jay Neal, will provide the leadership and strategic vision for the GA-PRI and the Prison In-Reach and Service Delivery Accountability Project. Mr. Neal resigned as a representative of the Georgia House of Representatives to accept Governor

Deal's appointment as director of the GOTSR. Mr. Neal served in the legislature for nearly a decade and was a key supporter of the Council's criminal justice reforms in 2012 and 2013. Previously, Mr. Neal was the director of a faith-based recovery facility in northwest Georgia.

The GA-PRI and this project will receive additional support from the Michigan Crime and Delinquency Center for Justice Innovation that created the framework upon which the GA-PRI Model is based. The director of the Center, Dennis Schrantz, has over 30 years of experience in managing large scale projects, including the Michigan Prisoner Reentry Initiative, which became a nationally-recognized success story by reducing recidivism by over 36 percent for 17,000 moderate to high risk returning citizens. Center staff will assist with the implementation and supervision of this project focusing on technical assistance, training and sustainability.

Georgia also benefits from a great deal of technical assistance from national organizations, which are engaged in Georgia for other, related projects: the Vera Institute for Justice provided assistance to the Council and the GDC under Phase II of the Justice Reinvestment Initiative; the Council of State Governments is working with the SBPP and GDC as part of Georgia's Statewide Recidivism Reduction Grant, the Annie E. Casey Foundation is helping to implement the juvenile justice reforms, and The Pew Charitable Trusts is a long-standing partner of many of the state's criminal justice agencies. (See Attachment No. 5: *Position Descriptions/Resumes* for key personnel and the research partner).

The Project Research Partner: For 20 years, Applied Research Services, Inc. (ARS) has specialized in complex research design and analysis to support public policy, programming, and legislative decisions. ARS relies on state-of-the-art survey, analytical, data mining, simulation, and business intelligence tools to provide decision support and has extensive experience in analyzing corrections and court data for the purposes of designing risk/needs assessment

instruments, developing population forecasting models, designing and evaluating interventions for correctional populations, planning future staffing needs and capital outlay, and working with problem solving courts. ARS has a rich history of competent, independent expertise in evaluating criminal justice policies, practices and programs¹⁹, and has long-standing relationships with Georgia's criminal justice agencies²⁰. ARS developed the NGA. For this Project, ARS will assist with data collection, problem assessment, and strategy development, and will also conduct a comprehensive process and impact evaluation. (See Attachment Nos. 6 and 7: *Evaluation Independence and Integrity; ARS Letter of Commitment*).

PART FOUR: PERFORMANCE MEASURE DATA COLLECTION AND REPORTING

The Prison In-Reach and Service Delivery Project Coordinator will be responsible for collecting the relevant data and submitting quarterly performance metrics through BJA's Performance Measurement Tool. The project coordinator will work closely with ARS, the GOTSR, all of the supervision agencies and providers, and the local pilot sites to design an efficient data collection and reporting system. The data collection plan will be finalized within the first 180 days of the grant period, and it will include a detailed process for the collection, analysis, and reporting of the required quantitative and qualitative performance measures. The project coordinator, with assistance from ARS, will develop reporting templates that each relevant stakeholder or agency will complete on a monthly or quarterly basis. The templates will include performance measures that are required by BJA as well as data relevant to the evaluation.

Given the formative nature of the evaluation and the nascent state of the Project, the collection, recording, and reporting back of data will be a critical component of the overall success of the initiative. For instance, ongoing data must be kept up-to-date regarding each participant's compliance with programming and supervision, to identify any issues early on, both

in the lives of participants (providing for swift and certain responses) and for the proper functioning of the initiative. To that end, frequent and consistent evaluation feedback will be provided to key stakeholders in order to provide for a process of Continuous Quality Improvement. Evaluation data will therefore be communicated in monthly bulletins, quarterly evaluation summaries, and annual comprehensive reports.

PART FIVE: IMPACT/OUTCOMES, EVALUATION AND SUSTAINMENT

The goals of *The Prison In-Reach and Service Delivery Accountability Project* are: (1) to strategically and systematically increase community-based services for returning citizens which are safe and appropriate; (2) to ensure that these services align with the principles of effective intervention of risk, need and responsivity, are implemented based on the evidence-based principles (including the use of validated, risk/need assessment that drives case planning), manage the risks and meet the needs of the target population; and (3) to help achieve the performance and outcome expectations for reduced recidivism and reduced crime under the GA-PRI.

The Project is an essential component of the work of the GA-PRI that focuses on implementing transition accountability plans for the community sites throughout the state, from the beginning point of the five pilot sites, to the second tier of sites in 2016 and then statewide and up to scale in 2017 – a primary goal when considering sustainability. Through comprehensive, evidence-based prison in-reach (i.e. validated assessments driving prison and community based case plans), community and faith based Prison In Reach staff will be equipped to help motivate, encourage, support and model pro-social behavior and attitudes with high risk/high need returning citizens prior to their release as integral members of the “change teams” that will transform the way post release community supervision is provided in Georgia.²¹

Project Performance and the Evaluation Plan: Project performance measures for the

GA-PRI first five pilot sites include documenting re-conviction and return to prison rates as measurements of increased public safety through the reduction of recidivism and successful completion of community supervision. The recidivism reduction for the overall GA-PRI evaluation will be measured in comparison to the baseline recidivism rate.²² Led by ARS, the evaluation of the Prison In-Reach and Service Delivery Project will include survival analysis for the first five pilot sites to compare three variables: the reconvictions, return to prison rates and successful completion of post-release supervision. This methodology will compare the relative time to failure of a prior year's group of releases, as well as releases from Georgia counties which are not yet participating in the GA-PRI or wait-listed, to cohorts of offenders released as part of the GA-PRI. These three variables will be stratified using an automated risk-needs assessment based on the Risk-Needs-Responsivity (RNR) model. Toward that end, multivariate models will include their risk of re-offending and severity of their needs (Substance Abuse, Criminal Thinking, Employment, Education, etc.), their responsivity upon release, as well as other known factors associated with re-offending. (See Addendum No. 10: *Project Evaluation Research Methodology*).

Integration and sustainability: The Project is completely integrated into the GA-PRI and will benefit from existing and on-going planning, funding, implementation and monitoring and is a major component of GA-PRI implementation (See Attachment No. 8: *Project Timeline*). Driven by commitment to justice reform by the Governor and the Council, and as evidenced by the unanimous bi-partisan support for criminal justice reform over the last several years, the sustainability of the activities funded under this grant is assured. Each year for three years, it is our plan to pursue replacement funding for the grant funding with other state, local and/or foundation funds for the contracted Prison In-Reach Specialist positions.

ENDNOTES (Not counted in 15 page limit)

¹ Special Council on Criminal Justice Reform for Georgians. 2011. *Report of the Special Council on Criminal Justice Reform for Georgians*. Atlanta: Special Council on Criminal Justice Reform for Georgians.

² Data informing the analysis included crime, arrest, court disposition and recidivism rates and sentence lengths, offender characteristics, parole grant rates, time served in prison, probation/parole revocation rates, time served on community supervision.

³ The Urban Institute, *Justice Reinvestment Initiative State Assessment Report, Georgia Case Study*, January 2014.

⁴ While HB 1176 did not include all recommendations put forth by the Special Council, it enacted considerable reform of Georgia's criminal justice system. The codified bill creates degrees of burglary and forgery and levels of theft; revises penalties for simple drug possession; allows courts to order electronic monitoring; enables probation to impose graduated sanctions; requires the use of evidence-based practices and reinvests monies in evidence-based programming; requires quality assurance processes and accountability measures; streamlines information transfer; caps sentences to probation detention centers to ensure their effective use; and expands accountability courts and requires the adoption and implementation of a certification process for these courts.

⁵ The Pew Public Safety Performance Project, *Georgia Public Safety Reform: Legislation to Reduce Recidivism and Cut Corrections Costs*. Washington, DC: Pew Charitable Trusts, 2012.

⁶ The Pew Public Safety Performance Project, *Georgia's Juvenile Justice Reform: New Policies to Reduce Secure Confinement, Costs, and Recidivism*, July 2013.

⁷ For example, in September 2013, Georgia was approved for sub-award funding from the Bureau of Justice Assistance to hire a project manager to coordinate the electronic sentencing packet project between the GDC and the state's superior courts; hire a system analyst and Java developers to program the presentence assessment and electronic sentencing packets; engage a consultant to provide technical assistance to the Presentence Risk and Needs Assessment Work Group; provide training sessions for staff on certification of the accountability courts; and fund peer review evaluation visits.

⁸ In March of 2014, the Georgia House has passed Senate Bill 365, which is one of two criminal justice reform bills on the calendar. The vote was 164-to-2. The bill is based in part on Georgia Council on Criminal Justice Reform recommendations which address both adult and juvenile justice system reforms. The juvenile justice provisions of SB 365 require that juveniles who are in substitute long-term home placements would have their cases reviewed every 12 months to ensure that the placement was still the best going forward plan. The bill recognizes that for some children, going back to their family home is not in the child's best interests. SB 365 unanimously passed the Senate, 53-to-0 with two senators not voting and one excused. Senate Bill 364 updates last year's 240-plus page House Bill 242 that rewrote the juvenile justice and civil codes. The new bill requires that continued custody hearings for children in need of services – known as CHINS — would be held within 24 hours, excluding weekends and holidays; formerly that was 72 hours. Cases for children who were immediately placed into foster care would be heard within 72 hours, excluding weekends and holidays; formerly that was within five days. SB 364 also requires that minors who are involved in termination of parental rights proceedings “shall” have a court-appointed special advocated – who may or may not also be their attorney. SB 364 passed the Senate 46-to-0 with seven senators not voting and three excused.

⁹ It costs of \$90,000 per year for one year in a secure facility. These costs will be increasingly replaced with the more cost effective \$29,000 per year price tag for non-secure residential placement or the \$3,000 a year it costs for community supervision.

¹⁰ Now that Governor Nathan Deal has signed into law SB 365, the Department of Juvenile Justice (DJJ) is rolling out a new Reentry Services Unit as he continues to restructure the agency to better meet requirements of Georgia's new Juvenile Justice Reform Law. DJJ Commissioner Niles is adding the new 5-member Reentry Services Unit to

help increase success rates for former juvenile offenders who are in the process of transitioning back to their communities after release from their court ordered detention and commitments at DJJ.

¹¹ Dean L. Fixsen et al., *Implementation Research: A Synthesis of the Literature*. Tampa, FL: University of South Florida, Louis de la Parte Florida Mental Health Institute, The National Implementation Research Network, 2005. Research also shows that clearer guidance is needed in the field on how to implement research findings and how to successfully replicate well-performing programs in prisons and parole agencies and their human service delivery partners in the community. See, Thomas E. Feucht and Christopher A. Innes, “Creating Research Evidence: Work to Enhance the Capacity of Justice Agencies for Generating Evidence,” in *Contemporary Issues in Criminal Justice Policy*, eds. Natasha Frost, Joshua Freilich, and Todd Clear, 7 - 16. (Belmont, CA: Wadsworth, 2009).

¹² Georgia HB 1176, 2012.

¹³ Of the 14,821 returning citizens under community supervision, 2,259 returned on parole supervision, 8,728 returned under split sentences of parole then probation post-release supervision, and 3,834 maxed out of prison to probation supervision.

¹⁴ .01 percent are 19 years old and younger; 58 percent are between 20 and 39 years old.

¹⁵ This recidivism rate likely underestimates the actual recidivism rate due to GDC having had significant data entry problems between 2007 and 2009 creating an inability to distinguish between technical revocations and new conviction revocations. The data entry issue was corrected in 2010 and some additional analysis is being conducted to insure the integrity of the 2010 recidivism data. Moving forward, the state will be conducting Time to Failure methodology to compare the reconvictions, return to prison rates and successful completion of post-release supervision. This methodology will compare the relative time to failure of a prior year’s group of releases to cohorts of offenders released as part of the GA-PRI. These three variables will be stratified using low, moderate and high risk categorizations in order to present the most useful information.

¹⁶ The responsivity scale of motivation allows the practitioner a measure of ones level of motivation to change – those with higher levels of motivation should receive priority program placement over those with less motivation.

¹⁷ The NGA consists of three risk scales, seven needs scales, and a responsivity scale. Risk scales include: (1) likelihood of re-arrest for any offense, (2) likelihood of re-arrest for a felony offense, (3) likelihood of re-arrest for a violent offense); needs scales include: (1) criminal thinking, (2) education, (3) employment, (4) peer associations, (5) mental health needs, (6) substance abuse, (7) ACES scale (traumatic experiences during childhood);the responsivity scale gauges on offender’s motivation to change.

¹⁸ This training, paid for with other funding, will enhance service and supervision delivery by focusing on five Core Correctional Practices to enhance prison in-reach, post-supervision and TAP success: (1) the appropriate use of authority, (2) appropriate modeling and reinforcement, (3) skill-building and problem solving strategies, (4) effective use of community resources, and 5) relationship enhancement factors. The new skills will blend the supervision and case management roles necessary to monitor, refer, and follow-up with sufficient dosages of treatment and other behavior-change interventions, as well as maximize the collaborative working relationships necessary to improve outcomes.

¹⁹ARS works on JRI with local jurisdictions, providing data analysis and building local population projection models and has built state correctional system simulation models in Alabama, Georgia, Missouri, South Carolina, Pennsylvania, Maryland, and Tennessee. ARS is currently supporting the Canadian correctional system to build a new forecast model. ARS typically employs an action-oriented, participatory, mixed-methods evaluation design.

²⁰ ARS developed Georgia’s Parolee Re-Arrest Risk Instrument which updates each parolee’s risk score nightly based on the case management system data; built the correctional system simulation model to support Georgia’s JRI effort; conducted the only known time-in-motion study, using simulation technology to model a large state prison to guide architects and engineers in the re-design of Georgia’s diagnostic/classification prison, which annually processes over 21,000 inmates; and recently completed an evaluation of the implementation of Georgia’s Probation

²¹ Since the Prison In Reach staff will be trained on evidence-based, goal centered, motivational approaches for client interaction, just like their partners in the post-release supervision agencies, the staff will be: (1) More effective in motivating returning citizens in a prosocial change process by engaging in and guiding the change process; (2) Better able to apply sanctions consistently while delivering more positive reinforcement; (3) Better able to identify and impact individual criminogenic needs of those at greatest risk to recidivate; and (4) Better prepared to support ongoing culture change among supervision staff from a monitoring/punishment culture toward a blend of monitoring/punishment and prosocial behavior change.

²² The overall GA-PRI research methodology has process and outcome components for documenting program activities and assessing the performance objectives and outcomes of the project. This comprehensive evaluation and research methodology for the overall GA-PRI effort will allow the state to address infidelities to the project model and any disparities in the availability or quality of reentry services and treatment providers in the community, both across and between study sites. The overall evaluation of the GA-PRI includes process, fidelity of implementation, and outcome components. The process components will address the “who, what, where, when, how, and how much” associated with the project. Process data will also focus on the delivery of services to targeted prisoners, including their characteristics and documenting the number, nature, setting, and length of Prison In-Reach Specialist contacts with prisoners, as well as the amount and nature of other programming provided to participants. Information regarding assessed offender risk, needs, and responsivity will be used, and the degree to which interventions are applied specifically to match assessed needs will be documented. Fidelity of Implementation (FOI) components will be used to assess the degree to which the program is being implemented within and across pilot sites in accordance with the intent of its designers. Outcome components for the pilot sites will analyze the impact training has on proximal outcomes (cooperation with supervision, attendance and participation in ancillary programming), results of drug tests, completion of assigned tasks and interventions, and employment and residential stability; as well as distal outcomes such as violations of conditional release, new arrests, new convictions, revocations of conditional release, and return to prison.