

IDAHO DEPARTMENT OF CORRECTION



Strategic Plan FY 2021-2024

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Idaho Department of Correction

Strategic Plan

FY2021-FY2024



We **envision** a safer Idaho with fewer people in its correctional system.

Our **mission** is to create a model correctional system that provides equitable access to programming and opportunities that reflect a community experience, foster connection, and restore victims of crime.

We value:

Integrity in all of our interactions.

Respect for diversity and humanity in each other and those under our jurisdiction.

Positive attitude that recognizes everyone's ability to change.

Core Functions of Agency

Idaho Code Chapter 20 requires the Idaho Department of Correction to provide for the care and custody of incarcerated individuals, supervise people in the community, and provide programs and education to reduce criminogenic risk.

Goals and Objectives

FY2021-2024



Goal 1: Create safer communities by increasing success for those under IDOC jurisdiction

The first goal of the agency is to create safer communities by increasing success for those under IDOC jurisdiction. Idaho is safer when justice-involved individuals lead productive lives and no longer engage in crime. The objectives under goal 1 target the core agency functions of incarcerative services, probation and parole supervision, and reducing individual risk to reoffend.

Objectives

- Create safe and purpose-driven environments that incentivize risk-reducing efforts.
- Maximize opportunities for behavior change by fostering prosocial connections and equitable access to programming.
- Utilize motivation-enhancing strategies to engage clients in activities designed to facilitate success.

IDOC will strive to complete the above objectives through various strategies that alter the operations of our facilities and district offices and reorient us toward increasing long-term success and community safety. It is our goal to ensure that each individual in our custody or on supervision be effectively connected to the programs and interventions that address their unique criminogenic needs. Further, we aim to provide these opportunities in normative settings that help foster rehabilitation and reentry.

IDOC has a number of specific initiatives underway which further these objectives, which are described in the Appendix. Chief among the initiatives are: establishing the Connection and Intervention Stations statewide to help increase successful completions from probation and parole by providing accountability and intervention outside of the carceral setting, integration of gender-responsive best practices that recognize the

different pathways women take into the criminal justice system and the unique needs that women have, the Restoring Promise Initiative, a national movement which seeks to improve living and working conditions for incarcerated young adults, and deploying P&P Specialist positions to foster connectivity and customer service for people on supervision.

Performance Measures

1) Percentage of probationers, parolees, and full-term releases from prison who are successful at three years.

- *Benchmark:* At least 65% have not been reincarcerated within 3 years.
- *Explanation:* The target of 65% successful within three years of probation, parole or full-term release from prison is based on the FY20 rate of an approximate 62% success rate. The benchmark of 65% over the coming fiscal years gives IDOC a target for improvement.

2) Degree of equity in programming and vocational completions by race and gender within prisons and on supervision.

- *Benchmark:* This benchmark is under development.
- *Explanation:* It is important that IDOC understand current programming opportunities and completions by race and gender to ensure equitable access to services. Given what is known about implicit bias, it is important that IDOC guard against practices that favor any one segment of the population over another. This measure will help us do that. Currently, 26% of the incarcerated population is non-white and 13% of the population is female. Within the community supervision population, 25% are non-white and 22% are female. The target will indicate whether there is or is not a statistically significant difference between those receiving services versus not receiving services by race/ethnicity and gender.

3) Decrease in assaults, use of force incidents, and suicides among those in custody.

- *Benchmark:* The total number of incidents decreases by 5% per year.
- *Explanation:* There were 815 unique incidents involving assaults, use of force, or suicides in FY20. This will set the benchmark for the coming year.

Goal 2: Enhance staff fulfillment and wellness



The second goal recognizes the unique challenges of working in a correctional environment, where staff are responsible for law enforcement and rehabilitative functions simultaneously. Our goal is to enhance staff fulfillment through encouragement of professional development, and by modernizing work approaches to allow more time to be directed to critical tasks and to invest in wellness activities that specifically target corrections fatigue and trauma.

Objectives

- Provide professional development opportunities that promote retention and succession planning.
- Modify work practices to streamline operations, improve performance, increase collaboration, and make more time available for critical tasks.
- Invest in training and supportive services to reduce corrections fatigue and trauma.

IDOC strives to train and retain a committed and professional workforce and will continue to prioritize training and coaching opportunities that allow staff to grow into new roles and prepare them for future positions. We will also look for efficiencies in our current work practices that will actively move staff away from redundant tasks and toward more meaningful activities. We recognize the high rates of trauma that IDOC staff experience and are committed to addressing that through specific interventions.

Strategic initiatives aimed at advancing goal 2 include a number of hiring process improvements which should greatly reduce the time it takes to hire qualified staff, implementation of an electronic prisons staffing management system, migration to cloud-based systems that allow for real-time collaboration, and implementation of on-going vicarious trauma programs for staff and their families. Each of these strategic initiatives will be described in the Appendix.

Performance Measures

4) Maintain high staff retention rate.

- *Benchmark:* Maintain a minimum rate of 85% per year and increase by 2% annually.
- *Explanation:* The retention rate for all IDOC staff in FY20 was 90%, but that unusually-high rate occurred during the pandemic where unemployment rates in the community were also at all-time highs and many industries that compete with IDOC for staff were shuttered or working at reduced capacity. In the past 3 years, IDOC's overall retention rate has been 84% in FY17, 83% in FY18, 86% in FY 19 and 90% in FY20.

5) Reduction in worker compensation claims (injury rate), or total number of claims compared to total staff hours worked by staff in one year.

- *Benchmark:* The number of claims per staff hours worked reduces to the national rate of 7.3.
- *Explanation:* The latest incident rate published by the U.S. Bureau of Labor statistics for 2018 was 7.3 for nonfatal occupational injuries and illnesses. In FY20, IDOC reported 8.1 claims per staff hours worked.

6) Reduction in length of time between open position announcement to hiring start date.

- *Benchmark:* Decrease average length of time by 5% annually.
- *Explanation:* The current average length of time between when IDOC releases an announcement for an open position to hiring of an employee currently averages 87 days. Through improvements made in processing of applications, conducting background checks, and interviewing, IDOC will strive to reduce this timeframe.

Goal 3: Focus spending on areas that maximize success



The third goal is to focus spending on areas that maximize success by creating a culture that fosters innovation and relies on data-driven decisions, building a system that addresses the root causes of criminal-justice involvement not just symptoms, aligning resources with agency priorities, and deploying performance-based outcomes for projects and contracts to hold vendors accountable to improved outcomes.

Objectives:

- Create a learning culture that fosters innovation and relies on data-driven decisions.
- Build a system that addresses causes not just symptoms.
- Align resources with agency priorities.
- Deploy performance-based outcomes for projects and contracts.

Corrections agencies nationally often view themselves as a passive actor in the criminal justice system, one that does not control the “front door” or the “back door” but is required to work with people between felony conviction and eventual community reintegration. This goal dramatically shifts the focus from one of passive actor to driver of change, while recognizing the importance of controlling growing correctional budgets. The objectives herein reflect a growing understanding that spending should support those areas most likely to improve outcomes. In shifting to a proactive approach, IDOC seeks to become more nimble, intentional, and recognizes the significant role we can play in bending the curve away from recidivism. IDOC will strive to complete the above objectives through various strategies such as a partnership with Recidiviz to provide real-time data to supervision officers to help focus resources where they are most needed, pilot testing a dosage probation model that seeks to demonstrate the benefits of targeted interventions over one-size-fits-all approaches, and deploying performance-based contracts that hold vendors and partners accountable to outcomes. The strategic initiatives are described in more detail in Appendix.

Performance Measures

7) Realign IDOC's budget so that an increasing proportion is directed to fostering success in the community rather than incarceration.

Benchmark: Reallocate an additional 1.5% of the total IDOC budget to community corrections each year.

Explanation: The FY21 base budget allocates approximately \$230M (79% of the total budget) to the administration of its prisons and only about \$42M on community corrections. While prisons consume the majority of the IDOC budget, the FY21 percentage is actually a decrease over recent years. Community-based interventions are more effective at reducing the risk of reoffending than prison-based interventions, so our goal is annually shift an additional 1.5% of the departmental budget to community corrections.

8) Reduction in county jail length of stay for state-sentenced individuals awaiting admission to IDOC facilities.

Benchmark: This benchmark is under development.

Explanation: In FY20, IDOC spent \$23,333,232 on housing people in county jails (and providing their medical care and transportation) prior to admission to a state facility. During jail time, incarcerated individuals cannot participate in IDOC programs that help reduce risk, so it is important for IDOC to efficiently move people into state facilities where the rehabilitation process can begin in earnest. Investments in technology, transportation and movement will decrease county jail length of stay by more swiftly bringing people into state custody and assigning them to facilities that offer the requisite programming for release.

9) Increase in number of performance-based incentive payments earned by vendors.

Benchmark: This benchmark is under development.

Explanation: In order to ensure appropriate spending of taxpayer dollars, IDOC plans to increasingly move toward performance-based contracts that incentivize improved outcomes as a result of the service delivery. The medical contract, IDOC's largest, currently includes a performance-based component and we are planning a performance-based structure for our new Connection & Intervention Station contracts.

Goal 4: Strengthen relationships with key stakeholders



The fourth goal is to strengthen relationships with key stakeholders through transparency and responsiveness to external requests, creation of mechanisms for ongoing feedback from concerned groups, and proactively telling our story to justice partners and legislators.

Objectives

- Improve transparency and responsiveness to external requests.
- Create mechanisms for ongoing feedback from concerned groups and systemic partners.
- Proactively tell our story with justice partners and legislators.

IDOC has been criticized for having opaque processes and being unwilling to hear from returned citizens, their families, or those still in our custody/or on supervision. IDOC is working hard to change that image by opening the door to meaningful engagement with our constituents. With IDOC's fourth goal, we strive to share more information publicly than has traditionally been done, improve communication with constituents, and actively seek input from those who are most directly impacted by IDOC. We recognize the importance of information being readily available to the public, easy to locate on our website, consumable for laypersons, and up-to-date. In fact, we believe that if we significantly increase the availability of relevant information, the number of public records requests will decline. IDOC will strive to complete the above objectives through various strategies such as the public records process revamp, which adds transparency and accountability to the process, and the creation of a Citizens' Advisory Council which will routinize feedback opportunities for returned citizens and their families. Each of these strategic initiatives will be described in the Appendix.

Performance Measures

10) Reduce the number of public records requests coming to IDOC as a result of information being more readily available to the public.

- *Benchmark:* Reduce the number of public records requests by 5% per year.
- *Explanation:* In January 2020, IDOC implemented a new electronic public request system that allows the department to track the number of requests, time taken to respond, and the degree of redactions required. Since then, IDOC has received 369 formal public records requests and approximately another 100 inquiries. Extrapolating to the full year, IDOC expects to receive as many as 550 public records requests. IDOC will strive to reduce approximately 25 requests per year through increasing what is publicly available.

External Factors

Impact of COVID-19. The main external factor that may inhibit IDOC's ability to reach the goals included in the new strategic plan are the unknown impacts on programming, budgets, movement, and population from the COVID-19 virus. As there is no known end to this crisis, it is expected IDOC will continue to need to proactively determine new ways of conducting essential functions so that people are prepared for successful reentry. New technology is needed to help with this crisis, as well as innovative ways of providing programming and tracking movements.

Idaho's prisons remain over capacity. Prior to COVID-19, IDOC's incarcerated population was growing at a record annual rate of 9.7%. Although the incarcerated population has declined since March 2020, IDOC continues to lack capacity to house everyone, requiring hundreds to continue to be placed in an out of state prison. The main driver of the prison population has historically been probation and parole violations and IDOC will continue to seek alternatives to reduce the prison population. In FY21, IDOC will begin rolling out Connection and Intervention Stations (CIS) statewide. The CIS will serve as an alternative sanction for some and will encourage the development of job skills, finding employment, obtaining substance use treatment and other proactive resources. The CIS are expected to be operational by January 2021 and will provide a vital alternative to incarceration for people who are struggling on supervision. This initiative will help reduce the prison population and will require continued investment.

On-going support for new technology needed. As an additional challenge, IDOC is in the middle of implementing a new case management system and will need continued support from the centralized Information Technology Services (ITS) as well as internal Information Technology staff. Further development of the new case management system is dependent upon continued funding in FY22 (which will be year 4 of 4) and the availability of agency users to test the new system and aid the development while working with the vendor.

Addendum

Cybersecurity

This objective was transferred to ITS under the Governor's IT modernization initiative, and will be completed by ITS during the transition of responsibilities. As to acquisition of software and progress towards cybersecurity discussed in the FY2019 Strategic Plan, ITS provided the following timeline:

- Inventory – Will be accomplished with the deployment of Ivanti suite, date TBD.
- File Integrity Manager – Varonis acquisition is in progress; deployment TBD
- Vulnerability Management – Tenable.sc Scanner deployment is in progress. Reporting will start November 3rd, 2020
- Multi-Factor Authenticator – RSA is currently employed for VPN access only. In the future, MFA will be handled by Duo; Date TBD
- Mobile Device Management – Will be accomplished w/ deployment of Ivanti suite; exact deployment date TBD
- Security Information and Event Management – Solar Winds LEM was deployed for IDOC prior to Phase 2

Red Tape Reduction Act

To align with the intent of the Red Tape Reduction Act and the Zero-Based Regulation efforts, IDOC will only propose rules if absolutely necessary and only if it meets one or more of the following objectives:

- To reduce or remove a regulatory burden;
- To remove obsolete, outdated, or unnecessary regulations;
- To advance the objectives of the Licensing Freedom Act;
- To comply with a new statutory requirement or court order; or
- To prevent a substantiated and well-documented threat to public health, peace, or safety.

Additionally, during FY21, IDOC will conduct another thorough review of our administrative rules to search for opportunities to reduce the regulatory burden or remove costly, ineffective, or outdated rule.

Appendix

IDOC Strategic Initiatives:

1) Creation of Connection and Intervention Stations

The previously-discussed Connection and Intervention Stations will become operational in FY21 and begin providing services to new felony probationers as well as provide a variety of services, to include job skill training, employment searches, and substance abuse and mental health treatment.

2) Gender-responsive best practices

Starting in December 2019, IDOC has established a working committee with various levels of representation across the agency, including both prisons, probation and parole. The committee is identifying agency policies and practices that do not align with best practice gender responsive strategies. The mission of the group is to identify areas that may result in unequitable outcomes, such as classification, disciplinary actions, and/or various risk, mental health or substance use assessments. IDOC intends to roll out new policies and procedures within the current fiscal year.

3) Restoring Promise

The Vera Institute of Justice and MILPA Collective are collaborating with IDOC in an effort to change the living and working conditions inside the prison for young adults ages 18-25. It is hoped the work will transform the culture within IDOC prisons, through intensive staff training, who become agents of change. Family and community support will also be necessary to help young adults deepen their connection to their culture, develop self-determination, and facilitate restorative justice. There are six existing sites across the nation, including Idaho. Idaho was chosen amongst several other interested prison and county jails in 2019. Although the work has been hampered due to COVID-19, the work is of high importance to IDOC.

4) Probation & Parole (P&P) Specialist Positions

In FY19, IDOC received funding for ten probation and parole officer positions and seven support positions. IDOC has created and been pilot testing a new position, the P&P Specialist, to help officers with tasks such as greeting people who visit the district office, conducting employment verification, and collecting supervision fees from those on supervision. This support has freed up probation and parole officers to have quality interactions with the people they supervise and has anecdotally, improved the experience for people on supervision. With the current annual growth rate of 3.4% for the community supervised population, P&P Specialists offer a cost-effective way to complete basic compliance tasks related to supervision and allow officers to direct their attention to effectively shaping the behavior of those on their caseloads.

5) Hiring process improvements

It is imperative for staff morale that IDOC recruit and retain a qualified workforce. Working with staffing shortages for an extended period strains existing staff and negatively impacts outcomes. IDOC also loses high-caliber applicants due to delays in the hiring process. IDOC has initiated a working group to improve the hiring process to allow for more efficient recruitment, screening and selection of high-caliber candidates

6) Prison staffing management tool

The process of establishing staffing that ensures adequate coverage for mandatory work posts in the prisons while simultaneously limiting overtime is a complicated task, which has become increasingly so with the current pandemic that has

had sweeping effects on staff. The process is currently decentralized by facility and paper-based. A working group has been established to review, select and implement an electronic system that will centralize staffing functions and provide efficiencies.

7) Migration to cloud-based applications and paperless systems

IDOC continues to be a paper-reliant organization and while COVID-19 has forced the agency to adopt some electronic systems, there is much work to be done in this area. Fully migrating to the cloud-based Office 365 suite reduces wasted paper, but more importantly, allows for real-time collaboration. Throughout the coming year, a top priority continues to be migration of shared resources to the cloud and the conversion of paper files to electronic. This will greatly enhance collaboration and productivity.

8) Vicarious trauma training

Corrections staff are often exposed to situations at work that are stressful and traumatic. As a result, correctional officers tend to have a lifespan that is about 15 years less than average. IDOC recognizes the impacts that working in the correctional field can have and is working to actively mitigate it by providing staff with training in corrections fatigue and vicarious trauma. We plan to expand offerings in FY21 such that family members participate with staff and can help serve as early detection for the signs and symptoms of trauma.

9) Recidiviz

During the past fiscal year, IDOC has been working with Recidiviz, a non-profit agency devoted to providing data-driven interventions for criminal justice. Recidiviz is creating a case management dashboard for probation and parole to help officers triage workload according to reporting requirements, urinalysis testing, and other relevant data. Recidiviz has also helped with modeling the spread of COVID-19 throughout the IDOC prison population.

10) Dosage Probation

IDOC received funding through a Bureau of Justice Assistance's grant to pilot dosage probation in two districts in Idaho. The project will continue for three years, with a final outcome evaluation provided by a researcher at Boise State University. The pilot test will evaluate if a supervision model focused on achieving a specified number of intervention hours (i.e., from treatment, programs, and interactions with the probation officer) is more effective at reducing reoffending than a business-as-usual approach.

11) Public records revamp

IDOC has improved the internal process of handling public records with a La-serfiche solution that provides an improved user experience and increases transparency. The technology allows IDOC to track who is responsible for fulfilling requests, timelines for responses, and degree of information shared. IDOC has reduced the amount of time to comply with records requests to an average of just four days.

12) Creation of Citizens' Advisory Council (CAC)

In an effort to meaningfully engage returned citizens and their family members, IDOC has established a Citizens' Advisory Council. Although the formal kick-off meeting was postponed due to COVID-19, several invitees have been engaged in departmental projects and are actively providing feedback to agency proposals. The goal is to formalize this CAC, have regularly-scheduled meetings, and to foster an open dialogue with IDOC leadership about practices and processes that would help increase success for those in prison or on supervision in the community.