



Office of  
Financial Management  
STATE OF WASHINGTON

# Activity Inventory Performance Measure Assessment

## Department of Corrections

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Based on a review of the following: The agency strategic plan, the budget activity inventory, internal performance measure reports, and an interview with the agency contacts

# Current Strengths and Good Practices

- All measures report quarterly data.
- The most recently completed quarter's data was available on all measures, and there was sufficient data to allow for some statistical analysis as a part of this assessment.
- The language used in the titles many of the measures is understandable to non-agency personnel.
- Two measures show statistically significant improvements:
  - 06G2 - The percent of level 3 sex offenders released without an approved residence.
  - 10G2 - The average length of (handoff) from data of supervision to intake and start of supervision.

# Budget Activity and Performance Measure Comments and Potential Improvements

- The (\$118.9 M) budget activity, A002 - Corrections Core Administration, is not currently associated with any performance measures. The agency could report use one of its existing human resource-related measures for this budget activity (Caseload per staff ratios, L & I claims, etc.)
- The agency performance measures concentrate on inputs, process-level, and output perspectives. There are no real outcome measures in the current portfolio. Here are some suggested outcome measurement topics that should be evaluated and possibly developed by agency and OFM Budget analysts:
  - The percentage of offenders in community supervision obtaining employment or entering accredited training within 60 (or some other logical period) days of release from prison/jail.
  - The percent of offenders who re-offend (On community supervision and overall).
  - The percent of offenders who successfully complete their training/treatment plans.
  - The number of inmates who are housed in non-state owned facilities (process-level).
- The estimates and the actual data for the offender population levels (slide 11) do not match. The probable cause is a mismatch in operational definitions surrounding the numbers of inmates housed in non-state owned facilities (The actual data excludes them and the estimates include them).
- The measures for escapes and infractions would be more understandable if they reported the actual number of incidents instead of the current per 1,000 ratios.

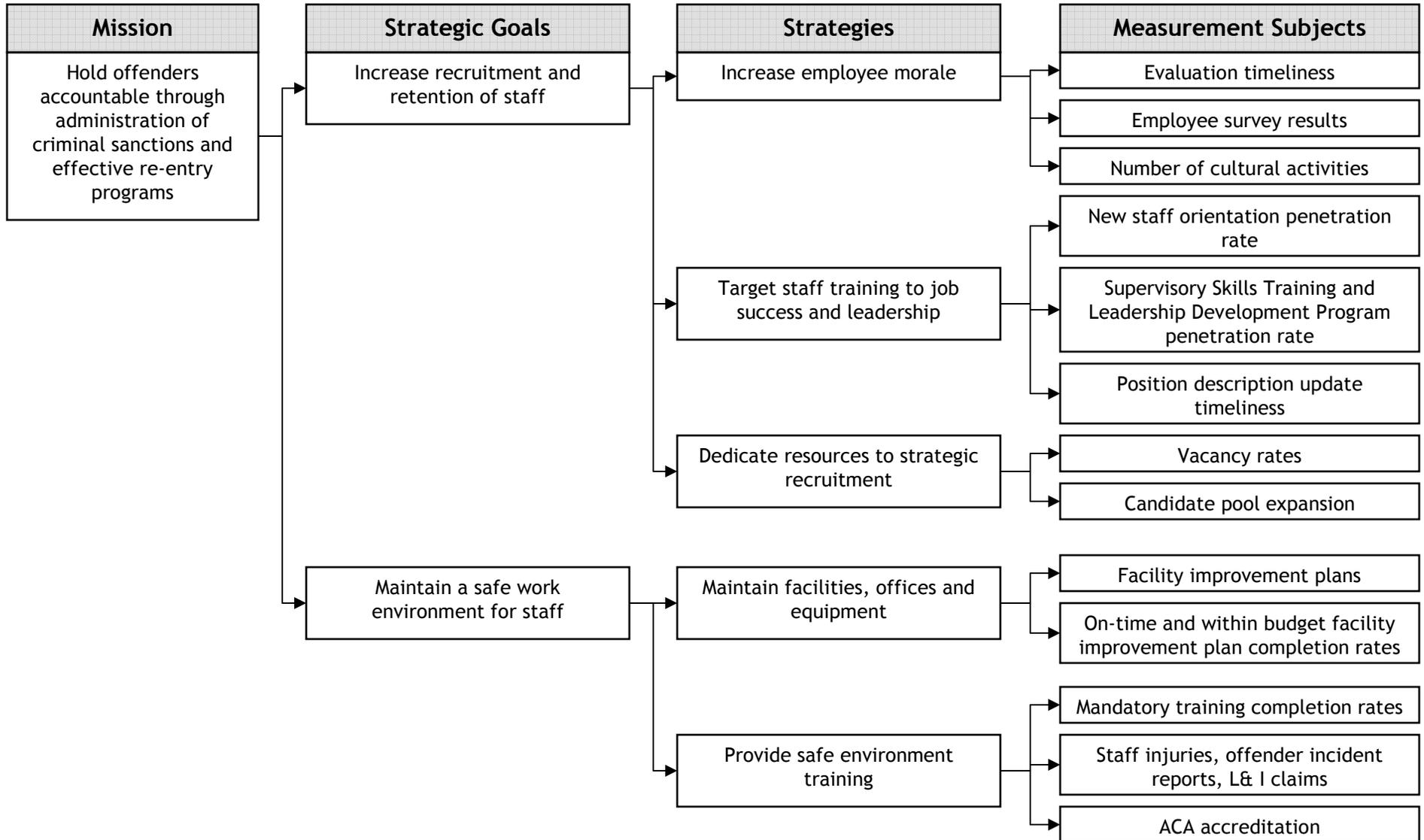
# Analysis of Current Activity Measure Data

- The following performance measures demonstrate stable and predictable variation patterns, but are not achieving their performance targets. The agency should evaluate whether the target is unreasonable or whether process improvements are needed to attain desired targets.
  - Escapes per 1,000 offenders (slide 12)
  - Major infractions per 1,000 offenders (slide 13)
  - Violent infractions per 1,000 offenders (slide 14)
  - Chemical dependency completion rates (slide 15)
- Two performance measures exhibit stable and predictable trends. Assuming nothing changes in the process, future results should be very similar to the increasing or decreasing slope of the trend line.
  - Offender medical costs are increasing (undesirable) at a predictable rate (slide 16).
  - Handoff timeliness is decreasing (desirable) at a steady rate (slide 17).
- Most of the activity measures demonstrate some type of abnormal variation pattern (trends, process-level shifts, or abnormally high/low performance levels). These patterns usually indicate a change occurred in the underlying processes.

# Agency Comments and Future Actions

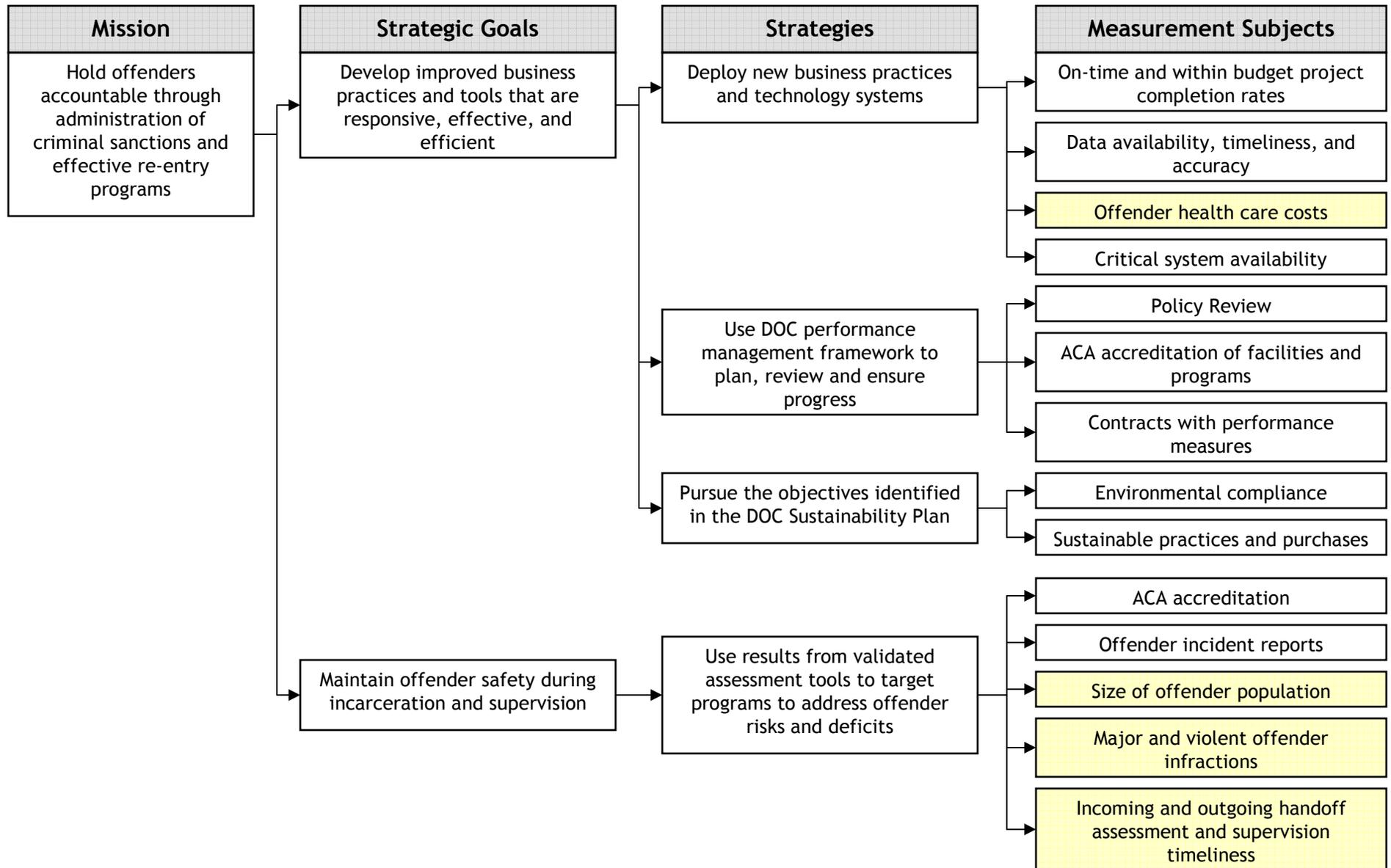
- As part of the update of the agency strategic plan in 2008, DOC will include a prioritized and manageable number of performance measures in its 2009-15 plan, and ensure that all of its major activities have appropriate measures.
- A number of our measures should be similar to what other states might track. DOC will review other states and national organizations (such as Bureau of Justice Statistics or the American Correctional Association) for comparable data to see if it can make valid comparisons and establish targets.
- The department is currently implementing its Re-entry initiative, and will add measures to PMTS to track the implementation of programs that support re-entry and outcomes such as re-offenses and recidivism.
- There is an effort to better document how each measure is defined and counted to decrease the chance of losing history as personnel changes occur.

# Agency Strategic Plan Summary



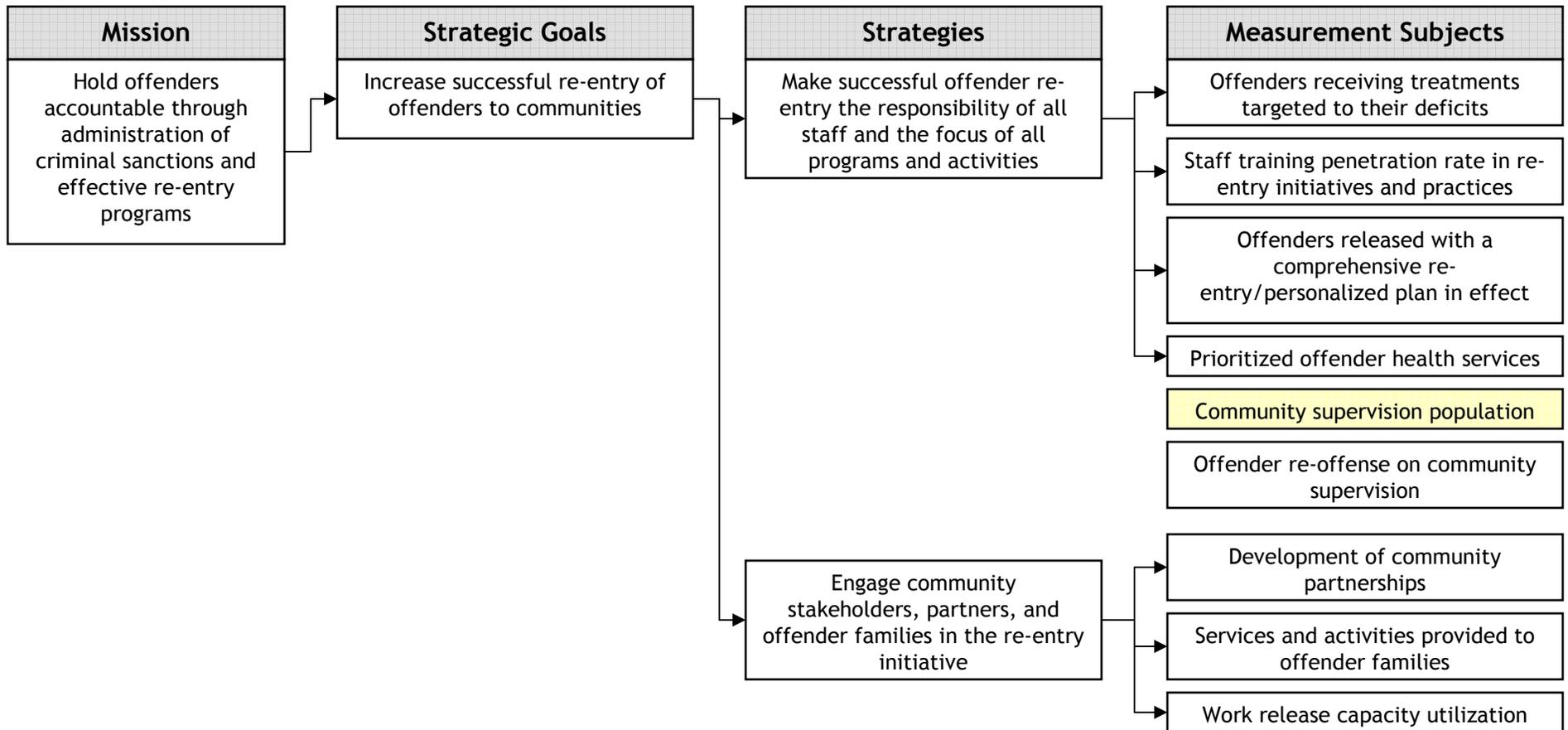
Also Current Budget Activity Measures

# Agency Strategic Plan Summary (continued)



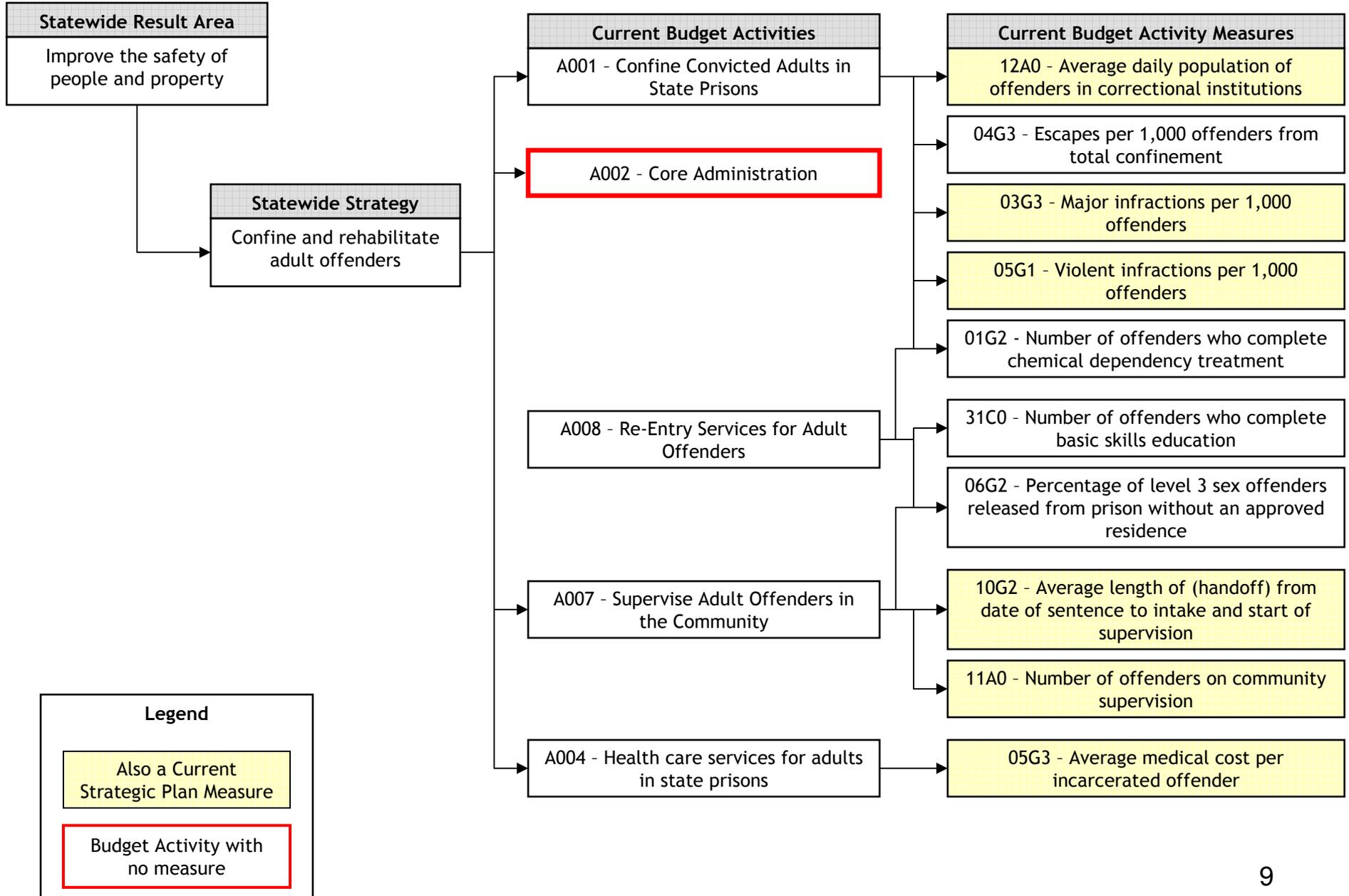
Also Current Budget Activity Measures

# Agency Strategic Plan Summary (continued)



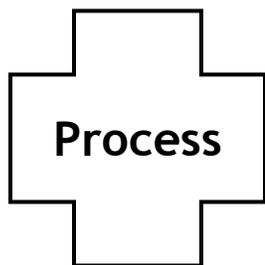
Also Current Budget Activity Measures

# Budget Activity & Performance Measure Linkages



# Budget Activity Measure Perspectives

⑤ Process characteristics the customers/stakeholders want



⑥ Process characteristics the agency wants

03G3 - Major infractions per 1,000 offenders (Undesirable)

⑥

04G3 - Escapes per 1,000 offenders from total confinement (Undesirable)

⑤

05G1 - Violent infractions per 1,000 offenders (Undesirable)

⑥

10G2 - Average length of (handoff) from date of sentence to intake and start of supervision

⑥

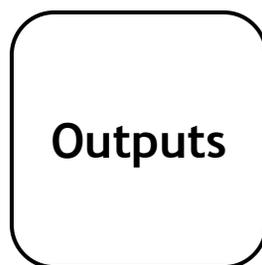
05G3 - Average medical cost per incarcerated offender

⑤

06G2 - Percentage of level 3 sex offenders released from prison without an approved residence (Undesirable)

⑤

③ Product/service attributes customers/stakeholders want



④ Product/service attributes the agency wants

01G2 - Number of offenders who complete chemical dependency treatment

③

31C0 - Number of offenders who complete basic skills education

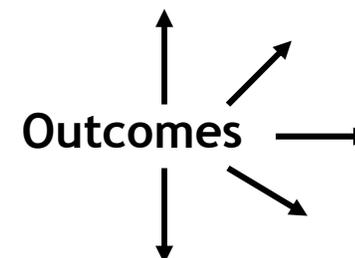
③

## Inputs

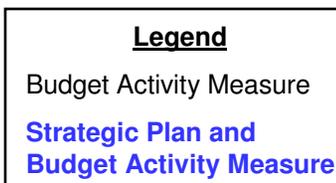
12A0 - Average daily population of offenders in correctional institutions

11A0 - Number of offenders on community supervision

① Customer/stakeholder desired outcomes



② Agency desired outcomes



# Activity Measure Critique - Incarcerated Offender Population

**Performance Measure Description:** Numbers do not include inmates housed in non-state owned facilities (Rent-a-Bed).

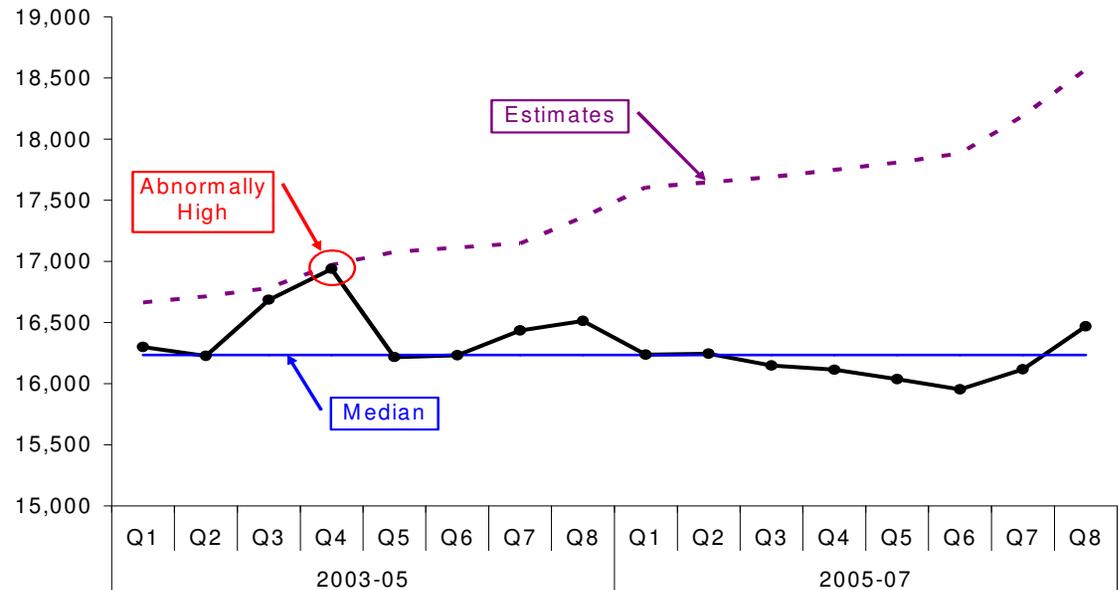
**Budget Activity Links:** A001 - Confine Convicted Adults in State Prisons

**Category of Measure:** The number of inmates is an input to the system.

**Analysis of Variation:** Aside from the abnormally high number in the 4<sup>th</sup> quarter of 2003-05, the population numbers appear to be stable and predictable.

**Analysis of Estimated vs. Actual Performance:** The estimates have drifted away from the actual numbers. These are estimates and not targets, since the agency can do little to control this number.

**12A0 - Average Daily Population of Offenders in Correctional Institutions**



## Comments About Desirable Characteristics

**Relevance:** An additional relevant performance and budget-oriented measure would track the number of inmates that have to be housed in non-state owned facilities to alleviate overcrowding.

**Understandability:** The large gap between the estimates and the actual numbers is confusing.

**Comparability:** This data could be compared with other states if it were converted to a per capita number.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** The definitions should be clear and the counting methodology straightforward.

**Cost Effectiveness:** Knowing how many inmates are incarcerated at any one time should be part of the normal management routine.

## General Comments & Explanations:

### Agency Comments:

Estimates are the Caseload Forecast Council's forecast of the adult inmate population and includes inmates housed in state prisons, work releases, and contracted out-of-state facilities.

Population reported to OFM does not include offenders in the contracted out-of-state facilities.

# Activity Measure Critique - Escapes from Total Confinement

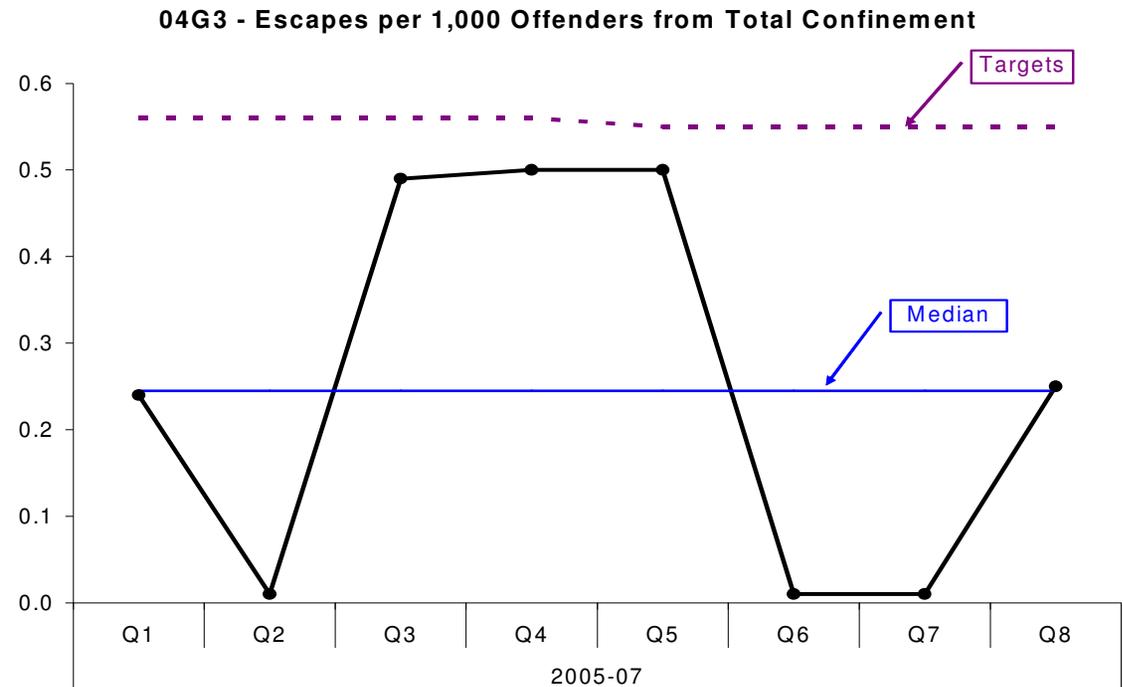
**Performance Measure Description:** A per capita number of escapes that does not include inmates on work-release.

**Budget Activity Links:** A001 - Confine Convicted Adults in State Prisons

**Category of Measure:** Escapes are an undesirable process - level characteristic - An error.

**Analysis of Variation:** The data patterns appear to be stable and predictable; not showing any signs of change or improvement.

**Analysis of Targeted vs. Actual Performance:** All the reported data is below the target, which is desirable. However, given the nature of this measure, is anything other than a "0" target acceptable? Whether or not it is possible to achieve a 100% target all the time is less relevant.



## Comments About Desirable Characteristics

**Relevance:** Keeping inmates behind the walls is a central purpose of the agency.

**Understandability:** Since the population numbers are fairly stable (previous slide), this would be better if it was not converted into a per capita number.

**Comparability:** It would be interesting to compare the number of escapes from state owned facilities vs. non-state owned facilities.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** The definitions should be clear and the counting methodology straightforward.

**Cost Effectiveness:** Knowing how many inmates have escaped at any one time should be part of the normal management routine.

## General Comments & Explanations:

### Agency Comments:

Because of the low number of escapes, DOC will consider reporting actual number of escapes instead of the per-thousand currently reported.

Actual number of escapes is a more understandable measure for most audiences.

Most escapes are from work release facilities. Escapes from prisons are rare.

# Activity Measure Critique - Major Infractions

**Performance Measure Description:** From a long list of undesirable prisoner behaviors and actions.

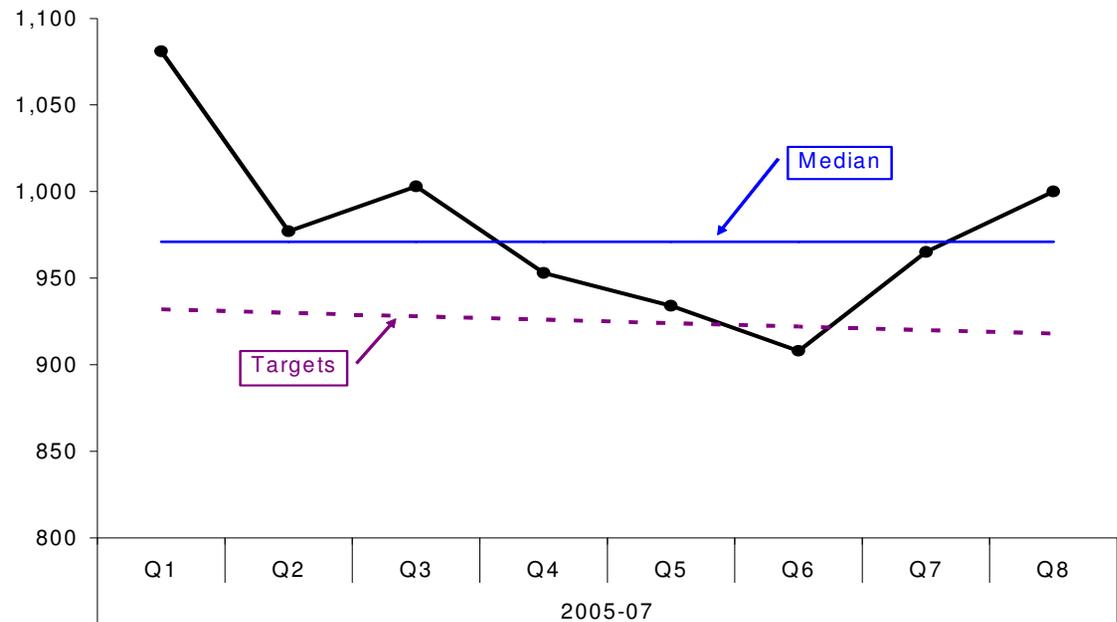
**Budget Activity Links:** A001 - Confine Convicted Adults in State Prisons

**Category of Measure:** Infractions are undesirable characteristics of the incarceration process

**Analysis of Variation:** The data patterns appear to be stable and predictable; not showing any strong signs of change or improvement.

**Analysis of Targeted vs. Actual Performance:** Actual performance has only gone below the target once in the 8 quarters reported. The targets are creeping lower, but the process is stable, and not showing any strong signs of improvement.

03G3 - Major Infractions per 1,000 Offenders



## Comments About Desirable Characteristics

**Relevance:** Having almost 4 major violations on average per inmate every year might also be an indicator for the agency's recruitment and retention problems.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Understandability:** Since the prison population is fairly stable, this would be better if it was reported as the number of major infractions.

**Reliability:** The list of violations is long and whether an inmate is cited or not depends on consistency of enforcement among the guards.

**Comparability:** The agency is in the process of studying other states to see if valid comparisons can be made.

**Cost Effectiveness:** Adding up all the violations should be a regular part of the prison management environment improvement process.

## General Comments & Explanations:

### Agency Comments:

Overcrowding is a factor in behavior. DOC will analyze the trends of prison populations in state facilities and how the use of contracted beds to alleviate crowding correspond to the changes in infractions

The DOC Prisons Division is in the process of a formal internal GMAP to look for causes of violent infractions (see page 14) and opportunities for reduction. The findings of that review may also have some bearing on these other major 13 infractions.

# Activity Measure Critique - Violent Infractions

**Performance Measure Description:** From a short list of behaviors and actions that cause bodily harm to others - inmates or prison staff.

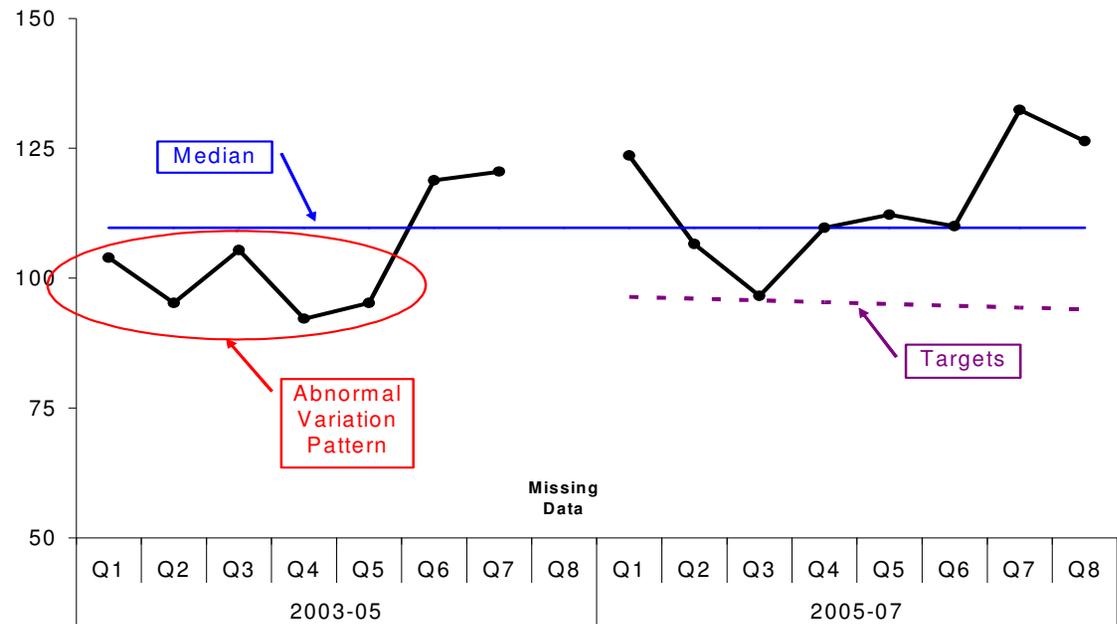
**Budget Activity Links:** A001 - Confine Convicted Adults in State Prisons

**Category of Measure:** Infractions are undesirable characteristics of the incarceration process

**Analysis of Variation:** These data demonstrate abnormal variation, indicating something changed (for the worse) around the 5<sup>th</sup> or 6<sup>th</sup> quarter in 2003-05.\* Future performance is not predictable.

**Analysis of Targeted vs. Actual Performance:** Since the indicated change in the 5<sup>th</sup> quarter of 2003-05, the data have consistently exceeded the performance targets. Lowering the targets makes little sense given the actual performance.

05G1 - Violent Infractions per 1,000 Offenders



## Comments About Desirable Characteristics

**Relevance:** Knowing that there are about 7,000 violent infractions in the system every year is very relevant to policy, budget and human resource audiences.

**Understandability:** Since the prison population is fairly stable, this would be better if it was reported as the number of violent infractions.

**Comparability:** The agency is in the process of studying other states to see if valid comparisons can be made.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** Much better than the previous measure because this list of violations is shorter and the evidence of action is harder to conceal

**Cost Effectiveness:** The data probably come from regular incident reporting processes.

## General Comments & Explanations:

### Agency Comments:

The abnormal (low) variation ending in the 5<sup>th</sup> quarter of 2003-05 appears to coincide with a brief decrease in the prison population after sentencing laws passed in 2002 and 2003 decreased penalties for certain drug offenses

Because of the increase in violent infractions in 2007, the DOC Prisons Division is embarking on a formal internal GMAP to look for causes of violence and opportunities for reduction. That formal review is still underway as of the date this draft assessment is being reviewed.

# Activity Measure Critique - Chemical Dependency Treatment Completion

**Performance Measure Description:** Treatment programs to combat drug and alcohol addictions.

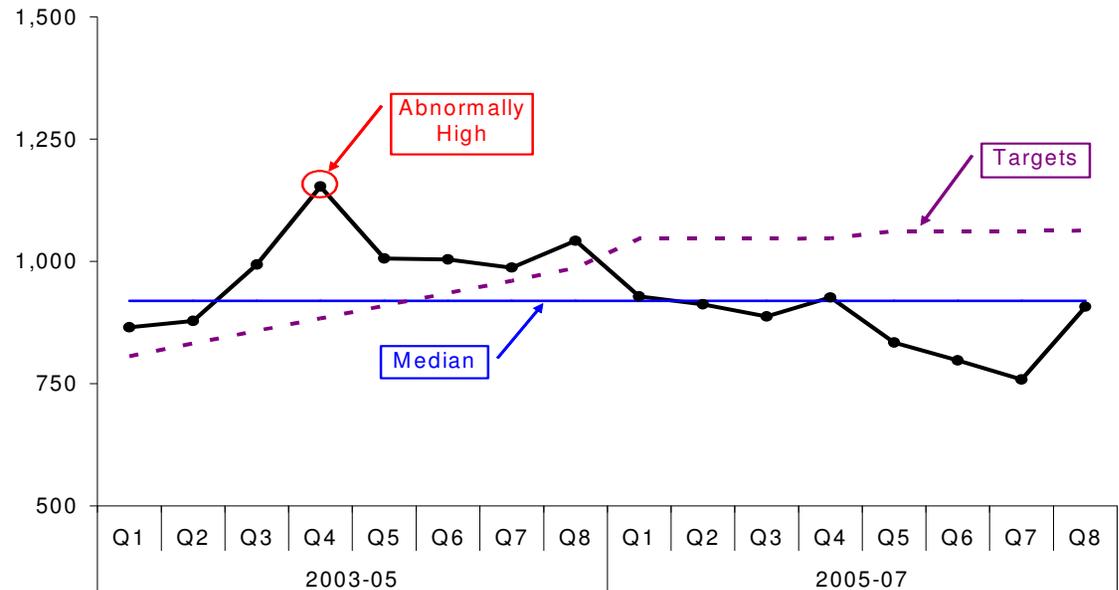
**Budget Activity Links:** A001 - Confine Convicted Adults in Prison and A008 - Re-entry Services for Adult Offenders

**Category of Measure:** The number completing is an output of the treatment program.

**Analysis of Variation:** There is a spike every fourth quarter, but with the exception of the abnormally high number in the 4<sup>th</sup> quarter of 2003-05, the data patterns are fairly stable.

**Analysis of Targeted vs. Actual Performance:** The targets are creeping up, but the actual numbers are not increasing. Recent numbers are not capable of meeting the targets, and there is a moderate indication of a downward trend.

**01G2 - Number of Offenders Who Complete Chemical Dependency Treatment**



## Comments About Desirable Characteristics

**Relevance:** Studies indicate that chemical dependency issues are a major cause for the initial offence and a leading factor in re-offending after parole.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Understandability:** Very clear. The only missing part of the story is what percentage of the population needs to complete treatment vs. how many actually do it.

**Reliability:** Should be good if the treatment counselors are certified by accredited institutions.

**Comparability:** The agency will review other states and national organizations for comparable data.

**Cost Effectiveness:** Counting those that complete the program should not constitute a significant extra cost.

## General Comments & Explanations:

### Agency Comments:

There were no program changes to account for the abnormally high completion rate in the 4<sup>th</sup> quarter of 2003-05?

The downward trend in completions through 2005-07 corresponds with the agency's chemical dependency contractor's difficulties in hiring sufficient staff to perform treatment.

DOC received an additional \$4.4 million in 2007-09 for CD treatment. Expect numbers of 15 completions to increase in 2007-09.

# Activity Measure Critique - Incarcerated Offender Medical Costs

**Performance Measure Description:** No additional information is needed.

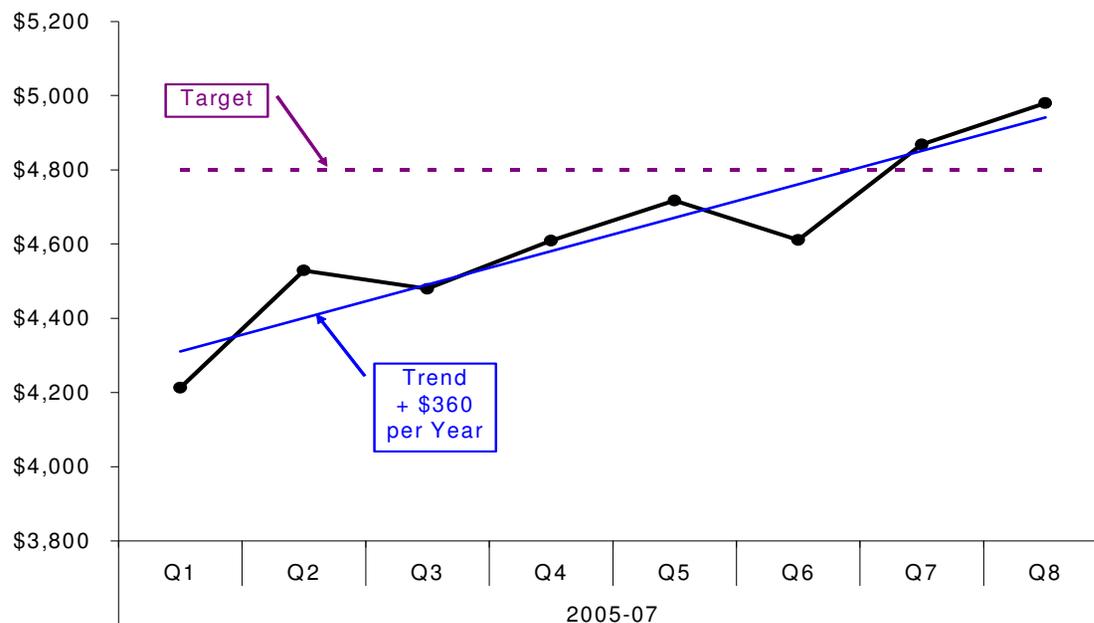
**Budget Activity Links:** A004 - Health Care Services for Adults in State Prisons

**Category of Measure:** Medical costs are process-level characteristics.

**Analysis of Variation:** There is a strong increasing trend that is stable and predictable. Future costs should increase at about \$360 per year unless something changes in the process.

**Analysis of Targeted vs. Actual Performance:** Medical costs have blown through the \$4,800 per inmate target and are continuing to increase at a predictable rate. Future budget discussions should take this steady increase into account.

**05G3 - Average Medical Cost per Incarcerated Offender**



## Comments About Desirable Characteristics

**Relevance:** There are real budget implications with this information.

**Understandability:** The language and the performance story are clear.

**Comparability:** This should be compared with medical expenses in the outside world and with other states to determine how much of this is attributable to the cost of health care in general and how much is unique to Washington prisons.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** As mentioned, the only reliability question involves how this increase compares with increases in the state.

**Cost Effectiveness:** Calculating this information should be easy since all the components are within the agency's span of control.

## General Comments & Explanations:

### Agency Comments:

DOC will re-consider its target to account for the expected climb in medical costs. This could align the target to budget allotments, which do reflect increasing costs each month, and also incorporate initiatives already in place to contain costs.

# Activity Measure Critique - Handoff Timeliness

**Performance Measure Description:** Measures the average time it takes from the time an offender is paroled until they meet with their assigned parole officer.

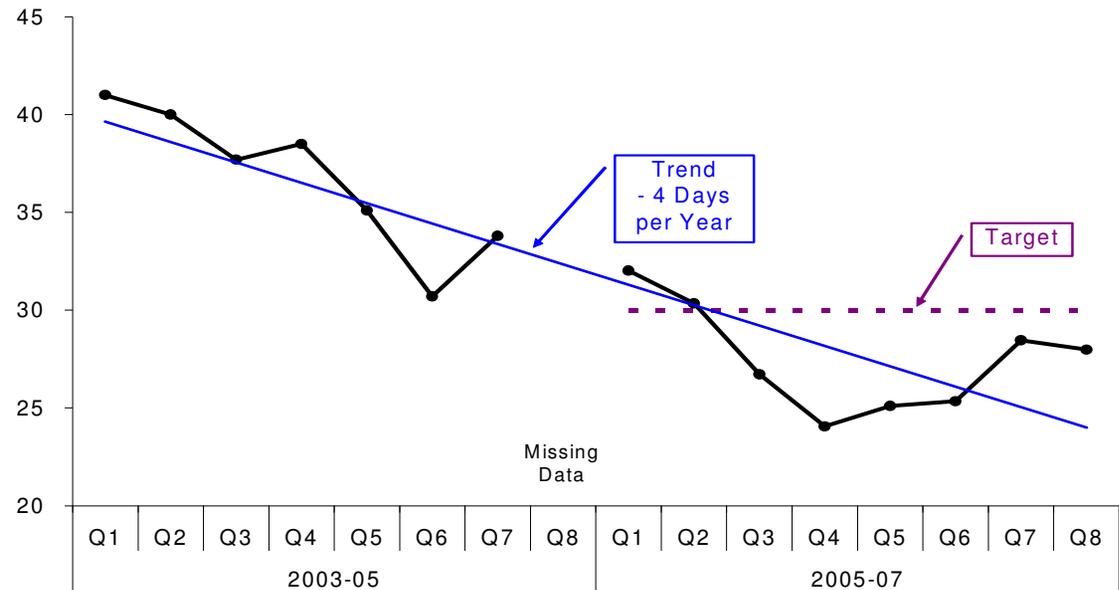
**Budget Activity Links:** A007 Supervise Offenders in the Community

**Category of Measure:** This is a cycle time measure, which is a process-level measure.

**Analysis of Variation:** There is a moderately strong decreasing (desirable) trend evident in the data. Given current levels of attention, future results should continue to improve at the rate of about 4 days per year.

**Analysis of Targeted vs. Actual Performance:** The improvements to the process have now made the 30-day target obsolete.\*

10G2 - Average Length of (Handoff) from Date of Sentence to Intake and Start of Supervision



## Comments About Desirable Characteristics

**Relevance:** Meeting with parolees sooner is an intervention strategy designed to improve recidivism rates.

**Understandability:** The term, "Start of Supervision" should be operationally defined in the footnotes.

**Comparability:** The data should be comparable, but the agency is not measuring this against other states performance.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** Depends on the universal application of the operational definition of the term "Start of Supervision".

**Cost Effectiveness:** Calculating this information should be easy since all the components are within the agency's span of control.

## General Comments & Explanations:

### Agency Comments:

DOC has made a concerted effort to expedite its intake process for offenders going into community supervision, and ensure that at least 90% of offenders have intakes completed within 30 days after each case is assigned to a community corrections field office (start of supervision). This effort entailed closer cooperation with the counties to process offenders sentenced by the courts to community supervision which had a collateral effect of speeding up the handoff time.

# Activity Measure Critique - Community Supervision Caseload

**Performance Measure Description:** Community Supervision = On Parole.

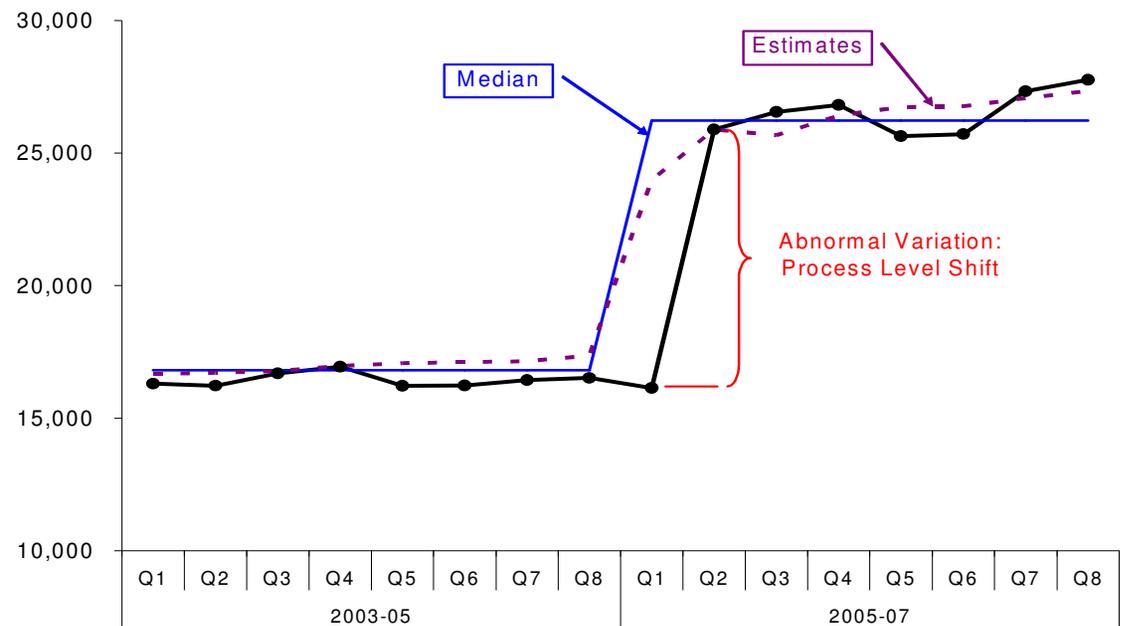
**Budget Activity Links:** A007 - Supervise Adult Offenders in the Community.

**Category of Measure:** The number of offenders on Community Supervision is an input into the system.

**Analysis of Variation:** Stable and predictable - Both before and after the change in the 1st quarter of 2005-07. Future performance should be very similar to that seen in 2005-07.

**Analysis of Targeted vs. Actual Performance:** Actual performance closely follows the estimated levels.

11A0 - Number of Offenders on Community Supervision



## Comments About Desirable Characteristics

**Relevance:** As an input measure, it shows workload, but does not say much about performance to a results-oriented budget/policy audience. Measures tracking employment/training placements, caseload to officer ratios, or recidivism rates would be more meaningful as measures of results.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** Depends greatly on definitions and regulations set by legislation.

**Understandability:** The language of the measure and story are clear.

**Cost Effectiveness:** Calculating this information should be easy since all the components are within the agency's span of control.

**Comparability:** Not comparable because of changing definitions.

## General Comments & Explanations:

### Agency Comments:

2003-05 numbers appear to be the inactive supervision caseloads which were around 15-16,000 at the time. This is not the same population as the active supervision caseloads of the higher risk offenders reported in 2005-07, which are in the 26-27,000 range.

The number of offenders on active supervision in 2003-05 showed a steady decrease from 35,745 in July 2003 to 29,077 in June 2005 -also consistent with changes in community supervision sentencing laws.

# Activity Measure Critique - Released Sex Offenders w/o Approved Residences

**Performance Measure Description:** Supervision, location, and lack of stimuli are components of an approved residence.

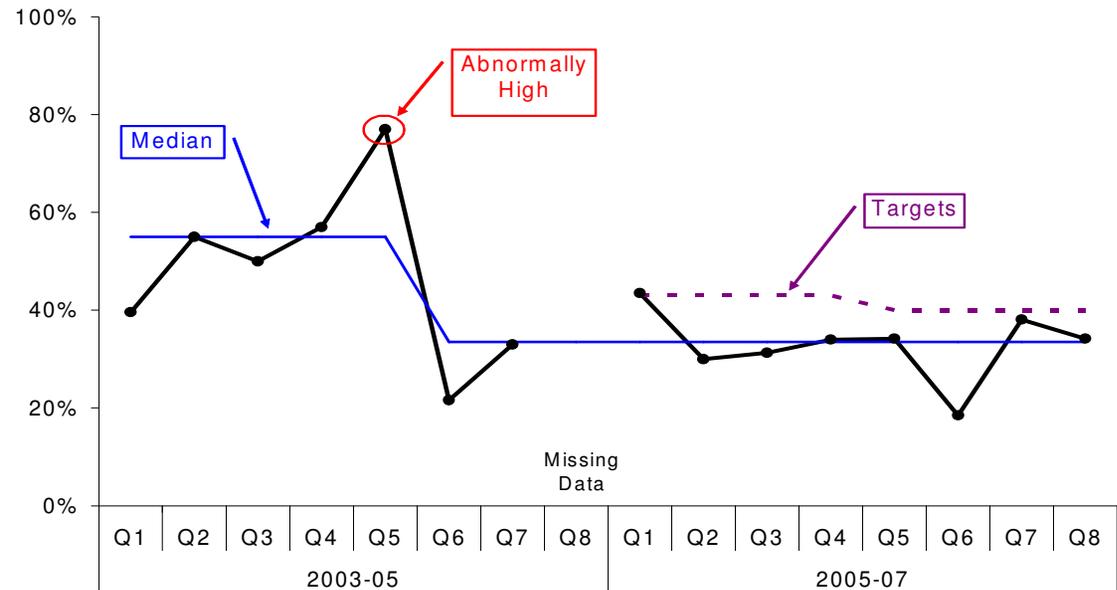
**Budget Activity Links:** A007 - Supervise Adult Offenders in the Community and A008 - Re-Entry Services for Adult Offenders.

**Category of Measure:** Having an approved residence or not is a process-level characteristic.

**Analysis of Variation:** The abnormally high number in the 5<sup>th</sup> quarter of 2003-05 is an indicator that something changed in the process. Since that change, results have been stable and predictable.

**Analysis of Targeted vs. Actual Performance:** For the most part, recent performance has not exceeded the target (desirable).

**06G2 - Percentage of Level 3 Sex Offenders Released from Prison Without an Approved Residence**



## Comments About Desirable Characteristics

**Relevance:** This is a lead indicator for recidivism rates in this population of offenders.

**Understandability:** “Level 3” is agency jargon and needs to be defined in the footnotes if the title of the measure can not be reworded.

**Comparability:** Other states do not collect this data.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter’s information is entered into the PMT system.

**Reliability:** Depends on the universal application of the term, “approved”.

**Cost Effectiveness:** Calculating this information should be easy since all the components are within the agency’s span of control.

## General Comments & Explanations:

### Agency Comments:

There was no policy or process change in 2003-05 to explain the abnormally high percentage change in the 5<sup>th</sup> quarter.

The relatively small numbers of sex offenders being released that drive this measure (around 30-40 each quarter) make it more likely that occasional “jumps” in variation could occur.

# Activity Measure Critique - Basic Skills Education Completion

**Performance Measure Description:** Includes GED preparation and English-as-a-Second Language classes.

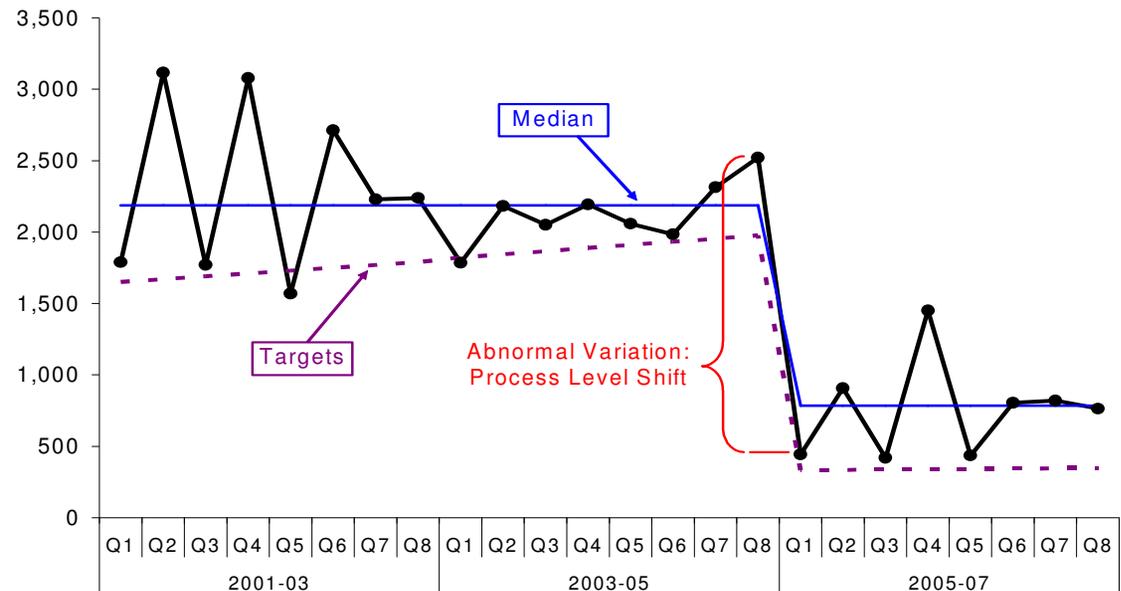
**Budget Activity Links:** A008 - Re-Entry Services for Adult Offenders

**Category of Measure:** The number who complete is an output of the education system.

**Analysis of Variation:** Stable and predictable - Both before and after the change in the 8<sup>th</sup> quarter of 2003-05. Future performance should be very similar to that seen in 2005-07.

**Analysis of Targeted vs. Actual Performance:** Recent performance exceeds the current targets every quarter, but when compared with past performance, less than half as many offenders are completing basic skills education.

**31C0 - Number of Offenders Who Complete Basic Skills Education**



## Comments About Desirable Characteristics

**Relevance:** Completion of basic skills education is a lead indicator to recidivism rates. Relevance could be improved by the tracking completion rates of those who require this training according to their intake assessment.

**Understandability:** The foot notes should list the types of training that encompass "Basic Skills Education."

**Comparability:** This information should be comparable with other states.

**Timeliness:** Data are available on a quarterly basis, and the most recently completed quarter's information is entered into the PMT system.

**Reliability:** Depends on universally applied operational definitions of the terms, "Basic Skills Education", and "Complete"

**Cost Effectiveness:** Costs should be reasonable since data comes directly from the training records maintained by the agency.

## General Comments & Explanations:

### Agency Comments:

It appears the number being counted in 2001-03 and 2003-05 was the number of offenders who were enrolled in Basic Skills Education courses instead of those who actually completed their courses.

Targets and performance in 2005-07 reflect completions. DOC plans to continue to track completions in 2007-09.