



Alabama  
Commission on  
the Evaluation of  
Services

Community Corrections  
Programs  
Service Assessment

# ALABAMA COMMISSION ON THE EVALUATION OF SERVICES



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December 23, 2020

### Members of the Commission,

I am pleased to transmit this report, Service Assessment - Evaluation on Community Correction Programs, to the Commission. The evaluation examined the effectiveness of Community Correction Programs compared to imprisonment, as measured by felony conviction recidivism rates and identified areas within the Community Corrections System that warrant further evaluation. The evaluation officially concluded on December 22<sup>nd</sup>, 2020. The Department of Corrections has not provided an official response at this time, however, we have extended the offer up to the day of the public presentation.

I believe this report accurately reflects the felony conviction recidivism rate for Community Corrections Programs in Alabama and provides the Commission with recommendations for areas of further evaluation. We very much appreciate the cooperation and assistance of the Alabama Department of Corrections and their staff. I respectfully request that they be given an opportunity to respond during the public presentation of the report.

Sincerely,

**Marcus Morgan**

Director





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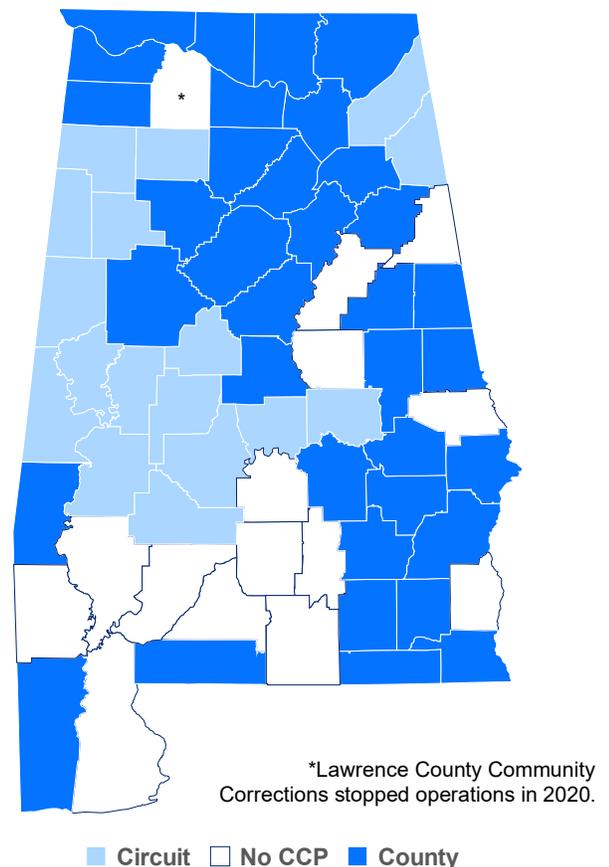
## SUMMARY

The purpose of this evaluation was to 1) examine the effectiveness of Community Correction Programs (CCP) compared to imprisonment, as measured by felony conviction recidivism rates and 2) identify areas within the Community Corrections System that warrant further evaluation. Recidivism analysis was conducted using the best available data provided by Alabama Department of Corrections (ADOC), the Administrative Office of Courts, and the Alabama Sentencing Commission. Analysis was completed across a number of variables including CCP jurisdiction, demographics, population, and crime type, as well as organizational structure, funding, and utilization of CCP programming compared to overall felony convictions.

Community Corrections, as a term, describes a middle ground where an individual is not incarcerated, but is under more stringent surveillance than being on probation. CCPs supervise individuals through office visits, home visits, drug testing, and electronic monitoring. The intent of community supervision is to enhance public safety, aid offenders' return to community as productive members, reduce jail and prison overcrowding, reduce recidivism, and save taxpayer dollars. ADOC oversees the Community Punishment and Corrections Act of 1991 which effectively authorizes the use of community-based supervision in the state. For more information on the purpose, operation, and administration of CCPs **see Background**.

For the purposes of this evaluation, ACES performed a three-year felony conviction recidivism analysis combined with the three-year incarceration analysis performed by ADOC for those same cohort years.<sup>1</sup> The analysis was performed using data sets from ADOC and the Alabama Administrative Office of the Court. Cohorts were created for the last three years in which a full three-year recidivism rate could be determined (2014 - 2016). For each year in the sample, an offender was flagged for recidivating if they were convicted of a felony within three years of being released from ADOC custody. Only offenders that completed a term in a CCP in the same year that they were released for ADOC jurisdiction were included in the CCP cohorts. All of the cohorts presented in the **Recidivism Analysis** section are from the 2016 calendar year.

COUNTIES AND CIRCUITS WITH CCPS



<sup>1</sup> Annually, ADOC performs a three-year incarceration recidivism analysis of various cohorts, including offenders that were released after serving an imposed sentence in a CCP. Offenders are considered as recidivated only if they return to ADOC's jurisdiction.

## FINDINGS FROM RECIDIVISM ANALYSIS

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**CCPs were determined to be effective at reducing recidivism rates among program completers.** The three-year average recidivism rate for the 2014 – 2016 CCP cohorts was 27.6%. This rate is 10.4% lower than the 38.0% recidivism rate of the rest of the offenders released from ADOC custody during that same period.

**In the 2016 cohort, white males account for nearly half the recidivating population.** While making up 39.8% of the CCP population, white males are almost twice as likely to recidivate than their white female counterparts.

## EVIDENCE-BASED PRACTICES

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**Community Corrections Programs use evidence-based practices that are proven effective at reducing criminal behavior.** CCPs use cognitive behavioral interventions and Risk Need and Responsivity Supervision. Both result in long term benefits that have the potential to outweigh the cost when delivered efficiently.

## AREAS FOR FURTHER EVALUATION

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**A lack of systematic and common data gathering mechanisms combined with the largely autonomous delivery of services across Alabama’s CCPs restricts additional evaluation objectives that would determine the effectiveness of CCP components or services as a whole.**

Further evaluation on the following areas is necessary to determine the specific impact on a program’s effectiveness:

- **Funding** – Opportunities for expansion grants to help CCPs expand their utilization or should the per diem rate be increased to broaden service delivery and increase program efficacy.
- **Fees** – Provide the state with sufficient data to consider a common fee schedule for all CCPs.
- **Utilization & Capacity** - Compare what factors are present in those with the highest utilization rates compared to those with much lower utilization.

## RECIDIVISM ANALYSIS

**CCPs were determined to be effective at reducing recidivism rates among program completers.**

All of the following analysis is based on 2016 cohorts for CCP program completers compared to all other offenders released from ADOC during the 2016 cohort year following them through 2019. Among the 2016 cohort of CCP program completers, only 25.3% were reincarcerated or convicted of another felony crime in the state within three years of their release from ADOC jurisdiction. This represents a 12.9% decrease when compared to a 2016 cohort of all other offenders released from ADOC jurisdiction. Below are the recidivism rates for each program that was operating during the 2016 calendar year.

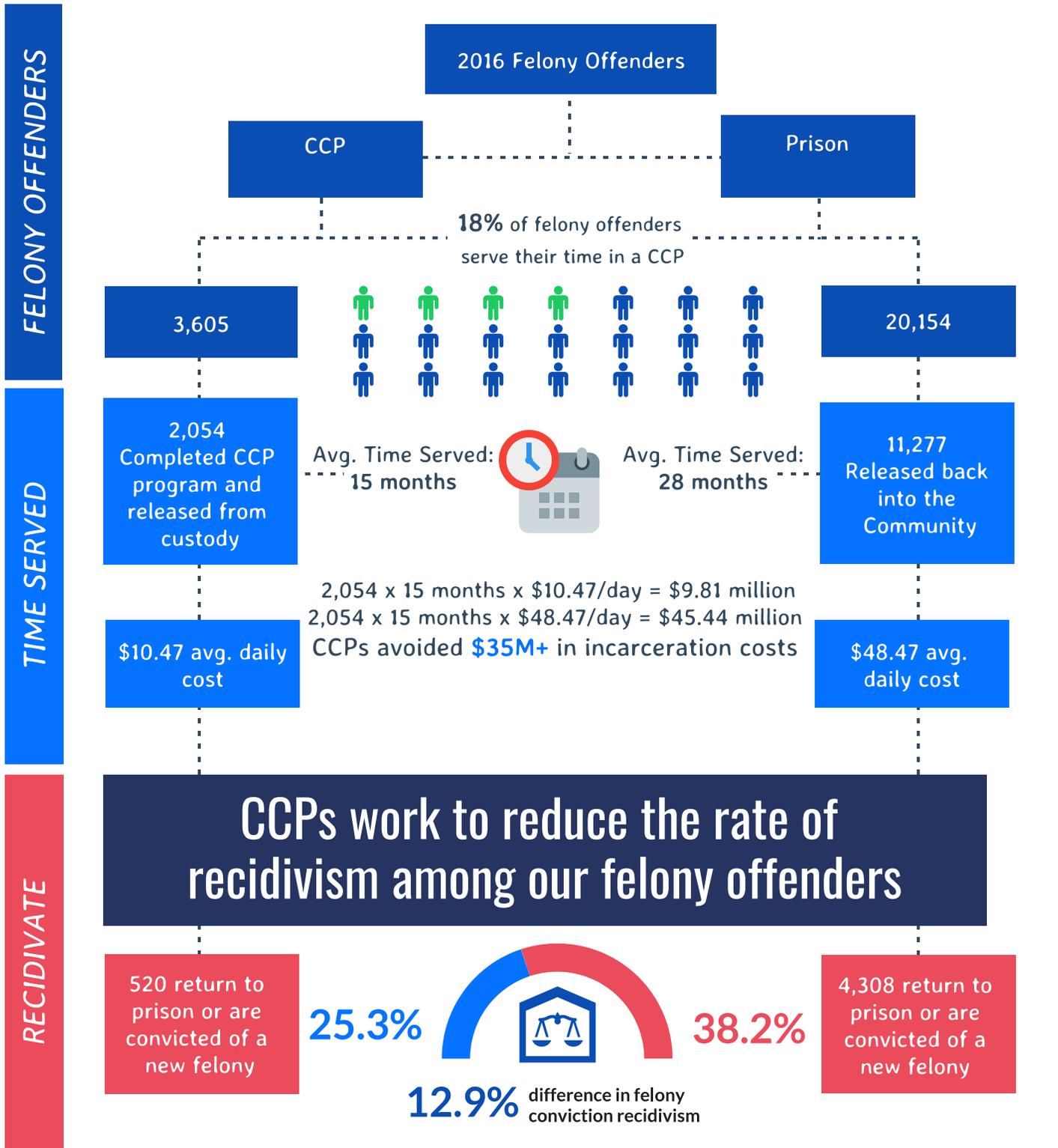
CCP (Below the 25.46% state average)	2016 Cohort Recidivism Rate
4th Judicial Circuit* (Bibb, Dallas, Hale, Perry, Wilcox)	0.0%
17th Judicial Circuit (Greene, Marengo, Sumter)	5.0%
Russell	6.3%
Mobile	10.1%
Calhoun	11.8%
Madison*	11.8%
Colbert	13.8%
9th Judicial Circuit (Cherokee, DeKalb)	16.1%
Geneva	16.7%
Blount	16.7%
Southeast Alabama Court Services** (Barbour, Bullock, Coffee, Dale, Pike)	20.8%
Lawrence	21.2%
St. Clair	22.4%
Etowah	22.8%
Morgan	24.4%
Cullman	24.6%
Autauga/Elmore	25.0%
Montgomery	25.0%
Jefferson	25.2%

CCP (Above the 25.46% state average)	2016 Cohort Recidivism Rate
Jackson	26.7%
Lauderdale	27.3%
Tuscaloosa	28.5%
Houston	29.6%
Escambia	31.3%
Randolph	32.0%
Franklin	32.4%
24th Judicial Circuit* (Fayette, Lamar, Pickens)	33.3%
25th Judicial Circuit (Marion, Winston)	33.3%
Limestone	35.5%
Shelby	35.8%
Chilton	36.4%
Walker	36.7%
Marshall	45.2%
Tallapoosa	46.7%
* Excluded from the 2016 Cohort analysis due to lack of utilization.	
**Excluded from the 2016 Cohort analysis. The CCP expanded to 5 counties in 2019.	

### Other Key Factors

- CCPs are less costly to deliver than the alternative cost of incarceration in prison or jail.
- Fewer committed crimes equal fewer victims of crime.
- Avoided costs are stackable because felons that are subsequently convicted for another felony are more likely to be incarcerated. Avoided costs continue in the years following a participant's completion of a CCP program.

# Alabama Community Corrections Programs Saving offenders time and the State money

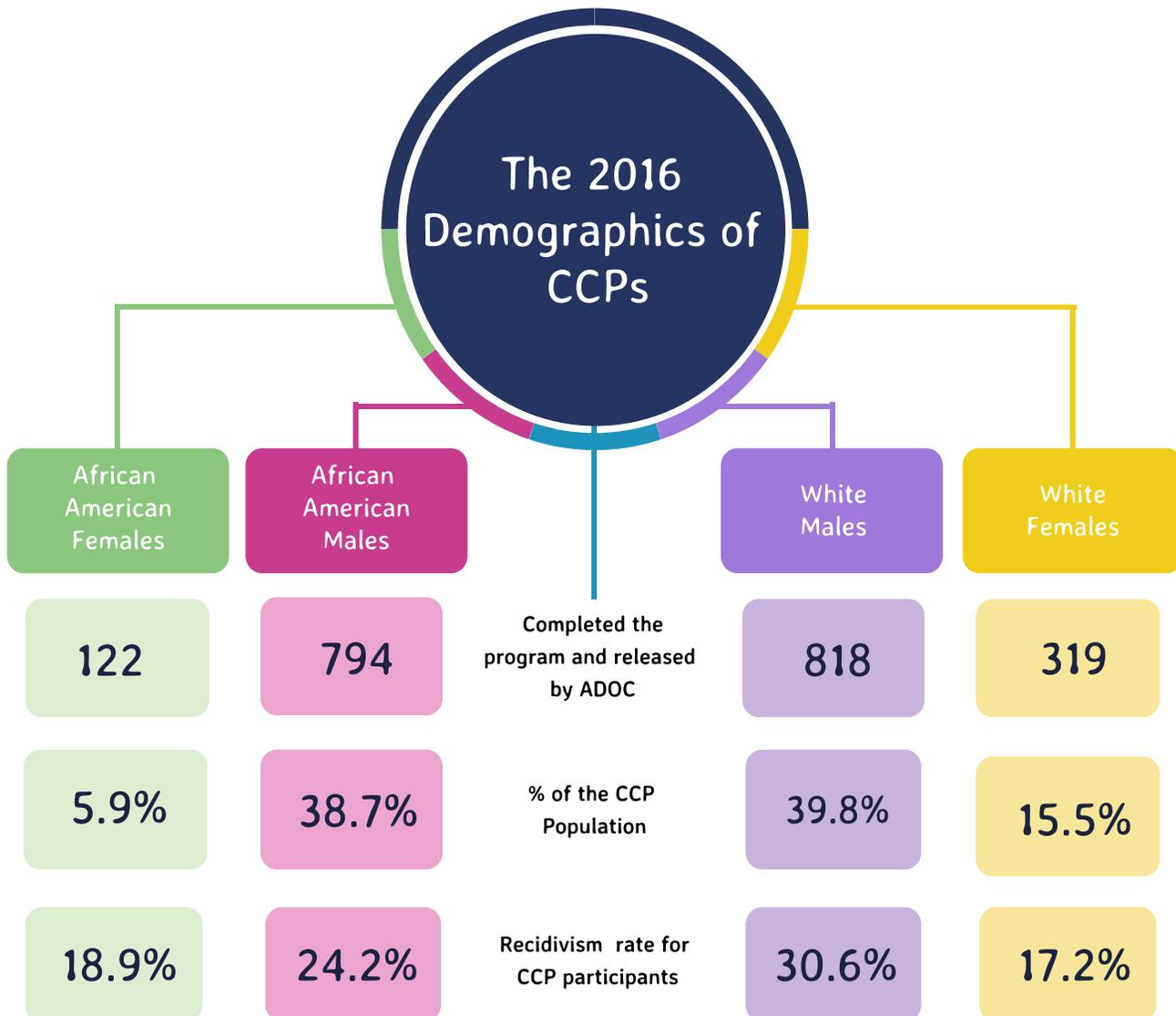


The variable analysis that follows represents some of the more commonly discussed factors in CCP program operations and demographics. The information provided is designed to highlight significant differences and top performers.

**DEMOGRAPHICS**

As seen in **Figure 1**, males represent 78.5% of all CCP participants in 2016. This is consistent with the overall felony offender rates for males of 86.5%. Females in CCPs are half as likely (15%) to recidivate when compared to the recidivism rate of females that are released from prison (36.7%).

**Figure 1: The 2016 Demographics of CCPs**



### LOWEST 5 RECIDIVISM RATES RANKED BY PROGRAM AND DEMOGRAPHIC

African American Females	African American Males	CCP	White Males	White Females
1	2	17th Judicial Circuit		
		9th Judicial Circuit		5
	5	Autauga/Elmore		
		Blount	3	3
	4	Calhoun	4	
4		Chilton		
4		Colbert	2	2
3		Etowah		
		Geneva	1	1
5	1	Morgan		
2	3	Mobile		4
		Randolph		2
		Russell	5	
5		Tuscaloosa		

\*17th Judicial Circuit (Greene, Marengo, Sumter), 9th Judicial Circuit (Cherokee, DeKalb)

#### Recidivism Rate Ranges

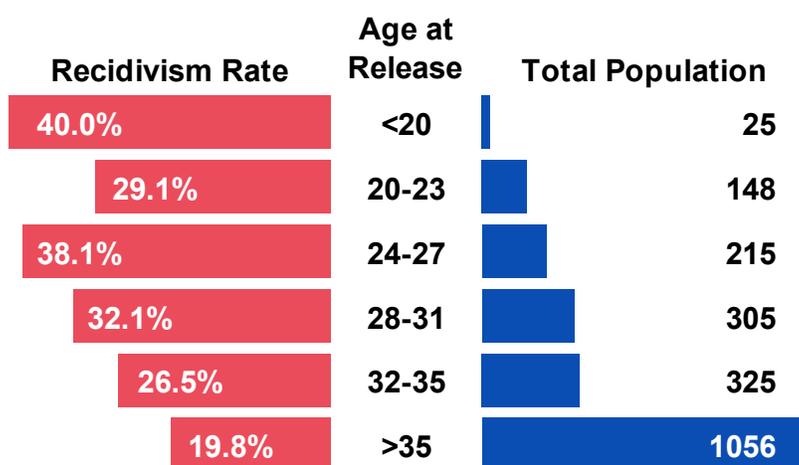
African American Females  
1<sup>st</sup> – 0% 5<sup>th</sup> – 8.3%

African American Males  
1<sup>st</sup> – 6.7% 5<sup>th</sup> – 18.2%

White Males  
1<sup>st</sup> – 0% 5<sup>th</sup> – 16.7%

White Females  
1<sup>st</sup> – 0% 5<sup>th</sup> – 10%

### RECIDIVISM RATE BY AGE GROUP (2016 COHORT)



### AGE AT RELEASE

Offenders over the age of 35 make up more than half of all participants in a CCP. They also have the lowest recidivism rate of all age groups at 19.8%. This is consistent with national trends that show recidivism rates decrease as offenders age.<sup>2</sup> While overall participation is low for individuals under the age of 20, their recidivism rate (40%) is more than twice as high as the 35+ population.

<sup>2</sup> The Effects of Aging on Recidivism Among Federal Offenders. United States Sentencing Commission. 2017. [https://www.ussc.gov/sites/default/files/pdf/research-and-publications/research-publications/2017/20171207\\_Recidivism-Age.pdf](https://www.ussc.gov/sites/default/files/pdf/research-and-publications/research-publications/2017/20171207_Recidivism-Age.pdf)

## POPULATION DENSITY

Alabama is a state with significant disparities from one county to the next. Some counties have more than 50% of their population living in urban areas where resources are closer together and more abundant (Mostly Urban). For the majority of Alabama’s counties, most of their populations are in rural areas (Mostly Rural) or completely in rural areas (Completely Rural).

Only 23 program participants in the cohort were served in a completely rural setting in 2016. Twenty of those participants were served by the 17<sup>th</sup> Judicial Circuit Community Corrections and only one recidivated (5% recidivism rate).

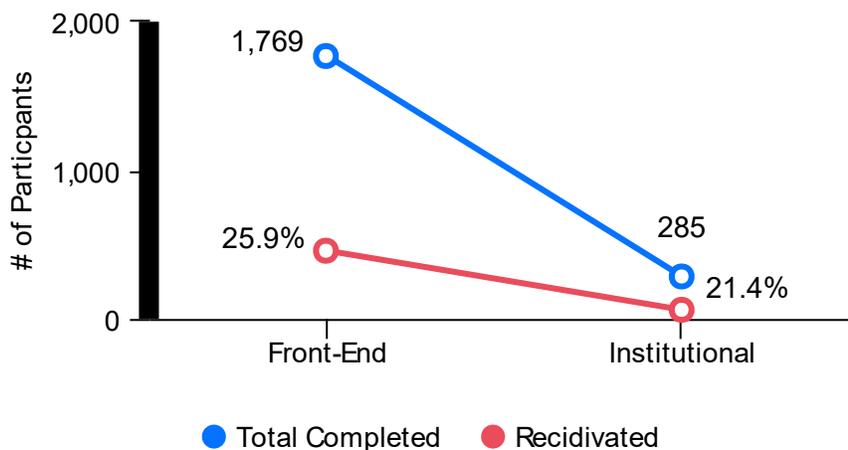
**Table 1** below shows the top five performers for the Mostly Rural and Mostly Urban groups with the number of program completers served.

Table 1: 2016 Recidivism by Census Urban Rural Designation			
CCP Census Urban Rural Designation	2016 Cohort Recidivism Rate		
	Mostly Rural Avg. 28.2%	Mostly Urban Avg. 24.2%	# of Program Completers
9th Judicial Circuit (Cherokee, DeKalb)	16.1%		56
Blount	16.7%		12
Geneva	16.7%		12
St. Clair	22.4%		58
Etowah	22.8%		92
Russell		6.3%	16
Mobile		10.1%	109
Calhoun		11.8%	51
Colbert		13.8%	29
Lawrence		13.8%	33

## DIVERSION TYPE

Of the 2,054 offenders in the 2016 CCP Cohort, 1,769 (86%) were front-end diversions. The remaining 285 (14%), were institutional diversions. While not a dramatic difference, offenders coming into a CCP through an institutional diversion are less likely to recidivate than those that go directly into a CCP.

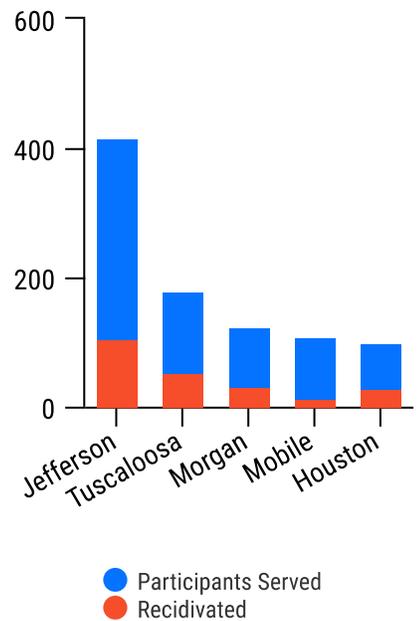
COMPARISON OF PARTICIPATION AND RECIDIVISM RATES BY DIVERSION TYPE



## Five largest CCPs

Of the five largest CCPs in 2016, only Tuscaloosa and Houston had recidivism rates higher than the state average. However, Mobile County served 5% of all CCP participants and maintained the 3rd lowest recidivism rate across the state.

PARTICIPATION AND RECIDIVISM RATES OF THE FIVE LARGEST CCPs (2016)



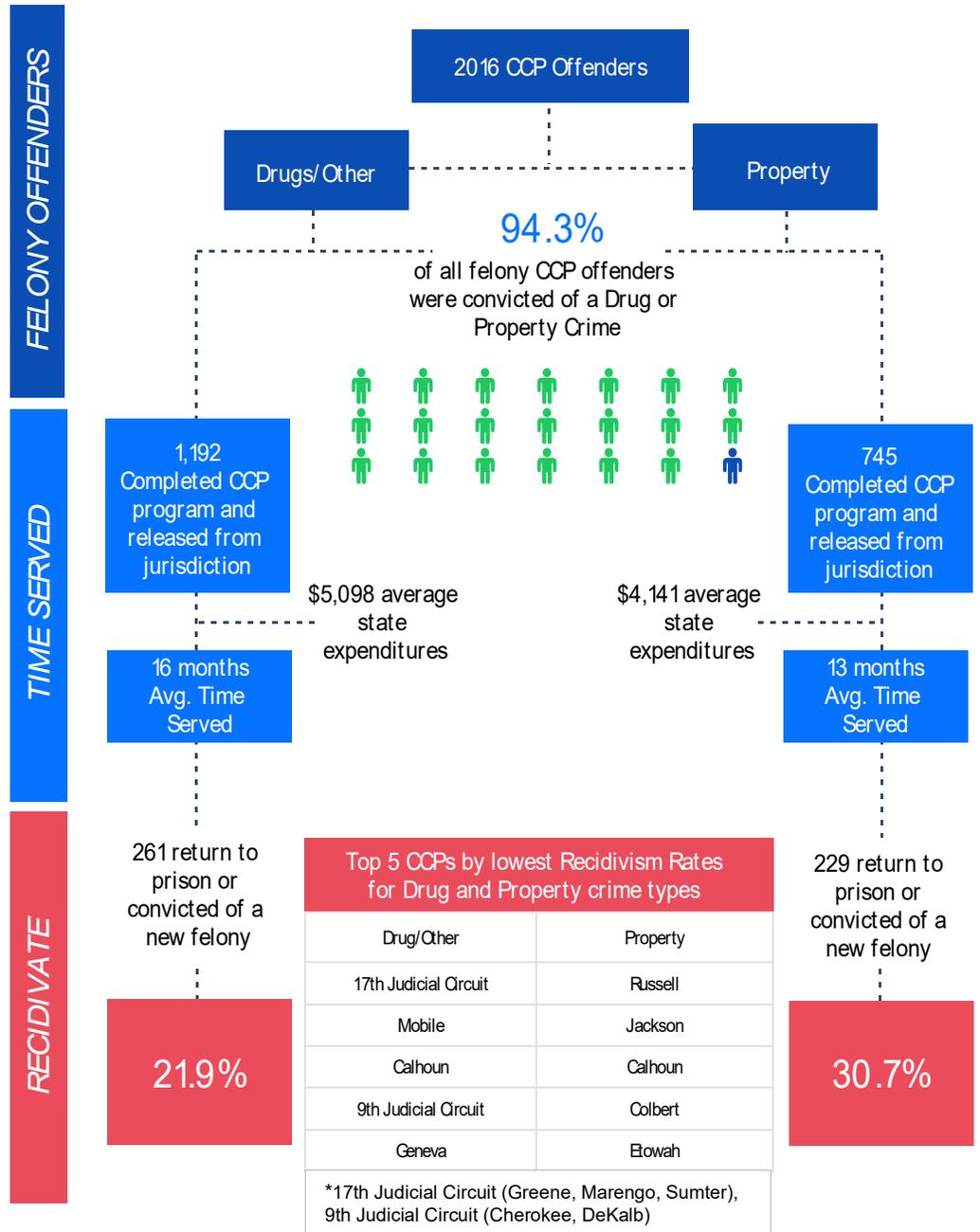
## Diversion Types

- **Front-End Diversions** are when an eligible offender is sentenced directly to an ADOC approved CCP.
- **Institutional diversions** are where the offender was taken out of an ADOC prison and re-sentenced to a CCP.

## CRIME TYPE

Since CCPs are restricted to mostly non-violent offenders, the vast majority of offenders committed drug or property crimes.<sup>3</sup> **Figure 2** shows the breakdown of these two groups of offenders and also shows that CCPs are more effective at reducing recidivism for felony drug offenders than for property offenders. However, due to data limitations, ACES was unable to determine when drugs or other substances were a root cause of property crime.

**Figure 2: 2016 Crime Category Statistics**



### CCP Exclusions

Under the law, offenders whose criminal history shows a propensity for violent behavior and those convicted of the following crimes are excluded from participating in CCPs:

- Murder,
- Kidnapping (1<sup>st</sup> Degree)
- Rape (1<sup>st</sup> Degree)
- Sodomy (1<sup>st</sup> Degree)
- Arson (1<sup>st</sup> Degree)
- Trafficking in controlled substances
- Robbery (1<sup>st</sup> Degree)
- Burglary (1<sup>st</sup> Degree)
- Manslaughter
- Sexual abuse (1<sup>st</sup> Degree)
- Forcible sex crimes
- Assault (1<sup>st</sup> Degree) if the assault leaves the victim permanently disfigured or disabled
- Sex offenses involving a child

FELONY OFFENDERS

TIME SERVED

RECIDIVATE

<sup>3</sup> For definitions of the six ACES crime categories see **Glossary of Terms**.

## EVIDENCE-BASED PRACTICES

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***Community Corrections utilizes evidence-based practices that have been proven effective at reducing criminal behavior.***

Assessing and addressing offenders' risks and needs are a core part of the community corrections philosophy. A risk assessment provides a score that corresponds to a particular risk/need level, which is then used to determine the level of risk and the appropriate intervention. In Alabama, individualized case plans are generated for offenders and supervising officers. These plans direct the completion of objectives throughout the imposed term, with the goal of reducing recidivism. Treatment programs are designed to address criminogenic behaviors.

Every CCP in Alabama is required to administer the Ohio Risk Assessment Screening (ORAS) to an offender sentenced to its CCP for a felony conviction within 10 days of each offender's placement, every six months within the CCP's population, and at offender's major life changes. This screening is an essential tool for Alabama to implement the risk-need-responsivity (RNR) model. This model is used in criminology to develop recommendations for how adults and juveniles in the criminal justice system should be assessed based on the risk they present and what services or treatments they need.

The RNR model is an evidence-based approach to rehabilitation that the ACES econometric model projects to produce an average of over \$6,500 in other societal benefits for every offender that undergoes supervision and treatment under its design.

Another key program being administered within CCPs is Cognitive Behavioral Therapy (CBT) for high- and moderate-risk offenders. This treatment includes cognitive restructuring, social skills development, and the development of problem-solving skills. It's particularly beneficial for individuals classified as high- or moderate-risk of reoffending. After initial trainings, CBT can usually be delivered at a low cost and produces significant return on investment. This program is one of only a few that have lifelong projected benefits based on available evidence and data. The RNR model and CBT are just two of the several evidence-based practices that can be administered outside of incarceration. Several more are regularly used in conjunction with CCP programming. (See **Table 2**)

**TABLE 2: COMPARISON OF BENEFITS AND PROBABILITY OF EXCEEDING COSTS**

Service or Practice	Probability of Benefits Exceeding Costs	Breakeven	Other Societal Benefits
<b>Used in Alabama CCPs</b>			
Intensive Supervision (surveillance and treatment)	100%	\$8,621	\$8,610
Risk Need and Responsivity supervision (for individuals classified as High- and Moderate- risk)	98%	\$6,542	\$6,533
Cognitive behavioral therapy (CBT) (for individuals classified as High- and Moderate- risk)	95%	\$6,539	\$6,530
Work Release	99%	\$2,672	\$2,669
Electronic Monitoring	100%	\$512	\$512
<b>Unknown or Undetermined</b>			
Drug Offender Sentencing Alternative (for persons convicted of drug offense)	98%	\$14,829	\$14,829
Drug Offender Sentencing Alternative (for persons convicted of property offense)	69%	\$8,357	\$8,357
Intensive Supervision (surveillance only)	51%	\$298	\$298

Benefits are calculated over a 15-year period. This study period was selected because it represents the maximum period of time that benefits could be estimated for all programs. Some programs may continue to produce benefits beyond the study period.

**Other societal benefits** are victim costs avoided when crime is not committed. These vary depending on the crime avoided, but could include medical expenses, cash losses, property theft or damage, lost earnings from injury, and others.

For all the services listed in **Table 2**, a Monte Carlo simulation<sup>4</sup> was performed to determine the likelihood that total lifetime benefits would exceed the cost of delivering the service. As with any investment analysis, estimating benefits and costs necessarily involves uncertainty and some degree of speculation about the future. To account for this, ACES seeks to determine an estimated average marginal cost for service delivery and projects the number of times that total benefits exceed the cost of delivery. This analysis calculates the likelihood that the benefits of a program will exceed its costs. Results of this analysis can be seen under **Probability of Benefits Exceeding Costs** and **Breakeven**.

<sup>4</sup> A type of risk analysis used in private-sector investment decision-making.

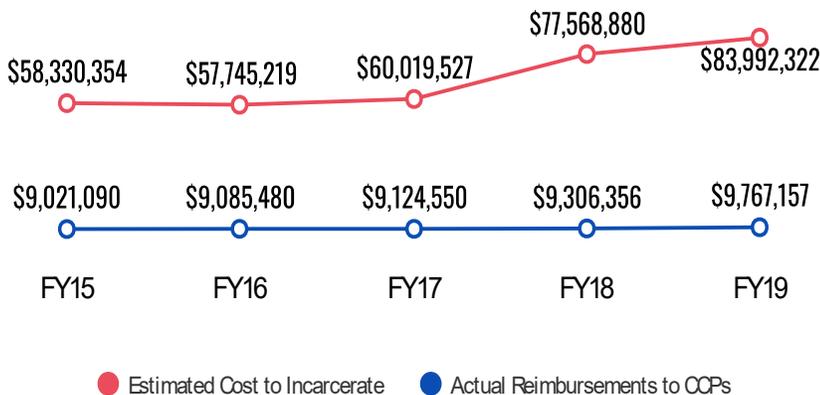
## FURTHER EVALUATION

***A lack of systematic and common data gathering mechanisms combined with the largely autonomous delivery of services across Alabama’s CCPs restricts additional evaluation objectives that would aid in determining the effectiveness of CCP components or services as a whole.***

This evaluation relied on selected interviews, survey responses, and available administrative data to perform analysis. Since administrative data did not include variables such as offender risk score, treatments and services provided, or technical violations, the analysis on certain variables remains incomplete. This evaluation did attempt to examine several regularly raised concerns within our selected interviews, survey responses, and background research. Those areas are discussed along with possible avenues for further evaluation.

## FUNDING

Diversions to CCPs have resulted in avoided costs of over \$290,000,000 for the State of Alabama based on the average daily rate for incarceration for the last five fiscal years (FY15-FY19) compared to state reimbursements to CCPs.



### **Average Daily Rates of Prison Incarceration**

- FY15 - \$47.69/day
- FY16 - \$48.47/day
- FY17 - \$52.07/day
- FY18 - \$60.34/day
- FY19 - \$64.01/day

Over just the last three years, ADOC received \$14,000,000 each year in legislative appropriations for community corrections programs. Due in large part to the average daily per diem rate and ADOC’s relatively low administrative expenditures, more than \$4,000,000 is available each year for additional CCP spending.

In total, ADOC was appropriated \$42,000,000 from FY17-19 for community corrections and expended \$29,196,554. Since 2017, ADOC only awarded two start up grants and one expansion grant to CCPs:

- \$58,500 start-up grant to the Macon County Community Corrections (FY17)
- \$80,000 start-up grant to the Clay County Community Corrections (FY19)
- \$29,249 expansion grant to the Southeast Alabama Court Services (FY19)

Based on self-reported expenditures versus per diem reimbursements, ACES could not effectively determine if the daily per diem rate should be increased. In several instances, reimbursements alone covered most or all of the reported CCP expenditures.

### Per Diem Rates

Under the law, ADOC has the discretion to set reimbursement rates, and assist in the expansion of services and CCPs throughout the State by the way of grant funding, contingent upon the availability of said funding.

A further evaluation of service and treatment costs among differing CCPs could aid in determining whether 1) opportunities exist for expansion grants to help CCPs expand their utilization or 2) the per diem rate should be increased to broaden service delivery or increase program efficacy.

### OFFENDER FEES

The CCP system was designed, at least in part, to rely on participants to cover some of the cost of operations. This is not unique to CCPs among diversion and community supervision programs. Fee cost structures are determined by CCPs independent of statutory regulation, recommendation, or uniformity.

Because CCPs are largely autonomous organizations, CCPs charge participants different fees for services like drug testing and various forms of supervision and monitoring that can vary significantly from program to program. Fee categories and costs range from \$25 to \$100 a month for general supervision and \$20 a month or \$15 to \$35 per test for drug testing fees. There are also electronic monitoring fees, assessment fees, rescheduling fees, late fees, and in a handful of cases, salary garnishment is used. At least four CCPs charge only a flat monthly supervision fee, but even those range from as little as \$35/month to as much \$150/month.

### Daily Offender Fees

Avg. daily fees were calculated assuming regular drug testing and electronic monitoring for the first 60 days of the imposed term of the offender. Fees were compiled from multiple sources with the most recent years data used in the calculation.

The average offender could pay as little as \$525 in fees to Jefferson County Community Corrections over their whole time in the program or that same offender, if sentenced in Russell County, could pay as much as five times that amount (\$2,479). However, that same offender would not be as likely to recidivate if they were sentenced to Russell County Community Corrections. While there is significant disparity in the types and amounts of fees charged to offenders, ACES was unable to determine what impact, if any, the fees play into the overall effectiveness. (See **Table 3**)

A more thorough evaluation of offender fees on program effectiveness could provide the state with sufficient data to consider a common fee schedule for all CCPs.

**TABLE 3: TOP RECIDIVISM RATES AND LOWEST OFFENDER FEES COMPARED**

CCP	Recidivism Rate	Avg. Daily Offender Fees	Rank of Offender Fees	CCP	Avg. Daily Offender Fees	Recidivism Rate	Rank of Recidivism Rate
17th Judicial Circuit (Greene, Marengo, Sumter)	5.00%	\$3.45	20	Jefferson*	\$1.15	25.2%	16
Russell	6.25%	\$5.43	36	Houston**	\$1.31	29.6%	20
Mobile	10.09%	\$3.83	24	Shelby**	\$1.48	35.8%	26
Calhoun	11.76%	\$2.06	5	Tallapoosa	\$1.97	46.7%	30
Colbert	13.79%	\$2.12	6	Calhoun	\$2.06	11.8%	4

\*Jefferson County Community Corrections charges a flat \$35 monthly supervision fee that covers all offender expenses.

\*\*The average daily offender fee for Houston County and Shelby County does not include salary garnishment.

## CCP UTILIZATION & CAPACITY

Although CCPs serve a successful purpose in most jurisdictions, their utilization varies across counties and circuits. Franklin County Community Corrections is used for 85.3% of felony offenders. This stands in stark contrast to Madison County Community Corrections which serves about 2% or the five-county 4<sup>th</sup> Judicial Circuit Community Corrections which collectively serves 1.2% of all its felony offenders.

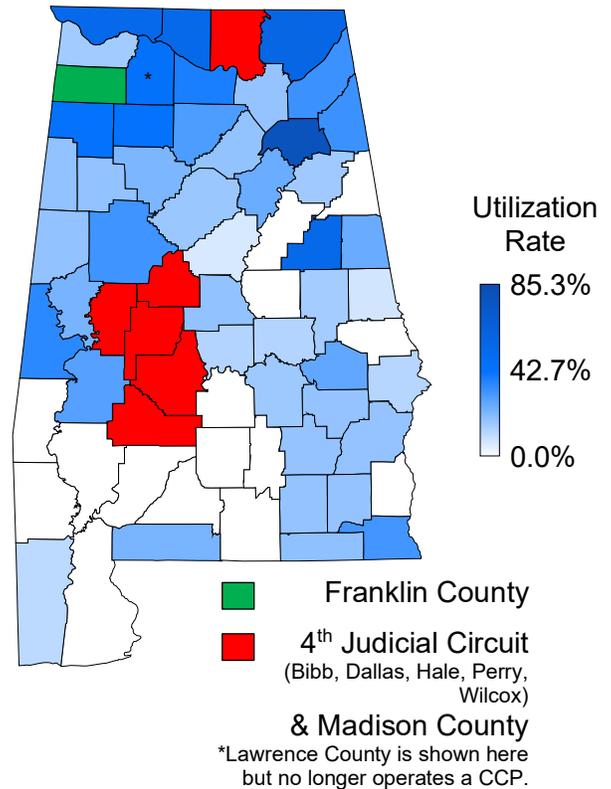
Although a review of CCP annual plans for previous years indicated that capacity is dependent on staffing and resources, this evaluation found very few instances where actual participation exceeded even 60% of stated capacity. While a number of factors go into CCP utilization, capacity doesn't appear to be one of them.

Some other factors that may affect utilization rates:

- Availability of staff
- Availability of resources
- The propensity of sentencing judges to sentence offenders to CCPs
- Crime distribution

Statewide utilization rates may improve by expansion into the 15 counties that currently do not operate CCPs; however, a statewide utilization average of just 25% indicates the possibility to expand within existing CCPs.

Since this evaluation could not look at the individual factors that might limit utilization in jurisdictions, a further evaluation could compare what factors are present in those with the highest utilization rates compared to those with much lower utilization.



## BACKGROUND

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### COMMUNITY PUNISHMENT AND CORRECTIONS ACT PROGRAMS

Community corrections programs are designed and defined differently in each state across the country. In Alabama, it refers to county-based programs that offer community supervision in lieu of prison. Community corrections programs represent a shift in focus from sanctions to rehabilitation, with an emphasis on assessment and intervention strategies that serve to identify and address offenders' risk and protective factors.

In Alabama, each CCP has local authority and is implemented within counties or judicial circuits with financial support, training, and administrative oversight provided by the Community Corrections Division of ADOC. As of September 30, 2020, there were 36 programs operating in 51 of Alabama's 67 counties. (See **Glossary of Terms** for a list of counties without CCPs)

The Community Punishment and Corrections Act of 1991, as amended, provides judges with the authority to sentence eligible felony offenders to a county based CCP to serve an imposed sentence. Under the law, ADOC is tasked with implementing and administering the act which consists of providing training for locally operated CCPs and oversight in the form of enforcing minimum standards. ADOC completes its oversight by requiring annual plans from CCPs, quarterly program evaluations on population and program/service information by offender risk level, and by conducting formal program assessments on a rotating basis. ADOC also establishes the reimbursement rate, a per diem rate based on the offender's risk of reoffending and the amount of time the offender has been in the program.

In 2019, 3,332 offenders were front-end diversions, diverted to CCPs as opposed to incarceration during their initial sentencing. An additional 263 offenders were institutional diversions, diverted to CCPs after serving the start of their sentence incarcerated. ADOC maintains a list of offenders in its in-house population that are eligible to be transferred to community corrections based on their sentence. This list also contains offenders' risk assessment scores. CCPs can request judges to divert selected offenders to their custody. As of September 2020, the overall CCP population had dropped to 3,210.<sup>5</sup> As of September 30, 2019, there were 3,549 felony offenders in CCPs.

### THE PURPOSE OF CCPs

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The intent of community supervision is to enhance public safety, aid offenders' return to community as productive members, reduce jail and prison overcrowding, reduce recidivism, and save taxpayer dollars. All of this can be summarized to the three-fold purpose of:

- **Reduce Incarcerations & Recidivism:** Community correction programs offer an alternative to prison. The programs allow some people convicted of nonviolent felony offenses to live in their communities and, ideally, receive rehabilitative services, at a fraction of the cost of incarcerating them.
- **Return a more Productive Member to Society:** Offenders in community corrections are more integrated into local communities than offenders at ADOC in-house facilities. This integration is informed by employment, community service, and social ties held within offenders' communities.
- **Reduce Costs:** Corrections reimburses CCPs \$5 to \$15 per day per offender. Comparatively, Correction's average daily system-wide inmate cost is \$64.01<sup>1</sup>.

<sup>5</sup> All numbers as reported in the ADOC 2019 Annual Report.

## WHO BENEFITS FROM CCPs

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Community punishment and correctional programs were designed with several stakeholders in mind<sup>6</sup>:

- **Victims and community** – Community corrections promotes the accountability of offenders to their local community by requiring direct financial restitution be made to victims of crime and that community service be made to local government and community agencies representing the community.
- **Corrections** – Community corrections reduces the number of offenders committed to correctional institutions and jails, reducing the capacity ratios of existing correctional facilities.
- **Offenders** – Community corrections provides opportunities for offenders demonstrating special needs to receive services that enhance their abilities to provide for their families and become contributing members of their community.
- **Local Authorities** – Community corrections encourages the involvement of local officials and leading citizens in their local punishment and correctional systems.

## ORGANIZATIONAL STRUCTURE OF CCPs

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CCPs have local authority on how to structure their organization. The law allows CCP organizations to organize under the county, as a local authority, or not-for-profit corporation. Of the 36 CCPs, 14 receive funding from their respective counties and only four of those are organized as not-for-profit corporations. Additionally, the organizations operating CCPs often handle many criminal justice functions or programs. These functions include:

- Court referral offices;
- Misdemeanor probation;
- Pre-trial supervision;
- Felony probation;
- Work releases; and
- Diversion courts.

## CAPACITY OF CCPs

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Most CCPs report their capacity in their annual plans and in most of their quarterly program evaluations. There is no universal method for CCPs to determine their capacity (based on available infrastructure, staff, funding, etc.), and CCPs vary widely in the range at which their stated capacity is filled by their offender population (from 3.0% to 74.67%). Of the 36 CCPs, 13 had capacities that exceeded 50% and only five had capacities that exceeded 60%.

CCPs utilize a lesser percentage of their capacity than Correction's In-House facilities. CCPs collectively reported a capacity of 8,661 offenders but had a population of 3,498 offenders (40.49% capacity). Alternatively, Corrections' designed in-house capacity is 12,412 offenders, but reported an August 2020 month-end population of 18,698 (150.60% capacity). Notable is Corrections' capacities of 131.30% in its Close Security population and of 172.80% in its Medium Security population.

<sup>6</sup> ALABAMA CODE TITLE 15. CRIMINAL PROCEDURE § 15-18-173

## GLOSSARY OF TERMS

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**ADOC** – Alabama Department of Corrections. Some references in the report are specific to the Community Corrections Division within the Alabama Department of Corrections.

**Community Corrections Program (CCP)** – a community-based program that provides supervision for residential and/or non-residential offenders, to include programs and services to aid in the reintegration of the offender into the community.

**ACES Defined Felony Crime Categories:**

- **Murder** – Capital and non-capital homicide; manslaughter
- **Sex Crimes** – Sexual assault and abuse; sexual physical or psychological harm; attempt to harm, including sexual photography; forcing prostitution
- **Robbery** – Traditional robbery; home invasion burglary; burglary with weapons in occupied building
- **Aggravated Assault** – Physical harm against person; attempting physical or psychological harm; kidnapping; child abuse or neglect; domestic violence
- **Property** – Larceny; theft of property; carjacking; property destruction; arson; fraud; embezzlement; counterfeiting; racketeering and organized crime schemes; corruption and white-collar crime; some environmental crime
- **Drug and Other** – Drug possession; drug trafficking; DUI; weapons offenses; criminal procedure offenses; crimes against state; some official misconduct; crimes against animals; trespassing; public order

**Census Rural Designation** – The Census Bureaus categorization of urban and rural areas. Specifically, the Census defines “rural” as “any population, housing, or territory NOT in an urban area.”

- Mostly Urban – Counties with less than 50 percent of the population living in classified rural areas
- Mostly Rural – Counties with 50 to 99.9 percent of the population living in classified rural areas
- Completely Rural – Counties with 100 percent of the population living in classified rural areas

**Front-End Diversion** – any eligible offender sentenced directly to an ADOC approved community corrections program or transferred by amended transcript prior to movement to the ADOC.

**Institutional Diversion** - any eligible offender currently housed in a DOC facility and transferred by an amended transcript to an ADOC approved community corrections program.

**Ohio Risk Assessment System (ORAS)** – Evidence-based offenders’ risk and needs assessment tool that assists with recidivism prediction.

**Alabama Counties without a CCP:**

- |             |                                                                               |
|-------------|-------------------------------------------------------------------------------|
| • Baldwin   | • Henry                                                                       |
| • Butler    | • Lawrence (Lawrence County Community Corrections stopped operations in 2020) |
| • Choctaw   | • Lee                                                                         |
| • Clarke    | • Lowndes                                                                     |
| • Cleburne  | • Monroe                                                                      |
| • Conecuh   | • Talladega                                                                   |
| • Coosa     | • Washington                                                                  |
| • Covington |                                                                               |
| • Crenshaw  |                                                                               |