



# **Budgeting for Results**

## **IDOC Parole Reentry Program**

### **Program Assessment**



## **Introduction**

The statute that created Budgeting for Results (BFR) states that in Illinois, budgets submitted and appropriations made must adhere to a method of budgeting where priorities are justified each year according to merit (Public Act 96-958). The BFR Commission, established by the same statute, has worked since 2011 to create and implement a structure for data-driven program assessment useful to decision makers.

The BFR framework utilizes the Results First benefit-cost model and the State Program Assessment Rating Tool to produce comprehensive assessments of state funded programs.

The Pew-MacArthur Results First Initiative developed a benefit-cost analysis model based on methods from the Washington State Institute for Public Policy (WSIPP). The Results First benefit-cost model can conduct analysis on programs within multiple policy domains including; adult crime, juvenile justice, substance use disorders, K-12 education, general prevention, health, higher education, mental health, and workforce development.

The State Program Assessment Rating Tool (SPART) combines both quantitative (benefit-cost results) and qualitative components in a comprehensive report. It is based on the federal Program Assessment Rating Tool (PART) developed by the President's Office of Management and Budget and has been modified for state use. The SPART provides a universal rating classification to allow policy makers and the public to more easily compare programs and their performance across results areas.

## **Methods**

BFR begins each assessment by modeling an Illinois program's design and assessing its implementation. Each program is then matched with an existing rigorously studied program or policy. BFR completes a comprehensive review of related program literature to inform the modeling and matching process.

Each rigorously studied program has an effect size determined from existing validated research that summarizes the extent to which a program impacts a desired outcome. The effect size is useful in understanding the impact of a program run with fidelity to best practices or core principles.

The Results First benefit-cost model uses the effect size combined with the state's unique population and resource characteristics to project the optimal return on investment that can be realized by taxpayers, victims of crime, and others in society when program goals are achieved.

The SPART contains summary program information, historical and current budgetary information, the statutory authority for the program, performance goals and performance measures. The SPART tool consists of weighted questions, which tally to give a program a numerical score of 1-100. Numerical scores are converted into qualitative assessments of program performance: effective, moderately effective, marginal and not effective.

## **Section 1**

# **Results First Benefit-Cost Report**

## Benefit-Cost Summary – Parole Reentry Program

This is the benefit-cost analysis in the Adult Crime domain of the Illinois Department of Corrections Parole Reentry Program. The IDOC Parole Reentry Program provides housing and supportive services to offenders being released from IDOC custody who do not have a stable housing situation to return to. This support can help offenders reenter the community more easily and reduce their risk of recidivism.

The IDOC Parole Reentry Program provided services to 16,196 offenders in FY2017. The program’s FY2017 expenditures were approximately \$5.5 million. The benefit-cost analysis completed by BFR calculated that for every one dollar spent on the Parole Reentry Program by IDOC, \$1.52 of future benefits could be realized by Illinois taxpayers and crime victims.

The major takeaways from this analysis can be found in the table below along with its comprehensive SPART score. The optimal benefits are projected for programs run with fidelity to best practices or core principles. The optimal benefits are determined using a standard metric called an effect size. The real costs of a program are the sum of its direct and indirect costs. The benefit/cost ratio is the optimal return on investment (OROI) Illinois can expect from implementing the program with fidelity. BFR performs a Monte Carlo risk estimate showing the percent of time that the benefits exceed the costs when simulated 10,000 times with random variation in costs and benefits.

**Table 1:**

<b>Benefit-Cost Results</b>	
<b>IDOC Parole Reentry Program per Participant</b>	
<b>Optimal Benefits</b>	<b>\$3,793</b>
<b>Real Cost (Net)</b>	<b>\$2,503</b>
<b>Benefits – Costs</b>	<b>\$1,290</b>
<b>Benefits/Costs (OROI)</b>	<b>\$1.52</b>
<b>Chance Benefits Will Exceed Costs</b>	<b>64%</b>
<b>SPART Score</b>	<b>75, Effective</b>

## Benefit-Cost Detail – IDOC Parole Reentry Program

### Program Information

The Parole Reentry Program provides housing and supportive services to homeless offenders being released from IDOC custody. One of the primary outcomes this program was implemented to achieve is a reduction in recidivism.

Using program information gathered with IDOC, BFR matched the Parole Reentry Program with a quasi-experimental study in the *What Works in Reentry Clearinghouse* on the effect of supportive housing programs on recidivism outcomes. The information for the IDOC Parole Reentry Program was provided by IDOC and is described in Table 2 below.

**Table 2:**

Program Name	Program Description
<b>Parole Reentry Program</b>	<ul style="list-style-type: none"><li>- The Parole Reentry Program provides housing and supportive services to homeless offenders being released from the Illinois Department of Corrections</li><li>- The average stay lasts 60 days and are used to combat homelessness and provide resources for self sufficiency</li><li>- In FY2017, 16,196 homeless offenders being released were provided services.</li></ul>

The clearinghouse rated this type of program as having a modest beneficial effect:

The treatment group was 40% less likely to be rearrested than the comparison group during the follow-up year ( $p < 0.01$ ). Results also indicated that treatment group participants were less likely to be reincarcerated than their comparison group counterparts. In addition, the length of time until first rearrest was significantly longer for the treatment group than the comparison group.<sup>1</sup>

<sup>1</sup> What Works (<https://whatworks.csgjusticecenter.org/evaluation/fontaine-et-al-2012-fontaine-et-al-2009->

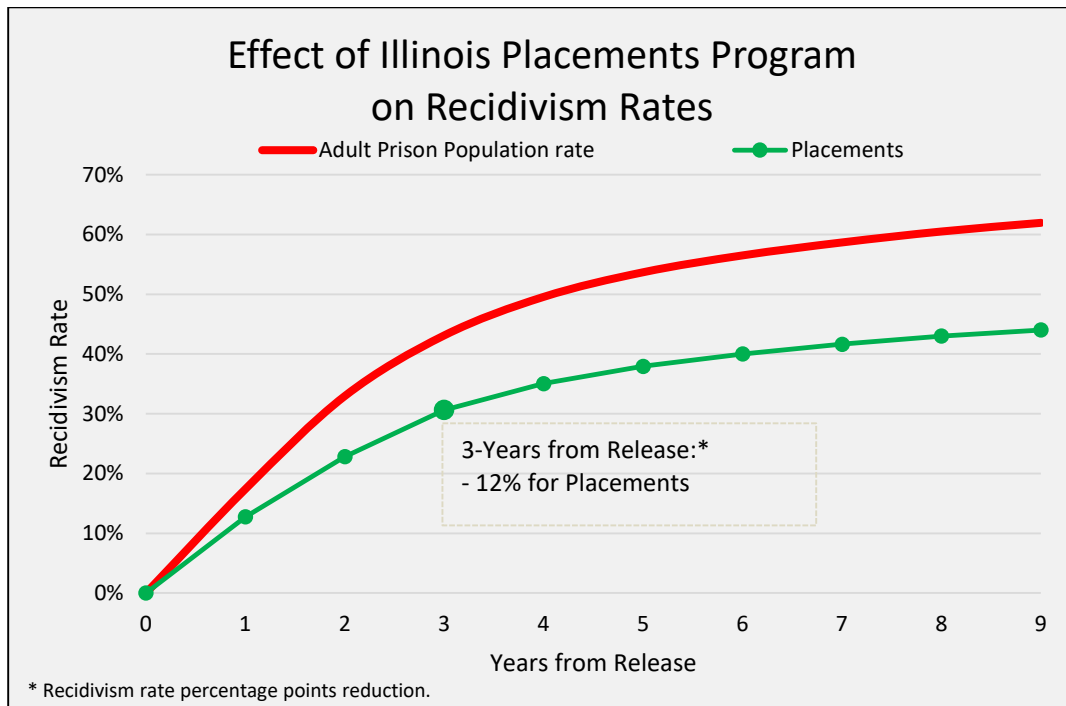
### Analysis

A well run housing assistance program saves taxpayers' money over time by avoiding future criminal justice expenses. Taxpayers avoid paying for additional criminal justice system costs of arrests and processing; prosecutions, defense, and trials; and incarceration and supervision. Lower recidivism rates lead to fewer prisoners that need to be paid for by the State.

Just as importantly, decreasing recidivism saves money by avoiding private costs incurred as a result of fewer Illinois crime victims. The private victimization costs include lost property, medical bills, wage loss, and the pain and suffering experienced by crime victims.

The benefit-cost model, using the program effect size, predicts a 12% decrease in the recidivism rate<sup>2</sup> three years from release from IDOC custody for participants in the Parole Reentry Program, as shown in *Figure 1*. The model also predicts a 9-year recidivism rate for participants in the program to be 23% less than the general population.

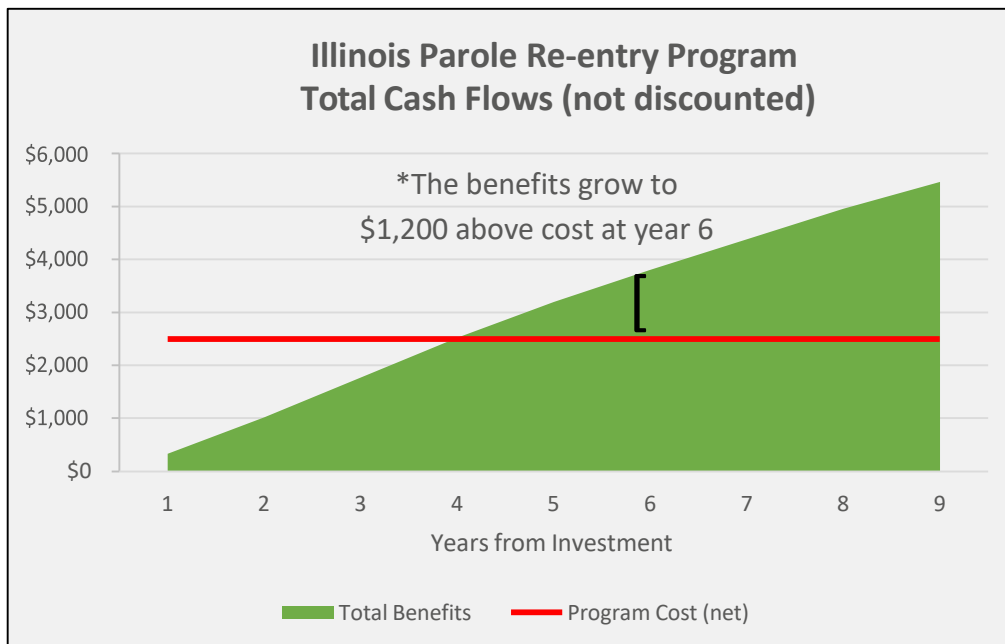
**Figure 1:**



<sup>2</sup> Recidivism is defined as reconviction after a release from prison or sentence to probation.

The average cost to the State of Illinois for providing assistance to find a stable living situation for homeless offenders released from state custody is \$2,503. All costs for the Parole Reentry Program are incurred in the first year while the benefits grow over time. This is demonstrated in *Figure 2* below. The red line across the graph depicts net program costs, which do not increase because they are a one-time investment. The green area shows the accumulation of program benefits achieved through the reduction of recidivism. As illustrated, the program benefits exceed the program costs in the fourth year after initial investment. The analysis indicates that the program breaks even four years after implementation. Over six years the program could yield over \$1,200 per participant in benefits to the State and society subtracting program costs.

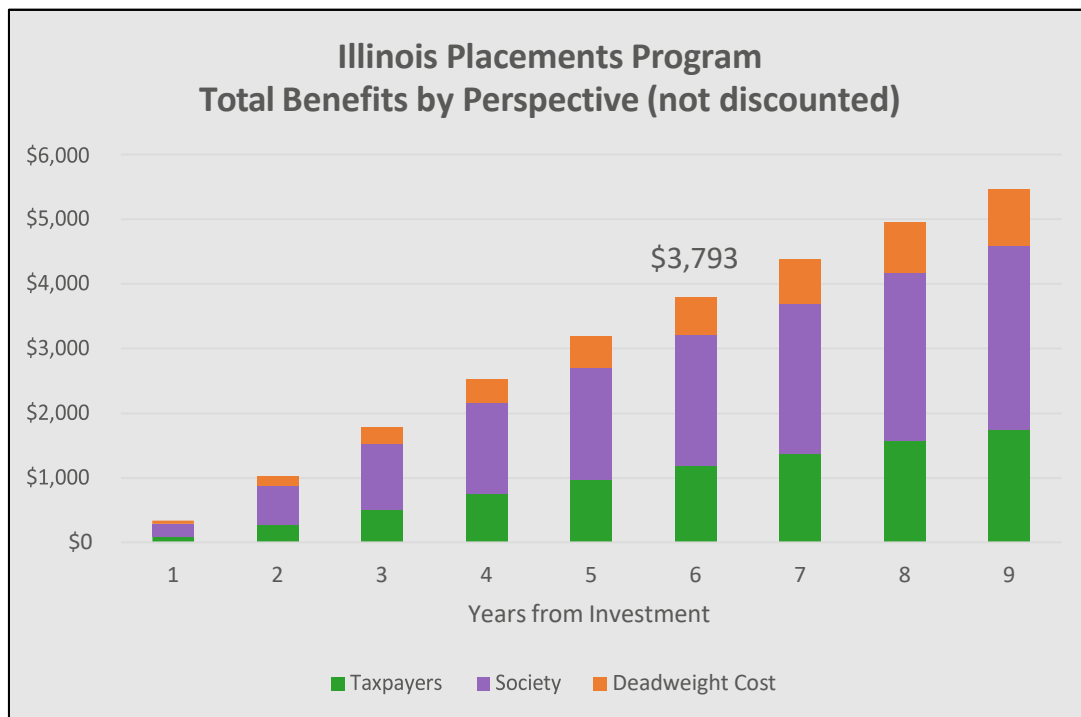
**Figure 2:**



The Parole Reentry Program could optimally produce \$3,793 in total future benefits per average participant over six years. Beyond the direct benefits to Illinois taxpayers and crime victims, additional indirect benefits accrue to society as well, including better use of the tax dollars that are currently raised, and future taxes that won't have to be raised to pay for avoidable costs due to recidivism. When tax revenue is spent on one program, it has an opportunity cost of revenue that cannot be spent on other beneficial programs and services like public safety or economic development. Money that is taxed is also not available for private consumption and investment. The indirect benefits of making effective, economically efficient investments to reduce criminal recidivism are quantified within the Results First model using the Deadweight Cost of Taxation.

Figure 3 below shows how a majority of the benefits come from future avoided taxpayer and victimization costs. The remaining benefits come from other avoided indirect deadweight costs.

**Figure 3:**



This analysis was conducted by the BFR Unit using the Results First benefit-cost model. Please see [Budget.Illinois.gov](http://Budget.Illinois.gov) for additional benefit-cost reports and supporting information.





## **Section 2**

# **State Program Assessment Rating Tool**

**State Program Assessment Rating Tool (SPART)**

**Parole Reentry**

**426- Illinois Department of Corrections**

**This report was compiled by the Budgeting for Results Unit of the Governor’s Office of Management and Budget with the support of the IL. Department of Corrections. The SPART is an evaluation of the performance of state agency programs. Points are awarded for each element of the program including: evidence based practices, strategic planning, program management and program results. This combined with cost-benefit analysis through Results First establishes an overall rating of the program’s effectiveness, which can be found on the final page of this report.**

Prior Year (PY), Current Year (CY), Fiscal Year (FY) Budget (in thousands) Appropriated \_\_\_ Expended X

PY 2013	PY 2014	PY 2015	PY 2016	CY 2017	FY 2018
\$6,456.5	\$7,022.5	\$7,378.2	\$6,907.9	\$5,514.6	N/A

Is this program mandated by law? Yes\_\_\_ No\_ X

Identify the Origin of the law. State\_\_\_ Federal\_\_\_\_\_ Other\_\_\_\_\_

Statutory Cite\_\_\_\_\_

Program Continuum Classification \_\_\_\_\_ Prevention, Selective

**Evaluability**

*Provide a brief narrative statement on factors that impact the evaluability of this program.*

Communication and organization between the Coordinating Contractor and the Service Providers.
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Performance Goal (Data represents actual values)	FY 2015	FY2016	FY 2017	Major Challenges Meeting this Goal
Recidivism Rate	46.9%	45.5%	43.9%	

Key Performance Measure	FY 2015	FY 2016	FY 2017	Reported in IPRS Y/N
Number of individuals receiving placement	6,680	8,300	8200	Y

**Section 2: Evidence Based Programming and Benefit-Cost**

**Total Points Available: 30**

Total Points Available: 30

Total Points Awarded: 30

Question	Points Available	Yes/Partial /No	Points Awarded	Explanation
2.1 Is the Program Evidence Based ?	10	YES	10	This program was matched with evidence-based programs in the Results First clearinghouse. Please see the attached clearinghouse reports from the What Works In Reentry clearinghouse.
2.2 Does the program design have fidelity to best practices?	10	YES	10	This program was matched with evidence-based programs in the Results First clearinghouse. The program is targeted to parolees without homes. Please see the attached reports from the What Works In Reentry clearinghouse.
2.3 Is the return on investment for this program equal to or greater than \$1 for each \$1 spent?	10	YES	10	The Program did achieve a greater than one dollar return on investment. For details, please see the attached Results First Program Report.

**Section 3: Strategic Planning**

**Total Points Available: 30**

Total Points Available: 30

Total Points Awarded: 15

Question	Points Available	Yes/Partial /No	Points Awarded	Explanation
3.1 Does the program have a limited number of specific annual performance measures that can demonstrate progress toward achieving the program’s long-term goals?	10	YES	10	Performance measures are reported in IPRS.
3.2 Do the annual performance measures focus on outcomes?	10	Partial	5	Number of Parole Reentry is not a sufficient final outcome.
3.3 Are independent and thorough evaluations Of the program conducted on a regular basis or as needed to support program improvements and evaluate effectiveness?	10	NO	0	This program does not have any independent evaluations.

**Section 4: Program Management**

**Total Points Available: 20**

Total Points Available: 20

Total Points Awarded: 20

Question	Points Available	Yes/Partial /No	Points Awarded	Explanation
4.1 Does the Agency regularly collect timely and credible performance information?	10	YES	10	Performance measures are collected by DOC for their annual reports (see attached).
4.2 Does the Agency use performance information (including that collected from program partners) to adjust program priorities, allocate resources, or take other appropriate management actions?	10	YES	10	The IDOC uses performance information to help determine staffing levels, as well as prisoner transfer and location dispositions.

**Section 5: Program Results**

**Total Points Available: 20**

Total Points Available: 20

Total Points Awarded: 10

<b>Question</b>	<b>Points Available</b>	<b>Yes/Partial /No</b>	<b>Points Awarded</b>	<b>Explanation</b>
5.1 Does the program (including program partners) commit to and achieve annual performance targets?	10	Partial	5	Yes, but number of Parole Reentry is not a sufficient final outcome.
5.2 Is the program (including program partners) on track to meet all performance goals, including targets and timeframes?	10	Partial	5	The program currently has one target that is an output not an outcome.

### Concluding Comments

It is recommended that the program improve communication and organization between the Coordinating Contractor and Service Providers. Performance measures should be based on outcomes, such as number of needed placements, number who found a stable living situation after leaving placement, number who ended up back in the custody of the Department of Corrections. In addition, Improved follow through and enhanced data sharing is recommended.

### Final Program Score and Rating

Final Score	Program Rating
75	Effective

### SPART Ratings

Programs that are **PERFORMING** have ratings of **Effective, Moderately Effective, or Adequate.**

- **Effective.** This is the highest rating a program can achieve. Programs rated Effective set ambitious goals, achieve results, are well-managed and improve efficiency. Score 75-100
- **Moderately Effective.** In general, a program rated Moderately Effective has set ambitious goals and is well-managed. Moderately Effective programs likely need to improve their efficiency or address other problems in the programs' design or management in order to achieve better results. Score 50-74
- **Marginal.** This rating describes a program that needs to set more ambitious goals, achieve better results, improve accountability or strengthen its management practices. Score 25-49

Programs categorized as **NOT PERFORMING** have ratings of **Ineffective or Results Not Demonstrated.**

- **Ineffective.** Programs receiving this rating are not using your tax dollars effectively. Ineffective programs have been unable to achieve results due to a lack of clarity regarding the program's purpose or goals, poor management, or some other significant weakness. Score 0-24
- **Results Not Demonstrated.** A rating of Results Not Demonstrated (RND) indicates that a program has not been able to develop acceptable performance goals or collect data to determine whether it is performing.



## Glossary

**Best Practices:** Policies or activities that have been identified through evidence-based policymaking to be most effective in achieving positive outcomes.

**Evidence-Based:** Systematic use of multiple, rigorous studies and evaluations which demonstrate the efficacy of the program's theory of change and theory of action.

**Illinois Performance Reporting System (IPRS):** The state's web-based database for collecting program performance data. The IPRS database allows agencies to report programmatic level data to the Governor's Office of Management and Budget on a regular basis.

**Optimal Return on Investment (OROI):** A dollar amount that expresses the present value of program benefits net of program costs that can be expected if a program is implemented with fidelity to core principles or best practices.

**Outcome Measures:** Outcomes describe the intended result of carrying out a program or activity. They define an event or condition that is external to the program or activity and that is of direct importance to the intended beneficiaries and/or the general public. For example, one outcome measure of a program aimed to prevent the acquisition and transmission of HIV infection is the number (reduction) of new HIV infections in the state.

**Output Measures:** Outputs describe the level of activity that will be provided over a period of time, including a description of the characteristics (e.g., timeliness) established as standards for the activity. Outputs refer to the internal activities of a program (i.e., the products and services delivered). For example, an output could be the percentage of warnings that occur more than 20 minutes before a tornado forms.

**Results First Clearinghouse Database:** One-stop online resource providing policymakers with an easy way to find information on the effectiveness of various interventions as rated by eight nation research clearinghouses which conduct systematic research reviews to identify which policies and interventions work.

**Target:** A quantifiable metric established by program managers or the funding entity established as a minimum threshold of performance (outcome or output) the program should attain within a specified timeframe. Program results are evaluated against the program target.

**Theory Informed:** A program where a lesser amount of evidence and/or rigor exists to validate the efficacy of the program's theory of change and theory of action than an evidence-based program.

**Theory of Change:** The central processes or drives by which a change comes about for individuals, groups and communities

**Theory of Action:** How programs or other interventions are constructed to activate theories of change.

## **Section 3**

# **Supporting Documentation**

<b>Agency</b>	Department Of Corrections
<b>Program Name</b>	Parole Reentry
<b>Program Description</b>	These Parole Reentry provide a range of tools that aid in a successful Reentry process. This includes helping ex-offenders obtain residency in approved temporary housing and work towards obtaining gainful employment opportunities. These Parole Reentry also increase job possibilities for ex-offenders by providing skill building opportunities and employment incentives to employers of IDOC parolees.
<b>Target Population</b>	Parolees and ex-offenders.
<b>Activities</b>	Working with ex-offenders and parolees to ensure successful Reentry into society by helping to provide housing, clothing, job referrals and counseling.
<b>Goals</b>	Reduce recidivism and help provide successful Reentry back into society.
<b>Outcome</b>	Create Safer Communities

**PROGRAM FUNDING**

Appropriations (\$ thousands)		
FY16 Actual	FY17 Enacted	FY18 Recommended
11,001.8	10,516.6	11,813.4

**MEASURES**

<b>Number of individuals receiving placement</b> (Placement data was not uniformly reported prior to FY 2015.)
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**Reported :** Annually    **Key Indicator :** Yes    **Desired Direction:** Increase

**Benchmark :** Prior year's number of Parole Reentry    **Source :** Internal

reporting **Baseline :** 6,680    **Baseline Date :** 7/1/2015

**Methodology :** As funding is available, we seek to provide these Parole Reentry to applicable parolees and ex-offenders to allow for a successful Reentry into society.

FY 2016	FY 2017	FY 2018 Est.	FY 2019 Proj.
8,300	8,200	9,200	

## Fontaine et al, 2012; Fontaine et al, 2009; Markman et al, 2010

Program Evaluated: [Returning Home – Ohio \(RHO\) Pilot Program](#)

### Findings

Overall, the findings suggest that the supportive housing program had a modest, beneficial effect on recidivism outcomes.

- The treatment group was 40% less likely to be rearrested than the comparison group during the follow-up year ( $p < 0.01$ ). Results also indicated that treatment group participants were less likely to be reincarcerated than their comparison group counterparts, though this finding only approached significance ( $p < 0.10$ ).
- In addition, the length of time until first rearrest was significantly longer for the treatment group than the comparison group ( $p < 0.05$ ).
- However, though treatment group participants were less likely to be arrested, they had an average of 150% more rearrests than the comparison group ( $p < 0.01$ ). The researchers posit that this difference could be because treatment group participants, because of their supportive housing arrangements, were in more frequent contact with people likely to report their criminal behavior to authorities.
- The cost-benefit analysis found that RHO was not cost beneficial. Participation in the treatment group increased costs by more than \$9,500 per individual.

### Methodology

The researchers conducted a quasi-experimental design to evaluate the impact of participation in the supportive housing program on recidivism outcomes. The treatment group ( $N=121$ ) consisted of individuals who participated in the program, while the comparison group ( $N=118$ ) was composed of individuals who were eligible for but did not receive RHO services. Individual providers had the discretion to accept or reject eligible participants who were referred to them. There were two statistically significant differences between groups that indicated program participants may have been at a higher

### Evaluated Outcomes

BASIC RIGOR

Recidivism:

Employment: (not evaluated)

Substance Abuse: (not evaluated)

Age: Unspecified    Gender: Mixed

Locations: Ohio

risk of recidivism than comparison individuals: the treatment group had a higher proportion of members with drug or alcohol abuse and a higher average security level in prison. The treatment group also had a higher proportion of nonwhite participants.

The researchers used logistic regression to examine differences between the treatment and comparison groups in terms of the proportion of each group that was rearrested and reincarcerated. A Cox proportional hazards model was used to analyze time until first rearrest and a zero-inflated negative binomial regression was used to estimate differences in number of rearrests. In each model, the researchers controlled for basic demographic, mental health, disability, homelessness, incarceration, security, risk, and post-release supervision variables which included controls for the three variables noted above that differed between groups. Each individual was tracked for one year after release.<sup>[1]</sup> The researchers also conducted process and cost evaluations using data collected from semi-structured interviews with program staff and stakeholders and the program's administrative databases.

<sup>[1]</sup> Program referral was initially slow, so recruitment into the comparison group occurred more slowly than recruitment into the treatment group. This led to a significantly longer average time in the community for the treatment group. To account for this, the follow-up period was censored at one year for every individual.

#### Methodology Limitations

One of the limitations of this study is that the study population was only tracked for one year after release. This relatively short follow-up period may not have been sufficient to determine the full impact of supportive housing on the population, particularly given that some participants were not housed immediately after their release (see below). Furthermore, only 84 of the 121 treatment participants were ultimately housed successfully, which also limits the study's ability to speak to the success of the model as it was intended to be implemented. Finally, because the nine treatment providers involved in the program were focused on different target populations and used different housing models, it is difficult to identify the specific aspects of the program or characteristics of program participants associated with positive or negative recidivism outcomes through this study.

<https://whatworks.csgjusticecenter.org/evaluation/fontaine-et-al-2012-fontaine-et-al-2009-m...> 1/2/2018

**Study Population**

The study population consisted of individuals returning from ODRC between 2007 and 2009 who met the program criteria described above.

SEARCH

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- Treatment group
  - Gender: 76.9% male, 23.1% female
  - Race/ethnicity: 40.5% white, 59.5% nonwhite
  - Average age at release: 41.6
  - Average number of days served in prison: 907.4
  - Average number of previous incarcerations: 1.8
- Comparison group
  - Gender: 78.8% male, 21.2% female
  - Race/ethnicity: 60.2% white, 39.8% nonwhite
  - Average age at release: 42.4
  - Average number of days served in prison: 1289.7
  - Average number of previous incarcerations: 1.6

**Quality of Implementation**

The researchers conducted a comprehensive process evaluation of the RHO program, with a focus on program referral, enrollment, and linkage to services, which were standardized by ODRC and CSH. They noted that each of the nine housing providers participating in the RHO study managed its own supportive housing process, so consistency of service provision was not evaluated. With regard to program referral and enrollment, the program strove to identify and recruit participants while they were still in prison, but this was not always the case in practice. Nor were all participants housed immediately after release as intended; in fact, some participants were not housed until months after their release. This inconsistency, combined with the lack of standardization in service provision across sites, indicates that the program was not implemented with complete fidelity, a limitation which could affect the validity of the outcomes reported.

**Citation(s)**

Fontaine, J., D. Gilchrist-Scott, J. Roman, S. Taxy, and C. Roman (2012). "Supportive Housing for Returning Prisoners: Outcomes and Impacts of the Returning Home – Ohio Pilot Project." The Urban Institute.

Fontaine, J., C.A. Nadeau, C. Roman, and J. Roman (2009). "Evaluation of the Ohio Department of Rehabilitation and Correction and Corporation for Supportive Housing's Pilot Program: Interim Report." The Urban Institute.

Markman, J.A., J. Fontaine, J. Roman, and C.A. Nadeau (2010). "Evaluation of the Ohio Department of Rehabilitation and Correction and Corporation for Supportive Housing's Pilot Program: Interim Re-Arrest Analysis." The Urban Institute.

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<https://whatworks.csgjusticecenter.org/evaluation/fontaine-et-al-2012-fontaine-et-al-2009-m...> 1/2/2018