

VERMONT DEPARTMENT OF CORRECTIONS



Annual Report
FY2015

VISION STATEMENT

To be valued by the citizens of Vermont as a partner in prevention, research, control and treatment of criminal behavior.

MISSION STATEMENT

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

This is accomplished through a commitment to quality services and continuous improvement while respecting diversity, legal rights, human dignity and productivity.

PRINCIPLES

We believe:

- That people can change;
- That community participation and support are essential for the successful delivery of correctional services;
- In the inherent worth and dignity of all individuals;
- In treating people with respect and dignity;
- In teamwork and the process of continuous improvement;
- In professional self-improvement;
- In the placement of offenders in the least restrictive environment consistent with public safety and offense severity;
- In fairness throughout decision making;
- In respect for the liberty interests, rights and entitlements of the individual;
- In individual empowerment;
- In non-violent conflict resolution;
- In maintaining a safe and secure environment;
- In the value of individual, cultural and racial diversity;
- That victims have the right to have an active role in determining how their needs can best be met; and
- That offenders are responsible, to the extent possible, to repair harm done to victims and the community.

Table of Contents

Vision, Mission, and Principles	2
Letter from Commissioner Menard	4
Department Information (Locations, Executives)	5-6
Explanation of Legal Status	7
Organization and Operations	9
Correctional Facilities	10-14
Field Operations	15-18
Case Planning and Management	19-20
Risk and Need Reduction Services	21-23
Community High School of Vermont	24-25
Health Services	26
Restorative Justice Services	27
Human Resource Development	28-29
Outcomes	30-31
Summary	32



Lisa Menard

Commissioner

The results we see today in Corrections are the accumulation of many years of efforts, policies, and practices. Any single report will, of necessity, fail to present everything. This report concentrates on what has happened in the past decade, but in doing so, it relegates to the unreported past many critical issues that motivated and shaped what has happened during that period. For example, through the 1980s, 1990s, and the 2000s, Vermont experienced a large growth in its demand for Corrections services. Between 1990 and 2007, the incarcerated population tripled. During that time, the Vermont Legislature instituted furlough and intermediate sanctions statutes to define new ways for offenders to complete their imposed sentences in the community. As a result, the population of people the Department supervises on parole, reentry, and intermediate sanctions is 60 percent of all persons who might otherwise be in a jail bed.

The Department of Corrections has always been committed to an atmosphere of evaluation and continual efforts at improvement. It is important to acknowledge what has been started and continued in practice for many years to achieve the level of results we see in Vermont. This includes flat trends in crime, court activity, and recidivism in the face of lowering the use of expensive incarceration in favor of more cost-effective, and less life-disrupting, community supervision. Discussions of the minority of offenders who recidivate tend to drown out the story of the majority who complete their involvement with the Corrections process and go on to lead successful lives in their communities. “Best practices” is not simply a catchphrase of the moment — it has been the goal and focus of the efforts of dedicated DOC employees for many years. Where good can be made better, we strive to make those enhancements, but we are also proud to have achieved and maintained our success in serving Vermont in managing the risk, ameliorating the damage, and reforming the lives of the offenders entrusted to our custody.

Purpose:

28 V.S.A. § 1.

The department of corrections created by section 3081 of Title 3 shall have the purpose of developing and administering a correctional program designed to protect persons and property against offenders of the criminal law and to render treatment to offenders with the goal of achieving their successful return and participation as citizens of the state and community, to foster their human dignity and to preserve the human resources of the community.

Locations

Site Name	Address	Superintendent/District Manager
Chittenden Regional Correctional Facility:	7 Farrell Street Burlington, VT 05403	Edward Adams
Marble Valley Regional Correctional Facility	167 State Street Rutland, VT 05701	Vacant
Northern State Correctional Facility	2559 Glenn Road Newport, VT 05885	Shannon Marcoux
Northeast State Correctional Complex	1266-1270 US Route 5 St. Johnsbury, VT 05819	Al Cormier
Northwest State Correctional Facility	3649 Lower Newton Road Swanton, VT 05488	Greg Hale
Southeast State Correctional Facility	546 State Farm Road Windsor, VT 05089	Kat Tkaczyk
Southern State Correctional Facility	700 Charlestown Road Springfield, VT 05156	P. Mark Potanas
Barre Probation and Parole	255 North Main Street, Suite 6 Barre, VT 05641	Michael Sweeney
Bennington Probation and Parole	200 Veteran's Memorial Dr., Suite 12 Bennington, VT 05201	David Miner
Brattleboro Probation and Parole	41 Spring Street Brattleboro, VT 05304	Roderick Bates
Burlington Probation and Parole	50 Cherry Street Burlington, VT 05401	Deborah Thibault
Hartford Probation and Parole	118 Prospect Street, Suite 200 White River Jct., VT 05001	William Soule
Morrisville Probation and Parole	197 Harrel Street, Suite 4 Morrisville, VT 05661	Michael Sweeney
Newport Probation and Parole	217 Main Street Newport, VT 05885	Carl Davis
Rutland Probation and Parole	92 State Street, PO Box 175 Rutland, VT 05702	Keith Tallon
St. Albans Probation and Parole	27 Federal Street., Suite 101 St. Albans, VT 05478	Sherry Caforia
St. Johnsbury Probation and Parole	67 Eastern Avenue, Suite 5 St. Johnsbury, VT 05819	Lynn Bushey
Springfield Probation and Parole	100 Mineral Street, Suite 102 Springfield, VT 05156	Rae Hirst

Executive Team

Name	Title
Lisa Menard	Commissioner
Cheryl Elovirta	Deputy Commissioner
Kurt Kuehl	General Counsel
Cullen Bullard	Classification and Facility Designation Director
Kim Bushey	Program Services Director
Dale Crook	Field Operations Director
Matt D'Agostino	Financial Director
Larry Martineau	Casework Services Director
Derek Miodownik	Restorative and Community Justice Executive
Wilhelmina Picard	Corrections Education Director
Heather Simons	Director of Training and Professional Development
Michael Touchette	Correctional Facilities Director
Monica Weeber	Administrative Services Director
Vacant	Health Services Administrator

Vermont Department of Corrections

Central Office Contact Information:

Mailing Address: 280 State Drive
 NOB 2 South
 Waterbury, VT 05671-2000

Phone: 802-241-2442

Fax: 802-241-0220

Explanation of Legal Status

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

Incarceration:

- **Sentenced:** The sentence is confinement to a correctional facility, under the care and custody of the Commissioner.
- **Detained:** A confinement pending court adjudication for a criminal charge or a violation of probation.

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

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

Reentry/Furlough:

- **Conditional Reentry:** At the completion of the minimum term of sentence, the inmate may be released to the community, still under confinement, subject to conditions of furlough.
- **Reintegration Furlough Reentry:** Up to 180 days prior to completion of the minimum term of sentence, the eligible inmate may be released to the community, still under confinement, subject to conditions of furlough.
- **Treatment Furlough:** At status for an offender who is participating in an approved residential treatment program outside of a correction facility.
- **Medical Furlough:** A status for an offender who is diagnosed with a terminal or debilitating condition. The offender may be released to a hospital, hospice, or other licensed inpatient facility, or other housing accommodation deemed suitable by the commissioner.

Intermediate Sanctions:

- **Pre-approved Furlough:** The offender is sentenced to a term of confinement, but with prior approval of the Commissioner, is eligible for immediate release on furlough. Furlough status is a community placement, but the revocation is administrative, and the rules for behavior more stringent. Conditions of release typically contain treatment or community work crew.
- **Supervised Community Sentence:** Based on a law passed in 1990 that provides the legal framework for the intermediate sanctions program. The judge sentences, with prior approval of the Commissioner, to a set of conditions, minimum and maximum time frames and an intermediate sanctions program. The offender is under the supervision of the Department of Corrections. The Parole Board is the appointed authority and violations are resolved through a Parole Hearing. When the offender reaches his minimum sentence the Parole Board may continue on SCS, convert to Parole, or discharge from supervision completely.

Parole: The release of an inmate to the community before the end of the inmate’s sentence subject to conditions imposed by the Parole Board and subject the supervision and control of the Commissioner of Corrections.

Probation: An offender found guilty of a crime upon verdict or plea, is released by the court without confinement, subject to the conditions and supervision by the Commissioner of Corrections. This is a contract between the offender and the court, to abide by conditions in return for the court not imposing a sentence of confinement. Violation of this sanction requires due process, with a court hearing, counsel, and preponderance of evidence. Within the probation sanction is the reparative probation program, which allows citizens on community panels to determine the quality of restitution made to the victim and repair of harm to the community, consistent with 28 VSA Chapter 12.

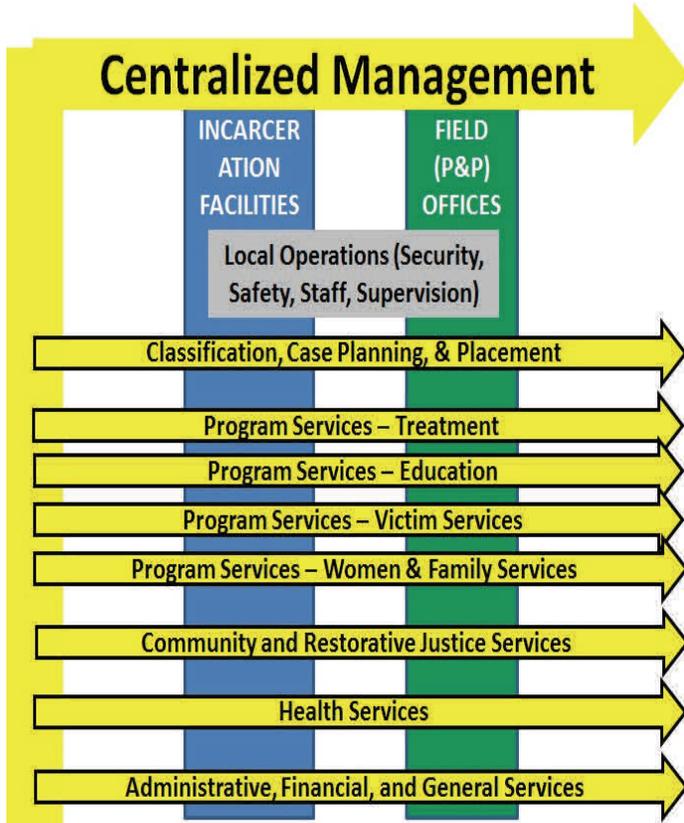
About This Year's Report

This annual publication of the Vermont Department of Corrections provides information for the legislature and public on the operations and plans for the Department. Questions and comments on the information contained herein should be addressed to Editor, Corrections Facts and Figures, NOB 2 South, 280 State Drive, Waterbury, VT 05671-2000.

The report this year has been consolidated from previous years to show the information most relevant to the Department's operation.

On web at: <http://doc.vermont.gov/about/reports/fy15-doc-annual-report/view>

Organization and Operations



The delivery of Correctional services is a blend of local actions and department-wide guidelines and direction. Unlike many States, Vermont operates as a unified department to manage offenders throughout their terms of custody, across incarceration and field supervision. Even while incarcerated, a sentenced inmate has both an onsite caseworker and an assigned field officer to coordinate the planning of the individual's case.

Many people, both in the department and in the community, are involved in holding the offender accountable while providing a safe and humane atmosphere to repair the harm done and reduce the risks of re-occurrences. The local case managers will oversee the offenders' participation in departmental and community programs to help them, their families and neighbors, live safer and better lives in the future.

Risks and Needs assessment of offenders is a primary step in planning the resources and programs to achieve these goals. In addition to the local management of the case, there are several divisions within the Department managing programs and services that are relevant to the offenders' cases. This report is organized in these topics/arenas.

How Much? Overview of Average Daily Population
(Field counts based on June 30th sample)

Measure	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
Persons Seen	13,558	10,439	9,869	-27.2%	-5.4%
Incarceration	2,000	2,111	2,026	.1%	-4.0%
Reentry	806	845	850	5.5%	0.6%
Intermediate Sanctions	842	1,081	1,052	24.9%	-2.7%
Parole	1,019	1,117	1,072	5.2%	-4.0%
Probation	8,891	5,285	4,869	-45.2%	-7.9%
Housed under OOS	452	498	416	-7.9%	-16.4%

Reentry (furlough) includes Home Confinement in FY2014 and FY2015 (it was not an option in FY2005).

This count only includes each individual once in the most restrictive placement/status applicable on a given day.

Local Management

- Correctional Facilities
- Field Offices (aka Probation and Parole Offices)

Centralized Management

- Case Planning & Management
- Risk and Need Reduction Services
 - Treatment
 - Education
 - Victim Services
 - Women and Family Services
- Community and Restorative Justice
- Health Services
- Administrative, Financial and General Services
 - Human Resources Development
 - Research & Publications
 - Public Information Requests
 - Policy Development
 - Legal
 - Financial

Correctional Facilities: Incarceration Services

Purpose: *Operate safe, secure, and humane facilities*

Structure & Direction:

The Department of Corrections operates 7 facilities within Vermont and contracts with out-of-state facilities to house inmates. The primary purpose of incarceration is to ensure the offender satisfies the sentence ordered by the court, or detention pending adjudication, with minimum risk to their safety, health, or dignity. While incarcerated, offenders have legal rights to their basic needs such as health care, safety, and general needs of daily living. In addition, they are guaranteed access to courts. The Department also endeavors to use the opportunity of a person's incarceration to reduce the likelihood of a repeat offense rather than aggravate the root causes of an inmate's criminality.

Measures:

Vermont DOC operations integrate services for both long-term sentenced prisoners and shorter-termed (or unsentenced) jail inmates which are handled by separate agencies in many States. Prisoners are defined by the US Department of Justice's Bureau of Justice Statistics as individuals sentenced to a maximum term of imprisonment greater than one year. Separating these types of inmates, here is how Vermont compares to the national rate (excluding Federal incarceration populations).

Incarceration - Imprisonment and Jail Rates per 100,000 Residents

Measure	2003	2012	2013	% Change Past Decade	% Change Past Year
VT Imprison Rate	226	255	242	7.1%	-5.1%
US Imprison Rate (without Fed inmates)	430	430	419	-2.6%	-2.6%
VT Jail Rate	95	74	81	-14.7%	9.5%
US Jail Rate	238	236	237	-0.4%	0.4%

Generally, DOC operates facilities designed as single gender operations. There is some temporary housing space for persons of opposite genders at some regional facilities.

Incarceration—Inmate Population Measures- Gender

Measure	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
Average Daily Population	2,000	2,111	1,997	-0.1%	-5.4%
Males	1857	1950	1842	-0.8%	-5.5%
Females	143	161	155	8.3%	-3.7%

Correctional Facilities: Incarceration Services

Measures:

The majority of staff at facilities are Correctional Officers. These officers provide around-the-clock supervision of all inmates. The nonstop operation is intensive and expensive. Additionally, facilities have Caseworkers assigned for the assessment and case planning of each inmate. Indirect staff provide managerial and administrative support for staff and general services for the inmates.

Incarceration - Staff-to-Inmate Ratios

	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
INSTATE FACILITY STAFF & INMATE POPULATION					
Instate Inmate Population	1,583	1,620	1,578	-0.3%	-2.6%
Institutional Total Staff	701	655	660	-5.8%	+0.8%
Casework Staff	57	39	43	-24.6%	+10.3%
Ratio (Inmate/Staff)	27.8	41.5	36.7	+32.1%	-11.7%
Correctional Officers	478	484	484	+1.3%	0.0%
Ratio (Inmate/Staff)	3.3	3.3	3.3	-1.6%	-2.6%
Indirect Staff	166	132	133	-19.9%	+0,8%
Ratio (Inmate/Staff)	9.5	12.3	11.9	+24.5%	-3.3%

While most of the housing is designed and staffed to meet the demands for the general inmate population, space designed for special needs is also required (such as medical, segregation, and admission control). Utilization of general beds tends to run near capacity, while non-general beds are filled only when needed.

Incarceration - Capacity & Usage by Bed Type (06/30/2015)

Facility	General-Beds	General-Inmates	Non-General-Beds	Non-General-Males	Non-General-Females	Total Beds	Total Inmates	Cap % General	Cap % Special	Cap % Total
Marble Valley RCF	98	117	20	13	0	118	130	119%	65%	110%
Northeast RCF	93	109	16	20	0	109	129	117%	125%	118%
Northwest State CF	199	190	47	29	0	246	219	95%	62%	89%
Northern State CF	402	397	31	15	1	433	413	99%	52%	95%
Southern State CF	250	245	127	111	2	377	358	98%	89%	95%
Northeast Work Camp	112	96	---	---	---	112	96	86%	---	86%
Southeast Work Camp	100	94	---	---	---	100	94	94%	---	94%
Total Men's Facilities	1254	1248	241	188	3	1495	1439	100%	79%	96%
Chittenden RCF	142	124	36	6	25	178	155	87%	86%	87%
Total Women's Facilities	142	124	36	6	28	178	155	87%	86%	87%
Total Women Housed	---	124	---	---	28	---	152	---	---	---
Total Instate	1396	1372	277	194	28	1673	1594	98%	80%	95%
Out-of-State		280		---	---		280			
Total Housed		1652		194	28		1874			

Correctional Facilities: Incarceration Services

Measures:

The compliance with the rules and expectations set is a major factor in maintaining the safety and security of facilities. When infractions occur, the Department responds according to the due process steps outlined in policy. Major A Disciplinary infractions are the most serious and often referred to law enforcement for criminal charges. While less severe, Major B infractions are also events that have serious impact on facility operation decisions.

Incarceration - Disciplinary Reports					
Measure	FY2010	FY2014	FY2015	% Change Past Five Years	% Change Past Year
Inmates Housed in Vermont (Avg Daily)	1,579	1,620	1,578	-0.1%	-2.6%
Disciplinary Report	10,857	11,970	12,332	13.6%	3.0%
Major A	1,207	1,420	1,404	16.3%	-1.1%
Major B	2,804	3,443	3,280	17.0%	-4.7%
Minor	6,846	7,107	7,648	11.7%	7.6%
Assault on inmate	302	337	209	-30.8%	-38.0%
Assault on staff	51	93	102	100.0%	9.7%

Size, design, and role (such as programming, special beds, and/or community-related services) all affect the costs in operating a facility.

Incarceration - Annual Per Capita Cost (FY2015)

Facility	Average Daily Population	Total Expenditures	Cost Per capita
Chittenden RCF (Women) (S. Burlington)	166	\$12,149,915	\$73,192
Northeast Complex (RCF&WC) (St. Johnsbury)	225	\$13,662,463	\$60,722
Marble Valley RCF (Rutland)	140	\$9,037,359	\$64,553
Southeast Regional Facility (Windsor)	95	\$7,794,657	\$82,049
Northern SCF (Newport)	411	\$20,465,317	\$49,794
Southern SCF (Springfield)	351	\$21,384,613	\$60,925
Northwest SCF (Swanton)	222	\$15,686,054	\$70,658
TOTALS (Instate)	1,610	\$100,180,378	\$62,224
Out-of-State (CCA)	416	\$11,771,717	\$28,297

Correctional Facilities: Incarceration Services

Measures:

There are multiple approaches to managing and understanding trends in the incarcerated population. The common approaches are to view the population in relation to their minimum and maximum sentence terms, crime type (felony/misdemeanor), and severity of crime (violent/non-violent). The table below shows an overall decrease over time in all population categories. Of note, there are significant drops in the population housed out of state, the number of persons convicted of misdemeanors incarcerated, and the number of non-violent offenders incarcerated. These decreases are consistent with the philosophy of supervising people in the least restrictive environment necessary based on their risk and need. The overall impact is that incarceration primarily used for those people who pose a greater risk for causing harm in the community.

The chart below is color coded in the left column to indicate whether the basis of the calculation is (1) unique count seen in FY (**black**), (2) average daily population in year (**white**) or (3) point-in-time (June 30th) population sample (**red**).

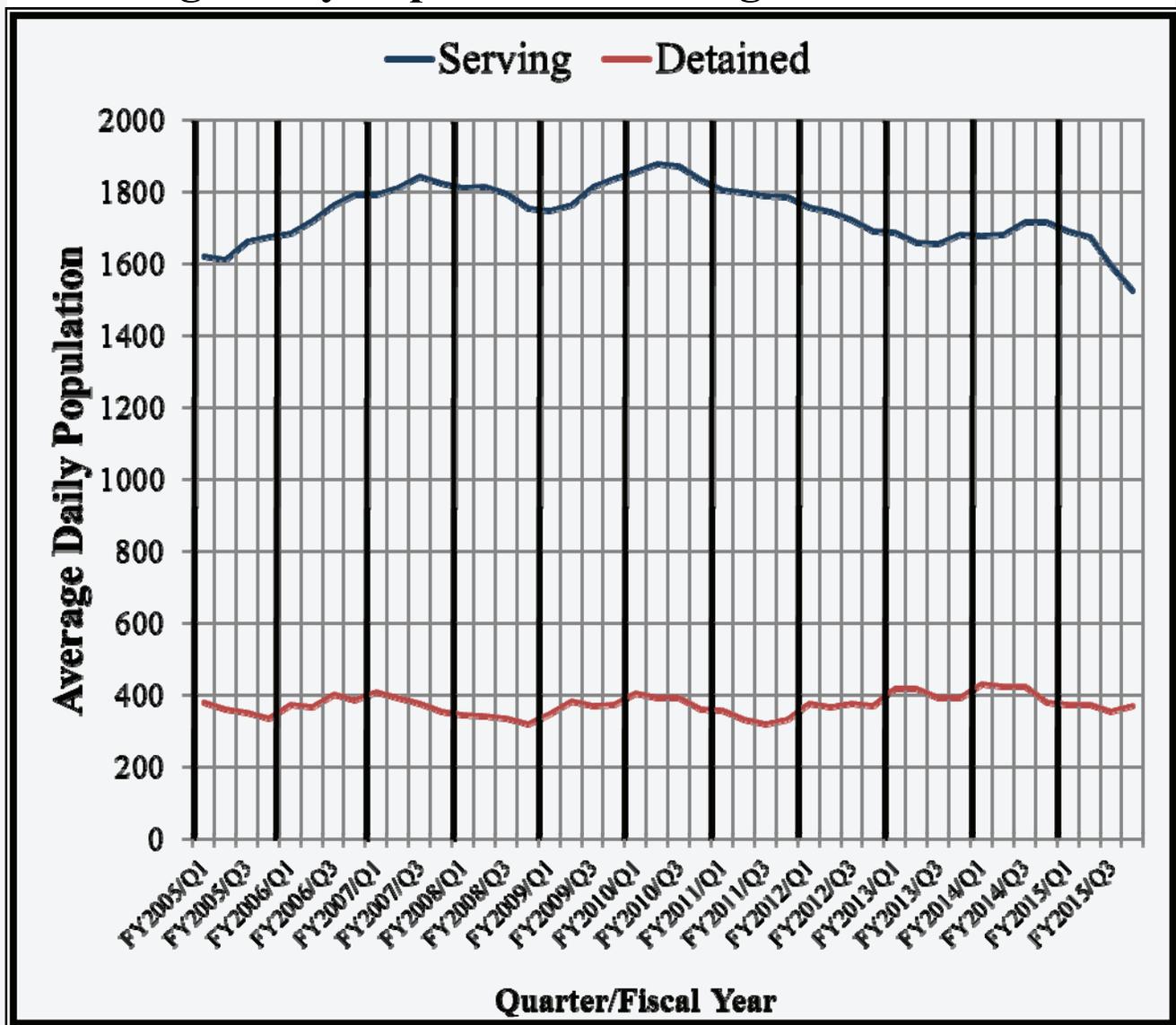
Measure (3 types of denominators)	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
Inmates Seen During FY	6,948	6,781	7,224	3.9%	6.5%
FY Average Daily Pop.	2,000	2,111	1,997	-0.1%	-5.4%
June 30th Point-in-time	1,973	2,062	1,874	-5.0%	-9.1%
Males	6014 (87%)	5654 (83%)	5981 (83%)	-0.5%	5.7%
Females	934	1127	1243	33.0%	10.2%
Males	1857 (93%)	1950 (92%)	1842 (92%)	-0.8%	-5.5%
Females	143	161	155	8.3%	-3.7%
Males	1829 (93%)	1915 (93%)	1724 (92%)	-5.7%	-9.9%
Females	139	146	150	7.9%	2.7%
Housed in Vermont	1584 (79%)	1620 (77%)	1578 (79%)	-0.3%	-2.5%
Housed Out-of-State	417	491	427	2.4%	-13.0%
Housed in Vermont	1594 (81%)	1569 (76%)	1594 (85%)	0.0%	1.5%
Housed Out-of-State	374	492	280	-25.1%	-43.0%
Serving Time	1643 (82%)	1697 (80%)	1637 (82%)	-0.3%	-3.5%
Detained	357	414	368	3.0%	-11.1%
Serving Time	1628 (83%)	1687 (82%)	1492 (80%)	-8.3%	-11.5%
Detained	340	374	375	10.2%	0.2%
Serving-Pre Min	1031 (52%)	864 (42%)	848 (45%)	-17.7%	-1.8%
Serving-Past Min	510	659	636	24.7%	-3.4%
Most Serious-Felony	1719 (87%)	1833 (89%)	1695 (90%)	-1.4%	-7.5%
Most Serious-Misdemeanor	254	229	153	-39.7%	-33.1%
Most Serious-Violent	1064 (54%)	1262 (61%)	1182 (63%)	11.0%	-6.3%
Most Serious-Not Violent	875	795	666	-23.8%	-16.2%

Correctional Facilities: Incarceration Services

Measures:

Detention services are provided by the Department to support the criminal justice process. The Judiciary has primary responsibility for individuals detained pending final resolution of their case. The Department also has an agreement with the U.S. Marshal's Service to hold a small number of federal inmates in Vermont facilities. The chart below shows that, while the overall population of sentenced population is decreasing, the number of detentions has remained consistent, with fluctuations over the years.

Average Daily Population: Serving Time & Detained



Field Operations: Community Services

Purpose: *Supervise, monitor, and assist offenders to live safely and productively in their community*

Structure & Direction:

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

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

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

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

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

The implementation of purposeful interventions and activities is what distinguishes supervision from mere monitoring and reporting of offender activities. Research has demonstrated that, to reduce offender recidivism and obtain positive results from community supervision, combining risk control and risk reduction strategies is far more effective than selecting one strategy over the other.

Throughout everything that it does, the Field Services Division balances a variety of competing interests. In a P&P office, public safety is always a priority, as is offender growth, positive change, and acceptance of personal responsibility. We accomplish this by using the least restrictive supervision practices, consistent with community, victim, and offender safety.

Field Operations: Community Services

Measures:

Based on the most recently published national statistics from the US Department of Justice/Bureau of Justice Assistance (US-DOJ/BJA, *Probation and Parole in the US* series), here is how Vermont field operations compare over time to the rest of states throughout the nation (excluding Federal):

Field Supervision Rates per 100,000 Adult Residents

Measure (Dec 31st)	2003	2012	2013	% Change Past Decade	% Change Past Year
VT Parole Rate	170	206	217	27.6%	5.3%
US Parole Rate	317	307	304	-4.1%	-1.0%
VT Probation Rate	2,085	1,184	1,148	-44.9%	-3.0%
US Probation Rate	1,862	1,624	1,596	-14.3%	-1.7%

Additionally, Vermont supervises offenders in the community under Reentry (Furlough) and Intermediate Sanctions agreements not covered by these national statistics.

VT Reentry Rate	183	175	157	-14.2%	-10.3%
VT I.S. Rate	212	239	225	6.1%	-5.9%
VT Community	2,650	1,804	1,747	-34.1%	-3.2%
US Community	2,179	1,931	1,900	-12.8%	-1.6%

Locally calculated, the Vermont total community rate was down to 1702 on December 31, 2014.

Field Operations: Community Services

Measures:

Field staff include the P&P Officers who work directly with the offenders assigned to their caseloads. Offices also include indirect and generalized supervision from Community Service Team Leaders managing work crews and Community Correctional Officers conducting community visits/checks. The table below shows the ratio of staff to offender. The table shows that staff have decreased as the population under supervision has declined.

Field Operations - Offender-to-Staff Ratios					
	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
FIELD					
Field Population (June 30th)	12,394	8,913	8,335	-32.7%	-6.5%
Total Field Staff (June 30th)	298	253	253	-16.1%	0%
Direct Supervision	216	195	197	-9.7%	+1.0%
Ratio Offender-to-Direct Staff	57.4	45.7	42.3	-25.5%	-7.4%
Indirect Staff	82	55	56	-32.9%	+1.8%
Ratio Offender-to-Indirect Staff	151.1	162.1	148.8	0.3%	-8.2%

Field Operations: Community Services

Measures:

The table below shows the historic population trend of offenders under field supervision by gender and (most restrictive) legal status.

Field Supervision - Gender by Legal Status					
Measure	June 2005	June 2014	June 2015	% Change Past Decade	% Change Past Year
Total Field Supervision Count	11,558	8,328	7,863	-32%	-6%
Males ...	8,986	6,407	6,033	-33%	-6%
Females ...	2,572	1,921	1,826	-29%	-5%
% Females	22%	23%	23%		
Reentry - Count	806	845	850	5%	0%
Males ...	673	685	689	2%	1%
Females ...	133	160	160	20%	0%
% Females	17%	19%	19%		
Intermediate Sanctions -Count	842	1,081	1,052	25%	-3%
Males ...	697	833	807	16%	-3%
Females ...	145	248	244	68%	-2%
% Females	17%	23%	23%		
Parole - Count	1,019	1,117	1,072	5%	-4%
Males ...	845	958	906	7%	-5%
Females ...	174	159	166	-5%	4%
% Females	17%	14%	15%		
Probation - Count	8,891	5,285	4,869	-45%	-8%
Males ...	6,771	3,931	3,611	-47%	-8%
Females ...	2,120	1,354	1,256	-41%	-7%
% Females	24%	26%	26%		

Case Planning & Management

Purpose: *Match resources, schedules, and expectations with offenders' requirements.*

Structure & Direction:

An offender's involvement with DOC is an ongoing process, not a static experience. The majority of people served by the Department receive comprehensive case management services. The exceptions are people held in detention status and people on response supervision (the least restrictive supervision status). Once someone comes under supervision, a process of case management begins. This process promotes positive changes in offender behavior, successful reentry, and reduced recidivism. The expectation is one of progress and improvement, with appropriate programs targeted to assist the offender in recognizing and addressing patterns that lead to criminal behavior.

Case management is a collaborative process that is guided by the needs of the offender and developed in partnership with each person. While offenders in the custody and under the supervision of DOC present with a variety of risk and criminogenic needs, the approach to case management is consistent. It starts with an assessment of an offender's overall risk to recidivate, and the identification of criminogenic needs, responsivity factors, and stability factors. Once this assessment is complete, individualized plans are developed that support the offender in taking responsibility for his or her criminal behavior and engages the person in the change process. There are many possibilities depending on the mix and unique circumstance of the person. These include participating in risk reduction programming, attending educational programs, participating in treatment, searching for employment, find suitable housing, and many others.

Case management is primarily carried out by a DOC Correctional Services Specialist (CSS) – often referred to as a Caseworker or Probation Officer. The CSS has regular communication with the offender but is also in contact with a myriad of other people and organizations that support the success of the offender. This often includes treatment providers, employers, community organizations, and family members. Successful case management does not take place in a vacuum.

Measures:

The department uses many tools and actuarial assessments to determine the most effective supervision and programming level. The list below represents the primary tools used.

Assessment Name	# Completed
Conviction and Violation Summary	17,168
General Risk to Reoffend (ORAS or LSI)	6,240
Substance Abuse Screening	1,548
Parole Board Risk Instrument	917
Specific Sexual Offense Assessments	1,415

The Risk Need Responsivity Principle

The risk-need-responsivity (RNR) principle theory was developed by Andrews and Bonta in 1990. It integrates the psychology of criminal conduct into an understanding of how to reduce recidivism (Andrews & Bonta, 1994). Using this concept, they identified three principles to guide the assessment and treatment of offenders to advance rehabilitative goals as well as reduce risk to society (from recidivistic crime) (Bonta, Andrews & Wormith, 2006).

- The Risk Principle: Risk refers to the probability for an offender to recidivate. It includes static factors, such as age at onset of criminal activity, or criminal history of the family, which cannot change. It also includes dynamic factors that are malleable, like criminal thinking, employment, or choice of companions. An offender's risk is best assessed by instruments that take into account both static and dynamic factors.
- The Need Principle: Criminogenic needs are characteristics that are correlated with criminal activity. Reducing these "criminogenic needs" will lower the probability of recidivism. Criminogenic needs with the highest correlation to reoffending are: 1) anti-social attitudes; 2) anti-social beliefs; 3) anti-social associates; 4) anti-social personality patterns (impulsivity, weak self-regulation, aggressiveness, etc.); 5) high-conflict family and intimate relationships; 6) substance abuse; 7) low levels of educational and vocational achievement; and 8) low involvement in pro-social leisure activities.
- The Responsivity Principle: Responsivity refers to how the intervention will be conducted, and in particular to removing barriers that will impede success. Specific responsivity takes into account characteristics of the individual offender such as learning style, strengths, motivation, and intellectual ability. General responsivity refers to using only those approaches shown to be most effective in changing criminal behavior, such as cognitive behavioral and social learning models.

Program Services: Risk and Need Reduction Services

Purpose: *Address offender risk to recidivate and criminogenic needs*

Structure & Direction:

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

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

DOC uses a combination of actuarial general risk assessment (i.e. Ohio Risk Assessment System) and specific risk assessment tools (i.e. VASOR 2, Static 99). The general risk assessment tool is based on research in which every item on the tools is predictive of new crime. Risk assessment instruments include items that represent characteristics of the offender (e.g., physical health, mental health, and attitudes), his or her physical and/or social environment (e.g. neighborhood, family, and peers), or circumstances (e.g., living situation and employment status) that are associated with the likelihood of offending.

Risk factors are those characteristics that increase risk of offending. Risk factors can be static or dynamic. Static factors are historical or otherwise unchangeable characteristics (e.g., history of antisocial behavior) that help establish overall levels of risk and can help identify the level of intervention required. Dynamic factors are changeable characteristics (e.g., substance abuse) that establish relative levels of risk and help identify intervention targets; these factors can be either relatively stable, changing relatively slowly over time (e.g., antisocial cognition), or acute, changing relatively quickly over time (e.g., mood).

<u>Top Four</u>	<u>Remaining Factors</u>
<ul style="list-style-type: none">• History of antisocial behavior	<ul style="list-style-type: none">• Family and/or marital problems
<ul style="list-style-type: none">• Antisocial personality pattern	<ul style="list-style-type: none">• School and/or work problems
<ul style="list-style-type: none">• Antisocial cognition	<ul style="list-style-type: none">• Leisure and/or recreation problem
<ul style="list-style-type: none">• Antisocial associates	<ul style="list-style-type: none">• Substance Abuse

Program Services: Needs Reducing Curricula

Program	Description	Criminogenic Need Addressed
Charting a New Course	Curriculum designed to help individuals in the justice system develop cognitive processes for responsible decision making and to promote pro-social, responsible lifestyles. Curriculum is delivered through ten evidence based, cognitive behavioral modules.	Anti-Social Attitudes and Orientation, Anti-Social Personality Traits
Thinking for a Change	Curriculum designed to help individuals in the justice system take control of their lives by taking control of their thinking. Modules include Cognitive Self Change, Social Skills, and Problem Solving Skills.	Anti-Social Attitudes and Orientation, Anti-Social Personality Traits, Emotional/Personal
Criminal Conduct & Substance Abuse Treatment Phase 1	Intervention and treatment for the judicial client that is centered on responsibility to self, others, and the community.	Anti-Social Attitudes and Orientation, Leisure Time, Emotional/Personal, Relationship Skills
Criminal Conduct & Substance Abuse Treatment Phase 2	Intervention and treatment for the judicial client that is centered on responsibility to self, others, and the community.	Anti-Social Attitudes and Orientation, Leisure Time, Emotional/Personal, Relationship Skills, Anti-Social Companions, Substance Abuse, Anger/Aggression, Family/Marital
Aggression Interruption	A ten-week cognitive behavioral program that teaches individuals how to improve their social skills, control their anger and consider other people's perspectives.	Anti-Social Attitudes and Orientation, Family/Marital, Emotional/Personal, Relationship Skills
Texas Christian University (TCU) Curriculum	Evidence based guides for adaptive treatment services specific to substance abuse treatment group programs.	Anti-Social Associates, Anti-Social Attitudes and Orientation, Substance Abuse
Cognitive Behavioral Intervention- Substance Abuse	A cognitive behavioral approach to teach participants strategies for avoiding substance abuse. There is emphasis on skill-building activities to assist with cognitive, social, emotional, and coping skills development.	Anti-Social Attitudes and Orientation, Substance Abuse, Leisure, Emotional Personal, Relationship Skills
Moving On (Women Only)	An educational and cognitive skills-building curriculum designed to provide women with alternatives free from criminal activity by assisting them to identify and mobilize both personal and community resources.	Anti-Social Attitudes, Emotional Personal, Family/Marital
Inside Out DAD	An evidence-based fatherhood program designed specifically for incarcerated fathers.	Family/Marital

Program Services: Risk and Need Reduction Services

This data represents the number of people in Risk Reduction programming each quarter. Each field site coordinates services for offenders who meet the criteria for the services. Because a person can be counted in more than one quarter, the totals can not be added for a unique count for the entire year. Since the start of risk reduction programming in January 2014, there has been steady increase in the numbers participating each quarter. FY2014 Q1 had 280 participants, compared to 503 at the end of FY15.

Location	FY2015/Q1 (first day count)	FY2015/Q2 (first day count)	FY2015/Q3 (first day count)	FY2015/Q4 (first day count)
Southwest District				
Bennington	34	57	45	47
Rutland	57	64	49	56
Addison	20	23	26	23
Northwest District				
Burlington	57	63	63	40
St. Albans	30	45	44	48
Chittenden Facility	28	12	17	11
Northeast District				
Newport	12	20	17	23
Barre	32	43	43	39
Morrisville	15	14	16	19
St. Johnsbury	54	58	57	46
Northern State Facility	125	106	82	75
Southwest District				
White River Jct.	16	18	25	16
Springfield	24	39	39	28
Brattleboro	17	33	35	32
TOTALS	521	595	558	503

Program Services: Community High School of Vermont

Purpose: *Assist students in their academic, social and vocational success*

Structure & Direction:

The Community High School of Vermont offers a broad choice of classes and programs designed to meet the educational and vocational needs of students. Current Vermont statute requires offenders without a high school diploma, who are twenty-three years of age and under, to attend classes. CHSVT is an accredited independent high school that meets rigorous criteria of continuous improvement. Its academic and career options are inclusive. The purpose of corrections education is to improve the student's knowledge, skills, and ability to function as contributing participants in the community. Students are expected to meet rigorous academic standards and demonstrate proficiency in the core academic subject areas; they must also meet standards in vocational/trades/technical education and social benchmarks. Upon completion of all requirements, students earn a high school diploma.

The Workforce Readiness program integrates the universal concept of work into the culture of the Department. All facility jobs that are performed by offenders are structured to follow the tenets of the Workforce Readiness Certificate process. The Workforce Readiness Certification recognizes a participant's mastery of workforce readiness skills valued by employers, to help participants explore career interests, and to provide a credential of participant mastery. This process allows participants to document their employability skills, employers and teachers to assess the skills they are looking for in quality employees, and teachers to customize instruction to help participants overcome their barriers to employment, whether they are real or perceived. These efforts are designed to support the development, education, and preparation of offenders in order for them to be successful and reduce the rate of recidivism.

Measures:

Community High School of Vermont					
Measures	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
GED/Diplomas Earned	147	41	54	-63%	+32%
Workforce Readiness Certificate*			15		
Trade/Industry Certificates Awarded	167	333	461	+176%	+38%

* Workforce readiness is a new program for FY15.

For a full report on the Community High School of Vermont click the following link:

<http://www.chsvt.org/reports/annual-report-2014-2015.pdf>

Program Services: Vermont Correctional Industries

Purpose: *Prepare offenders to be contributors to our community and economy*

Structure & Direction:

Vermont's Offender Work Programs primarily consists of VCI - Vermont Correctional Industries. VCI operates independently, much like a business, outside of the Department's General Fund appropriation. All of the VCI staff, the inmate workers, and the costs of production are paid from the sale of goods and services. By law, VCI's customer base is limited to federal and state agencies, municipalities, and non-profit organizations. These restrictions strike a compromise between the important goals of protecting private companies from unfair competition and providing meaningful work and job training to help offenders succeed when they return to their communities.

VCI operates within five facilities. VCI models itself upon free-enterprise employers: inmates seeking employment must go through an application and job interview process; and the company maintains employee records so that workers are accountable for their performance and can be promoted, maintained or dismissed appropriately. On average, VCI works with about 200 Vermont inmates on a daily basis.

Measures:

Vermont Correctional Industries					
Measures	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
VCI Offender Work Hours	91,221	118,846	113,983	20%	-4%
Sales	\$2,503,000	\$2,977,000	\$2,605,677	4%	-14%
Earnings	\$0	(\$428,000)	(\$407,914)	100%	-5%

Health Services

Purpose: *Address the health needs of incarcerated offenders*

Structure & Direction:

The Vermont Department of Corrections Health Services Division (HSDiv) is responsible for the provision and oversight of a program of comprehensive and integrated health care services (otherwise referred to as health services) to inmates (pre- and post-adjudication) at all correctional facilities throughout the state. The inmate health services provided by DOC meets the requirements guaranteed by the 8th and 14th Amendments to The United States Constitution. The Division also assists in oversight of health services for inmates housed in the Department's out of state supplemental housing.

Health services include medical, dental, mental and behavioral health services, and service for co-occurring disorders. In addition, limited alcohol and substance abuse screening along, with brief intervention / treatment and referral components, are provided.

Health services are provided through a contract with a company that specializes in providing care to incarcerated persons. An array of providers including nurses, doctors, licensed nurse assistants, psychiatrists, dental assistants, nurse practitioners, and administrative and clerical staff provide all aspects of Health Services at our correctional facilities.

Nursing coverage is continuous, with a physician on call at all times. Routine, urgent, and emergency care is available at each facility.

Measures:

Health Services					
Measures	CY2010	FY2014	FY2015	% Change Past Five Years	% Change Past Year
# of sick call requests	40,585	44,676	38,352	-6%	-14%
# of medical intakes	9,584	7,307	6,369	-34%	-13%
# of dental services	5,836	11,748	4,584	-21%	-61%
# of chronic care services	3734	14,172	4,996	34%	-65%
# of offsite services	1,729	2,882	2,263	31%	-21%
% Inmates on Medications	n/a	63%	64%		2%
% Inmates on Psychotropics	n/a	37%	33%		-11%
# self-harm incidents investigated	441	634	491	10%	-22%
Serious Functionally Impaired - Avg Daily	95	124	106	12%	-15%
Inmates receiving Mental Health Service	n/a	738 (46%)	702		-5%
- Males ...	n/a	624 (44%)	601		-4%
- Females ...	n/a	114 (70%)	101		-13%

Contracted vendors changed between CY2009-2010 and again in FY2015. Accounting on fiscal year began in FY2012.

Restorative Justice

Purpose: *Restore and involve the community*

Structure & Direction:

The Community and Restorative Justice Unit seeks to repair and strengthen the social fabric that has been damaged by the effects of criminal behavior. This is accomplished through resourcing local Community Justice Centers and transitional housing programs.

At a minimum, (re-) integration requires a stable residence and local pro-social relationships. The absence of these foundational elements severely undermines the chances of success for those returning to community life after incarceration while increasing the likelihood of future harm to individuals and communities. The greater the degree to which communities develop their own capacities to reintegrate Corrections-involved individuals, the less dependent they are on institutionally delivered programs to articulate and strengthen the social contract.

The Community and Restorative Justice Unit measures its effectiveness, in part, by the decline in demand for and/or usage of Corrections-managed residences (i.e., prison beds) and Corrections-managed cases (i.e., reparative probation). This dynamic is reflected in the number of incarcerative bed days or years saved through our Transitional Housing partnerships and is also illustrated by the increasing use of Restorative Panels as an option for handling criminal cases in lieu of Corrections supervision.

To access more information about the effectiveness of the Restorative Justice approach, please see the following report. <http://doc.vermont.gov/about/reports/reparative-v-probation/view>;

<http://doc.vermont.gov/about/reports/circles-of-support-accountability-final-report/view>; and

<http://cinv.org>

In supporting local capacity for responsive offender engagement, we build more resilient, capable communities while reducing the personal harm and systemic financial burden associated with recidivism.

Measures:

Community Involvement					
Measure	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
Reparative Probation Panels Completed	1,485	376	391	-73.7	+4.0%
Community Justice Center Referrals	---	1,837	1,819	---	-1.0%
Circles of Support and Accountability		33	58	---	+43.1%
Transitional Housing (bed-days)	---	66,061	78,342	---	+18.6%
Transitional Housing/ Number Served		1,070	1,046		-2.2%

Administrative Services: Human Resource Development

Purpose: *Prepare and support staff to provide corrections best practices*

Structure & Direction:

The Human Resource Development Division provides training and support to the department's employees. Part of the Division includes a five-week Correction Academy to train new correctional officers. Additionally, the Division coordinates training at all field locations. All trainings incorporate evidence based and core correctional practices. A well-trained staff is pivotal to achieving the outcomes of recidivism reduction and public safety.

Approximately forty percent of the employees who work for the Department of Corrections are correctional officers (CO's). The competency based skills developed by Vermont DOC correctional officers balances between skills needed to manage dangerous behavior, ensure safety, and provide pro-social interactions that encourage successful reentry into the community. DOC staff are called on to recognize the warning signs of potentially life threatening events and to respond appropriately. COs are counted on to be the first responders to any incident. They use tactical verbal skills to avoid incidents, and utilize intervention techniques to de-escalate emotionally charged situations after an incident occurs. COs are expected to be compassionate, analytical, constantly observant, firm, fair, and consistent. The competencies associated with facility and field staff are supported by the Department's many **Train the Trainer** programs, which are the responsibility of the training unit and the DOC Correctional Academy Director.

The Training Unit for the Department of Corrections functions primarily as support and coordination for the Department's new initiatives and training implementation for current corrections best practices strategies. More recently, the reorganization and mission shift of the Department's special teams has involved considerable involvement with the development of lesson plans, supervision of contractors, and oversight of the general direction of high liability training topics associated with lethal and non-lethal use of force. Additionally, the federal mandates associated with facility sexual safety, investigations, reporting, and protecting DOC offenders is currently being delivered and maintained through this unit. The unit also has responsibility for leadership development, capacity building, addressing fatigue, and staff wellness.

The Training Unit is responsible for the training and record keeping for staff and the Department, and utilizes the agency Training Management System to maintain records for employee accountability, personnel issues, and, as needed for review by our DOC general counsel. HRD Coordinators review, develop, and announce any number of DOC competency trainings associated with the professional development of probations officers, supervisors and managers. There are a number of trainings that DOC assists and coordinates with law enforcement and the Agency of Human Service. These vary from situational awareness, non-lethal use of forces and advanced communication skills.

Administrative Services: Human Resource Development

Measures:

Human Resource Development					
Measure	FY2005	FY2014	FY2015	% Change Past Decade	% Change Past Year
Total Authorized Positions	1,164	1,072	1,067	-8.3%	-0.5%
Need to Replace - All DOC Employees	15.8%	11.9%	11.2%	-29.1%	-5.9%
Need to Replace - Correctional Officer I	38.4%	19.9%	9.0%	-76.6%	-54.8%
Need to Replace - Correctional Officer II	16.5%	7.4%	18.3%	10.9%	147.3%
Use of Temporary Employees - Fill-ins	168	117	109	-35%	-6.8%
Use of Temporary Employees-Non Fill-ins	33	67	75	56%	11.9%
Graduations of Officers from Academy		109	125		14.7%
Training Hours Completed			27,800		
(Re-) Certifications Earned			79		

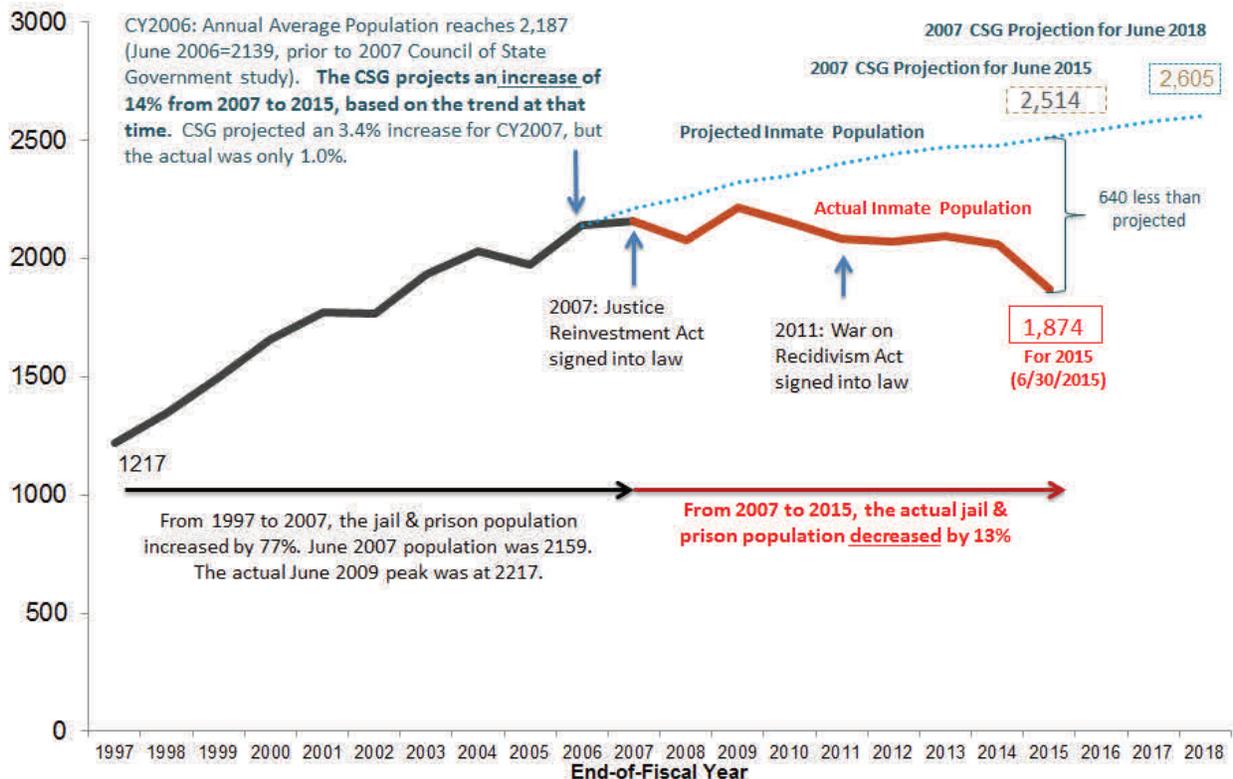
Outcomes

The cost of Corrections will always exist. The best success that can be achieved is not the elimination of the expense, but the containment of cost without sacrifice of public safety and security.

Vermont experienced a substantial growth in the use of its prison facilities throughout the 1990s and 2000s. New prisons were built and opened in 1993, 1994, 2000, and 2003, but more bed-space was still needed. This resulted in the contracting for out-of-state services, first from other governmental agencies, and later from corporate providers (starting in 1998). This growth was considered unsustainable, and assistance from the Council of State Governments was sought to analyze and suggest solutions to the problem. The Legislature responded with several reforms in corrections statutory guidelines and funding, notably the “Justice Reinvestment” (2007) and the “War on Recidivism” (2011) acts. Earlier legislation also reformed furlough (2005, pre-minimum reintegration furlough) and probation (2004, term-limited probation) options, recognizing the impact field operations have on inmate populations.

The CSG analysis in 2006 projected, *if growth continued with the same patterns as the previous decade*, Vermont would be seeing a need for over 2,500 beds by June 2015. But, in fact, the current population, both instate and contracted out, was less than 1,900 at the end of FY15.

Vermont Inmate Population – Projected versus Actual



All years are census counts from June 30th at end of each fiscal year.

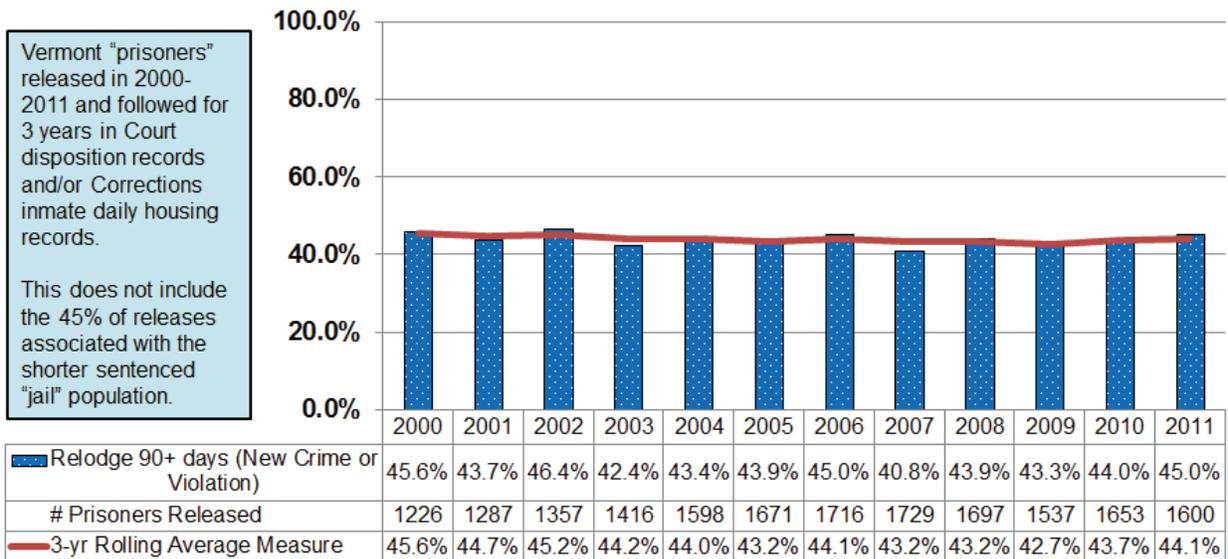
Outcomes

The chart below show that the average recidivism rate has remained consistent over time. It is common for recidivism rates to remain unchanged due to the nature of the measure. Even so, the goal is for this trend to go down. The recidivism rate reflects the average risk level of individuals exiting Vermont prisons and reentering the community. The data in the chart reports on prisoners (a person sentenced to serve more than one year) released between 2002 and 2009. These prisoners were followed for three years in court disposition records and corrections daily housing records to assess if they had been charged with a new crime or returned to prison for more than 90 days during that time period.

Measure: Recidivism Rate

Prisoner Relodging - Statutory Measure

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



Note: Definition for prisoner is a person sentenced to serve (maximum) more than one year (US Department of Justice, Bureau of Justice Statistics).

Citation- 2011 Act 41 Section 5: "The Department shall calculate the rate of recidivism based upon offenders who are sentenced to more than one year of incarceration who, after release from incarceration, return to prison within three years for a conviction for a new offense or a violation of supervision resulting, and the new incarceration sentence or time served on the violation is at least 90 days."

Summary

The Department of Corrections ended FY15 realizing the benefits of many initiatives designed to reduce population growth, increase use of correctional best practice, and reduce recidivism. In 2014, Vermont was awarded a three-year grant from the U.S Department of Justice to reduce recidivism. This grant will focus on individuals who are most likely to recidivate—moderate to high risk offenders released on furlough. Data show the baseline recidivism rate for that population is 51.6%. Multiple strategies will be implemented to target this population and reduce the entire recidivism rate for the state.

The Department will also continue to build upon the programs and services that are contributing to the decline of the incarcerated population. It is the combination of risk reduction programming, education and work readiness programs, community involvement, and consistent and fair supervision practices that support any person on his or her path to full community reintegration.

Published: January 15, 2016