



Summer 2016

Illinois

*A Cost-Benefit Tool for Illinois
Criminal Justice Policymakers*

Results First

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In recent years, criminal justice research, including rigorous evaluation of existing programs and policies, has established that recidivism can be reduced through targeted interventions that address the drivers of a person's criminal behavior. These drivers are identified through risk and needs assessment and can be changed with proper programming and services. Programs that reduce the risk that individuals released from prison will commit additional crimes create measureable outcomes in terms of less victimization, lower government costs, and other economic benefits. The critical question for policymakers is: Do the benefits of a program outweigh the costs?

Cost-benefit analysis (CBA) answers that question by quantifying and weighing both costs and benefits to determine programs that will produce a sufficient return to warrant the investment of tax dollars. For this

report, the Illinois Sentencing Policy Advisory Council (SPAC) used the Illinois Results First cost-benefit model which includes a database of 52 programs in the criminal justice sector that have successfully reduced recidivism over time in a variety of states.¹ SPAC chose nine Illinois programs that are consistent with the programs in the database and for which cost data was available. The model incorporates Illinois-specific system costs incurred by state and local governments, crime trend and recidivism data, and victimization costs established by national research, including the costs to victims of medical expenses, property damage and losses, and lost wages.² SPAC's model compares the money spent on programs with the social value of the outcomes produced by that spending to produce a "Consumer Reports" style guide that allows policymakers to do an apples-to-apples comparison of these nine programs. In sum, Illinois can get

¹ For purposes of this report, recidivism is defined as a conviction following either a sentence to probation or release from prison. SPAC tracked recidivism rates, as well as the type and frequency of crime by each individual, over a nine-year period. Although other reports may use recidivism rates defined by arrests or re-incarceration, this report uses reconviction as the important measure.

² The Pew-MacArthur Results First Initiative, a project of the Pew Charitable Trusts and the John D. and Catherine T. MacArthur Foundation, works with Illinois, 21 other states, and 4 counties in California to implement an innovative cost-benefit analysis approach to aid state policy decision making. The cost-benefit analysis model used in this analysis was initially developed by the Washington State Institute for Public Policy and is now supported by the Results First Initiative. It is nationally recognized and has been peer reviewed by cost-benefit experts and researchers.

a better return on investment for taxpayers' dollars by focusing resources on programs with the most benefits and focusing cuts on those with the least benefits. The outcome measure used in the model is a reduction in recidivism.

This report is intended to be solely descriptive of the expected outcomes of investing in evidence-based programs that are implemented with fidelity to the evaluated programs and are subject to evaluation. SPAC does not make recommendations, oppose, or support specific policy proposals. SPAC is a statutorily created, independent commission of criminal justice stakeholders that reports to all three branches of government. SPAC is mandated to provide system-wide fiscal impact analysis and provide research and analysis to support implementation

of evidence-based practices. Cost-benefit analysis is one tool SPAC is using to weigh alternatives and potential outcomes as measured by lower recidivism rates. This is not a recommendation for specific programs but an informative report to facilitate planning and budgeting.

Figure 1 illustrates the outcomes that could be achieved with proper implementation and reliable quality assurance practices. It is important to note that program evaluations by neutral third parties are essential to ensure a program produces the desired outcomes. Currently, the programs in the Illinois Department of Corrections (IDOC) are being assessed to determine if they meet the core concepts of evidence-based programs and will be evaluated pursuant to federal funding through the Second Chance Act. This report will be updated as the evaluations are completed.

Figure 1. Illinois Results First Consumer Report

Adult Programs	Total Costs per Participant	Total Benefits per Participant ¹	Net: Benefits minus Costs	Benefit to Cost ratio (benefits for every \$1 of costs)	Percent of Scenarios with Positive Return
Preventing One Conviction²	--	\$118,746	\$118,746	--	--
Drug Courts (100% prison-bound) ^{3, 4}	\$19,425 <i>\$11,941 per year</i>	\$45,767	\$26,342	\$2.36	100%
Adult Transition Centers ³	\$18,924	\$32,805	\$13,881	\$1.73	100%
Correctional Education in Prison	\$3,514	\$15,312	\$11,798	\$4.36	100%
Vocational Education in Prison	\$4,546	\$13,312	\$8,766	\$2.93	100%
Drug Courts (50% prison-bound) ^{3, 4}	\$19,425 <i>\$11,941 per year</i>	\$26,623	\$7,198	\$1.37	100%
Cognitive Behavioral Therapy	\$422	\$7,381	\$6,959	\$17.49	100%
Therapeutic Communities in Prison ³	\$8,009	\$13,694	\$5,685	\$1.71	99%
Employment Training/Job Assistance in Community	\$220	\$4,458	\$4,238	\$20.26	99%
Illinois Correctional Industries	\$3,498	\$3,781	\$283	\$1.08	55%
Mental Health Courts ^{3, 4}	\$30,013 <i>\$17,626 per year</i>	\$25,087	-\$4,927	\$0.69	18%

¹ Appendix B divides the benefits by three recipient types: taxpayer, victim, and economy beneficiaries.

² The estimated total benefits of preventing one average conviction are \$118,746. See, SPAC, Illinois Results First: The High Cost of Recidivism (Summer 2015) at http://www.icjia.state.il.us/spac/pdf/Illinois_Results_First_1015.pdf.

³ Any criminal justice costs that would have occurred without the program are benefits because they are avoided government expenses.

⁴ Specialty courts produce some of the largest benefits but, due to the long duration of the program and high intensity services, cost more than other programs. The net effect depends on who the program diverts and the comparison costs, as well as the duration and costs of each county's particular program. For example, if only half of the drug court participants were diverted from prison and the other half would have received probation, the benefits (avoided taxpayer costs) are significantly lower.

The cost-benefit results are calculations that rely on the assumption of faithful implementation of the evidence-based practices.³ Evidence-based in this context means the program model has been proven to be effective in multiple sites and across diverse populations through rigorous, neutral evaluations. To achieve these recidivism reductions and the associated benefits, the core concepts of those programs must be followed. Years of research on evidence-based practices indicates that Illinois could replicate successful program outcomes by:

1. Implementing proven programs with fidelity to the core concepts. Fidelity means that all of the programs' core concepts are followed, so the results should be consistent with the expected outcomes. If programs are implemented without fidelity to core concepts, for example, if the participants are admitted to programs that do not target their needs or if participants receive too little or too much programming, then the projected benefits will not be achieved.
2. Ensuring consistent review and evaluation of the programs to protect fidelity to the core concepts. In programs that work, this quality assurance process is ongoing and rigorously conducted over time. Quality assurance helps identify problems with implementation before they become issues that undermine the program outcomes.
3. Collecting and analyzing outcome data to conduct independent program evaluations. This critical component of evidence-based practices verifies the expected outcomes and ensures those outcomes are realized. Program evaluations are also the source for future evidence-based programs. Unfortunately, program evaluations have not been done on the vast majority of programs that are currently funded.
4. Prioritizing funding, with proper analysis of outcomes and resource use, based on success. Success can be defined as any program producing positive social benefits and returns on the investment of taxpayer dollars. Budget decisions should systematically incorporate this information into annual budgets, so that programs that

produce benefits and a reasonable return on investment are prioritized for funding, and those that do not produce benefits and a reasonable return on investment are prioritized for budget cuts.

This report builds on SPAC's previous report on the cost of recidivism. Criminal history records show that those who recidivate commit a substantial portion of crime in Illinois. Only 11% of the 132,606 total convictions in 2013 were of individuals with no prior arrests. SPAC's profiles of average offenders demonstrate that many people who are sentenced to prison have long histories of prior arrests and several convictions on their records.⁴

The average cost of a reconviction is \$118,746 to Illinois taxpayers, victims, and the broader economy.⁵ Almost half of these costs are borne by victims, which underscores the high value for public safety in reducing recidivism. For example, a one percent reduction in the state-wide recidivism rate would produce a benefit of \$108 million. The benefits would be \$52 million in reduced victimization costs and \$37 million in reduced government costs.⁶

The following pages describe in detail the programs in the Illinois Results First cost-benefit analysis results. Additional information on cost-benefit methodology and the system inputs are available in the supplement to the High Cost of Recidivism report.⁷

Interpreting Cost-Benefit Analyses

Cost-benefit results may be considered from a variety of perspectives. In cost-benefit terminology, the policymaker may seek to maximize:

1. The greatest social good (maximize net benefits),
2. The biggest bang-for-the-buck (highest benefit-to-cost ratio), or
3. The least risky investment (focus on percent of simulations with a positive return).

The results on the previous page can be prioritized for each of these objectives.

³To be "evidence-based," the program model has been proven to be effective in multiple sites and across diverse populations. See, e.g., 730 ILCS 190/5(b)(4) (2015); WASH. REV. CODE § 71.36.010(8) (2016).

⁴Offender profiles are available at <http://www.icjia.state.il.us/spac/> under the Publications tab.

⁵SPAC, Illinois Results First: High Cost of Recidivism, (Summer 2015).

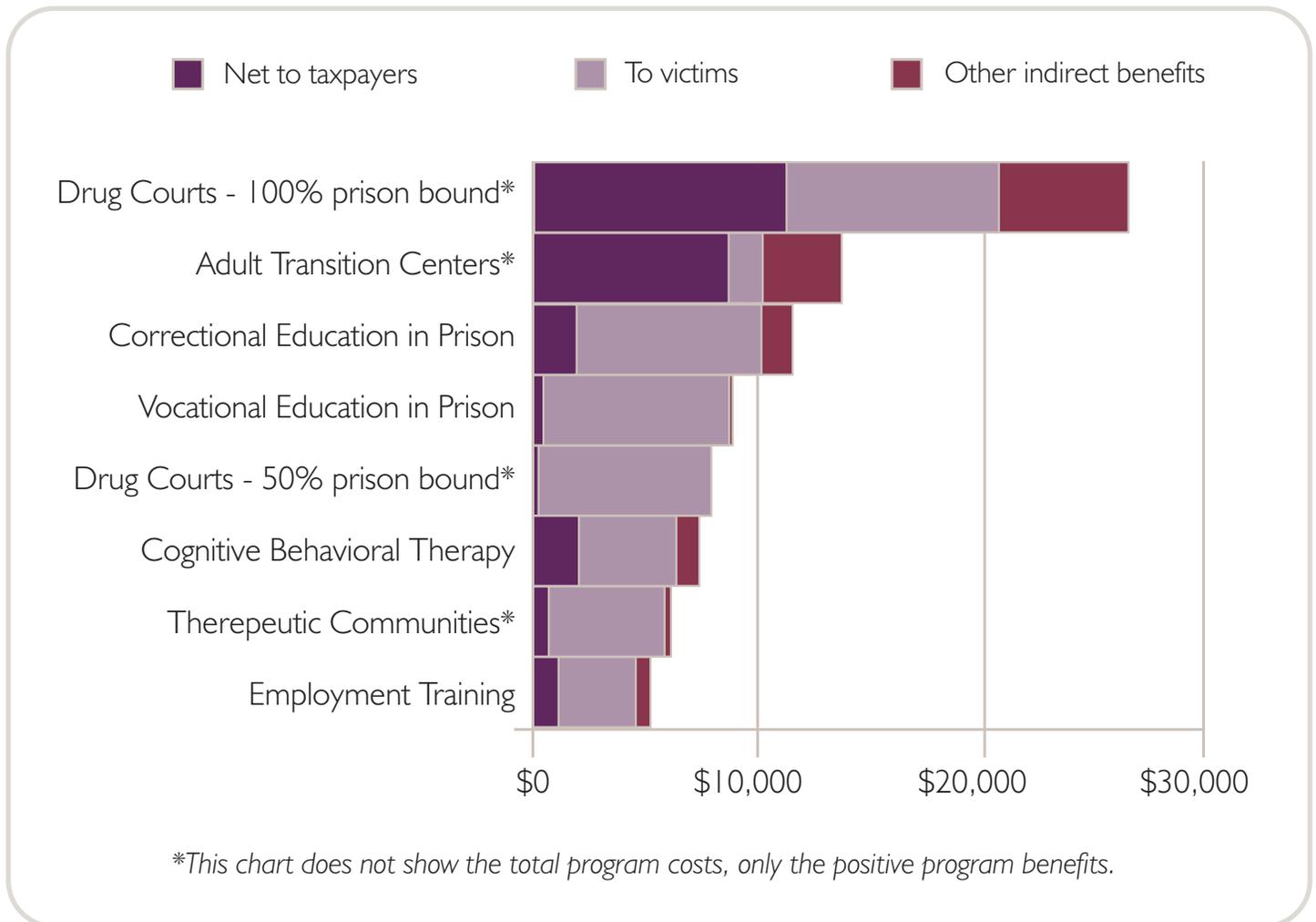
⁶SPAC, High Cost of Recidivism, (Summer 2015), pg. 6. There were an additional \$19 million in economic benefits.

⁷SPAC, Illinois Results First: High Cost of Recidivism Supplement, (Summer 2015), available at: http://www.icjia.state.il.us/spac/pdf/High_Cost_of_Recidivism_Supplement_080515.pdf.

Greatest Social Good

Under the first measure, the costs are subtracted from the total benefits, which include all benefits for the taxpayers, the broader economy, and crime victims. The costs are the per person costs that occur when implementing a program compared to the costs of business as usual. If a policymaker wishes to maximize public benefit, he or she would select programs with the largest net benefit per participant. Figure 1 on page 2 shows the net benefits for each program, with the largest net benefits at the top of the table. Figure 2 shows programs ranked by the magnitude of benefit (column 4 of Figure 1).⁸

Figure 2. Total Benefits

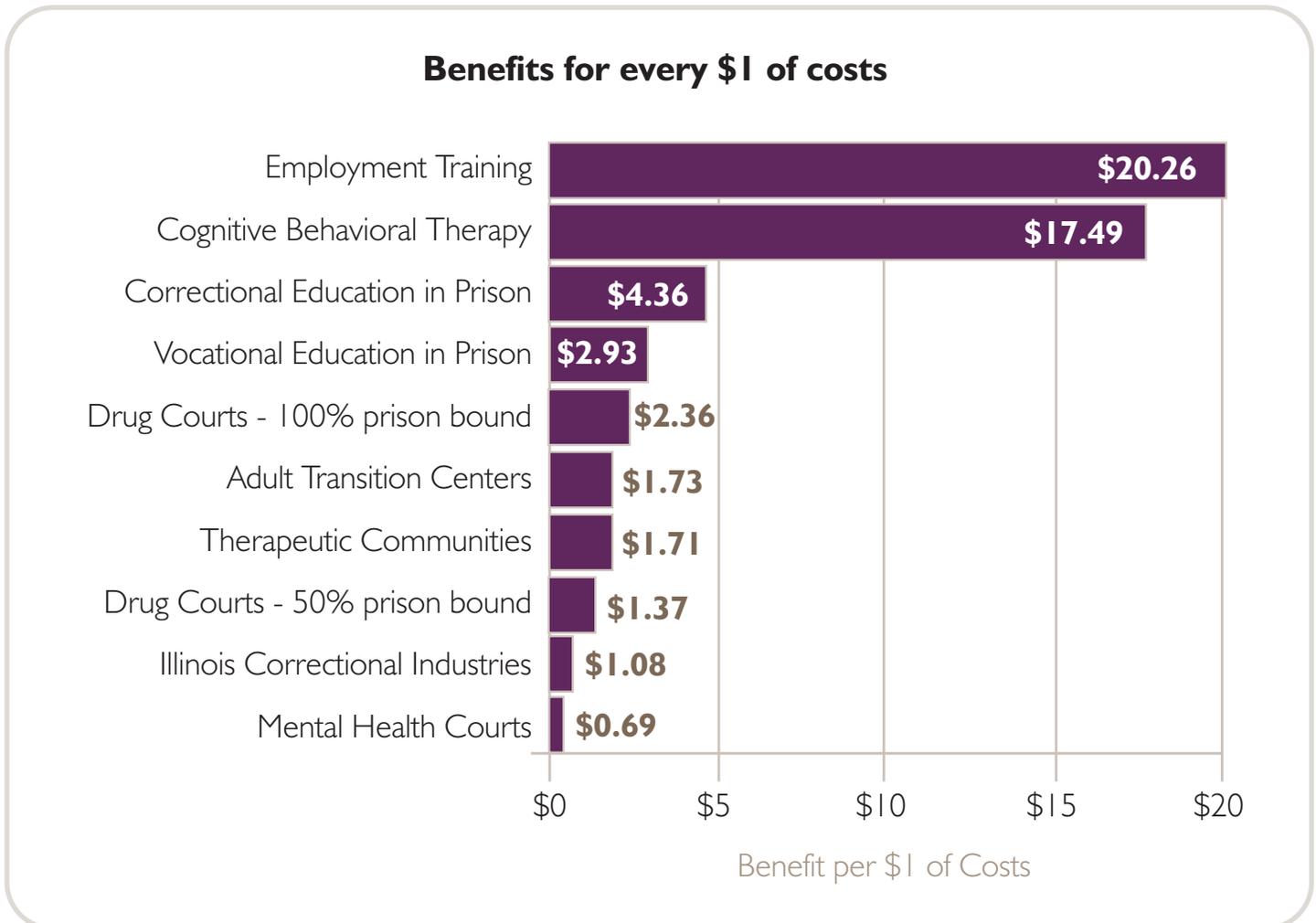


⁸ The Illinois Correctional Industries and Mental Health courts have a negative benefit, a cost, for taxpayers. Because Figure 2 only shows the positive benefits, these two programs are not shown.

Bang-for-the-Buck

The second measure, the “bang-for-the-buck” measure, compares the total benefits to the costs. This metric demonstrates how many benefits are achieved for each dollar spent. If a policymaker wishes to maximize the return on investment, he or she would select programs with the largest benefit-to-cost ratio.⁹ Figure 3 below shows the benefit-cost ratio of each program.

Figure 3. Benefit-Cost Ratio



⁹ Prioritization should also account for potential capacity issues and match the appropriateness of available programming to the needs of Illinois' criminal justice population.

Least Risky

Finally, the percent of simulations with a positive return evaluates the riskiness of the program. For each program, the Illinois Results First model calculates the benefits and costs many times, each time varying the inputs within a reasonable range (i.e., the per-participant cost is varied 20% above and below the estimate for most programs).¹⁰ For some programs, the benefits may not exceed the costs during some of these simulations. If a policymaker wishes to minimize risk, he or she would select programs with the highest percent of positive returns.

For most of the programs reviewed here, the benefits will exceed the costs if the implementation meets the core concepts of the evidence-based practices. Seven of the nine programs are almost certain to produce more benefits than costs if implemented with fidelity, with 1% of the simulations returning a negative result. For Illinois Correctional Industries, 55% of the simulations returned a positive result. For this program, monitoring quality, fidelity, and expenses for this program would be essential for creating a positive return.

For mental health courts, only 18% of the simulations were positive. This program, like drug courts, produced large benefits for victims and taxpayers through reduced recidivism and avoided costs of incarceration. However, the costs for operating these programs were high due to the small number of offenders admitted and the long program duration. In addition, the avoided costs were less than the program costs because many participants would have been sentenced to less expensive probation without the specialty court.

Conclusion

SPAC selected these programs because reliable cost-estimates were available.¹¹ As SPAC continues to populate the model with cost data for additional evidence-based practices, additional reports will be produced. To produce the most accurate cost estimate, SPAC includes fringe benefits that are carried in the budget for Central Management Services rather than IDOC. Though they

are not part of the corrections budget they are part of the taxpayer costs for the system. SPAC updates these cost numbers annually.

The cost-benefit results in this report rely on the assumption that the Illinois programs follow the core concepts of evidence-based practices. Consistent quality assurance procedures are necessary to maintain fidelity to the core concepts that make individual programs work. Collecting and analyzing case level data for the programs Illinois chooses to implement with the goal of reducing recidivism is absolutely necessary to support a meaningful feedback loop to both policymakers and taxpayers. Evaluations—either testing outcomes or determining fidelity—are required to test this assumption and ensure the public achieves the desired result for the spending. Without neutral, third-party evaluations, it is not possible to measure the outcomes Illinois is buying with its tax dollars. These are the critical elements of shifting away from business as usual to an evidence-based, data and analysis driven system of policymaking. Cost-benefit analysis is a powerful tool to support that process.

¹⁰ This technique is a common mathematical method known as Monte Carlo simulation. More information on methodology can be found in the High Cost of Recidivism Supplement.

¹¹ SPAC vetted all program cost information with multiple providers across the State to ensure the estimates were reliable. The Monte Carlo simulation further tested for expected outcomes when different costs per participant were used. These two techniques allow SPAC to compare benefits to costs with the available information.

The following section describes the evidence-based programs and gives more detail on the expected net benefits and benefit-to-cost ratio. The programs are ordered by the biggest bang-for-the-buck and give the full detail of each program’s costs, benefits, and evidence base.

Evidence-Based Programs in Illinois Results First tool:

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Employment Training and Job Assistance in the Community

Employment and job training programs help inmates learn skills necessary for effective job searches, applications, and resumes. Policy interventions typically involve a combination of education services, vocational and occupational training, job placement assistance, and other social services. Topics covered in these classes include appropriate attire, behavior, resume writing, and interview skills. In addition, these programs frequently offer primary care and mental health services, legal services, parenting classes, and counseling.

National Research Base

WSIPP reviewed twelve programs designed to help offenders with the job search process. Some offered financial assistance during the search for employment, while others required substance abuse treatment. Defendants participated in this program for an average of one year. Counselors, supervisors, and job developers are examples of the providers in the employment training/job assistance program. Generally, these programs reduced recidivism rates.

Illinois Program

SPAC estimated the average marginal cost of \$220 per participant in employment and job training in the community. This estimate does not include any room and board; it solely reflects the cost of training and job assistance services. The figure is calculated from reviewing a program in Chicago that supports reintegration and steady employment. The \$220 per participant includes all staff benefits but not the fixed costs of administrative overhead. This figure represents SPAC's estimates for the current marginal cost of providing employment and job assistance for each new participant in Illinois for purposes of the Results First cost-benefit model. During the Results First simulation testing, the model varied the job training programs' costs up to 20% above and below the listed estimate.

Results: Employment and Job Training in the Community Dashboard

The program dashboard below shows the results produced by the Illinois Results First cost-benefit tool. In 99% of the simulations, the benefits of \$4,458 outweigh the \$220 in costs per participant. However, 1% of the simulations resulted in net losses for the taxpayer (the costs exceeded the expected benefits). The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. Based on this analysis, the program is likely to be a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

Employment and Job Training in the Community

PROGRAM INPUTS

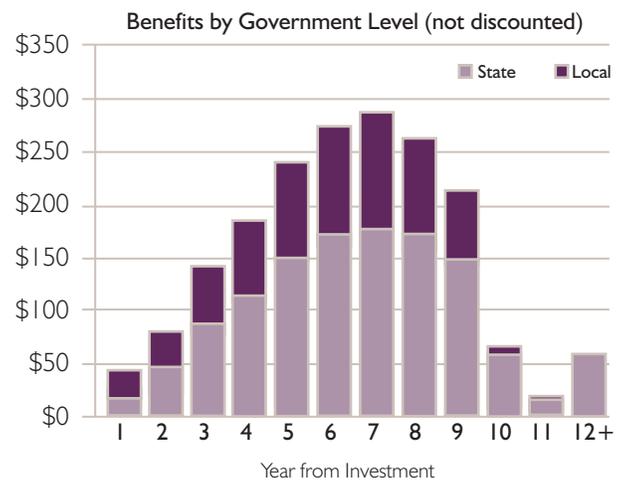
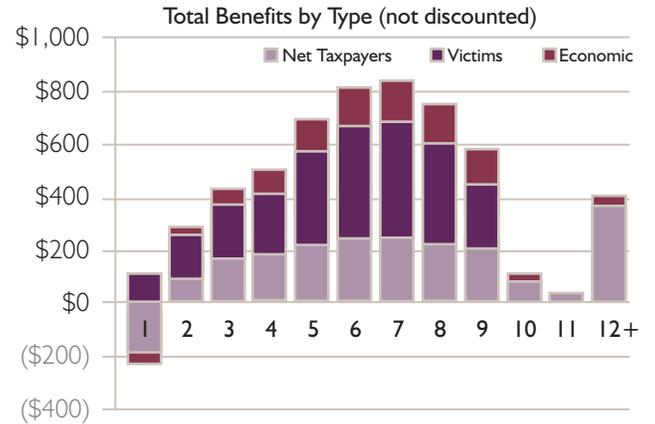
*Target participant: general prison and probation populations
Average length of participation: one year or less*

Costs		Benefits by Type	
Average Annual Cost	\$220	Taxpayer <i>(Reduced Recidivism)</i>	\$1,578
		Taxpayer <i>(Avoided Costs)</i>	--
Costs: Net Present Value	\$220	Victims <i>(Reduced Recidivism)</i>	\$2,173
		Economy <i>(Indirect Benefits)</i>	\$707
Total Costs:	\$220	Total Benefits:	\$4,458

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$4,238	\$20.26	99%

ANNUAL CASH FLOWS



Cognitive Behavioral Therapy

Cognitive Behavioral Therapy (CBT) stresses individual accountability while helping the offender to understand that cognitive distortions and negative thinking processes contribute to criminal behavior. CBT is offered in both institutional and community program settings. Most CBT programs use a validated curriculum designed to teach offenders problem-solving and social skills in order to modify criminal behavior.

Across the country, many name brand curricula are sold to criminal justice agencies and social service providers. Most of these name brand programs target specific behaviors or types of offenders. For example, the Reasoning and Rehabilitation Program (R&R) teaches offenders problem solving and social skills; how to manage emotions in safe and healthy ways; and critical reasoning skills. The R&R program stresses thinking before acting so that offenders process the potential consequences of their behavior. Another program, Think First, addresses offenders' social cognitive skills to teach them how thought patterns lead to or prevent offending.

Two other programs, Moral Reconciliation Therapy (MRT) and Thinking 4 Change (T4C), help offenders learn pro-social skills and attitudes, often with building an understanding of past thought patterns and moral development. MRT identifies nine stages of moral development and provides offenders a set of treatment steps to accompany them. T4C offers 22 lessons to help offenders learn and practice pro-social skills and attitudes.

The advantage of CBT is that specialized training can be provided to probation or parole officers, social workers, correctional staff, or service providers so that CBT can be offered to appropriate individuals. In many locations, CBT providers are corrections employees who have received the extensive CBT training on methods of delivery. Many CBT curricula include a "train the trainer" program so that training can be provided in-house as needed. In Illinois, some probation officers that have become trainers work with other agencies to provide training at no cost.

National Research Base

WSIPP reviewed 24 name brand and 16 non-name brand CBT programs. The meta-analysis found no difference in recidivism reduction results for the name brand and generic CBT programs. The amount of time in treatment usually varies based on where the treatment occurs and the level of security required if it is in a correctional setting.

Illinois Program

In Illinois, many probation departments offer some type of CBT. Currently CBT is not in IDOC facilities, but there are plans to implement a CBT program in the near future. At present, SPAC estimates that the cost of implementing CBT in Illinois would be consistent with the costs in Washington state, or \$422 per person, adjusted to reflect the average differential of wages in Illinois.¹² As SPAC develops more Illinois-specific cost data and calculations, this figure will be updated to reflect the costs of CBT programs in the state. To test the cost estimate, SPAC used the Results First simulation testing, and varied the CBT costs up to 30% above and below the average cost of \$422.¹³

Results: Cognitive Behavioral Therapy Dashboard

The program dashboard below shows the results produced by the Illinois Results First cost-benefit tool. The net benefits of \$7,381 outweigh the \$422 in costs per participant. The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. Based on this analysis, the program is likely to be a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

¹² The difference in costs between the states is calculated using the all-occupation mean wage statistic from the U.S. Bureau of Labor Statistics State Employment and Wage table.

¹³ SPAC increased the variation in the Monte Carlo simulations to account for possible differences between Illinois and Washington cognitive-behavioral programs. Of all the simulations, the increased variation did not produce any result where costs outweighed benefits. SPAC also vetted the program costs with Illinois service providers who confirmed the cost estimates used were consistent with their own.

Cognitive Behavioral Therapy

PROGRAM INPUTS

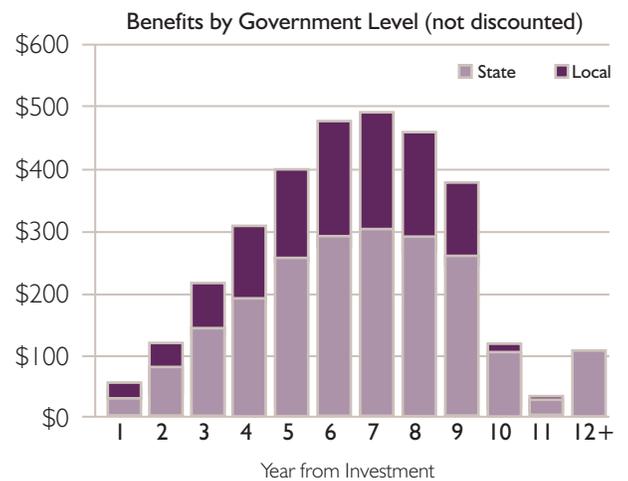
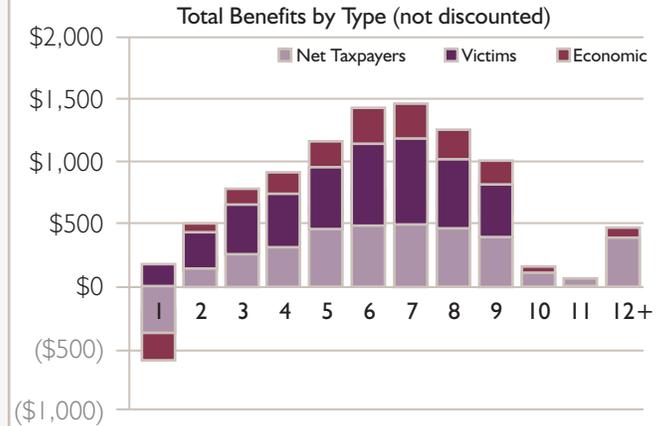
Target participant: general prison and probation populations
Average length of participation: one year or less

Costs		Benefits by Type	
Average Annual Cost	\$422	Taxpayer (Reduced Recidivism)	\$2,662
Costs: Net Present Value	\$422	Taxpayer (Avoided Costs)	--
		Victims (Reduced Recidivism)	\$3,655
Total Costs:	\$422	Economy (Indirect Benefits)	\$1,124
		Total Benefits:	\$7,381

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$6,959	\$17.49	100%

ANNUAL CASH FLOWS



Correctional Education in the Illinois Department of Corrections

Correctional education in prison encompasses a broad array of programs for incarcerated individuals. Programs consist of Adult Basic Education (ABE) classes, General Educational Development (GED) and testing preparation, and Post-Secondary Education. The provider of correctional education in prison is the Bureau of Correction Education within the Department of Corrections. The Bureau uses state-certified teachers and instructors who are funded by community colleges and some universities to conduct classes.

National Research Base

WSIPP reviewed eight program evaluations and found positive reductions in recidivism. While inmates do not spend a specified amount of time in educational programs, there is a rough guide on the amount of schooling necessary to produce results. Of those programs evaluated, about half of all educational programs were for ABE classes, while over forty percent were in GED classes. For ABE classes, inmates attended about 141 hours and 30 weeks in classes and had a 78.1% completion rate. For GED classes, inmates spent about 111 hours and 29 weeks in classes and had a 73.6% completion rate.

Illinois Program

In Illinois, SPAC estimated the average education program to cost \$3,485 per participant. This estimate is calculated from a review of average monthly student participants, number of teachers and average salaries, and the average number of correctional staff supervising the educational courses per facility. These program costs include staff benefits. Importantly, these estimates are for SPAC's cost-benefit analysis and not for IDOC budgeting. IDOC's appropriation line item does not pay for benefits and some teacher salaries are listed in other departments and agencies. However, all of these costs are taxpayer expenses dedicated to this recidivism-reducing program and are included in order to get the most accurate cost-benefit analysis of the program. During the Results First simulation testing, the model varied program costs up to 20% above and below the average cost.

Results: Correctional Education Dashboard

The dashboard below shows the results produced by the Illinois Results First cost-benefit tool. The program's net benefits of \$13,779 outweigh the \$3,533 in costs per participant. The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. If government resources are reinvested in evidence-based programs, like this one there should be a net gain for the public and the system. The dashboard terms are defined in Appendix A on page 27.

Correctional Education in Prison

PROGRAM INPUTS

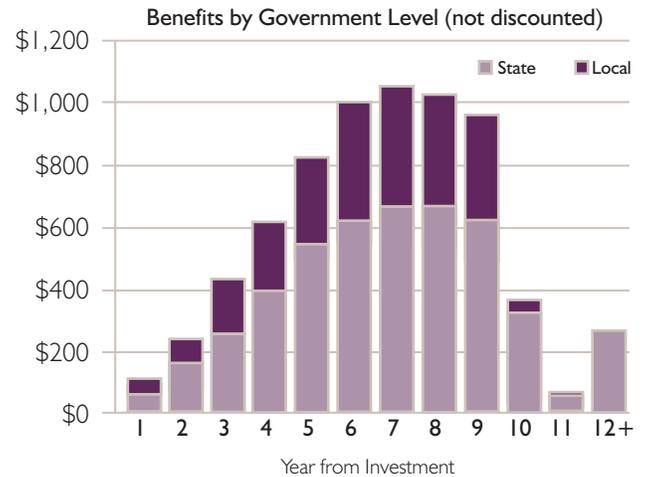
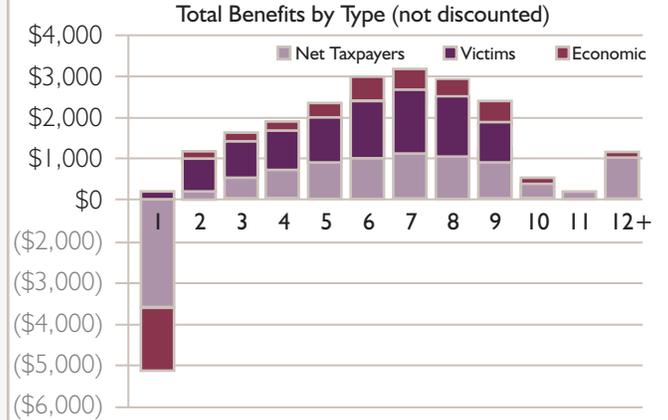
Target participant: general prison population
Average length of participation: one year or less

Costs		Benefits by Type	
Average Annual Cost	\$3,533	Taxpayer (Reduced Recidivism)	\$5,401
Costs: Net Present Value	\$3,533	Taxpayer (Avoided Costs)	--
		Victims (Reduced Recidivism)	\$7,348
		Economy (Indirect Benefits)	\$1,030
Total Costs:	\$3,533	Total Benefits:	\$13,779

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$10,247	\$3.90	100%

ANNUAL CASH FLOWS



Vocational Education in the Illinois Department of Corrections

Vocational education is a set of trade-certification programs offered in prisons. The goal is to help offenders develop marketable job skills in a variety of trades, including welding, auto repair, building maintenance, and graphic design. In addition to learning trades, offenders may earn certificates or college credit. Vocational education in prison is run by correctional staff, but may involve administrators, case managers, and teachers as well.

National Research Base

WSIPP reviewed three program evaluations and found positive reductions in recidivism. In these programs, case managers often met with inmates and facilitated a meeting between inmates and employment specialists to help secure employment immediately following their release. The meta-analysis found that the average amount of time inmates spend in vocational education was seven months.

Illinois Program

In Illinois, SPAC estimated the average vocational program to cost \$4,509 per participant. This estimate is calculated from a review of average monthly participants, number of instructors and average salaries, and the average number of correctional staff supervising the vocational activities per facility. These program costs include staff benefits. Importantly, these estimates are for SPAC's cost-benefit analysis and not for IDOC budgeting. IDOC's appropriation line item does not pay for benefits and some instructor salaries are listed in other departments and agencies. However, all of these costs are taxpayer expenses dedicated to provision of this recidivism-reducing program and are included in order to get the most accurate cost-benefit analysis of the program. During the Results First simulation testing, the model varied vocational programs' costs up to 20% above and below the average cost.

Results: Vocational Education Dashboard

The dashboard below shows the results produced by the Illinois Results First cost-benefit tool. The program's benefits of \$13,312 outweigh the \$4,546 in costs per participant. The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. If government benefits are reinvested in this or other evidence-based programs, the program could become a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

Vocational Education in Prison

PROGRAM INPUTS

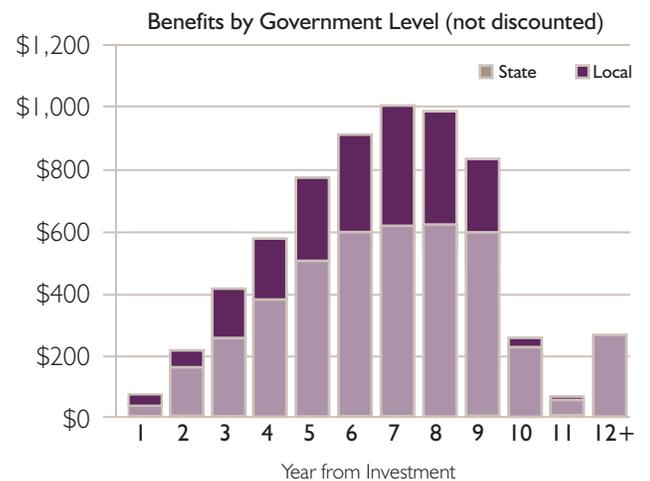
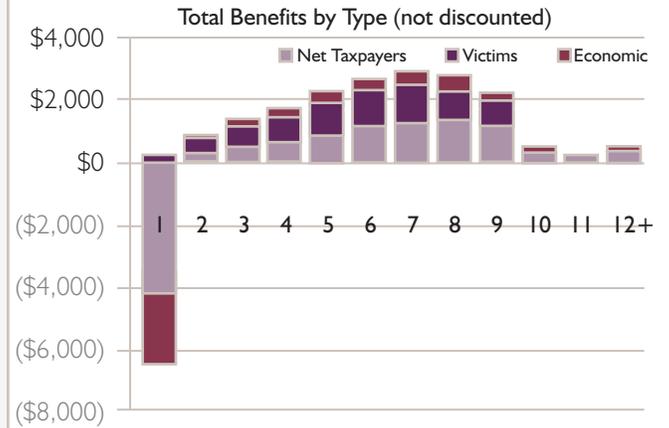
Target participant: general prison population
Average length of participation: one year or less

Costs		Benefits by Type	
Average Annual Cost	\$4,546	Taxpayer (Reduced Recidivism)	\$5,396
Costs: Net Present Value	\$4,546	Taxpayer (Avoided Costs)	--
		Victims (Reduced Recidivism)	\$7,605
		Economy (Indirect Benefits)	\$312
Total Costs:	\$4,546	Total Benefits:	\$13,312

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$8,766	\$2.93	100%

ANNUAL CASH FLOWS



PROBLEM-SOLVING COURTS

This report looks at two types of problem-solving courts, drug and mental health courts. It should be noted that the Illinois Supreme Court recently adopted certification standards for problem-solving courts. Certification is a well-established best practice that helps insure implementation with fidelity to core concepts and ongoing quality assurance. It is expected that the certification and continued oversight of problem solving courts by the Illinois Supreme Court will be a significant factor in improving and maintaining the outcomes produced by these courts.

Drug Courts

Drug courts use a multi-faceted approach to reduce recidivism and treat substance abuse and dependency of drug-involved defendants. To achieve these goals, drug courts utilize comprehensive supervision, treatment services, drug testing, and swift and certain sanctions and incentives. Judges, prosecutors, defense attorneys, probation officers, law enforcement, and treatment providers work together to create a plan to manage the individual's treatment and change their criminal behavior.

National Research Base

WSIPP reviewed fifty-one program evaluations and found reductions in offenders' recidivism rates. The program treatment usually lasts about 12 months. Participation in this program sometimes requires defendants to plead guilty and sometimes drug courts require a pre-plea program. As the defendant moves through three to five stages in the program, each stage decreases the intensity of the intervention. Successful completion of a program often leads to the participants' charges being reduced or dismissed. For the most part, drug courts are voluntary programs and offered to nonviolent felony offenders. National research and best practices urge that participation be determined based on risk assessments without exclusion based on offense. Proper programming

of high risk/high need offenders, including those with violent offenses, yields the greatest benefit to society.

Illinois Program

In Illinois, the Chief Judge of each judicial circuit is mandated to create a drug court (730 ILCS 166/15(a)). Treatment providers in drug courts are typically community-based and contracted by the county using a variety of funding sources. SPAC estimated the total annual cost per person for drug court was approximately \$11,941. The average duration of participation is 1.66 years, meaning that the total cost per person is \$19,425.¹⁴

Assuming drug court participants are prison-bound offenders, the comparison costs are an average cost of \$25,516 per person for 1.1 years of incarceration, the likely length of stay in prison in the absence of a drug court program.¹⁵ SPAC also simulated the expected benefits if only half of the participants are prison-bound. Under this scenario, the comparison costs are an average of \$14,837—half of the participants are avoiding 1.1 year of prison, the other half are avoiding two years of community supervision on probation.

The costs of drug courts' operation were calculated from a bottom-up review of stakeholder and staff time devoted to one drug court in operation for 10 years. Each participant's annual salary was multiplied versus the percent of time they spend on drug court activities. After subtracting the fixed costs (i.e., management personnel that would not fluctuate with the number of participants), the annual costs were divided by the average number of participants. During the Results First simulation testing, the model varied drug courts' costs up to 30% above and below the average cost.¹⁶

Results: Drug Court Dashboard

The dashboard below shows the results produced by the Illinois Results First cost-benefit tool if 100% of the participants were prison-bound. The net benefits of

¹⁴ Future costs are discounted by a 3.5% discount rate. This means a dollar of cost a year from now is worth \$0.95 and \$0.92 two years from now.

¹⁵ For comparison purposes, SPAC analyzed drug court participants' felony class and offense type to compare similar crimes' prison and probation sentences. This analysis resulted in the two scenarios where without this program (A) 100% would go to prison and spend, on average, 1.1 years in prison; or (B) 50% would go to prison and receive that term, the other 50% would be sentenced to two years on probation.

¹⁶ For specialty courts, SPAC varied the costs more than other programs because each county may operate their specialty courts differently, which affects the costs per participant. These costs were vetted with multiple counties.

\$45,767 outweigh the \$19,425 in costs per participant. The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. If

government benefits are reinvested in this or other evidence-based programs, the program could become a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

Drug Courts - 100% prison bound

PROGRAM INPUTS

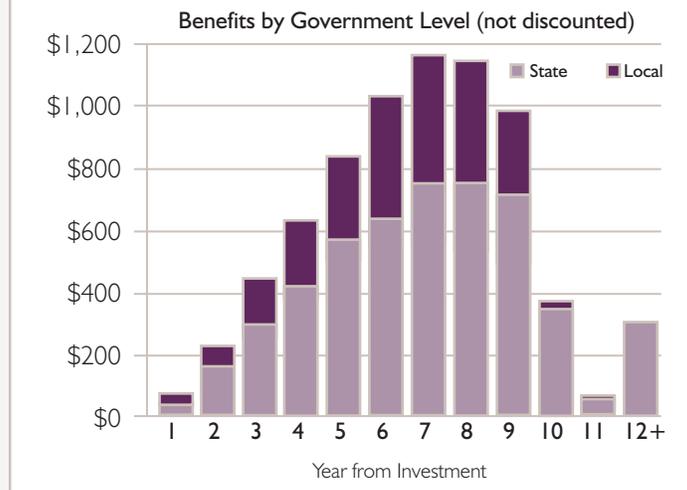
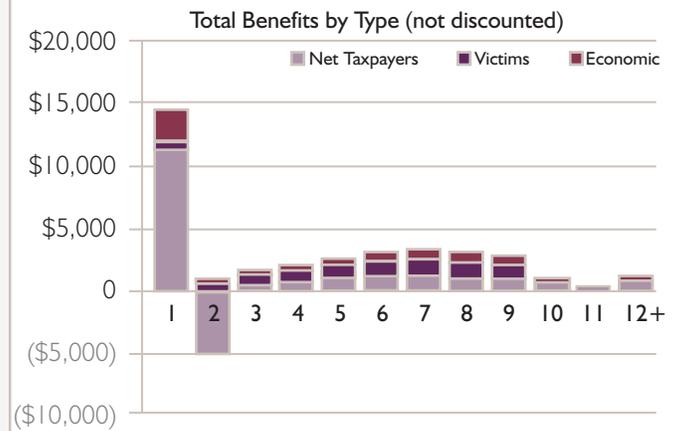
*Target participant: general prison population
Average length of participation: 1.66 years*

Costs		Benefits by Type	
Average Annual Cost	\$11,940	Taxpayer <i>(Reduced Recidivism)</i>	\$6,103
Costs: Net Present Value	\$19,425	Taxpayer <i>(Avoided Costs)</i>	\$25,516
		Victims <i>(Reduced Recidivism)</i>	\$8,545
		Economy <i>(Indirect Benefits)</i>	\$5,603
Total Costs:	\$19,425	Total Benefits:	\$45,767

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$26,342	\$2.36	100%

ANNUAL CASH FLOWS



The dashboard below shows the results if only 50% of the participants were prison-bound and the other participants would have gone to probation. The net \$26,623 in benefits still outweighs the \$19,425 in costs per participant.

Drug Courts - 50% prison bound

PROGRAM INPUTS

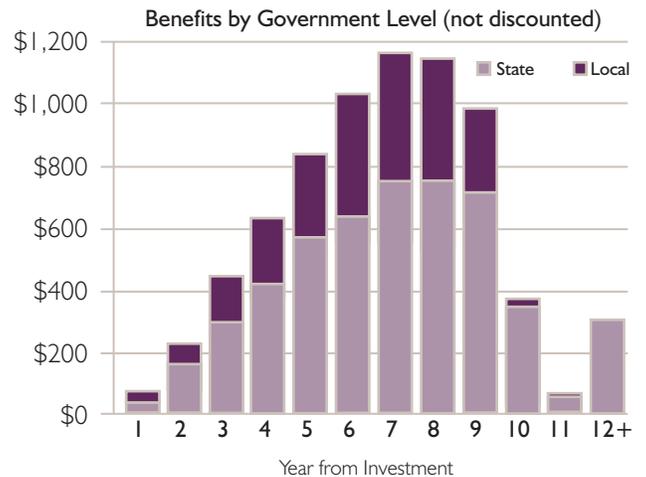
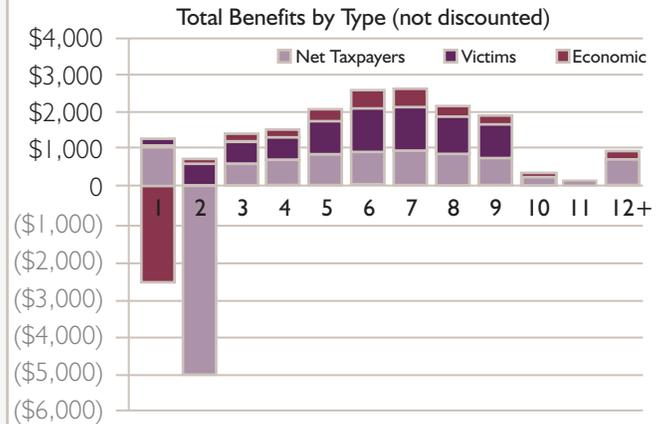
Target participant: general prison and probation populations
Average length of participation: 1.66 years

Costs		Benefits by Type	
Average Annual Cost	\$11,940	Taxpayer <i>(Reduced Recidivism)</i>	\$5,040
Costs: Net Present Value	\$19,425	Taxpayer <i>(Avoided Costs)</i>	\$14,837
		Victims <i>(Reduced Recidivism)</i>	\$6,789
		Economy <i>(Indirect Benefits)</i>	-\$43
Total Costs:	\$19,425	Total Benefits:	\$26,623

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$7,198	\$1.37	100%

ANNUAL CASH FLOWS



Mental Health Courts

Mental health courts provide both pre- and post-adjudication diversion into community-based treatments for offenders with serious mental health issues. Mental health courts use mental health assessments to create individualized treatment plans. Throughout the program there is judicial monitoring to ensure public safety and to address the needs of the offender.

Like drug courts and other specialty courts, mental health courts use a team decision-making approach in the courtroom. The team sets and imposes swift and certain consequences for noncompliance as well as frequent rewards for successes. Defendants who follow treatment plans and successfully complete their program may have their charges dropped or reduced. Those involved in mental health courts include a judge, public defenders, private attorneys, criminal justice, and mental health practitioners and probation officers.

National Research Base

WSIPP reviewed six studies and found reductions in offenders' recidivism rates. Mental health courts typically exclude offenders who are convicted of a violent felony, domestic violence, or driving under the influence. As with the drug court literature, national research and best practices suggest that participation be based on risk assessments and without offense-based limitations, including those with violent offenses. This inclusion process yields the greatest benefit to society. The average amount of time spent in national mental health court programs averaged 11 months. Many mental health courts are voluntary programs offered to nonviolent felony offenders. Participation in these programs sometimes requires defendants to plead guilty, and sometimes mental health courts require a pre-plea agreement.

Illinois Program

In Illinois, the Chief Judge of each judicial circuit may establish a mental health court program under the Mental Health Court Treatment Act (730 ILCS 168). Under the law, the prosecutor, defendant, and the court must all agree about participation before the offender can enter the program. Mental health courts can include offenders with either misdemeanor or felony offenses.

SPAC estimated the annual cost per person for mental health court was approximately \$17,626. The average duration of participation is 1.74 years, meaning that the total cost per person is \$30,013.¹⁷ The comparison costs are an average of \$13,784 per person without the program.¹⁸

The costs of mental health courts' operation were calculated from a bottom-up review of stakeholder and staff time devoted to one mental health court that has been in operation for 6 years in one county. Each participant's annual salary was multiplied versus the percent of time they spend on mental health court activities. After subtracting the fixed costs (i.e., management personnel that would not fluctuate with the number of participants), the annual costs were divided by the average number of participants. During the Results First simulation testing, the model varied mental health courts' costs up to 30% above and below the average.¹⁹

It has frequently been noted that the criminal justice system has become the primary delivery system for drug and mental health services. For both drug and mental health courts the model considers only the costs and benefits within the criminal justice system. Because people with behavioral health issues are frequently "super utilizers" of health care resources via emergency room visits, hospitalizations, and other social service resources, these courts may produce measureable benefits beyond

¹⁷ Future costs are discounted by a 3.5% discount rate. This means a dollar of cost a year from now is worth \$0.95 and \$0.92 two years from now.

¹⁸ For comparison purposes, SPAC analyzed mental health court participants' felony class and offense type to compare similar crimes' prison and probation sentences. This analysis resulted in the comparison cost, assuming that without this program 50% would go to prison and spend, on average, 1 year in prison and the other 50% would be sentenced to two years on probation.

¹⁹ For specialty courts, SPAC varied the costs more than other programs because each county may operate their specialty courts differently, which affects the costs per participant. These costs were vetted with multiple Illinois counties.

the confines of the criminal justice system.

Results: Mental Health Court Dashboard

The dashboard below shows the results produced by the Illinois Results First cost-benefit tool. In most simulations, the benefits of \$25,087 do not outweigh the \$30,013 in costs per participant. However, 18% of the simulations did result in net gains for the taxpayer. The dashboard lists the programs' inputs, total costs and benefits, net

impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. Based on this analysis, unless the results of the program are better than average, the program is unlikely to be a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

Mental Health Courts

PROGRAM INPUTS

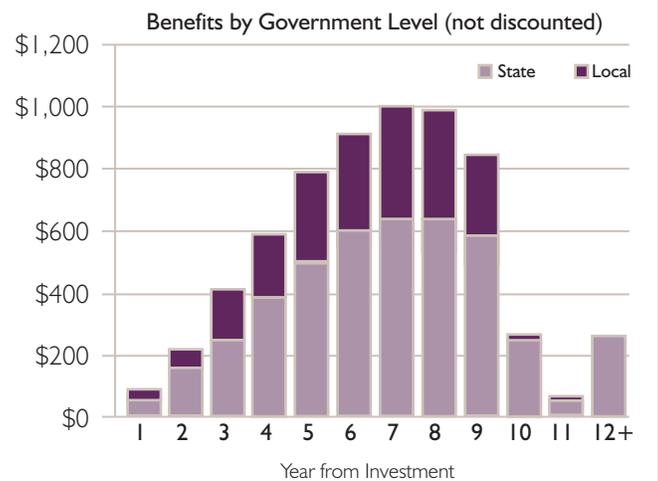
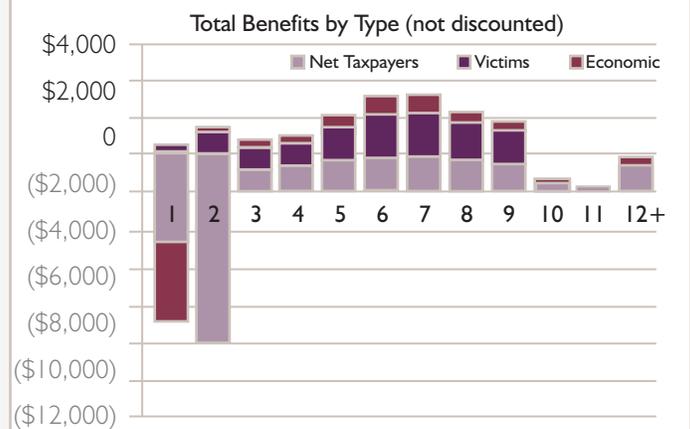
Target participant: general prison and probation populations
Average length of participation: 1.74 years

Costs		Benefits by Type	
Average Annual Cost	\$17,626	Taxpayer (Reduced Recidivism)	\$5,040
Costs: Net Present Value	\$30,013	Taxpayer (Avoided Costs)	\$14,837
Total Costs:	\$30,013	Victims (Reduced Recidivism)	\$6,789
		Economy (Indirect Benefits)	-\$43
		Total Benefits:	\$26,623

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
-\$4,927	\$0.69	18%

ANNUAL CASH FLOWS



Adult Transition Centers (Work Release)

Work release programs are a type of incarceration where offenders can serve part or all of their sentences in a residential facility while employed in the community. Offenders work and earn wages in the community and return to the residential facility or correctional institution in the evening and on weekends. Offenders often keep their wages minus a deduction for administrative fees. Some work release programs offer treatment services and job placement as well. Facilitators of this program are Illinois Department of Corrections' staff and contractors.

National Research Base

WSIPP reviewed six program evaluations and found reductions in participants' recidivism rates. Inmates in work release programs often were from minimum security facilities. Most had served 85% of their sentence before being eligible for work release. Of the programs evaluated, the offenders worked full time and spent an average of 40 hours per week at their place of employment during their work release participation.

Illinois Program

In Illinois, four adult transition centers are or are substantially similar to work release programs. Two are in Chicago, one is in Aurora, and one is in Peoria. The Fox Valley ATC in Aurora is only for women. Overall, these programs oversee about 900 offenders on any given day. SPAC worked with an Illinois provider to estimate the average cost per participant of approximately \$18,924.²⁰ This estimate reflects the total operating costs (i.e., non-administrative costs) divided by the number of participants. During the Results First simulation testing, the model varied work release costs up to 20% above and below the average cost.

Results: ATC Dashboard

The program dashboard below shows the results produced by the Illinois Results First cost-benefit tool. The

net benefits of \$32,805 outweigh the \$18,924 in costs per participant. The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. Based on this analysis, the program is likely to be a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

²⁰ For comparison purposes, this analysis assumes that without this program an offender would spend an additional year in prison.

Adult Transition Centers

PROGRAM INPUTS

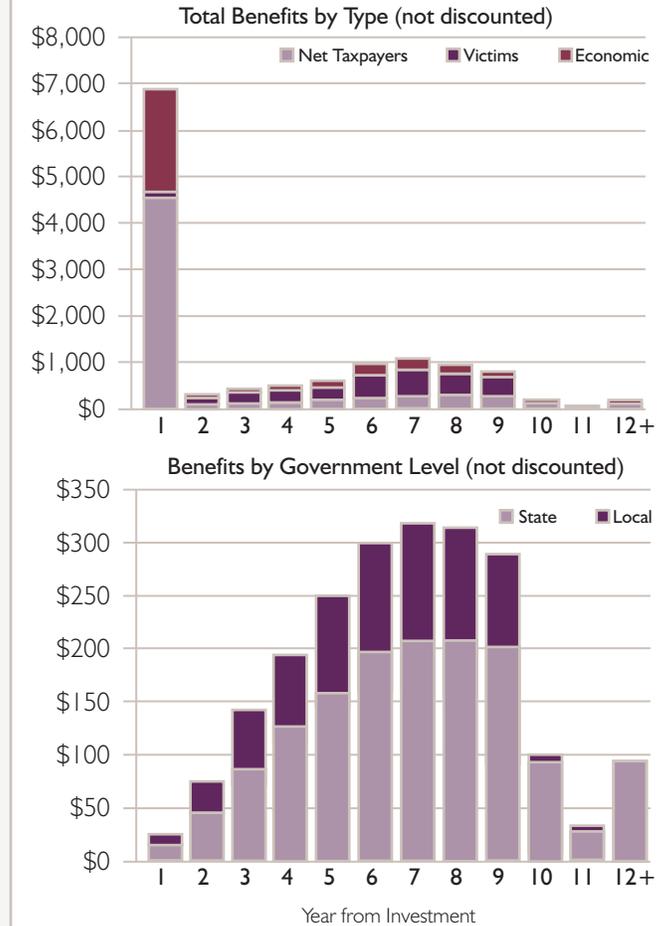
Target participant: general prison population
Average length of participation: one year or less

Costs		Benefits by Type	
Average Annual Cost	\$18,924	Taxpayer (Reduced Recidivism)	\$1,767
Costs: Net Present Value	\$18,924	Taxpayer (Avoided Costs)	\$25,516
		Victims (Reduced Recidivism)	\$2,493
Total Costs:	\$18,924	Economy (Indirect Benefits)	\$3,029
		Total Benefits:	\$32,805

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$13,881	\$1.73	100%

ANNUAL CASH FLOWS



Therapeutic Communities in Illinois Prisons

Therapeutic communities in prison are the most intensive form of substance abuse treatment available to inmates. Inmates live in structured residential living units that gradually increase personal liberties and responsibilities as offenders progress through the program. These types of programs typically last six to eighteen months and generally utilize community drug abuse treatment providers. Staff members who work with offenders with both substance and mental health disorders receive initial training as well as a specialized curriculum and weekly consultation with a supervisor.

National Research Base

WSIPP reviewed eighteen program evaluations and found positive reductions in recidivism. Offenders with serious substance abuse problems who completed the program also needed a post-release residential treatment for three months. The residential treatment was followed with three to nine months of outpatient counseling.

Illinois Program

In Illinois, both Southwestern Illinois (SWICC) and Sheridan correctional centers operate as therapeutic communities. Both programs have been independently evaluated and recidivism reductions confirmed when the programs matched the core components of the evidence-based practices. The evaluations noted that outcomes improved dramatically for those who had continued access to an aftercare program following their release from prison and declined for those who went from residential treatment back into the general population.

In Illinois, SPAC estimated \$8,009 per participant as the marginal cost of therapeutic communities in prison. This estimate was calculated using IDOC's marginal spending by facility, divided by the average number of individuals receiving treatment by Sheridan and SWICC. The number treated was adjusted upwards to account for the number of individuals supervised with treatment using aftercare expenditures from these facilities. The adjustment was based on the evaluation of the Sheridan and SWICC programs. This marginal cost was compared

to the average marginal cost at all other IDOC facilities, \$5,532. During the Results First simulation testing, the model varied therapeutic communities' costs by 20% above and below the marginal cost.

Results: Therapeutic Communities in Prison (Sheridan and SWICC) Dashboard

The program dashboard below shows the results produced by the Illinois Results First cost-benefit tool. In almost all (99%) of the simulations, the benefits of \$13,694 outweigh the \$8,009 in costs per participant. However, 1% of the simulations resulted in net losses for the taxpayer (the costs exceeded the expected benefits). The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. Based on this analysis, the program is likely to be a net gain for the taxpayer. The dashboard terms are defined in Appendix A on page 27.

Therapeutic Communities in Prison (Sheridan and SWICC)

PROGRAM INPUTS

Target participant: general prison population
Average length of participation: one year or less

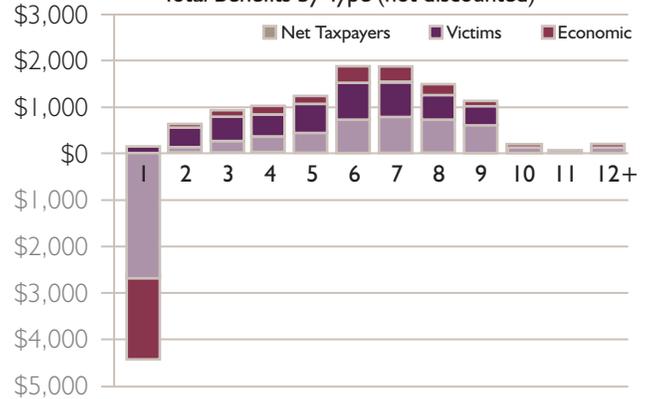
Costs		Benefits by Type	
Average Annual Cost	\$8,009	Taxpayer (Reduced Recidivism)	\$3,429
		Taxpayer (Avoided Costs)	\$5,532
Costs: Net Present Value	\$8,009	Victims (Reduced Recidivism)	\$4,536
		Economy (Indirect Benefits)	\$197
Total Costs:	\$8,009	Total Benefits:	\$13,694

NET IMPACT

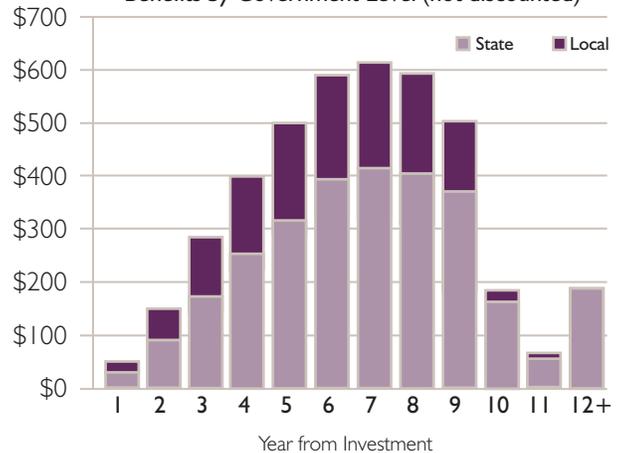
Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$5,685	\$1.71	99%

ANNUAL CASH FLOWS

Total Benefits by Type (not discounted)



Benefits by Government Level (not discounted)



Illinois Correctional Industries

Illinois Correctional Industries (ICI) are corrections-based industry programs that provide vocational training to offenders while producing quality products and services. The goal is to enhance public safety by providing vocational training and valuable job skills while using the sale price of the goods produced to operate at no cost to the Illinois taxpayers. Nationally, correctional industries are an evidence-based practice that reduce recidivism and assist in returning offenders to productive and law abiding citizenship following their release from prison, as well as minimizing prison disorder. The jobs offered by correctional industries include: cafeteria work, laundry services, printing, and different types of manufacturing.

National Research Base

WSIPP reviewed seven studies to find that these programs reduce recidivism. Of these studies, the majority of participants were male (90%) and served an average of five years in prison. Additionally, inmates who had been working in the program for at least six consecutive months worked an average of five days a week for about six hours.

Illinois Program

In Illinois, IDOC runs correctional industries which provides services to the state prison system, including laundry, bakery, furniture construction, and eyewear. Many of these services and goods are also provided to other state and local agencies. Under the Illinois Procurement Code, the state's Chief Procurement Officer can mandate that state agencies purchase their equipment needs from ICI programs (30 ILCS 500/45-30).

In Illinois, approximately 1,200 inmates participate in ICI program. In most years, these inmates, as well as students and other participants, earn approximately \$2 million in compensation. The largest programs are a bakery, an optical facility, and food processing centers. SPAC estimated the average ICI program costs \$3,469 per offender. SPAC calculated this figure by adding the total revenues and expenditures for the ICI program, which had a net loss in fiscal year 2014, and dividing that number by the number of inmates programmed in FY2014.

Importantly, these estimates are for SPAC's cost-benefit analysis and are not for IDOC budgeting purposes. This analysis included cost items outside of ICI's budget that reflect the total correctional resources used by the program, including facility and utility costs as well as the required security officers. Further, SPAC's estimate includes staff benefits, which are not part of IDOC's appropriation line item. However, all of these costs are taxpayer expenses dedicated to providing this recidivism-reducing program and are included in order to get the most accurate cost-benefit analysis of the program. During the Results First simulation testing, the model varied ICI programs' costs up to 20% above and below the average cost.

Results: Illinois Correctional Industries Dashboard

The dashboard below shows the results produced by the Illinois Results First cost-benefit tool. In the majority (55%) of the Results First simulations, the program's benefits of \$3,781 outweigh the \$3,498 in costs per participant. However, 45% of the simulations resulted in net losses for the taxpayer (the costs exceeded the expected benefits). The dashboard lists the programs' inputs, total costs and benefits, net impact, and annual cash flows. The annual cash flows are not discounted but show when benefits would occur after an individual receives the program. If government resources are dedicated to ICI, quality assurance procedures should be developed for the program should be developed and evaluations conducted to ensure the benefits outweigh the costs. For this program, the net revenues of the sales of goods produced by ICI may help offset the system costs. The dashboard terms are defined in Appendix A on page 27.

Illinois Correctional Industries

PROGRAM INPUTS

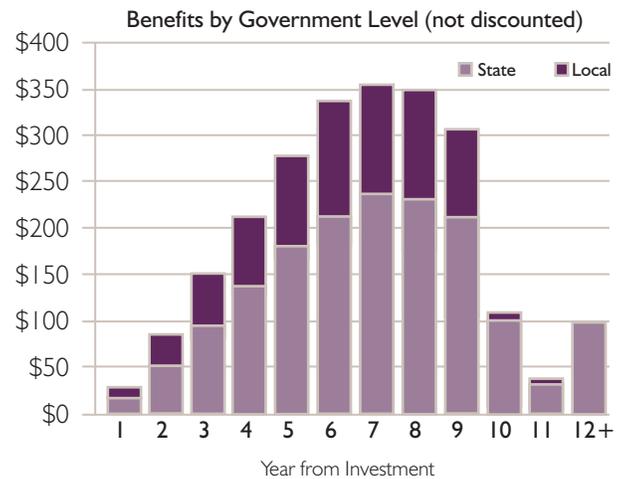
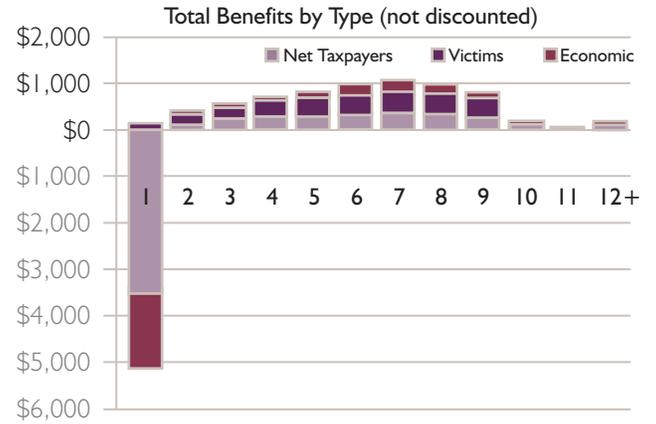
Target participant: general prison population
Average length of participation: one year or less

Costs		Benefits by Type	
Average Annual Cost	\$3,498	Taxpayer (Reduced Recidivism)	\$1,942
Costs: Net Present Value	\$3,498	Taxpayer (Avoided Costs)	--
		Victims (Reduced Recidivism)	\$2,691
Total Costs:	\$3,498	Economy (Indirect Benefits)	-\$852
		Total Benefits:	\$3,781

NET IMPACT

Net Benefits	Benefit-Cost Ratio	Percent of Simulations with Positive Results
\$283	\$1.08	55%

ANNUAL CASH FLOWS



Appendix A: Definitions for Program Dashboards

Program Inputs		
Participants	Target participant	Type of offender expected to be placed in program.
	Average length of participation	Expected length of time for program, anything less than a year uses the annual marginal cost per participant.
Costs	Annual Cost	Cost of programming for one year.
	Costs: Net Present Value	Cost of programming for length of participation, discounted to net present value using 3.5% discount rate.
Benefits by Type	Taxpayer (Reduced Recidivism)	Benefits of reduced public spending due to lower recidivism and less use of the public safety system by former offenders.
	Taxpayer (Avoided Costs)	Benefit of the costs that would have occurred had offenders received normal criminal justice services.
	Victims (Reduced Recidivism)	Benefit of reduced victimization due to lower recidivism.
	Economy (Indirect Benefits)	Benefit of reduced economic activity due to taxes imposed to pay for criminal justice services.

Net Impact		
Net Impact	Net Benefits	Total benefits minus net present value costs.
	Benefit-Cost Ratio	Total benefits divided by net present value costs; the bang-for-the-buck dollar benefit per dollar invested.
	Percent of Simulations with Positive Results	Percent of simulations of the Illinois Results First model where benefits exceeded costs; each simulation includes plausible-but-different effects, costs, and benefits to show best and worst-case scenarios.

Annual Cash Flows		
Charts	Total Benefits by Type	Shows when the benefits accrue each year, starting with the year of implementation; benefits are divided into categories of taxpayer (reduced recidivism and avoided costs), victims, and economic benefits. These benefits are not discounted.
	Benefits by Government Level	Shows when the benefits accrue to government each year, starting with the year of implementation; government benefits are divided into state and local (municipal and county) benefits. These benefits are not discounted.

Appendix B: Full Illinois Results First Consumer Report

Adult Programs	Program in Illinois (as of Dec. 2015)	Costs per Participant	Benefits per Participant				Net: Benefits minus Costs	Benefit to Cost ratio (benefits for every \$1.00 of costs)	Percent of Scenarios with Positive Return
			To taxpayers	To victims	Other benefits ⁴	Total benefits			
Preventing One Conviction¹	--	--	\$40,987	\$57,418	\$20,432	\$118,746	\$118,746	--	--
Adult Transition Centers²	Yes	\$18,924	\$27,283	\$2,493	\$3,029	\$32,805	\$13,881	\$1.73	100%
Cognitive Behavioral Therapy	Yes	\$422	\$2,662	\$3,655	\$1,063	\$7,381	\$6,959	\$17.49	100%
Correctional Education in Prison	Yes	\$3,514	\$5,880	\$8,309	\$1,124	\$15,312	\$11,798	\$4.36	100%
Illinois Correctional Industries	Yes	\$3,498	\$1,942	\$2,691	-\$852	\$3,781	\$283	\$1.08	55%
Drug Courts (100% prison-bound) ^{2,3}	Yes	\$19,425 \$11,941 per year	\$31,619	\$8,545	\$5,603	\$45,767	\$26,342	\$2.36	100%
Drug Courts (50% prison-bound) ^{2,3}	Yes	\$19,425 \$11,941 per year	\$19,877	\$6,789	-\$43	\$26,623	\$7,198	\$1.37	100%
Employment Training/Job Assistance in Community	Yes	\$220	\$1,578	\$2,173	\$707	\$4,458	\$4,238	\$20.26	99%
Mental Health Courts^{2,3}	Yes	\$30,013 \$17,626 per year	\$19,179	\$7,249	-\$1,341	\$25,087	-\$4,927	\$0.69	18%
Therapeutic Communities in Prison²	Yes	\$8,009	\$8,961	\$4,536	\$197	\$13,694	\$5,685	\$1.71	99%
Vocational Education in Prison	Yes	\$4,546	\$5,396	\$7,605	\$312	\$13,312	\$8,766	\$2.93	100%

¹ The estimated total benefits of preventing one average conviction were presented in the SPAC publication, "Illinois Results First: The High Cost of Recidivism."

² All treatment costs are listed in the costs per participant column. Any system costs that would have occurred without the program are shown as benefits to taxpayers.

³ Specialty courts produce some of the largest benefits to taxpayers and victims but, due to the long duration of the program and high intensity services, the costs generally outweigh the benefits. Cost-benefit analyses in other states have seen specialty courts' benefits outweigh the costs; however, the net effect depends on the duration and costs of each state's particular program.

⁴ Other benefits are general economic losses for each tax dollar raised to pay for program costs and the criminal justice system as a whole, the deadweight cost of taxation.