

REPORT TO THE LEGISLATURE
Pursuant to P.A. 245 of 2008
Section 611
Community ReEntry Programs
April 2009

Section 611 of 2008 P.A. 245 requires that the Department of Corrections provide individual reports for the community reentry program, the electronic tether program, and the special alternative to incarceration program, including information on:

- Monthly new participants. Community reentry program participants shall be categorized by reason for placement. For technical rule violators, the report shall sort offenders by length of time since release from prison, by the most recent violation, and by number of violations occurring since release from prison.
- Monthly participant unsuccessful terminations, including cause.
- Number of successful terminations.
- End month population by facility/program.
- Average length of placement.
- Return to prison statistics.
- Description of each program location or locations, capacity, and staffing.
- Sentencing guideline scores and actual sentence statistics for participants, if applicable.
- Comparison with prior year statistics.
- Analysis of the impact on prison admissions and jail utilization and the cost effectiveness of the program.

The Community ReEntry Program brings the Residential ReEntry Program, the Intensive Detention ReEntry Program, and remainder of the Community Residential Program under the umbrella of the Michigan Prisoner ReEntry Initiative revitalizing the focus on public safety and offender success by assisting offenders in their transition back to their communities. Core reentry principles provide the foundation for how the combined program is operated. Comprehensive and structured programming includes facilitated groups that address issues of Domestic Violence, Substance Abuse, Parenting, Criminal Thinking, Recreation, Employment Preparation, Finance/Budgeting, Life Skills, Family Reunification, 12 Step programs, and other programs identified to meet their needs.

The Residential ReEntry Program (RRP) is currently operating at two sites. In 2006, the former Tuscola prison camp (closed in 2005) was reopened as the Tuscola Residential ReEntry Program (TRRP). In 2008, the last Technical Rule Violator (TRV) center, Lake County TRV, changed its focus to reentry by becoming the Lake County Residential ReEntry Program (LCRRP).

Both sites house and work with: 1) new parolees placed as a condition of their parole, or 2) those parolees that need a ReEntry refresher course when their behavior exhibits early signs of parole failure. TRRP houses male parolees. LCRRP houses both male and female parolees and occasionally reverts back to its TRV roots by housing and providing ReEntry services to the few remaining Community Residential Program (CRP) prisoners when they begin to exhibit violation behaviors.

Since the January 2008 closure of the Grand Rapids Correction Center, which was the last remaining residential CRP center, prisoners placed in the community under CRP supervision are only on electronic monitoring. As mentioned above, CRP prisoners may still be sanctioned

through LCRRP if that is an appropriate intervention. This report only includes CRP prisoners sanctioned through LCRRP. CRP prisoners on electronic monitoring are not included in this report as they are the subject of a separate electronic tether / monitoring report.

As of October 2007, the Intensive Detention ReEntry Program (IDRP) falls within the Community ReEntry Programs. The IDRP began in July of 2004 as a result of the need to have an alternative for technical parole violators in counties where jail overcrowding had diminished the Department's ability to detain them. The goal was to provide parole agents the opportunity to detain parolees with compliance problems before they became more serious parole violators and, if needed, repeated incidents of noncompliance could be handled with repeated detentions.

Currently, the Department contracts with the Clinton County Jail and Ingham County Jail to house parole violators for up to 120 days, with an average stay of about 30 days. Two field agents are placed in the jails to supervise the IDRP population. The field agents in the jails assist field agents in the community by developing an updated release plan for the parolee, which includes updated placement information, and outpatient or residential substance abuse treatment based on assessments to determine level of care needed. While in the jails, parolees receive cognitive programming and Michigan Works employability skills training, which includes enrollment in the Michigan Works Talent Bank and copies of resumes for the parolees to use while searching for employment.

Table 1 shows the number of new Community ReEntry Program participants by month and program site. MPRI expansion is driving the program's growth.

Table 1 - New Community ReEntry Program Participants Monthly By Location

| | IDRP | | | | RRP | | | | Total | |
|--------------|-------------|-------------|--------------|--------------|-------------|--------------|-------------|-------------|--------------|--------------|
| | Clinton | | Ingham | | Lake County | | Tuscola | | 2007 | 2008 |
| | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | | |
| Jan | 33 | 52 | 164 | 212 | | 69 | 28 | 89 | 225 | 422 |
| Feb | 35 | 38 | 155 | 123 | | 86 | 28 | 103 | 218 | 350 |
| Mar | 49 | 47 | 174 | 164 | | 116 | 47 | 77 | 270 | 404 |
| Apr | 43 | 47 | 176 | 180 | | 103 | 49 | 98 | 268 | 428 |
| May | 57 | 43 | 201 | 168 | | 96 | 75 | 88 | 333 | 395 |
| Jun | 43 | 38 | 195 | 164 | | 100 | 63 | 58 | 301 | 360 |
| Jul | 50 | 56 | 217 | 200 | | 80 | 62 | 84 | 329 | 420 |
| Aug | 56 | 50 | 207 | 203 | | 119 | 67 | 61 | 330 | 433 |
| Sep | 56 | 41 | 165 | 212 | | 113 | 50 | 84 | 271 | 450 |
| Oct | 50 | 56 | 180 | 184 | | 101 | 49 | 97 | 279 | 438 |
| Nov | 33 | 39 | 178 | 140 | | 97 | 57 | 37 | 268 | 313 |
| Dec | 35 | 43 | 146 | 170 | | 75 | 41 | 61 | 222 | 349 |
| Total | 540 | 550 | 2,158 | 2,120 | | 1,155 | 616 | 937 | 3,314 | 4,762 |
| Avg | 45.0 | 45.8 | 179.8 | 176.7 | | 96.3 | 51.3 | 78.1 | 276.2 | 396.8 |

Table 2 looks at the subset of parole technical violators from the 2008 new Community ReEntry Program participants for which RRP was an appropriate intervention and breaks down time since parole from prison until admission to the RRP.

Table 2 – Length of Time Since Release from Prison to Admission to RRP

| Length of Time Since Release from Prison | 2008 | |
|---------------------------------------------|-------------|---------------|
| | Number | Percent |
| 0-6 Months | 296 | 18.0% |
| 7-12 Months | 390 | 23.7% |
| 13-18 Months | 318 | 19.3% |
| 19+ Months | 641 | 39.0% |
| Total | 1645 | 100.0% |

Tables 3 through 5 look at the subset of new RRP participants and presents active sentence information for the parolees at the time of their admission to the RRP. In 2008, the 2,092 new RRP participants had 7,110 active sentences, with similar distributions to 2007 participants.

The details presented in Tables 3 and 4 are for individual sentences only, since a composite or cumulative minimum term that accounts for consecutive sentences would obscure offense type information.

Table 3 - Minimum Term Groups for All Active Offenses at the Time of Admission to RRP

| Minimum Term Groups* | 2007 | | 2008 | |
|-------------------------|--------------|---------------|--------------|---------------|
| | Number | Percent | Number | Percent |
| 0-12 Months | 435 | 23.2% | 1,885 | 26.5% |
| 13-24 Months | 855 | 45.6% | 3,354 | 47.2% |
| 25-36 Months | 301 | 16.0% | 988 | 13.9% |
| 37-60 Months | 165 | 8.8% | 584 | 8.2% |
| 61-120 Months | 109 | 5.8% | 252 | 3.5% |
| 121+ Months | 12 | 0.6% | 45 | 0.6% |
| Life | 0 | 0.0% | 2 | 0.0% |
| Total Offenses | 1,877 | 100.0% | 7,110 | 100.0% |

* These Minimum Terms represent individual active sentences and disregard consecutive.

Table 4 - Offense Types for All Active Offenses at the Time of Admission to RRP

| Offense Type | 2007 | | | 2008 | | |
|-----------------------|--------------|---------------|------------------|--------------|---------------|------------------|
| | Number | Percent | Average Term* | Number | Percent | Average Term* |
| Nonassaultive | 1,065 | 56.7% | 24.1 | 4,034 | 56.7% | 22.9 |
| Drug | 299 | 15.9% | 23.8 | 1,347 | 18.9% | 20.7 |
| Assaultive | 513 | 27.3% | 39.0 | 1,729 | 24.3% | 35.2 |
| Total Offenses | 1,877 | 100.0% | 28.1 | 7,110 | 100.0% | 25.5 |

* In months, these Average Terms represent individual active sentences and disregard consecutive.

Sentencing Guidelines (SGL) information has been captured in OMNI on a statewide basis since October of 2002 thus, 2003 is the first available, full year of the 1999 Legislative Sentencing Guidelines. Unfortunately, roughly 75% of the sentencing dates for the 2007 and 2008 new RRP participants are from before 2003 and additional complications, such as a mix of sentences with

and without SGL data, and the change in handling of SGLs with regard to probation violations, make interpreting SGL sentencing characteristics dubious at this time. Regardless, Table 5 shows that most of the actual sentences agree with the SGL ranges, though this comparison is meaningless since it represents about one quarter of the sentences for new RRP participants.

Table 5 - Comparison of Actual Sentence with SGL Range for New RRP Participants

| Actual Sentence vs. SGL Range | 2007 | | 2008 | |
|-------------------------------|--------------|---------------|--------------|---------------|
| | Number | Percent | Number | Percent |
| Below Range | 34 | 8.1% | 156 | 7.5% |
| Within Range | 370 | 88.3% | 1807 | 87.3% |
| Above Range | 15 | 3.6% | 107 | 5.2% |
| Total with SGLs | 419 | 22.3% | 2,070 | 29.1% |
| Unknown SGLs | 1,458 | 77.7% | 5,040 | 70.9% |
| Total Offenses | 1,877 | 100.0% | 7,110 | 100.0% |

Table 6 reverts back to entire Community ReEntry Program data and shows that in 2008, there were 2,585 parolees that successfully completed the IDRP and 1,876 parolees (including a handful of CRP prisoners) that successfully completed the RRP. The 2008 average successful stay for parolees in the IDRP was 28.6 days (down from 33.4 days in 2007), and for the RRP 69.3 days (up from 48.3 days in 2007).

Table 6 - Monthly Successful Community ReEntry Program Terminations by Location

| | IDRP | | | | RRP | | | | Total | |
|--------------|-------------|-------------|--------------|--------------|--------------|-------------|-------------|--------------|--------------|------|
| | Clinton | | Ingham | | Lake County | | Tuscola | | | |
| | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 |
| Jan | 47 | 43 | 155 | 179 | 91 | 19 | 51 | 221 | 364 | |
| Feb | 24 | 42 | 136 | 179 | 89 | 25 | 48 | 185 | 358 | |
| Mar | 47 | 43 | 190 | 113 | 23 | 28 | 97 | 265 | 276 | |
| Apr | 39 | 46 | 153 | 202 | 84 | 29 | 78 | 221 | 410 | |
| May | 44 | 47 | 191 | 164 | 80 | 42 | 79 | 277 | 370 | |
| Jun | 50 | 33 | 200 | 162 | 90 | 43 | 62 | 293 | 347 | |
| Jul | 44 | 46 | 203 | 170 | 113 | 41 | 58 | 288 | 387 | |
| Aug | 54 | 61 | 194 | 191 | 84 | 74 | 64 | 322 | 400 | |
| Sep | 54 | 49 | 173 | 212 | 111 | 50 | 74 | 277 | 446 | |
| Oct | 54 | 45 | 192 | 172 | 69 | 66 | 78 | 312 | 364 | |
| Nov | 41 | 43 | 161 | 140 | 100 | 41 | 59 | 243 | 342 | |
| Dec | 35 | 41 | 163 | 162 | 120 | 69 | 74 | 267 | 397 | |
| Total | 533 | 539 | 2,111 | 2,046 | 1,054 | 527 | 822 | 3,171 | 4,461 | |
| Avg | 44.4 | 44.9 | 175.9 | 170.5 | 87.8 | 43.9 | 68.5 | 264.3 | 371.8 | |

Unsuccessful IDRP and RRP terminations occurred in about 3.2% of all terminations for 2008. Parolees failed the RRP after an average of 29.7 days in 2008, compared to 32.4 days in 2007. Typical reasons for unsuccessful terminations from the RRP include:

- Abscond violation
- Medically / Psychologically unmanageable
- Substance abuse violations
- Rule violaton (non substance abuse)

- New felony / misdemeanor
- Threatening / assaultive behavior
- Creating a disturbance
- Failure to follow rules of ReEntry Center
- As determined by Central Office or Center Area Manager/Manager

Table 7 - Monthly Unsuccessful Community ReEntry Program Terminations by Location

| | IDRP | | | | RRP | | | | Total | |
|--------------|------------|------------|------------|------------|-------------|------------|------------|------------|-------------|------|
| | Clinton | | Ingham | | Lake County | | Tuscola | | | |
| | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 |
| Jan | 0 | 0 | 1 | 1 | 2 | 3 | 4 | 4 | 7 | |
| Feb | 0 | 0 | 1 | 1 | 8 | 0 | 10 | 1 | 19 | |
| Mar | 1 | 2 | 0 | 1 | 6 | 1 | 4 | 2 | 13 | |
| Apr | 1 | 0 | 2 | 1 | 3 | 3 | 6 | 6 | 10 | |
| May | 1 | 0 | 1 | 1 | 3 | 9 | 3 | 11 | 7 | |
| Jun | 0 | 0 | 1 | 0 | 7 | 12 | 8 | 13 | 15 | |
| Jul | 0 | 0 | 0 | 1 | 9 | 7 | 6 | 7 | 16 | |
| Aug | 0 | 0 | 2 | 0 | 7 | 5 | 4 | 7 | 11 | |
| Sep | 0 | 0 | 0 | 3 | 2 | 7 | 12 | 7 | 17 | |
| Oct | 0 | 0 | 0 | 1 | 8 | 3 | 4 | 3 | 13 | |
| Nov | 0 | 0 | 1 | 0 | 1 | 1 | 11 | 2 | 12 | |
| Dec | 0 | 0 | 1 | 0 | 2 | 2 | 5 | 3 | 7 | |
| Total | 3 | 2 | 10 | 10 | 58 | 53 | 77 | 66 | 147 | |
| Avg | 0.3 | 0.2 | 0.8 | 0.8 | 4.8 | 4.4 | 6.4 | 5.5 | 12.3 | |

The monthly new Community ReEntry Program participants, monthly successful and unsuccessful terminations, and average lengths of stay resulted in the end of month populations shown in Table 8.

Table 8 - End of Month Community ReEntry Program Populations by Location

| | IDRP | | | | RRP | | | | Total | |
|------------|-------------|-------------|--------------|--------------|--------------|-------------|--------------|--------------|--------------|------|
| | Clinton | | Ingham | | Lake County | | Tuscola | | | |
| | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 | 2007 | 2008 |
| Jan | 35 | 49 | 165 | 190 | 169 | 37 | 107 | 237 | 515 | |
| Feb | 46 | 42 | 174 | 134 | 157 | 39 | 153 | 259 | 486 | |
| Mar | 44 | 46 | 174 | 194 | 244 | 57 | 129 | 275 | 613 | |
| Apr | 50 | 47 | 176 | 165 | 260 | 73 | 143 | 299 | 615 | |
| May | 54 | 43 | 177 | 168 | 273 | 95 | 149 | 326 | 633 | |
| Jun | 47 | 47 | 188 | 168 | 276 | 103 | 137 | 338 | 628 | |
| Jul | 52 | 56 | 187 | 168 | 234 | 123 | 156 | 362 | 614 | |
| Aug | 52 | 48 | 190 | 201 | 262 | 113 | 148 | 355 | 659 | |
| Sep | 54 | 40 | 197 | 117 | 262 | 106 | 144 | 357 | 563 | |
| Oct | 49 | 51 | 178 | 184 | 285 | 86 | 160 | 313 | 680 | |
| Nov | 40 | 47 | 178 | 181 | 281 | 102 | 127 | 320 | 636 | |
| Dec | 40 | 48 | 158 | 192 | 234 | 73 | 109 | 271 | 583 | |
| Avg | 46.9 | 47.0 | 178.5 | 171.8 | 244.8 | 83.9 | 138.5 | 309.3 | 602.1 | |

Return to prison statistics measure a parolee's outcome at the conclusion of a standard follow-up period. Table 9 replicates a portion of the D3 table reported in the Department's 2006 Statistical Report (the most recent available). The table shows that offenders paroled in 2004 had a Total

Failure Rate of 49.4% (Absconds 8.7%, Technical Violators 20.9%, and New Sentence Violators 19.9%) after a full three-year follow up period. New Community ReEntry Program participants, had they existed in 2004, would have had similar recidivism rates.

Table 9 - (portion of) Three-Year Follow-Up Outcomes of Offenders Who Paroled in 1998 to 2004 by Year

| Year Paroled | Total Cases | Success Total | Failure Total | Absconds | Technical Violators | New Sentence |
|---------------------|--------------------|----------------------|----------------------|-----------------|----------------------------|---------------------|
| 2001 | 9,591 | 51.7% | 48.3% | 6.4% | 24.6% | 17.3% |
| 2002 | 10,254 | 51.7% | 48.3% | 9.0% | 21.1% | 18.2% |
| 2003 | 11,207 | 51.6% | 48.4% | 9.2% | 20.4% | 18.7% |
| 2004 | 10,818 | 50.6% | 49.4% | 8.7% | 20.9% | 19.9% |

See 2006 Statistical Report, Table D3, at
http://www.michigan.gov/documents/corrections/MDOC_2006_Statistical_Report_255590_7.pdf

The Community ReEntry Program impacts prison admissions by intervening and diverting eligible parole violators and CRP violators who would otherwise be returned to prison. At the end of 2008, the average time before reparole for a parole technical violator was 17.0 months. The 2008 average successful RRP stay was 69.3 days, or 2.3 months, which saved an average of 14.7 months per parole technical violator RRP participant.

The IDRP programs operated at the following locations during 2007 and 2008:

IDRP – Clinton County **Capacity: 60 beds**
 1347 East Townsend Road
 St. Johns, MI 48879

IDRP - Ingham County **Capacity: 190 beds**
 640 North Cedar
 Mason, MI 48854

The following RRP Centers were operated during 2007 and 2008:

Lake County Residential ReEntry Program **Capacity: 300 beds**
 4153 South M-37
 Baldwin, MI 49304 Began Operations January, 2008

| 2007 Staffing | | 2008 Staffing |
|----------------------|----------------------------------------------------|----------------------|
| | Parole Probation Manager 2 | 1.0 |
| | Parole Probation Officer – E | 3.0 |
| | Correction Shift Supervisor 1 | 1.0 |
| | Corrections Officers | 10.0 |
| | Secretary E8 | 1.0 |
| | Total Lake County Residential ReEntry Staff | 16.0 |

Tuscola Residential ReEntry Program **Capacity: 161 beds**
 2420 Chambers Road
 Caro, MI 48723

| 2007 Staffing | | 2008 Staffing |
|----------------------|------------------------------------------------|----------------------|
| 1.0 | Parole Probation Manager 2 | 1.0 |
| 2.0 | Parole Probation Officers | 2.0 |
| 3.0 | Correction Shift Supervisor 1 | 3.0 |
| 1.0 | Correction Shift Supervisor 2 | 1.0 |
| 2.0 | Corrections Program Coordinator | 2.0 |
| 24.0 | Corrections Officers | 24.0 |
| 3.0 | Food Service Leader Prisoner | 3.0 |
| 1.0 | Maintenance Mechanic – A | 1.0 |
| 1.0 | Secretary 8 | 1.0 |
| 38.0 | Total Tuscola Residential ReEntry Staff | 38.0 |