

Evidence-Based Public Policy in the Criminal Justice System

—Washington State's (Evolving) Approach—

What Works Conference, 2013
—Justice Reinvestment in Action—
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Washington State Institute for Public Policy

Created by Legislature (1983)

Mission: Non-partisan research on projects assigned by the Legislature or the Institute's Board of Directors

Recent Specific Directions to WSIPP from the WA Legislature

What works? What are the costs & benefits of policies to improve these outcomes?

- ✓ Crime 1994, 1999, 2003, 2005, 2009, 2012
- ✓ Education, Early Ed. 2003, 2006, 2009, 2012
- ✓ Child Abuse & Neglect 2003, 2007, 2009, 2012
- ✓ Substance Abuse 2003, 2005, 2009, 2012
- ✓ Mental Health 2005, 2009, 2012
- ✓ Developmental Disabilities 2008
- ✓ Teen Births 1994, 2009
- ✓ Employment 2009
- ✓ Public Assistance 2009
- ✓ Public Health 2009
- ✓ Housing 2009

Washington legislature has asked WSIPP this question: Are There Evidence-Based Policy Options That Improve Public Outcomes, but at Less Cost?

Exhibit 4
Reducing Crime With Evidence-Based Options: What Works, and Benefits & Costs

Washington State Institute for Public Policy
Estimates as of October, 2006

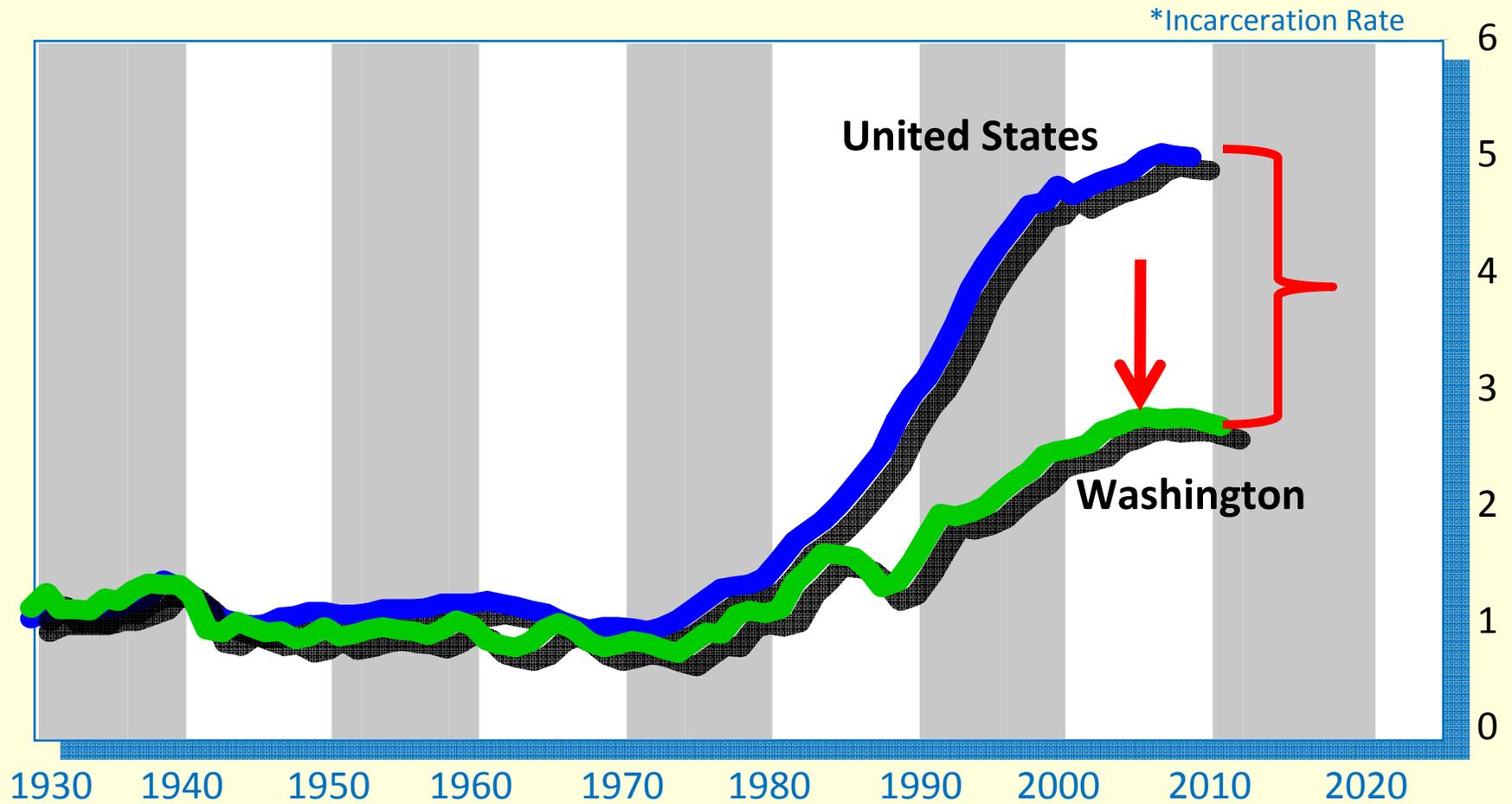
Notes: "n/a" means not estimated at this time. Prevention program costs are partial program costs, pro-rated to match crime outcomes.	Effect on Crime Outcomes Percent change in crime outcomes, & the number of evidence-based studies on which the estimate is based (in parentheses)	Benefits and Costs (Per Participant, Net Present Value, 2006 Dollars)			
		Benefits to Crime Victims (of the reduction in crime)	Benefits to Taxpayers (of the reduction in crime)	Costs (marginal program cost, compared to the cost of alternative)	Benefits (total) Minus Costs (per participant)
	(1)	(2)	(3)	(4)	(5)
Programs for People in the Adult Offender System					
Vocational education in prison	-9.0% (4)	\$8,114	\$6,806	\$1,182	\$13,738
Intensive supervision: treatment-oriented programs	-16.7% (11)	\$9,318	\$9,369	\$7,124	\$11,563
General education in prison (basic education or post-secondary)	-7.0% (17)	\$5,325	\$5,309	\$962	\$10,669
Cognitive-behavioral therapy in prison or community	-6.3% (25)	\$5,658	\$4,746	\$105	\$10,299
Drug treatment in community	-5.3% (6)	\$5,133	\$5,495	\$574	\$10,054
Correctional industries in prison	-5.9% (4)	\$5,360	\$4,496	\$417	\$9,439
Drug treatment in prison (therapeutic communities or outpatient)	-5.7% (20)	\$5,133	\$4,306	\$1,604	\$7,835
Adult drug courts	-8.0% (57)	\$4,295	\$4,705	\$4,333	\$4,767
Employment and job training in the community	-4.3% (16)	\$2,373	\$2,386	\$400	\$4,359
Electronic monitoring to offset jail time	0% (9)	\$0	\$0	-\$870	-\$870
Sex offender treatment in prison with aftercare	-7.0% (6)	\$6,442	\$2,895	\$12,265	-\$3,293
Intensive supervision: surveillance-oriented programs	0% (23)	\$0	\$0	\$3,747	-\$3,747
Washington's Dangerously Mentally Ill Offender program	-20.0% (1)	\$18,020	\$15,116	n/a	n/a
Drug treatment in jail	-4.5% (9)	\$2,451	\$2,056	n/a	n/a
Adult boot camps	0% (22)	\$0	\$0	n/a	n/a
Domestic violence education/cognitive-behavioral treatment	0% (8)	\$0	\$0	n/a	n/a
Jail diversion for mentally ill offenders	0% (11)	\$0	\$0	n/a	n/a
Life skills education programs for adults	0% (4)	\$0	\$0	n/a	n/a
Programs for Youth in the Juvenile Offender System					
Multidimensional Treatment Foster Care (v. regular group care)	-22.0% (3)	\$51,828	\$32,915	\$6,945	\$77,789
Adolescent Diversion Project (for lower risk offenders)	-19.9% (6)	\$24,328	\$18,208	\$1,913	\$40,623
Family Integrated Transitions	-13.0% (1)	\$30,708	\$19,502	\$9,665	\$40,545
Functional Family Therapy on probation	-15.9% (7)	\$19,529	\$14,617	\$2,325	\$31,821
Multisystemic Therapy	-10.5% (10)	\$12,855	\$9,622	\$4,264	\$18,213
Aggression Replacement Training	-7.3% (4)	\$5,897	\$6,659	\$697	\$14,660
Teen courts	-11.1% (5)	\$5,907	\$4,238	\$936	\$9,208
Juvenile boot camp to offset institution time	0% (14)	\$0	\$0	-\$8,077	\$8,077
Sex offender cognitive-behavioral treatment	-10.2% (5)	\$33,015	\$8,377	\$33,064	\$7,329
Restorative justice for low-risk offenders	-8.7% (21)	\$4,628	\$3,320	\$880	\$7,067
Interagency coordination programs	-2.5% (16)	\$3,084	\$2,308	\$205	\$5,186
Juvenile drug courts	-3.5% (15)	\$4,232	\$3,167	\$2,777	\$4,622
Regular surveillance-oriented parole (v. no parole supervision)	0% (2)	\$0	\$0	\$1,201	-\$1,201
Juvenile intensive probation supervision programs	0% (3)	\$0	\$0	\$1,598	-\$1,598
Juvenile wilderness challenge	0% (9)	\$0	\$0	\$3,085	-\$3,085
Juvenile intensive parole supervision	0% (10)	\$0	\$0	\$6,460	-\$6,460
Scared Straight	+6.8% (10)	-\$8,055	-\$6,253	\$59	-\$14,667
Counseling/psychotherapy for juvenile offenders	-18.9% (6)	\$23,126	\$17,309	n/a	n/a
Juvenile education programs	-17.5% (3)	\$41,151	\$26,153	n/a	n/a
Other family-based therapy programs	-12.2% (12)	\$15,096	\$11,231	n/a	n/a
Team Child	-10.9% (2)	\$5,759	\$4,131	n/a	n/a
Juvenile behavior modification	-8.2% (4)	\$9,271	\$12,236	n/a	n/a
Life skills education programs for juvenile offenders	-2.7% (3)	\$6,441	\$4,091	n/a	n/a
Diversion progs. with services (v. regular juvenile court)	-2.7% (20)	\$1,441	\$1,034	n/a	n/a
Juvenile cognitive-behavioral treatment	-2.5% (8)	\$3,123	\$2,337	n/a	n/a
Court supervision vs. simple release without services	0% (8)	\$0	\$0	n/a	n/a
Diversion programs with services (v. simple release)	0% (7)	\$0	\$0	n/a	n/a
Juvenile intensive probation (as alternative to incarceration)	0% (5)	\$0	\$0	n/a	n/a
Guided Group Interaction	0% (4)	\$0	\$0	n/a	n/a
Prevention Programs (crime reduction effects only)					
Nurse Family Partnership-Mothers	-56.2% (1)	\$11,531	\$8,161	\$5,409	\$14,283
Nurse Family Partnership-Children	-16.4% (1)	\$8,632	\$4,922	\$733	\$12,622
Pre-K education for low income 3 & 4 year olds	-14.2% (8)	\$8,145	\$4,644	\$993	\$12,196
Seattle Social Development Project	-16.8% (1)	\$1,605	\$4,341	n/a	n/a
High school graduation	-10.4% (1)	\$1,738	\$2,851	n/a	n/a
Guiding Good Choices	-9.1% (1)	\$570	\$2,982	n/a	n/a
Parent-Child Interaction Therapy	-3.7% (1)	\$268	\$794	n/a	n/a
Program types in need of additional research & development before we can conclude they do or do not reduce crime outcomes:					
Programs needing more research for people in the adult offender system					
Case management in the community for drug offenders	0% (13)			Findings are mixed for this broad grouping of programs.	
CCSA (Faith-based supervision of sex offenders)	-22.3% (1)			Too few evaluations to date.	
Day fines (compared to standard probation)	0% (1)			Too few evaluations to date.	
Domestic violence courts	0% (2)			Too few evaluations to date.	
Faith-based programs	0% (5)			Too few evaluations to date.	
Intensive supervision of sex offenders in the community	0% (4)			Findings are mixed for this broad grouping of programs.	
Medical treatment of sex offenders	-21.4% (1)			Too few evaluations to date.	
Mixed treatment of sex offenders in the community	0% (2)			Too few evaluations to date.	
Regular parole supervision vs. no parole supervision	0% (1)			Too few evaluations to date.	
Restorative justice programs for lower risk adult offenders	0% (6)			Findings are mixed for this broad grouping of programs.	
Therapeutic community programs for mentally ill offenders	-20.8% (2)			Too few evaluations to date.	
Work release programs (from prison)	-4.3% (4)			Too few recent evaluations.	
Programs needing more research for youth in the juvenile offender system					
Dialectical Behavior Therapy	0% (1)			Too few evaluations to date.	
Increased drug testing (on parole) vs. minimal drug testing	0% (1)			Too few evaluations to date.	
Juvenile curfews	0% (1)			Too few evaluations to date.	
Juvenile day reporting	0% (2)			Too few evaluations to date.	
Juvenile jobs programs	0% (3)			Too few recent evaluations.	
Juvenile therapeutic communities	0% (1)			Too few evaluations to date.	
Mentoring in juvenile justice	0% (1)			Too few evaluations to date.	

WSIPP
"Consumer Reports" Lists:

What Works?
What Doesn't?
What Can Give Washington Taxpayers a Good Return (Better Outcomes) for Their Money?

Given the Current Level of Credible Research, What Don't We Know?

Adult Prison Incarceration Rates: 1930 to 2011



*The incarceration rate is defined as the number of inmates in state prisons per 1,000 resident population in Washington or the United States.

Evidence-Based Programs
WSIPP's 3-Step Research Approach

1. What works (to improve outcomes)?

We identify programs that have already been rigorously tested (WA or elsewhere) to determine the program achieves expected outcomes.

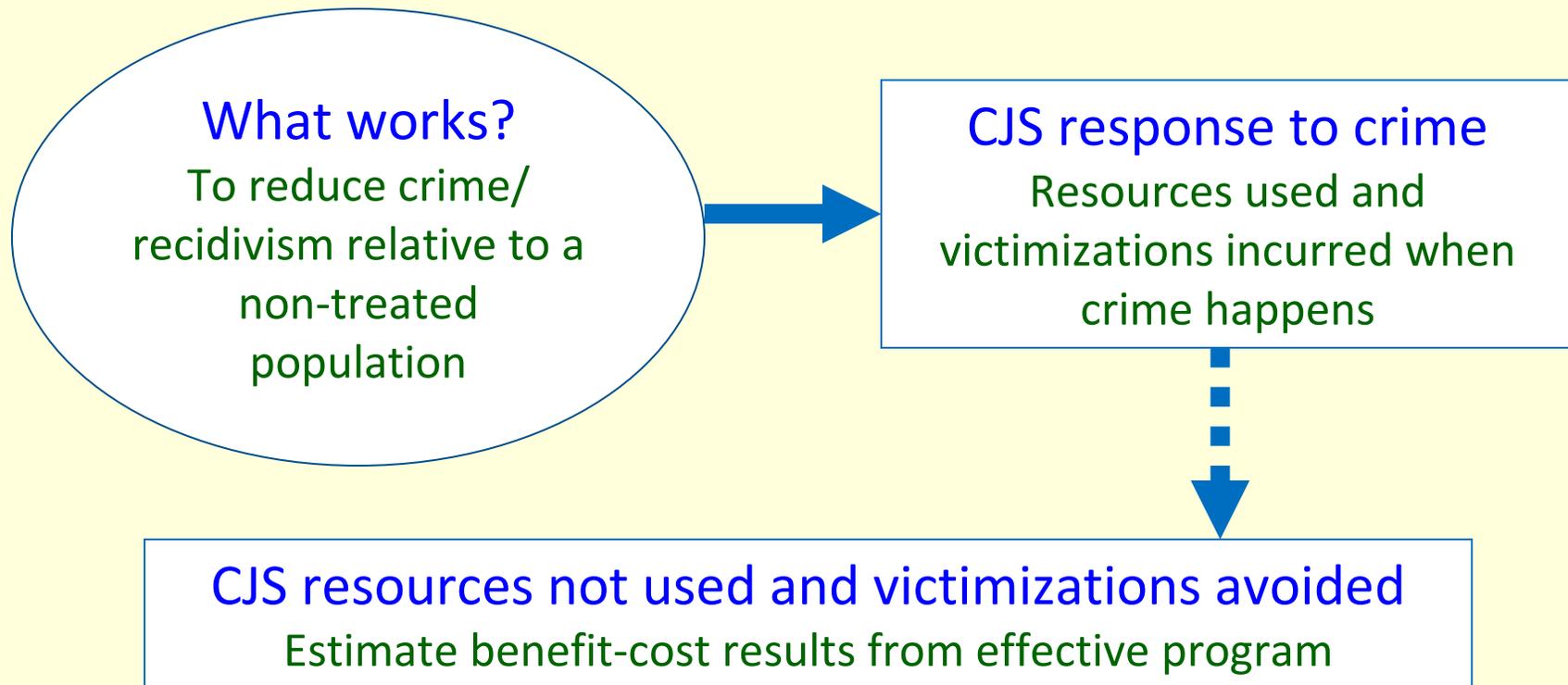
2. What pays off for taxpayers?

We compute benefits, costs, and risk (return on investment) to the people of Washington for each policy option.

3. How can a “portfolio” of options affect statewide outcomes? How much risk of failure?

Benefit-Cost Analysis

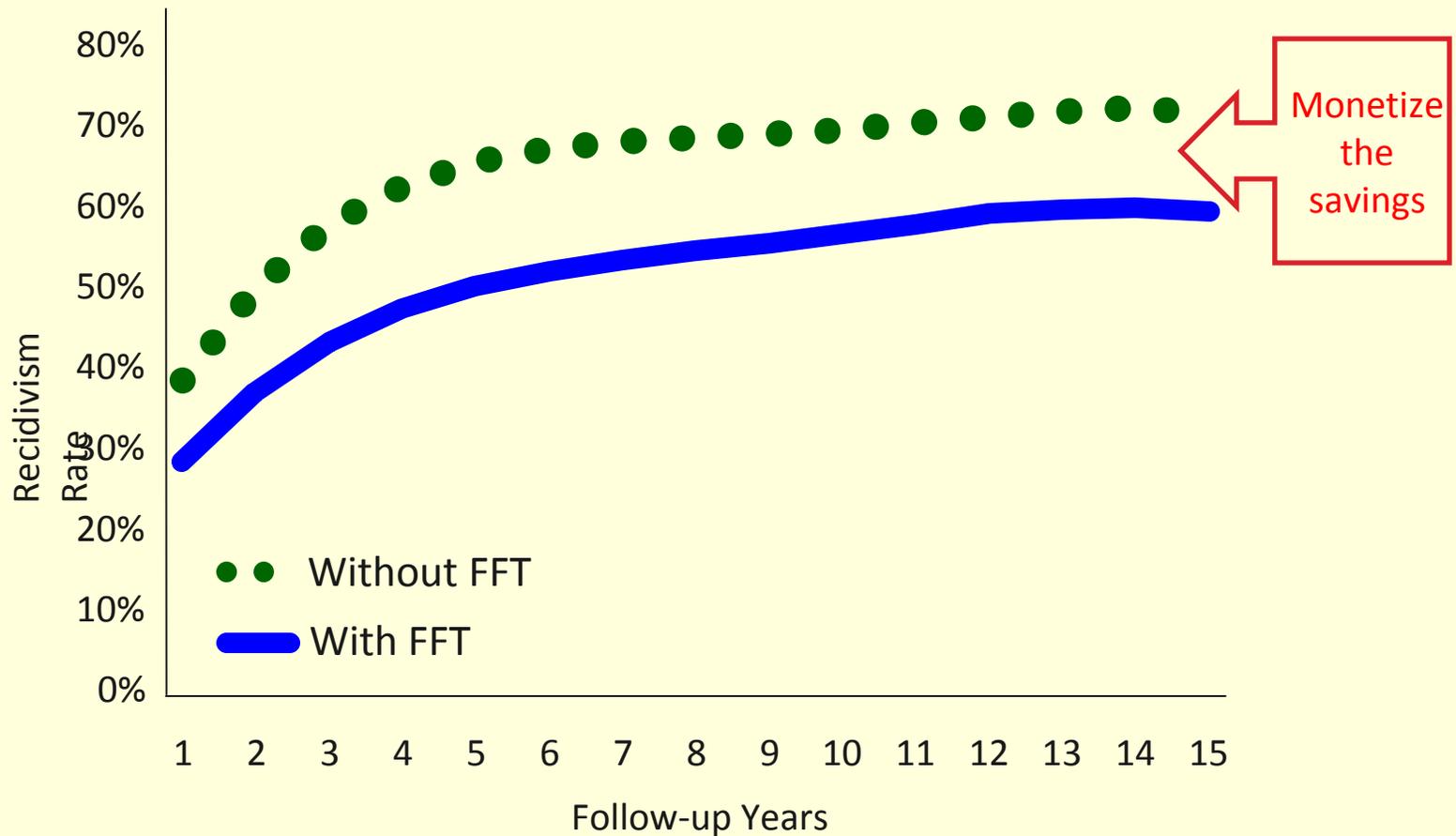
Once we know what works, we determine how much it costs to buy that effect size, and what's it worth to achieve it?



We monetize the benefits to taxpayers and crime victims of future crimes avoided and estimate the costs of a program versus the costs of not participating.

An example...

Functional Family Therapy for Juvenile Offenders Reduces Recidivism Rates by 22 Percent



Compute Benefit-Cost Statistics

What Works to Reduce Crime?
2012 Results

Adult Offenders

	Change In Crime (# of EB Studies)	Benefits Minus Costs, per-person, life cycle (probability you won't lose \$)
Corr. Education in Prison	-16% (11)	\$20,298 (100%)
Cog-Behavioral Tx (mod-high risk)	-7% (38)	\$9,283 (100%)
Drug Tx (outpatient, community)	-5% (4)	\$5,154 (99%)
Drug Tx (inpatient, community)	-2% (5)	\$2,489 (87%)
ISP: surveillance	+0% (14)	-\$4,718 (11%)
ISP: treatment	-14% (17)	\$7,295 (96%)

Juvenile Offenders

Functional Family Thpy (QA)	-22% (8)	\$30,706 (100%)
Aggression Repl. Trng (QA)	-20% (4)	\$29,740 (96%)

Prevention*

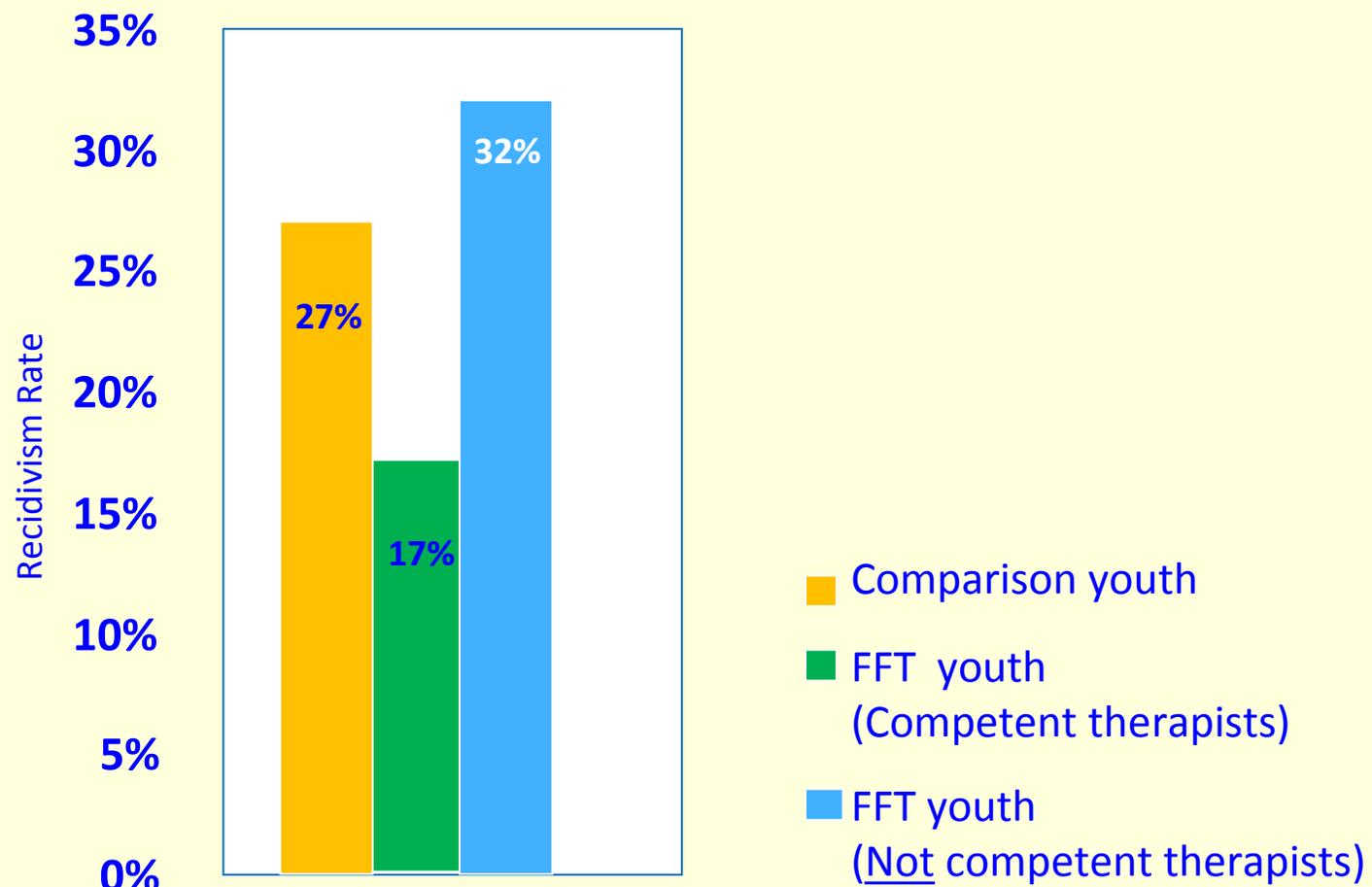
Pre-School* (low income)	-21% (11)	\$14,934 (100%)
Nurse Family Partnership*	-17% (2)	\$13,181 (80%)

Compute Benefit-Cost Statistics

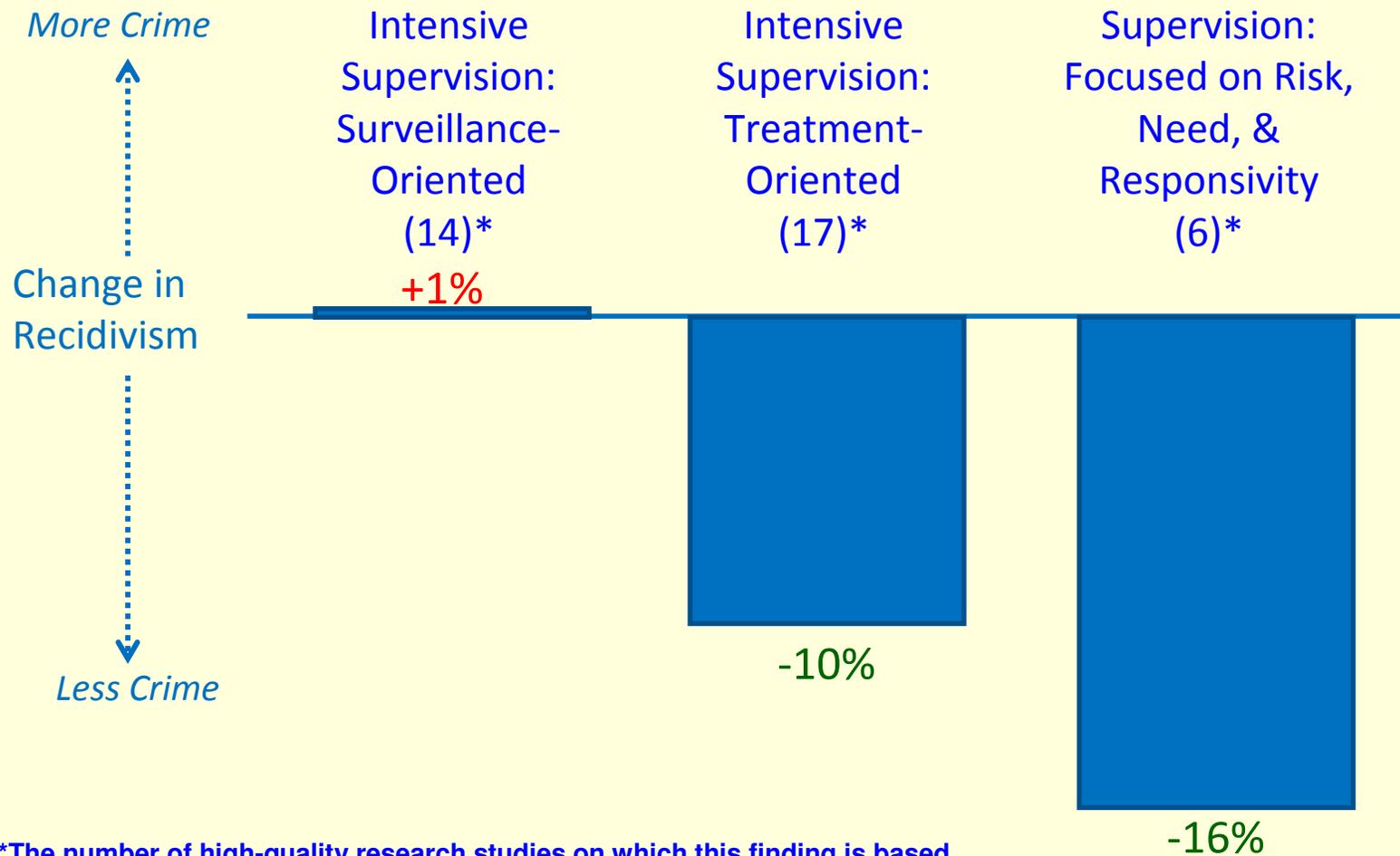
Functional Family Therapy: Return on Investment (2010 Dollars)

<u>Benefits Per Family (PV)</u>		<u>Main Source of Benefits</u>
Reduced crime	\$26,802	Lower CJ & victim costs
Increased high school grad	\$6,782	Increased earnings
Reduced health care costs	\$384	Lower public costs
Total Benefits Per Family	\$33,976	
Cost Per Family (PV)	\$3,270	
Net Present Value	\$30,706	
Benefits Per Dollar of Cost	\$10.42	(= 91% ROI)

*Follow- Up With an Outcome Evaluation:
Results from Washington's Functional Family Therapy*



Evidence-Based Community Supervision (adults): WSIPP Findings of Three Supervision Tactics



*The number of high-quality research studies on which this finding is based.

Some Major Washington Legislative Actions

- ✓ 1999-01: Funded evidence-based juvenile justice programs in late 90's. *Less crime, save \$.*
- ✓ 2002: Cut prison sentences for drug offenders and diverted some fiscal savings to drug courts and treatment. *Less crime, save \$.*
- ✓ 2007: Funded a portfolio of evidence-based programs in adult and juvenile corrections, and prevention. *2000 bed, \$250 Million, prison avoided.*

Adult Criminal Justice

Cognitive behavioral therapy
Correctional education/vocation
Drug treatment community/prison
Work release

Juvenile Justice

Aggression Replacement Training
Functional Family Therapy
Multisystemic Therapy
Victim offender mediation

Prevention

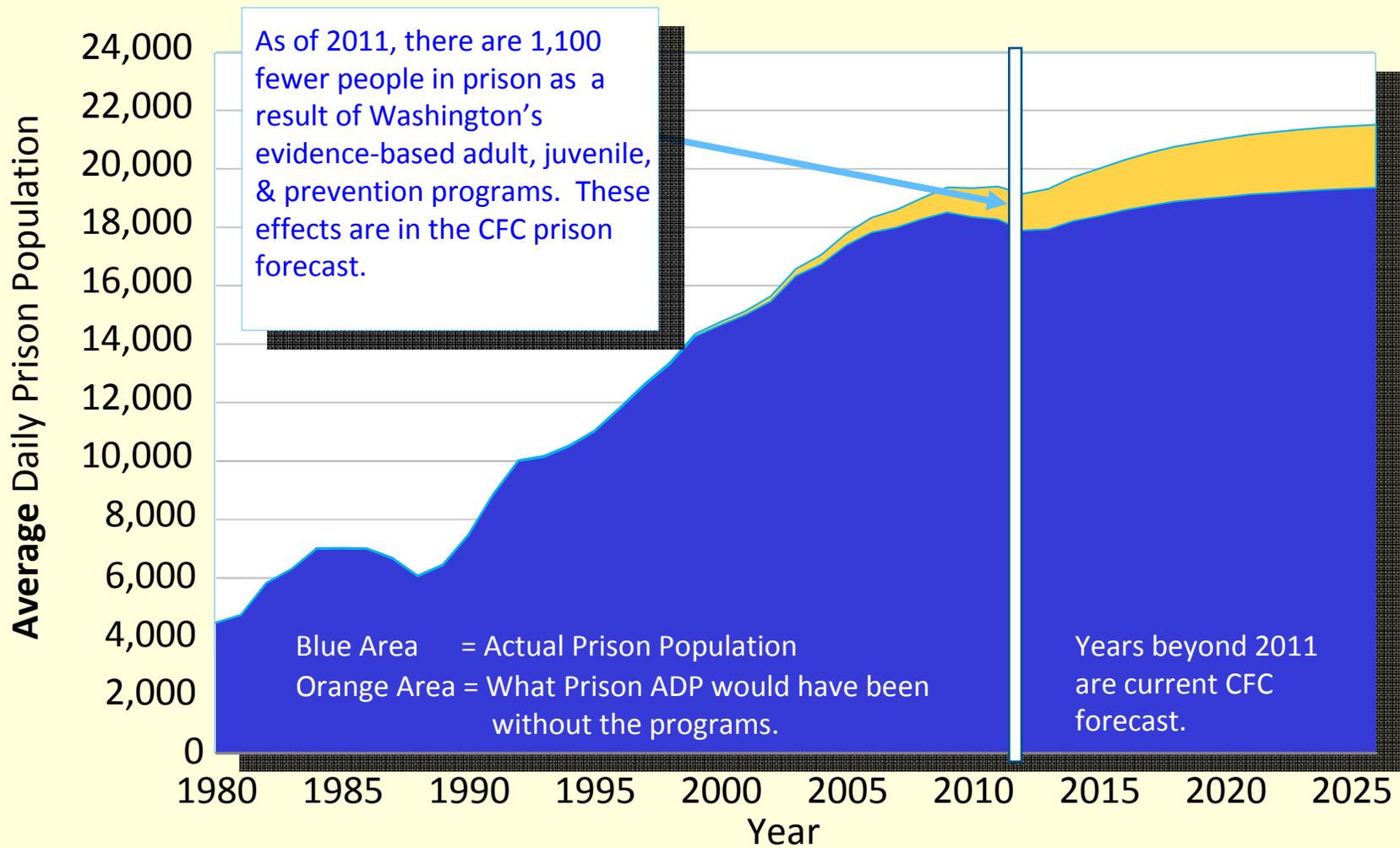
Early childhood education assistance program (low income 3 & 4-year olds)

Washington now explicitly ties the evidence-based program portfolio to the official state prison forecast.

- ✓ 2012: Evidence-based, research-based, and promising juvenile justice, child welfare, and children's mental health.

Keeping Track of Results: Prison Beds Avoided

Cumulative Effect of Washington's History of Evidence-based Programming



A Cheat Sheet on Six Evidence-Based Principles:

1. Evidence

Focus on research-proven prevention and intervention.

2. Economics

Compute benefits and costs: not all options have sound economics.

3. Quality assurance

Re-visit the EBP path periodically to ensure expected results.

4. Risk (for re-offense)

Follow the risk principle and align offenders with the right EBPs.

5. Funding

Encourage interest in EBPs and monitor the results. WA now ties the official state prison forecast to the expected effects of the funded portfolio.

6. Punishment

Focus on swiftness and certainty of punishment (strong deterrence evidence for certainty, but not for severity of punishment).

Questions?

“Return on Investment: Evidence-Based Options to Improve Statewide Outcomes ”

www.wsipp.wa.gov

Thank you!



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April 2012

**Return on Investment:
Evidence-Based Options to Improve Statewide Outcomes**

—April 2012 Update—

In the mid-1990s, the Washington State Legislature first began to direct the Washington State Institute for Public Policy (Institute) to identify “evidence-based” policies that have been shown to improve particular outcomes.

The motivation for these assignments is straightforward: to provide Washington policymakers and budget writers with a list of well-researched policies that can, with a high degree of probability, lead to better statewide results and a more efficient use of taxpayer dollars.

This short report provides a snapshot, as of April 2012, of our current list of evidence-based policy options on many public policy topics. Where possible, we provide an independent assessment of the benefits and costs of each option from the perspective of Washington citizens and taxpayers.

In essence, this report is similar to an investment advisor’s “buy-sell” list—it contains current recommendations on policy options that can give taxpayers a good return on their investment (“buys”), as well as those that apparently cannot (“sells”). This report replaces previously published Institute reports on these topics.

We will occasionally add or update results for individual policy options on our website as new information becomes available. Exhibit 1 of this report includes hyperlinks to detailed results for each program.

Suggested citation: Lee, S., Aos, S., Drake, E., Pennucci, A., Miller, M., & Anderson, L. (2012). *Return on investment: Evidence-based options to improve statewide outcomes, April 2012* (Document No. 12-04-1201). Olympia: Washington State Institute for Public Policy.

Background

The Institute was created by the 1983 Washington Legislature to carry out non-partisan research at legislative direction.

The 1997 Legislature directed the Institute to review “evidence-based” policy strategies in juvenile justice and adult corrections. We identified several programs that had been tried and evaluated elsewhere but were not then operating in Washington. We found that some, but not all, programs had the potential to reduce crime and save Washington taxpayers money.¹ In subsequent sessions, the legislature used the information to begin a series of policy reforms.² Many practical lessons have been learned about how to implement these programs with fidelity statewide.³

Based on this initial success, in the early 2000s the legislature began to direct the Institute to apply the same evidence-based and benefit-cost approach to other public policy areas, including K–12 education, early childhood education, prevention, child welfare, mental health, substance abuse, and public health.⁴

In this report, we discuss our research approach and summarize our current results on these topics.

General Research Approach

As we have carried out these legislative assignments, we have been implementing a three-step research approach.

- 1) We systematically assess evidence on “what works” (and what does not) to improve outcomes.
- 2) We calculate costs and benefits for Washington State and produce a ranking of public policy options.
- 3) We measure the riskiness of our conclusions by testing how bottom lines vary when estimates and assumptions change.

A brief description of each step follows.