



Roy Cooper, Governor

Todd Ishee, Secretary

MEMORANDUM

TO: Chairs of the House Appropriations Committee on Justice and Public Safety
Chairs of the Senate Appropriations Committee on Justice and Public Safety
Chairs of the Joint Legislative Oversight Committee on Justice and Public Safety
FROM: Todd Ishee, Secretary
RE: Annual Report on Treatment for Effective Community Supervision
DATE: May 9, 2023

G.S. 143B-1500

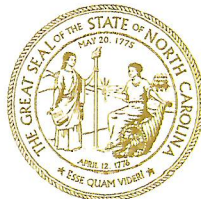
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(c) The Department of Adult Correction, Division of Community Supervision and Reentry, shall report by March 1 of each year to the Chairs of the Senate and House of Representatives Appropriations Subcommittees on Justice and Public Safety and the Joint Legislative Oversight Committee on Justice and Public Safety on the status of the programs funded through the Treatment for Effective Community Supervision Program. The report shall include the following information from each of the following components:

- (1) Recidivism Reduction Services:
a. The method by which offenders are referred to the program.
b. The target population.
c. The amount of services contracted for and the amount of funding expended in each fiscal year.
d. The supervision type.
e. The risk level of the offenders served.
f. The number of successful and unsuccessful core service exits with a breakdown of reasons for unsuccessful exits.
g. The demographics of the population served.

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STATE OF NORTH CAROLINA DEPARTMENT OF ADULT CORRECTION
Division of Rehabilitation and Reentry

STATUS OF THE TREATMENT FOR EFFECTIVE COMMUNITY SUPERVISION PROGRAM
G.S. 143B-1500(c)

February 22, 2023



Roy Cooper, Governor

Todd Ishee, Secretary

Introduction

The Justice Reinvestment Act of 2011 created the Treatment for Effective Community Supervision Program (TECSP), which is to be by the Department of Adult Correction. The program is designed to support the use of evidence-based practices to reduce recidivism and to promote coordination between state and community-based corrections programs. The target populations for these programs are high-risk, high-need offenders who are most likely to reoffend and face significant barriers or destabilizing factors that contribute to reoffending.

Considering the myriad of treatment, programming, and service needs offenders under community supervision demonstrate, the Department took a critical look at what was available to offenders and decided to refocus the purpose of TECSP funding. Historically, this funding through its various name changes has primarily provided substance abuse treatment. However, national research studies indicate that Cognitive Behavioral Intervention (CBI) programming also has a significant impact on recidivism. Therefore, as part of the recidivism reduction strategy, the Department has designated a large portion of the TECSP funding towards CBI.

With the advent of evidence-based practices in correctional interventions and the implementation of the risk/need assessment process, the Department now has empirical evidence demonstrating that the offenders who are more likely to reoffend have other programmatic and treatment needs in addition to substance abuse. Therefore, TECSP is a multi-pronged approach to programming, treatment, and reentry related services, and essentially represents an "umbrella" of funding. Under TECSP, the Department contracts with "eligible entities" directly through the competitive procurement process to provide community-based services to offenders on probation, parole, or post-release supervision. The different programs funded by TECSP are described below.

Recidivism Reduction Services (RRS)

Formerly called the Criminal Justice Partnership Program (CJPP) from 1994-2011 and then TECS from 2011-2015, the Recidivism Reduction Services is the single largest program funded under the TECSP umbrella and serves the largest number of offenders through services available in 100 counties during FY 21-22. The core services offered to offenders include cognitive behavioral intervention, booster sessions and a continuum of substance abuse services to include outpatient and aftercare/recovery management services. Support services such as education, employment, health/nutrition, education, and social support services based on the offender needs must also be addressed by vendors through community linkages and collaboration.

Transitional/Temporary Housing (TH)

Transitional and Temporary Housing (TH) is community-based housing provided to offenders who need a structured, positive, and safe environment for an interim period. The issue of homelessness among offenders supervised in the community has been a significant problem for supervising officers. By providing housing to these homeless offenders, it is the Department's intent to reduce recidivism and the rate of probation and post release supervision revocations. Vendors provide social support and program services in addition to housing.

Local Reentry Councils (LRC)

The Department continues to focus on providing reentry services to the growing numbers of individuals released from prison, post-release supervision and individuals with a criminal record as a barrier. Local Reentry Councils (LRC) represent an organized network consisting of a broad range of individuals and agencies from different disciplines and backgrounds having a role or significant interest in helping people successfully transition from correctional supervision (including prison, probation, parole and/or post-release supervision). The mission of the LRC is to coordinate resources in the community to efficiently provide and streamline resources for incarcerated and formally incarcerated individuals to reduce recidivism and promote public safety.

The following sections provide specific information about the status of each program funded under TECSP during FY 21-22.

(1) Recidivism Reduction Services (RRS)

a. Method by which offenders are referred to the program:

All referrals are generated through the automation process on the Offender Case Plan. Care managers from Treatment Accountability for Safer Communities (TASC) can also refer to RRS based on results of the TASC assessment.

b. Target population:

The eligible pool of offenders for RRS programming is the population of offenders in each county who have been assessed as Level 1, Level 2, and Level 3 in terms of supervision level.

c. The number of services contracted for, and the amount of funding expended in each fiscal year:

FY 21-22 was the seventh year of the Recidivism Reduction Services (RRS) program where the contracts for services were performance-based. Vendor payments are directly related to offender engagement and outcomes. Vendors made tremendous progress during the third year of the RRS contracts by improving on data entries. Additionally, the performance-based contracts included an upfront payment during the first month of the fiscal year equaling 25% of the contract total (the amount a vendor could possibly earn providing services).

Expenditures for FY 21-22 increased compared to the previous fiscal year due to an increased payout structure for core and wrap-around services, including the option for intensive outpatient substance abuse services in the last RRS contract.

Total amount of contracts - \$17,824,016

Total expenditures - \$6,608,059.32

Note: The legislative report asks specifically about the total amount of contracts and total expenditures for the RRS program. Since these are performance-based contracts, the total amount of contracts is a derived figure based on the assumption that each vendor achieves all milestones with all offenders and is used by the Department for contractual purposes only. It is a separate and distinct figure that is derived for the purpose of creating a purchase order with each vendor. Therefore, it is not appropriate to compare this derived figure with the budget or the expenditures for this program.

d. The supervision type of the offenders served

Table 1: Recidivism Reduction Services by Supervision Type (FY 21-22)

Supervision Type	Count
Probation	7,188
Post-Release	2,535
Parole	57
Post Release Probation	2
Total	9,782

e. The risk level of the offenders served

Table 2: Recidivism Reduction Services by Risk Level (FY 21-22)

Risk Level	Count
R1	2,877
R2	3,591
R3	2,541
R4	699
R5	54
Not Leveled	20
Total	9,782

f. The number of successful and unsuccessful core service exits with a breakdown of reasons for unsuccessful exits

Table 3: Recidivism Reduction Services - Core Service Outcomes (FY 21-22)

Core Service	Completed ¹		Not Completed		Non-Compliance ²		Inappropriate Referral		Other ³		Total
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	
ROP ⁴ Treatment	378	42%	102	11%	265	29%	57	6%	100	11%	902
ROP Aftercare	99	68%	10	7%	20	14%	8	6%	8	6%	145
IOP ⁵ Treatment	64	33%	21	11%	79	40%	14	7%	18	9%	196
IOP Aftercare	-	-	-	-	-	-	-	-	-	-	-
CBI ⁶ Group Therapy	2,356	44%	426	8%	1,745	33%	159	3%	625	12%	5,311
CBI Booster Sessions	20	47%	8	19%	10	23%	1	2%	4	9%	43
Total	2,917	44%	567	9%	2,119	32%	239	4%	755	11%	6,597

¹ Completed means offenders satisfied all program requirements.

² Non-compliance includes both non-compliance with program requirements and conditions of supervision

³ Other includes moved out of area, died, changed meeting times, moved to unsupervised probation, completed, or terminated a probation term

⁴ ROP means Regular Outpatient

⁵ IOP means Intensive Outpatient

⁶ CBI means Cognitive Behavioral Intervention Successful completion means offenders satisfied all program requirements, non-compliance includes both non-compliance with program requirements and conditions of supervision, other includes moved out of the area, died, changed meeting times, moved to unsupervised probation or the probation term was complete or terminated

g. The demographics of the population served

Table 4: Recidivism Reduction Services – Population Demographics (FY 21-22)

Age Group	White		Black		Other		Total	
	Female	Male	Female	Male	Female	Male	Total	Percent
13-18	0	1	0	16	0	1	18	0%
19-21	27	112	19	343	4	67	572	6%
22-25	77	299	72	805	12	90	1,355	14%
26-30	212	553	72	993	9	83	1,922	20%
31-35	314	619	74	877	13	61	1,958	20%
36-40	216	535	49	560	5	32	1,397	14%
41-45	165	428	36	391	5	38	1,063	11%
46-50	117	239	26	214	5	7	608	6%
51-55	72	190	13	166	0	6	447	5%
56-60	23	102	15	139	0	3	282	3%
61-65	8	31	1	67	1	2	110	1%
66-70	2	15	3	16	0	0	36	0%
71+	0	4	0	9	0	1	14	0%
All	1233	3128	380	4596	54	391	9782	100%

h. The number and type of mandatory and optional services received by offenders in this program

During the FY 21-22, 15,479 mandatory and optional services were rendered to RRS clients.

Table 5: Recidivism Reduction- Mandatory Service Outcomes (FY 21-22)

Mandatory Services	Completed		Not Completed		Non- Compliance		Inappropriate Referral		Other		Total
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	
Education	2,790	70%	965	24%	222	6%	-	-	47	1%	4,024
Employment Services	2,889	70%	952	23%	254	6%	-	-	55	1%	4,150
Health/Nutrition	2,860	70%	931	23%	262	6%	-	-	50	1%	4,103
Total	8,539	70%	2,848	23%	738	6%	-	-	152	1%	12,277

Note: Clients can receive multiple services.

Table 6: Recidivism Reduction - Optional Service Outcomes (FY 21-22)

Optional Services	Completed		Not Completed		Non-Compliance		Inappropriate Referral		Other		Total
	Count	Percent	Count	Percent	Count	Percent	Count	Percent	Count	Percent	
Child Care Services	146	84%	9	5%	16	9%	-	-	2	1%	173
Family Counseling	939	61%	432	28%	138	9%	-	-	24	2%	1,533
Parenting Classes	882	59%	445	30%	146	10%	-	-	23	2%	1,496
Total	1,967	61%	886	30%	300	9%	-	-	49	2%	3,202

Note: Clients can receive multiple services

i. Employment status at entry and exit for offenders served

Table 7: Recidivism Reduction Services - Employment Status at Entry and Exit (FY 21-22)

Employment Status at Entry	Employment Status at Exit			
	Employed	Unemployed	Unknown	Count
Employed	2,753	732	155	3,640
Unemployed	719	1,559	167	2,445
Unknown	49	124	3,524	3,697
Total	3,521	2,415	3,846	9,782

j. Supervision outcomes, including completion, revocation, and termination for offenders served

Table 8: Recidivism Reduction Services - Supervision Outcomes (FY 21-22)

Supervision Outcomes	Count	Percent
Active	4,067	42%
Completed	2,095	21%
Terminated	1,944	20%
Revoked	1,094	11%
Moved to Unsupervised	378	4%
Other*	204	2%
Total	9,782	100%

*Other includes offenders that have died or failed to comply

(2) Transitional and Temporary Housing

a. The target population

Offenders (male and female) who are 18 years or older under community supervision who voluntarily agree to live in transitional housing due to being homeless or recently released from prison without a confined home plan, and do not have any family or community resources willing to provide suitable living arrangements. In FY 21-22, the Department had 193 transitional housing beds using nine vendors across the state. Additionally, there were 826 admissions (an individual staying at least one night). The average length of stay was 47 days. Offenders typically reside in housing for up to 90 days, but that period can be extended up to 120 days under unique circumstances. The average daily population was 126 individuals in transitional housing for FY 21-22.

b. The amount of funds contracted for and expended each fiscal year

Based on risk/need assessment data, those offenders facing homelessness are more likely to become at risk for violation and revocation. Therefore, without a statewide network of housing options available to the offender population, the Department began to provide transitional housing in 2013 to address this need for structured, positive, and safe housing environments.

Total amount of contracts for non-sex offender housing- \$4,519,550

Total expenditures - \$4,132,890

c. The supervision type by offenders served

Table 9: Transitional and Temporary Housing by Supervision Type (FY 21-22)

Supervision Type	Count
Probation	225
Parole	1
Post-Release	405
Total	631

d. The risk level of the offenders served

Table 10: Transitional and Temporary Housing by Risk Level (FY 21-22)

Risk Level	Count
R1	237
R2	182
R3	126
R4	26
R5	1
Not Leveled	59
Total	631

e. The number of completions and non-completions for core services

Table 11: Transitional and Temporary Housing - Core Service Outcomes (FY 21-22)

Core Service	Completed		Not Completed		Total
	Count	Percent	Count	Percent	
CBI Group Therapy					
Regular Outpatient Substance Treatment	31	46%	37	54%	68
CBI Booster Sessions	98	50%	98	50%	196
Total	128	49%	135	51%	264

Beginning in FY 17-18, transitional/temporary housing providers were not required to provide CBI group therapy and regular outpatient substance abuse treatment. Instead, housing providers were instructed to make referrals to existing contractual services offered under RRS contracts. However, some housing providers elected to continue these services at no additional cost.

f. The demographics of the offenders served

Table 12: Transitional and Temporary Housing – Population Demographics (FY 21-22)

Age Group	White		Black		Other		Total	
	Female	Male	Female	Male	Female	Male	Count	Percent
13-18	3	16	0	10	.	1	30	5%
19-21	1	3	0	8	.	0	12	2%
22-25	1	8	1	33	.	2	45	7%
26-30	2	46	2	44	.	3	98	16%
31-35	13	40	4	44	.	8	109	17%
36-40	7	51	4	26	.	2	90	14%
41-45	6	47	0	36	-	4	93	15%
46-50	7	22	0	17	.	2	48	8%
51-55	4	17	2	17	.	2	42	7%
56-60	1	16	0	25	.	1	43	7%
61-65	1	6	0	4	.	1	12	2%
66-70	0	4	0	4	.	0	8	1%
70+	0	0	0	1		0	1	0%
All	46	276	13	269	-	26	631	100%

g. The employment status at entry and exit of offenders served

Table 13: Transitional and Temporary Housing - Employment Status at Entry and Exit (FY 21-22)

Employment Status at Entry	Employment Status at Exit			Count
	Employed	Unemployed	Unknown	
Employed	47	11	1	59
Unemployed	259	214	20	493
Unknown	7	8	64	79
Total	313	233	85	631

h. Supervision outcomes, including completion, revocation, and termination of offenders served

Table 14: Transitional and Temporary Housing - Supervision Outcomes (FY 21-22)

Supervision Outcome	Count	Percent
Active	217	34%
Completed	215	34%
Revoked	123	20%
Terminated	61	10%
Moved to Unsupervised	4	1%
Other*	9	1%
Total	629	100%
<i>*Other includes offenders who died or failed to comply</i>		

(3) Local Reentry Councils (LRC)

a. The target population:

The primary target population for LRCs are offenders currently under community supervision (includes probation, post-release, and parole). In FY 21-22, LRCs across the state served 3,223 clients in 19 counties to include Buncombe, Craven, Cumberland, Durham, Edgecombe, Forsyth, Guilford, Hoke, McDowell, Mecklenburg, Nash, New Hanover, Orange, Pamlico, Pitt, Roberson, Scotland, Wake and Wilson. Any justice-involved individual in these communities is eligible for reentry services through the LRC especially those recently released from local confinement or incarceration. Core services provided to include housing, employment, transportation childcare assistance, as well as referrals to substance abuse and mental health services.

The data shown in the following tables were collected by sites using LRC Monthly Data Collection Tool for tracking reentry services provided and offender outcomes. The statistics reported below represent the available data entered in the tool and may result in missing data.

b. The amount of funds contracted for and expended each fiscal year

Total amount of contracts - \$2,700,000.00*

Total expenditures - \$ 2,410,374.65*

*LRC contract terms may overlap fiscal years; however, in this report, the expenditures are presented for FY 21-22 only.

c. The supervision type for population served

Table 15: Supervision Type (FY 21-22)

Supervision Type	Count
Probation	1,113
Post-Release	722
Parole	134
Dual Supervision	22
N/A	1,014
Total	3,005

d. *The risk level of the population served*

Table 16: Risk Level (FY 21-22)

Risk Level*	Count
High	397
Medium	1,876
Low	884
Total	3,157

* Local Reentry Council staff use an instrument called the Proxy to identify risk and they may also obtain risk information from the state’s risk assessment instrument from the supervising probation officer. This data was combined into categories of risk in the table.

e. *The number of supportive services provided*

Table 17: Supportive Services Provided (FY 21-22)

Note: The numbers of reentry activities shown below include multiple contacts with an individual participant.

Supportive Services	Count
Basic Needs	3,912
Transportation	3,837
Mentorship	3,349
Employment ¹	2,496
Housing	2,456
Documentation ²	1,387
Life Skills	1,066
Mental Health Referral	1,040
Vocational Skills	561
Education	533
Substance Abuse Referral	471
Child Care	82
Total³	21,190

¹ Employment activities include job search and job placement.

² Documentation activities include assisting participants with obtaining items such as a social security card, birth and marriage certificates, and state issued identification.

³ Service total includes multiple contacts with individual participants.

f. *The demographics of the population served*

Table 18: Age at Intake (FY 21-22)

Age Group	Total
Under 20	338
20-29	558
30-39	911
40-49	735
50+	669
Total	3,211

Table 19: Gender at Intake (FY 21-22)

Gender	Percent
Male	2,587
Female	626
Transgender	9
Total	3,222

Table 20: Race/Ethnicity at Intake (FY 21-22)

Race/Ethnicity	Percent
Black/African American	1,761
White/Caucasian	973
American Indian/Alaska Native	323
Other	76
Indian	67
Asian	13
Native Hawaiian/Pacific Island	5
Total	3,218

Table 21: Marital Status at Intake (FY 21-22)

Marital Status	Count
Single	2,480
Divorced	230
Married	214
Separated	120
Widowed	41
Other	32
Total	3,117

Table 22: Ethnicity at Intake (FY 21-22)

Ethnicity	Count
Non-Hispanic /Latino	3,069
Hispanic	62
Total	3,131

g. Hourly Wages Received and Housing Status of population served

Table 23: Hourly Wage (FY 21-22)

Hourly Wage	At Entry	Most Recently Recorded
Unemployed	2,609	1,059
Minimum Wage	23	46
Min. Wage+ - \$9.00	46	90
\$9.01 - \$10.00	98	178
\$10.01 +	350	1,161
Total	3,126	2,534

Table 24: Housing Status (FY 21-22)

Housing Status	At Entry	Most Recently Recorded
Own/Rent	1,192	1,271
Homeless	872	146
Other	549	440
Transitional	444	743
Emergency	55	91
Total	3,112	2,691

h. Supervision outcomes, including completion, revocation, and termination of population served

Table 25: Most recent outcome status (FY 21-22)

Supervision Outcome	Total
Successfully Completed	1,019
Quit/Terminated	206
Non-Compliant	209
Moved Away	70
Re-arrest	75
Deceased	7
Transferred to Another LRC	4
Total	1,590

Summary

Across the state, 13,831 justice-involved individuals received services under the TECSP during FY 21-22. In some instances, offenders may have been enrolled in multiple programs during the reporting period.

FY 21-22 was the seventh full year of services under the RRS programming as a performance-based model. RRS providers continue to have a better understanding of the model and how to serve high-risk offenders. Providers have learned that creativity is necessary in motivating offenders to change behavior. Overall, RRS provides probation/parole officers with quality programs and services to which they can refer offenders under their supervision. Officers receive regular updates of offender progress and compliance. All RRS vendors conduct graduation or recognition ceremonies for those offenders who complete the programs. These ceremonies are supported by probation/parole officers, judicial officials, family, and friends, and make a significant impact on the lives of the offenders completing these programs.

Transitional housing for non-sex offenders continues to expand across the state. In FY 21-22, the number of transitional/temporary beds increased to 193 beds across the state of NC. Interest in providing transitional housing creates housing assistance opportunities to some of the most difficult offenders to place in permanent housing. The Department actively works on partnerships to provide more transitional housing assistance for sex offenders, as well as offenders with medical and/or mental health needs. Finding a solution will require stakeholders to commit to educate, communicate, and promote legislative public policy regarding these issues.

In FY 21-22, there were 17 LRCs covering 19 counties and numerous communities organizing in support of establishing a LRC council in the future. As the reentry conversation continues to grow, the Department will need to identify more sustainable funding mechanisms to scale up reentry programs and services across the state.

The Department continues to work with community partners to develop effective, evidence-based programming for recently released offenders and those on community supervision. The Department works to ensure that staff, vendors, service providers and volunteers understand the research on correctional interventions, as well as the importance of delivering quality programs in a consistent manner. The ongoing challenge will be to keep the high-risk offender engaged in services. Correctional research and practice dictate that justice-involved individuals must remain engaged for longer periods of time and receive the appropriate dosage of services for programs to be effective and have an impact on recidivism.