



## **Implications Wheel Exercise – Review of Proposal to Use Community Based Chemical Dependency Interventions to Reduce Incarceration**

### **Background:**

In March of 2009, the Public Strategies Group (PSG) issued a report entitled “Minnesota’s Bottom Line.” The report, prepared at the behest of the Bush Foundation, the Minneapolis Foundation, the Northwest Area Foundation, the Minnesota Community Foundation and the St. Paul Foundation, offered proposed changes to the delivery of state services, not just to account for the state’s budget crunch, but to improve the outcomes of those services while reducing the costs over the short and long term.

The task at hand for the Futures Task Force was to assess the recommendations of chapter six, “Staying Safe: Shifting Resources from Prisons to Community Interventions.” The report suggests that shifting resource to community interventions, in particular those focused on treatment for chemical dependency (CD), will save incarceration costs upfront and benefit the state in the long-term through reduced recidivism and safer communities. The benefits, both financial and societal, were calculated based on some assumptions of how such a proposal would work. One of those assumptions, the first step to implementing this plan, is the subject of our analysis of its implications. *What are the implications of the State of Minnesota diverting 1,650 non-violent inmates with CD issues from state incarceration to evidence-based community interventions?*

### **Implications Wheel Results:**

The Implications Wheel exercise was conducted with a diverse group of county commissioners, state corrections people, county corrections people, county attorneys and a few others. The resulting wheel had many positive and negative implications. As might be expected, the positives focused on the potential for cost savings from reduced incarceration, the larger societal benefits of greater CD treatment, and the anticipated reduction in crime from the increased availability of treatment. Negative implications were also somewhat predictably related to the upfront costs of establishing alternatives, the political difficulty of reducing incarceration further in a state that already has low incarceration rates, and the potential for new crimes to be committed those released early to a community treatment program. The attachment to this summary lists all of the first order implications as well as select second and third order implications and identifies whether the group considered those to be positive or negative.

### **Next Steps:**

Because of the extremely broad scope of issues and effected parties involved with a recommendation such as this, it is unlikely that counties will take the lead in promoting this initiative. However, should there be a movement in this direction, the impact on counties will be substantial. In an effort to prepare counties to respond to this or a similar proposal, a summary of the report’s conclusions as well as the Implications Wheel data will be presented to AMC’s Public Safety Policy Committee at their fall meeting. This summary and the full Wheel will remain available as a reference document that can inform the counties’ response, positive or negative, and also guide counties in ensuring that the biggest areas of concern are addressed.



## Implications Wheel Exercise – Review of Proposal to Use Community Based Chemical Dependency Interventions to Reduce Incarceration

Below you will find the first order implications for all of the arcs that were scored the day of the exercise. The bullets below each implication represent a sampling of the second and third order implications. This summary is not comprehensive but is representative of the diversity of issues, both positive and negative, that were identified by the group.

### Positive First Order Implications – One implication is...:

- The need for prison beds is reduced.
  - Expansion or new construction of prisons is delayed. *Positive*
    - Local communities lose short term economic impacts of prison construction jobs. *Negative*
    - Local communities lose long term economic impacts of prison jobs. *Negative*
    - Millions of dollars can be diverted to other programs. *Positive*
- Members of the public will strongly endorse the offender diversion program.
  - Community members are more willing to employ offenders. *Positive*
    - Stronger family units. *Positive*
    - Less demand on welfare programs. *Positive*
  - Community members' expectations will go above the level of county financial support. *Negative*
- New investments are made to increase community supervision capacity.
  - County jails not previously utilized to full capacity will be utilized. *Positive*
    - Employment will increase at the county level. *Positive*
    - The inappropriate use of jails will occur. *Negative*
  - Investments won't be adequate to get the job done properly. *Negative*
    - Additional funding burden will land on the counties. *Negative*
    - Projected decrease in recidivism will not occur. *Negative*
- Additional county collaborations are created to provide evidence based community treatment programs.
  - New chemical dependency resources become available in the county. *Positive*
    - Better trained police for dealing with CD offenders. *Positive*
    - CD clients switch to other addictions. *Negative*
  - Not enough CD clients are found and the effort fails. *Negative*
    - Needy clients are not served. *Negative*
    - No budget increase for the county. *Positive*

- The State contracts with counties to accept inmates in their last 6 months of incarceration to provide substance abuse interventions.
  - County jail bed space may not match demand. *Neutral*
    - Collaboration between counties solves the problem. *Positive*
    - Increased construction of jail facilities. *Negative*
  - Counties need additional resources to implement. *Positive*
    - Property taxes go up. *Negative*
    - Efficiencies are developed. *Positive*

#### **Neutral First Order Implications – One implication is...:**

- Local correctional facilities lack the capacity to accommodate the state inmates who are part of the diverted offender program.
  - State mandates that counties follow the program. *Negative*
  - Local facilities expand bed capacity. *Negative*
- There are increased caseloads within the existing probation system.
  - Less general supervision. *Negative*
    - Opportunity to assess the systems and come up with new solutions. *Positive*
    - Offender does not get the services they need and falls through the cracks. *Negative*
  - Eliminate supervision for low level categories of offenders. *Neutral*
    - Decreased recidivism. *Positive*
    - Lower caseloads. *Positive*
    - Citizens think you are soft on crime. *Negative*

#### **Negative First Order Implications – One implication is...:**

- Counties must leverage substantial additional funds to divert existing community based offenders from incarceration.
  - State diverts savings to help fund county costs. *Positive*
  - Property taxes increase. *Negative*
- There will be disparate sentencing between counties that have community based interventions and those that do not.
  - Will result in more regionalization. *Neutral*
    - Creates economies of scale. *Positive*
    - Results in a consistent way of doing business. *Positive*
  - Offenders in counties without community based programs will spend more time in prison. *Neutral*
    - Counties will have to provide more services to inmate's families. *Negative*
    - Creates less burden and cost to counties. *Positive*
- A few of the diverted offenders will become involved in high profile crimes.
  - Public reaction causes legislative hearings or bill introductions. *Neutral*
    - Hearings result in increased taxes to continue program. *Negative*
  - Clarify program outcomes for tracking diversion effectiveness. *Neutral*
    - Assist in accurate program evaluation. *Positive*

# Prison to community

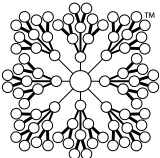
Scoring Point of View: State  
Legislator

ONE POSSIBILITY IS...



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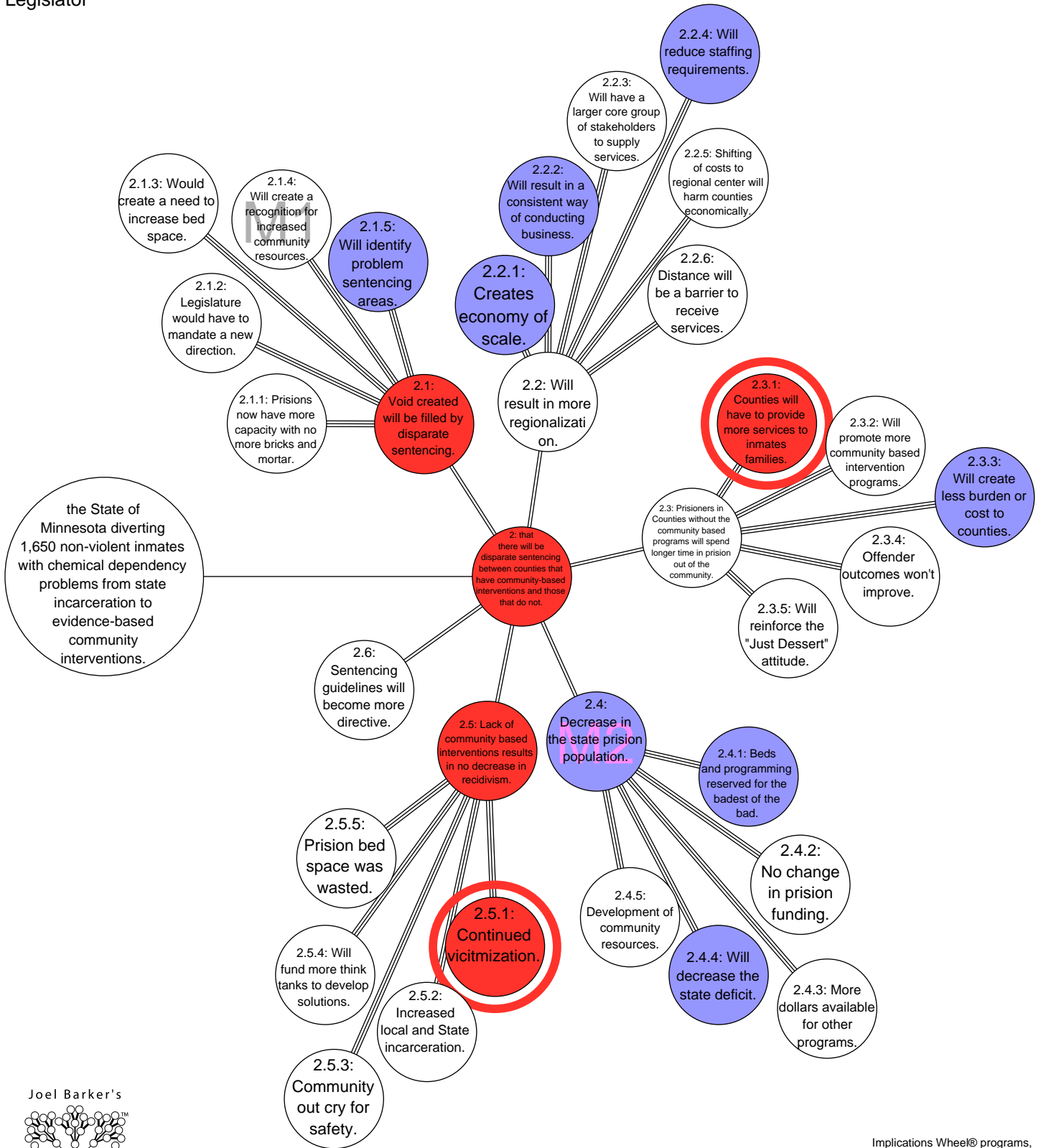


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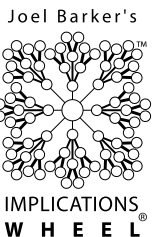
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Scoring Point of View: State  
Legislator

ONE POSSIBILITY IS...



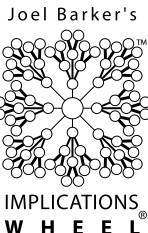
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M1: J, -1, Increase in Community Resources will cost the taxpayers money. M2: Matt & J, -3, Some citizens have a punishment mentality and are concerned about safety.

# Prison to community

Scoring Point of View: State Legislator



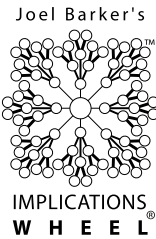
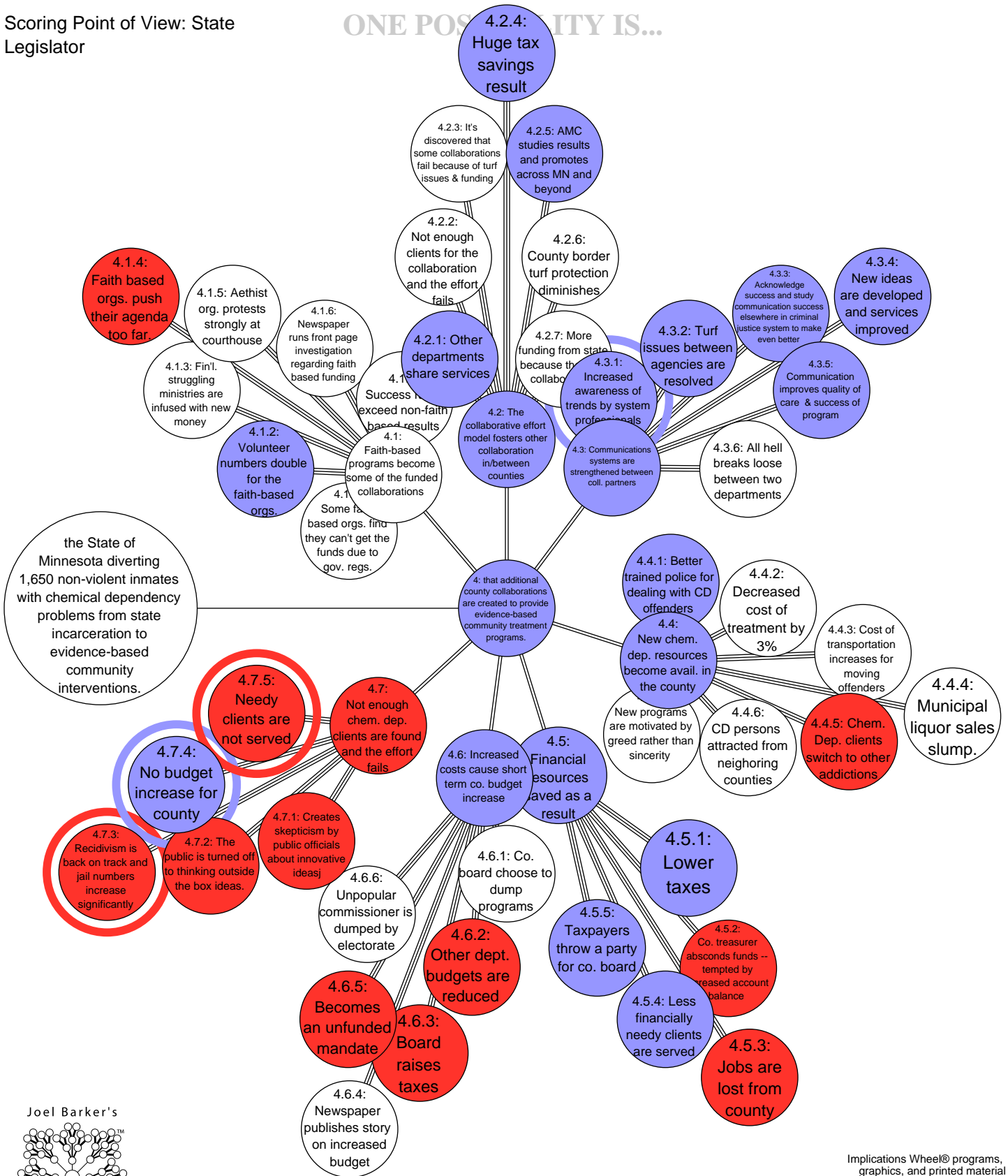
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M1: Dennis, Bill, -50, lots of experience with unfunded mandates M2: Dennis, -5, 1, This focuses on the state - if state saves, will spend saving elsewhere M3: Dennis Fink, +50, less than 7, Lots of other factors - besides the criminal justice system - may influence the outcome, M4: Dennis, Bill, -4 or 5, likely, whole new program M5: Janelle, Dennis, Joan, Chris, -1,2, not likely

# Prison to community

Scoring Point of View: State Legislator

ONE POSSIBILITY IS...

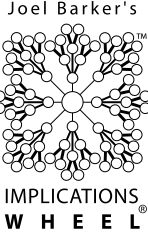


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# Prison to community

Scoring Point of View: State  
Legislator

ONE POSSIBILITY IS...

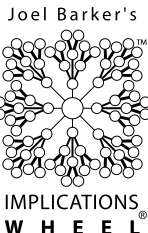


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# Prison to community

Scoring Point of View: State Legislator

ONE POSITIVE IS...

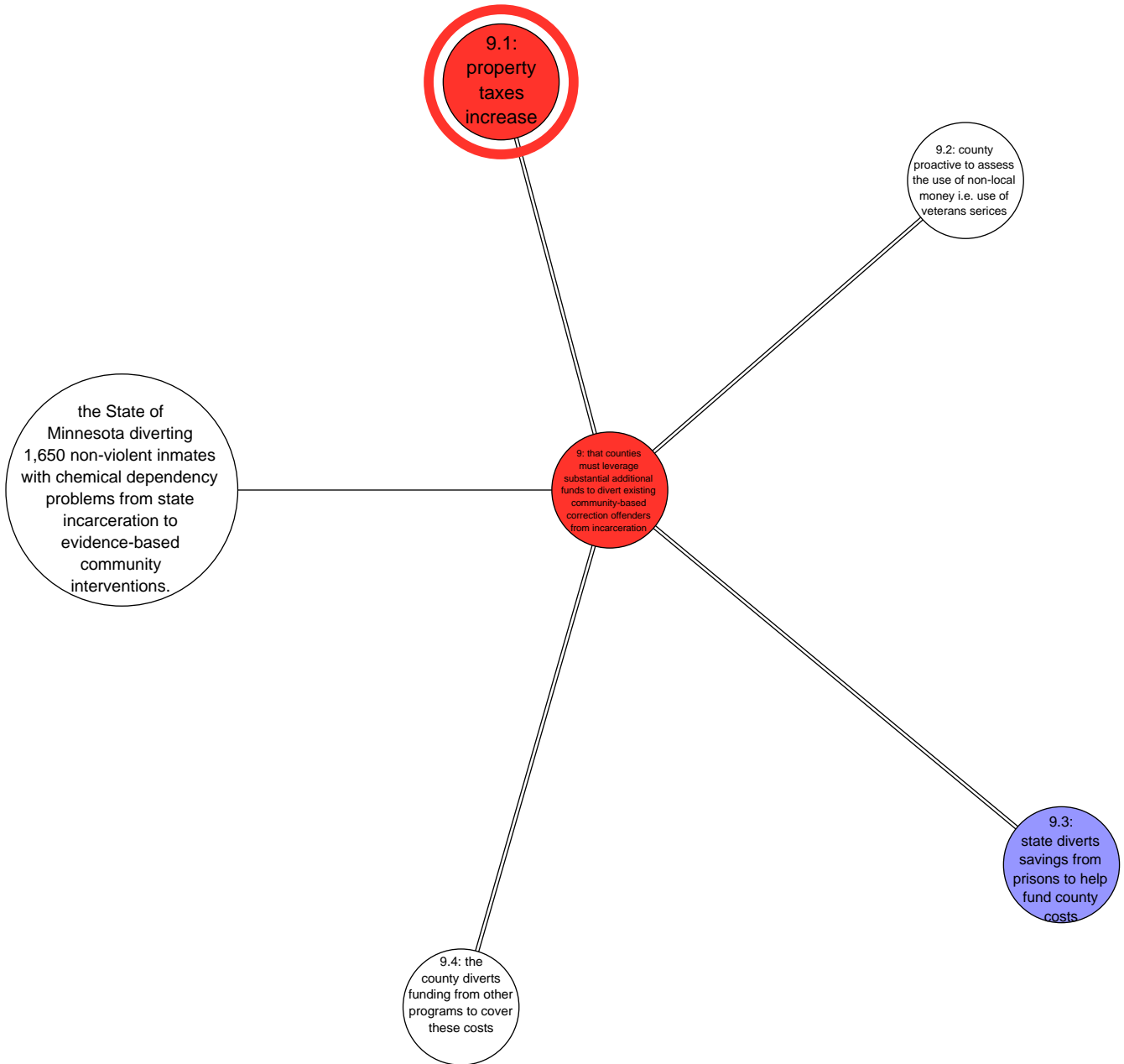


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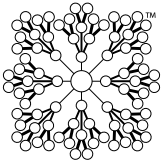
# Prison to community

Scoring Point of View: State  
Legislator

## ONE POSSIBILITY IS...



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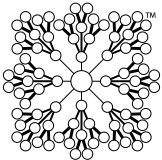
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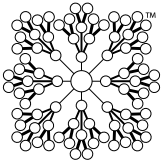
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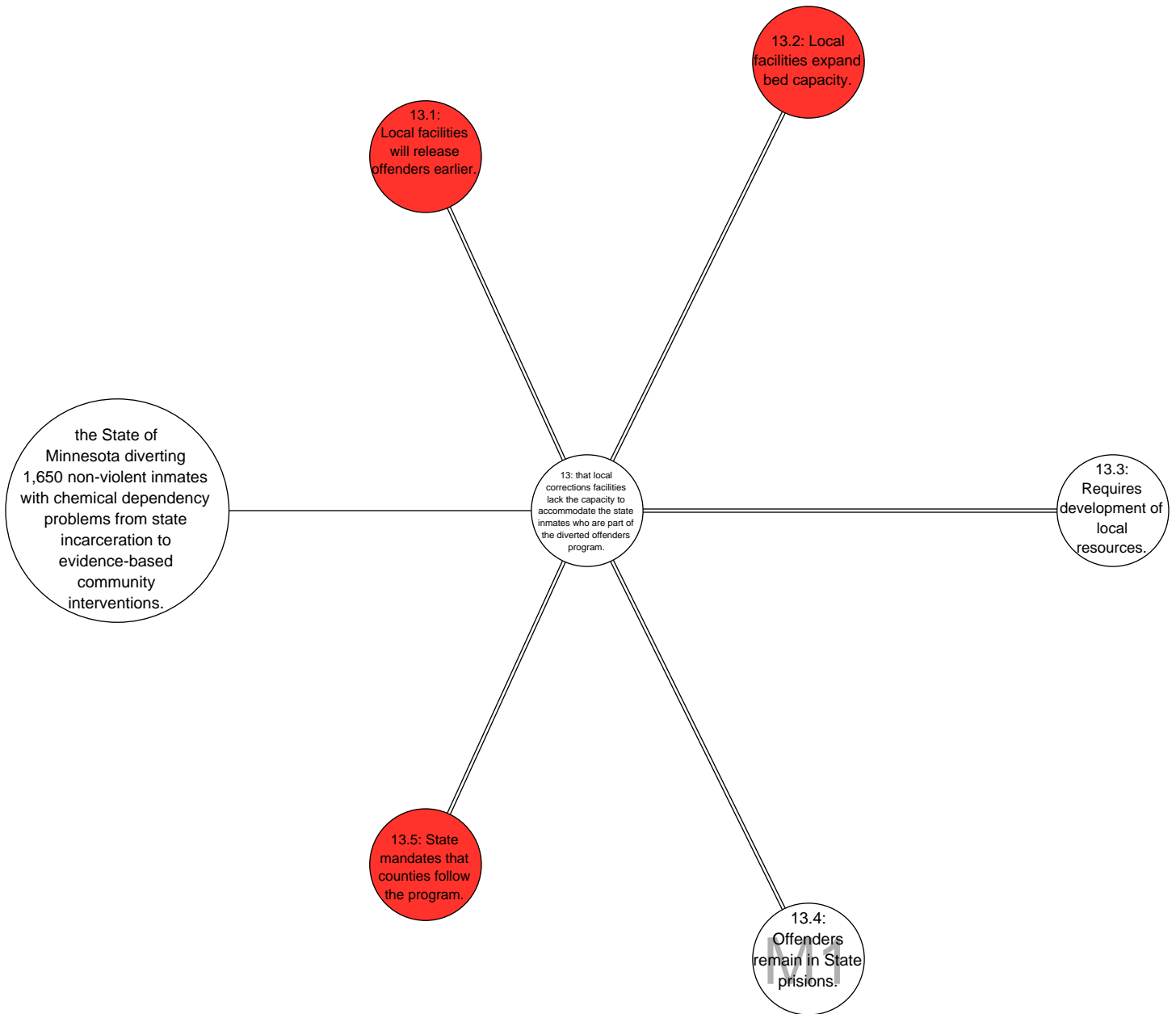
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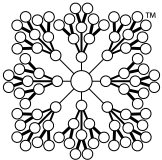
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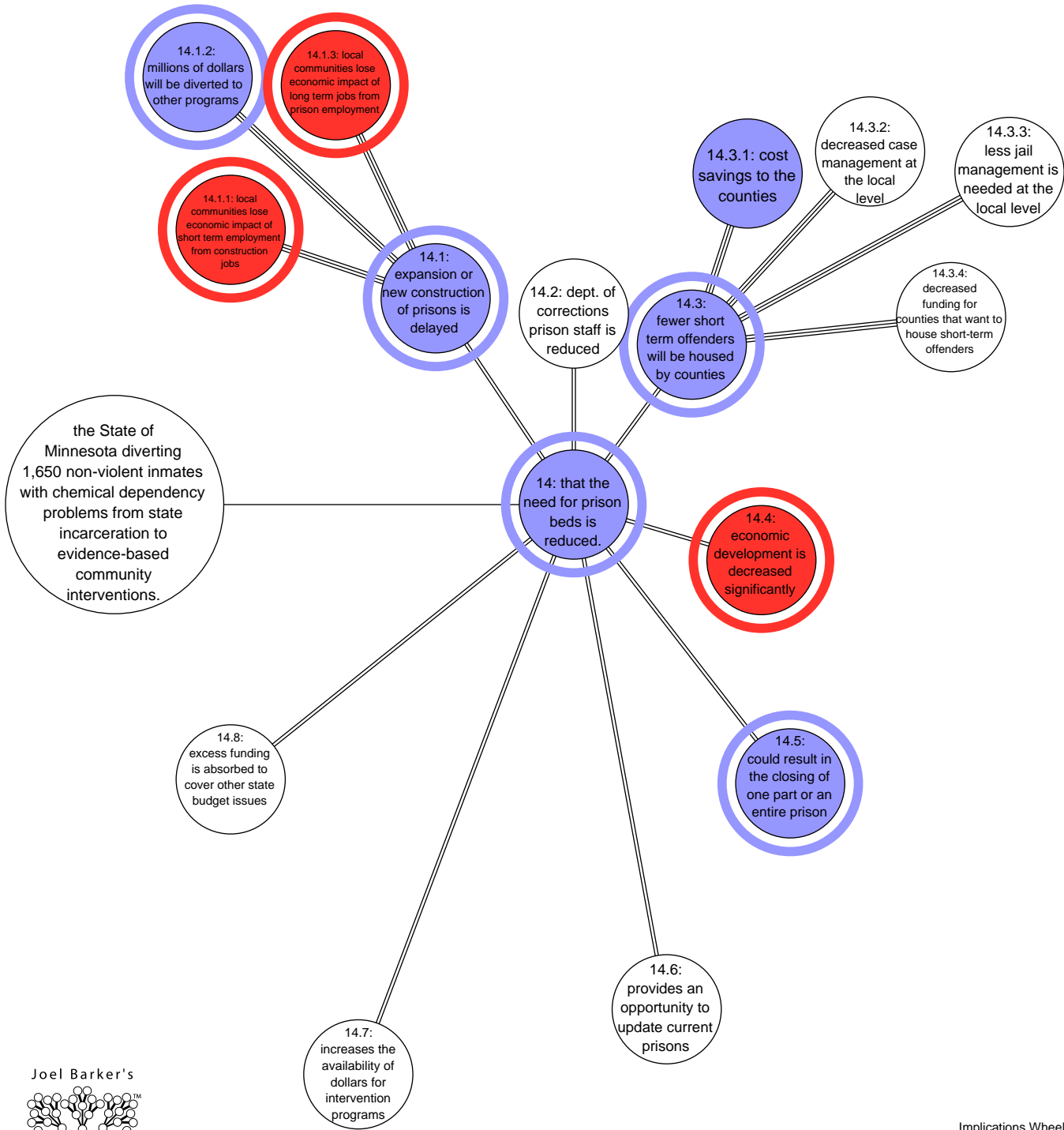
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M1: Todd, +5, Citizens are happy that offenders are in prison and feel safer.

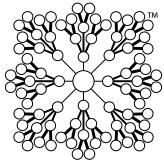
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