1. Welcome [Chairman Yeager]

- 2. ACAJ Justice Reinvestment Charge [Chairman Yeager]
 - o Governor Sandoval and leadership from the other two branches of government have charged the ACAJ with using:
 - "criminological research and our own criminal justice data to inform and motivate the development of comprehensive crime- and recidivism-reduction strategies, while shifting resources toward more cost-effective public safety strategies."
- **3. Policy Review** [CJI and Chairman Yeager]
 - o Community Supervision
 - Supervision Lengths
 - Responses to Behavior on Supervision
 - Supervision Decision-Making
- **4. Policy Discussion** [CJI and Chairman Yeager]
 - o Reentry and Release
 - Reentry Planning
 - Gender-Specific Interventions
 - Streamline Release
 - Special Populations
 - o Sustainability and Quality Assurance
 - o Reinvestment
- 5. Work Group Calendar [Chairman Yeager]
 - o Final Meeting: January 11th

- The national average length for probation terms is a period of 38 monthsⁱ
- In Clark County, the average probation sentence was 45 months

Policy Options:

- 1. Reduce the maximum term of probation to 3 years for felony offenses and allow up to a one year extension if necessary for completion of a Specialty Court program
 - a. Reduce term of probation to 1 year for gross misdemeanors
 - b. Establish mechanism for civil judgement if payment of restitution is not satisfied by end of supervision term
- 2. Create tiered probation terms reflecting felony category and allow up to a one year extension if necessary for completion of a Specialty Court Program

a. B Felonies: 36 months

b. C and D Felonies: 24 months

c. E Felonies: 18 months

d. Gross Misdemeanors: 12 months

3. Require early termination if probationer has not had any violation in 12 months, is current with supervision fees, and is in good standing with restitution payments

- 1. Require the Division of Parole and Probation to use graduated sanctions in response to technical violations as an alternative to seeking revocation
- 2. Define a technical violation as any alleged violation of supervision that is not a new felony offense, gross misdemeanor offense, misdemeanor offense, or absconding
 - a. Absconding defined as non-reporting or no communication with the Division for a continuous period of at least 60 days
- 3. Focus conditions on behavior most closely tied to public safety by removing the following conditions from the standard conditions list:
 - a. Consumption of any alcoholic beverages
 - b. Positive results from a drug or alcohol test
 - c. Failure to seek and maintain employment
- 4. Prohibit certain conditions from being the sole grounds for revocation, including the following:
 - a. Consumption of any alcoholic beverages
 - b. Positive results from a drug or alcohol test
 - c. Failure to follow any directives of the supervisor related to mental health or substance abuse evaluations or failure to complete or participate in a treatment program
 - d. Failure to seek and maintain employment
 - e. Association with an individual who has committed a felony offense
 - f. Failure to pay fines and fees
 - g. Failure to report change in residence
- 4. For chronic and serious technical violations, restrict sanctions to short-term periods of incarceration rather than revocation to prison for remainder of sentence, as follows:

1 st Technical Revocation	Up to 30 days
2 nd Technical Revocation	Up to 60 days
3 rd Technical Revocation	Up to 90 days
4 th and Subsequent Technical Revocation	Up to remainder

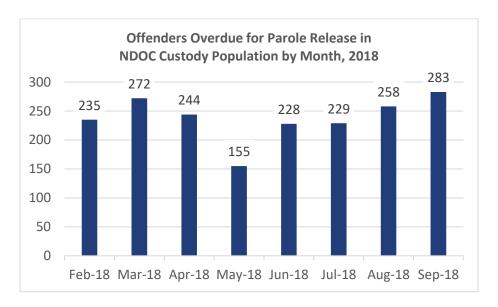
- 5. Limit the number of days an individual can be held in custody awaiting resolution for a technical violation to 15 days following arrest and detention for an alleged violation of supervision
- 6. Incentivize compliance with conditions and completion of programs by authorizing parolees to receive credits for being actively employed or enrolled in a program of education, rehabilitation, or any other program approved by the Division

- 1. Require the Division of Parole and Probation to use a validated risk and needs assessment tool to guide supervision decisions related to conditions and programming and treatment
- 2. Require the Division of Parole and Probation to regularly assess responsivity factors during supervision and develop a plan to help the individual address these factors
- 3. Allow the Division of Parole and Probation to modify conditions based on the results of the risk and needs assessment and any assessment of responsivity factors, without requiring a hearing in court or before the Board of Parole Commissioners
- 4. Require the Division of Parole and Probation to develop individualized case plans for all offenders, based on the results of a risk and needs assessment tool and any assessment of responsivity factors, prioritizing individual offenders' needs and specific treatment domains as identified by the risk and needs assessment tool

- Frontloading resources at the beginning of supervision reduces the likelihood of reoffending, because recidivism is most likely to occur within the first few months of supervision.
- Responsivity factors must be addressed in order to remove the barriers to an offender's successful reintegration into society.

Nevada Key Data Findings and Current Practice:

• In September 2018, at least 283 individuals who had been granted parole remained in prison pending reentry plan approval:



- Nevada statute requires inmates who have been granted parole to develop a reentry plan, which must be approved by the Division of Parole and Probation in order to be released, but statute does not outline the criteria that should be included in the reentry plan. In practice, the reentry plan is focused on securing housing and considers no other reentry services such as education, treatment, job placement, etc.
- Currently reentry programming begins 24 months before the end of an inmate's sentence and
 the Nevada Department of Corrections has significant discretion in what resources it may or may
 not provide to inmates upon release
- A lack of support and preparation for reentry has resulted in nearly 3 out of 10 offenders released from prison returning to custody within 3 years

- 1. Expand and systematize reentry planning
 - a. Require reentry planning to begin 6 months before an inmate's parole eligibility date
 - b. Require collaboration between the Nevada Department of Corrections and the Division of Parole and Probation for reentry plan development
- 2. Require Nevada Department of Corrections to provide inmates with certain basic reentry resources such as medication, identification documentation, and transportation fare
- 3. Identify and expand transitional housing options for offenders who have not secured stable housing upon being approved for parole release
- 4. Require pre-release enrollment for eligible offenders for Medicaid and Medicare to assist individuals released on parole with medical and mental health conditions

- ➤ Research has shown that female offenders present certain responsivity factors that impact their ability to successfully participate in treatment programming and interventions that target their criminal behavior. These include trauma, childhood abuse, dysfunctional relationships, and mental illness, as well as specific needs such as parenting, childcare, and self-concept that must be identified and addressed.^{iv}
- ➤ One in four women in custody in the United States meets the criteria for lifetime serious mental illness (SMI), post-traumatic stress disorder (PTSD), and substance use disorders (SUD). V

Nevada Key Data Findings and Current Practice:

- Nevada's female imprisonment rate is 43% higher than the national average
 - o Female admissions to prison have grown 39% in the last decade, to 991 women in 2017
 - o More than half of female admissions to prison present mental health needs
- Nevada's female prison population climbed 29% since 2009
 - o The state currently has one prison for female offenders
- Nevada Department of Corrections currently uses one risk and needs assessment tool to determine programming and treatment opportunities
- The Division of Parole and Probation currently uses one risk and needs assessment tool with different matrices for male and female offenders to determine supervision level

- 1. Require the use of a validated gender-specific risk and needs tool to make institutional programming determinations and supervision decisions
- 2. Require the Nevada Department of Corrections and the Division of Parole and Probation to conduct an assessment of responsivity factors and provide specific programming and services to address identified barriers
- 3. Require corrections and community supervision staff to receive trauma and domestic violence training

Researchers have examined whether longer periods of incarceration reduce recidivism more than shorter periods, and have found no increased public safety benefit of longer periods of incarceration.

Nevada Key Data Findings and Current Practice:

- Parole is the primary mechanism for releasing offenders and grant rates have fluctuated over the last decade, decreasing from FY 2011 to FY 2016, with an uptick in FY 2017
 - o In 2017, 40% of inmates were released at the expiration of their sentence rather than being released through mandatory or discretionary parole review
- Time served has increased 20% for all offenders since 2008, including a 31% growth among new offenders sentenced directly to prison since 2012
 - o Both minimum and maximum sentences to prison have increased from 2008 to 2017
 - O As minimum and maximum sentences have increased, so has the percent of the sentence ultimately served in prison
- The Board of Parole Commissioners has authority to grant parole without a hearing for certain
 offenders who score low-risk on the Parole Board's Risk and Needs Assessment and who receive
 a guideline recommendation for release at initial eligibility date or during their first or second
 hearing
- Mandatory parole requires all offenders who have been sentenced to prison for a term of 3 years
 or more, who do not have a consecutive sentence, to be released on parole 12 months before
 the end of their maximum term. Currently the Board of Parole Commissioners hold hearings for
 all eligible offenders

- Require rather than authorize the Board of Parole Commissioners to hold hearings in absentia for certain types of offenders who score low-risk and receive an appropriate guideline recommendation
- 2. Enable the Board of Parole Commissions to make a mandatory parole determination without a hearing, using the Board Report and the results from the risk and needs tool to identify likelihood to reoffend and public safety risk
- 3. Create an administrative release option for certain non-violent offenders who have no serious institutional infractions within the past 12 months

- Research studies find the following related to geriatric population:
 - O Very low risk to recidivate Age is one of the most significant predictors of criminality, with criminal or delinquent activity peaking in late adolescence and decreasing as a person ages. Vii Studies show the probability of parole violations decreases with age, with older parolees being the least likely group to be re-incarcerated. Viii
 - O Costly population to incarcerate When compared to younger offenders, research shows older inmates have higher rates of health conditions, leading to greater medical needs, which cause prisons nationwide to spend about two to three times more to incarcerate geriatric individuals than younger inmates.^{ix}
- Criminal behavior declines precipitously with age, even among individuals with early criminal involvement.*

Nevada Key Data Findings and Current Practice:

- Parole release for terminally ill offenders was repealed in 1997
 - Currently, the Nevada Department of Corrections may release inmates to residential confinement who are physically incapacitated and pose no threat to public safety or are within 12 months of death^{xi}
- Nevada Department of Corrections reports that inmates were admitted to the hospital a total of 538 times in FY 2018, and spent a combined 3,917 days hospitalized during that fiscal year
 - This represents an 80% increase the number of hospital admissions and a 93% increase in the number of days hospitalized since FY 2014
- Nevada's prison population aged 55 and over has grown 70% since 2009 and continues to grow

- Establish geriatric parole that allows inmates who have reached a certain age and served a
 minimum number of years to be eligible for a parole hearing irrespective of their parole eligibility
 date
- 2. Broaden the current medical residential confinement release to include individuals who are infirm but not within one year of death

➤ Research studies find that programs and policies designed to reduce recidivism must be implemented with fidelity in order to achieve the desired outcome. This includes: expanding programming to target criminogenic needs, collecting and reporting key data measures, training staff, establishing quality assurance protocols, and validating risk and needs assessment tools. xii

Nevada Key Data Findings and Current Practice:

- Agencies have outdated data tracking systems that do not facilitate inter-agency communication or data analysis across systems, often resulting in discrepancies when measuring the same variable
- Nevada's Court system is not unified, and each court has a different data system
- Treatment records are not tracked or shared across agencies or community providers
- While interviews with system stakeholders indicated gaps in treatment and programming in the community, there is currently no way to determine the extent of the treatment and programming needs
- Agencies are not required to conduct ongoing validations of their risk and needs assessment tools
 and quality assurance policies to ensure proper scoring of the tools have not been implemented
 across agencies
- There are no statutory or administrative requirements for staff to be trained on evidence-based practices

- 1. Require the Nevada Department of Corrections, the Division of Parole and Probation, the Board of Parole Commissioners, and other relevant agencies, to collect and report performance measures to measure the impact of the policy changes
- 2. Require the Division of Parole and Probation to conduct a gap analysis to determine what programming and treatment gaps exist for the community supervision population
- 3. Require ongoing validation of risk and needs assessment tools in accordance with each agency's definition of recidivism

- 4. Require agencies to establish quality assurance procedures to ensure proper and consistent scoring of the risk and needs assessment tools
- 5. Require the Department of Corrections and the Division of Parole and Probation to conduct an organizational assessment to determine the administrative changes needed to successfully implement and sustain policies that adhere to evidence-based practices to reduce recidivism
 - a. Administrative changes may include such things as: revisions to job descriptions, hiring and retention practices, and expansion of new staff training requirements
- 6. Require corrections and community supervision staff to receive training on evidence-based practices including but not limited to Principles of Effective Intervention, Effective Case Management, and Effective Practices in Correctional Settings

- > County and locally focused organizations are often best suited to identify the types of programming, treatment, and services that would best impact that community and go farthest to reduce recidivism, hold offenders accountable, and control costs.
 - O Some states have created performance incentive grant programs that provide funding to support programs and practices that reduce recidivism, revocations, and ultimately lower the size of state prison populations.
 - Other states have required a certain percentage of the surplus from the reforms be sent to the state's general fund or designated to specific areas such as grants for community-backed prison alternatives, as well as directly towards needs such as programming and community supervision.
- These reinvestment constructs help enhance the local public safety infrastructure through housing, employment, treatment, problem-solving courts, and reentry services.

- 1. Establish a dedicated grant fund available for counties, local providers, and nonprofit organizations that would request proposals for programs or practices that improve outcomes, strengthen public safety, and reduce recidivism
 - a. Establish county-level justice reinvestment councils who will be responsible for identifying the county-level programming and treatment needs
 - b. Identify an entity to oversee the awarding and distribution of grant funding
- 2. Require percentages of savings be allocated to targeted areas where there are identified needs such as treatment, evidence-based programming, transitional housing, and community supervision

Release, Reentry, and Community Supervision Subgroup State Examples Appendix:

Graduated Sanctions Examples

Maryland – Md. CORRECTIONAL SERVICES Code Ann. § 6-111; Md. CORRECTIONAL SERVICES Code Ann. § 6-121

If a court suspends the sentence of an individual convicted of a crime and orders the individual to continue under the supervision of the Division for a specified time or until ordered otherwise, the Division shall:

(4) notwithstanding any other law, impose graduated sanctions under § 6-121 of this subtitle in response to technical violations as an alternative to seeking revocation

Duties of Department. -- The Department shall:

- (1) establish a program to implement the use of graduated sanctions in response to technical violations of the conditions of community supervision;
- (2) adopt policies and procedures to implement the program and to ensure that due process protections are in place for an individual under the supervision of the Division to challenge graduated sanctions imposed under the program; and
- (3) develop a matrix to guide a parole and probation agent in determining the suitable response to a technical violation that includes a range of the most common violations and a range of possible noncustodial sanctions to be imposed.

Supervision Level	Severity Level	Interventions and Sanction
Low/ Moderate	Minor	Interventions: Positive reinforcement for compliance with other conditions Agent or Monitor counseling Require completion of Problem Solving Worksheet Structured employment search Assign community restoration hours up to 5 hours Treatment referral or case staffing with provider Life skill referral Increase frequency of drug/alcohol testing Referral for educational/vocational/employment services Travel restrictions
Low/ Moderate	Moderate	 Interventions: Require completion of Problem Solving Worksheet Accountability meeting to address non-compliant behavior Increase AA/NA attendance requirements Referral for educational/vocational/employment services Treatment referral or case staffing with provider Require attendance at Victim Impact Panel Meeting Supervisor counseling Assign curfew up to 30 days Assign additional community restoration hours up to 10 hours Increased contacts with agent or monitor Travel restrictions
Low/ Moderate	Technical Violation	 Request electronic monitoring/GPS tracking/HDU in lieu of formal court/MPC action Electronic monitoring/GPS tracking/HDU extended for 30 days Assign additional community restoration hours, up to 15 hours Impose curfew restrictions (60 day intervals up to 120 days) Referral to problem solving court Increase level of treatment Increase frequency of drug/alcohol testing Increased contacts with agent or monitor Travel restrictions Report for call-in event with police/State's Attorney's Office/treatment services Police assisted community contacts Reporting at a police district location *A technical violation requires notice to the court or Parole Commission of the sanction imposed.
High	Intermediate Infraction	 Require completion of Problem Solving Worksheet Accountability meeting to address non-compliant behavior Increase AA/NA attendance requirements

		Referral for educational/vocational/employment services
		Referral for treatment services
		Require attendance at Victim Impact Panel Meeting
		Supervisor counseling
		Assign curfew up to 30 days
		Assign additional community restoration hours up to 10 hours
		Increased contacts with agent or monitor
High	Technical Violation	Request electronic monitoring/GPS tracking/HDU in lieu of formal court/MPC action
		Electronic monitoring/GPS tracking/HDU extended for 30 days
		Assign additional community restoration hours, up to 15 hours
		 Impose curfew restrictions (60 day intervals up to 120 days)
		Referral to problem solving court
		Increase level of treatment
		Increase frequency of drug/alcohol testing
		Increased contacts with agent or monitor
		Travel restrictions
		 Report for call-in event with police/State's Attorney's Office/treatment services
		Police assisted community contacts
		Reporting at a police district location

South Dakota – South Dakota Department of Corrections, 1.4.B.1 Individual Program Directives (IPD)

- Requires that within 30 days of an inmate's admission to the Department of Corrections, an individualized case plan is created for the inmate including individual program directives
 - o Policy allows for an inmate's individual program directives to be revised when there are changes in program or work needs, risk level and classification, housing status, medical or mental health needs and resource availability

Mississippi - Miss. Code Ann. § 47-7-33.1

- Statutorily requires the Department of Corrections to create a discharge plan, based on the results of a pre-release assessment. The pre-release assessment identifies whether an inmate requires assistance obtaining transportation, financial resources, healthcare, support systems and others.
- The discharge plan for all inmates includes information necessary to address those needs and the steps being taken by the department of corrections to assist in that process

Arizona - Department Order 1001, Inmate Release System

- The department of corrections is required to develop a release packet up to 180 days prior to an inmate's release, which is then forwarded to Community Corrections, who make contact with the inmate's family and discuss options for the inmate upon his or return.
- In order to make an offender's transition to the community positive and productive, prison staff addresses the inmates' educational needs, job skills, enrollment in state healthcare, co-occurring disorders, and identification documents.

California- Cal Pen Code § 2985.2

- The Department of Corrections and Rehabilitation shall provide a supportive housing program that provides wraparound services to mentally ill parolees who are at risk of homelessness
- Eligible offenders include those who have been diagnosed with a serious mental disorder or have a history of mental health treatment in the prison's; and the inmate is homeless/ doesn't have secure residence within 60 days of their parole eligibility date.

Connecticut – Connecticut Offender Reentry Services

As part of the reentry services, the DOC Reentry Services Counselors connect with the
Department of Social Services to secure housing options for inmates who have a DSS
identification number or a history of receiving services from DSS through DSS housing
partnerships and programs.

Georgia- Reentry Partnership Housing Program

- The Reentry Partnership Housing (RPH) Program was created by a partnership between the Department of Community Supervision (DCS), the Department of Corrections (DOC), and the Department of Consumer Affairs (DCA) to provide housing to qualified individuals who do not have valid residence plans when released to parole.
- DCS and DOC, identifies participants and places them with certified housing providers. Providers are reimbursed by DCA \$600-\$675 per month for up to six (6) months, as determined by the participant's supervision level. An additional extension of 3 months housing may be provided.

Risk Assessment for Female Offenders Examples

Montana – Department of Corrections, Probation and Parole Division Operational Procedure 1.5.1200

Montana Department of Corrections uses the Women's Risk and Needs Assessment (WRNA) to
assess the probability of a female offender recidivating and to identify risk factors and
criminogenic needs to guide and prioritize appropriate programming. The three assessments
used include an institutional assessment, a pretrial assessment, and a community supervision
assessment.

Oregon

• In 2015, Oregon requested the assistance of the National Institute of Corrections to implement the WRNA instrument. As of March 2015, the Oregon Department of Corrections introduced the WRNA for the female population. Oregon is the first state to fully automate and integrate WRNA with the Department of Correction's Correctional Case Management planning tool.

Mississippi - Miss. Code Ann. § 47-7-3.1

- Allows nonviolent offenders to be released on parole without a parole hearing, if they have served 25% of their sentence and completed programming
 - o The parole board reviews a discharge plan for the offender, but does not hold a hearing unless the victim or local law enforcement request a hearing

South Dakota – S.D. Codified Laws § 24-15A-34

- Grants presumptive parole for all inmates except violent Class A and B felony offenders. The state adopted a grid that sets presumptive parole dates at 25-75% of the offender's sentence, based on their offense and criminal history
- The parole board sets parole conditions, but does not hold a hearing unless the offender has major disciplinary violations while in prison

Connecticut – Conn. Gen. Stat. § 54-125h

- Connecticut statute allows the chairperson of the Board of Pardons and Paroles to transfer any person confined in the Department of Corrections custody who has been granted parole release and is within 18 months of their parole release date to a halfway house, group home or mental health facility, or an approved community or private residence.
- The person is considered in the custody of the Commissioner of Correction during the period of such release and employees of the Department of Correction are responsible for the person's supervision. The individual may be returned to confinement in a correctional facility at any time.

Geriatric and Medical Parole Examples

Louisiana - La. R.S. §15:574.4

• Offenders 60 or older who have served at least 10 years are eligible for geriatric parole, excludes violent and sex offenders

Mississippi - Miss. Code Ann. § 47-7-3

 Offenders 60 or older who have served 10 years and at least 25% of the sentence imposed by court are eligible for geriatric parole, excludes habitual offenses, violent offenses, trafficking offenses, and sex offenses

Maryland - MD. CR Code Ann § 7-309

• Any inmate who is so chronically debilitated or incapacitated as to be physically incapable of presenting a danger to society, by a medical or mental health condition, disease, or syndrome is eligible for medical parole

Texas - Tex. Gov't. Code § 508.146

 Any person who is elderly or terminally ill, a person with mental illness, an intellectual disability, or a physical disability, or a person who has a condition requiring long-term care may be released on medically recommended intensive supervision if the parole board determines that the individual is not a threat to public safety

Arkansas

• The Public Safety Improvement Act provides grants to five local jurisdictions for reducing the number of prison beds they use relative to a baseline of previous years. The legislation also redirects ½ of the savings from reduced probation and parole revocations to the community corrections budget.

Arizona

• The Safe Communities Act had a provision to award counties 40% of the savings from reduced revocations. The counties are required to reinvest the incentive funds back into community supervision, substance abuse treatment and services for victims of crime. Counties are not eligible for the incentive funding if there is an increase in their rate of new felony convictions. Note: No performance funding has been awarded because of budget shortfalls.

Kansas

 Senate Bill 14 created a competitive grant process through which community corrections agencies can commit to reducing revocations and receive funding to enhance recidivism reduction efforts.

Louisiana

- In 2017, Louisiana passed a series of 10 bills designed to redistribute resources within the state's criminal justice system. The bill returns to the Louisiana general fund 30 percent of the annual savings arising from the reforms. It requires the Department of Corrections to calculate and report the annual surplus budgeted for housing state inmates as population and costs decline and treats 30 percent of that surplus as net savings to the state.
- The bill likewise reinvests 70 percent of the savings in recidivism reduction and victim support programs. It obliges the state to carry over 70 percent of the surplus to the following year's budget for programs and services, including:
 - o Incentive grants to parishes, judicial districts, and nonprofit community partner organizations to expand evidence-backed prison alternatives.
 - o Competitive grants for victims' services, treatment, and transitional housing as well as victim-focused training for justice system professionals.
 - o Targeted investments in community supervision and recidivism reduction programming in prisons, jails, and work release facilities.
 - Juvenile justice initiatives and program

ⁱ Bureau of Justice Statistics, Felony Sentences in State Court, 2009

ii National Research Council (2007); Nagin & Pogarsky (2001)

iii Latessa et al., 2010

^{i∨} Wright, Salisbury, Voorhis (2007)

V Lynch, DeHart, Belknap, L. Green, BJA Policy Brief (2013)

vi The United States Sentencing Commission (2014); Meade, et al. (2012); Nagin, Cullen & Johnson (2009)

vii Devers, Lindsey. *Desistance and Developmental Life Course Theories: Research Summary*. Rep. N.p.: Bureau of Justice Assistance, 2011. https://www.bja.gov/Publications/DesistanceResearchSummary.pdf

viii Vera Institute for Justice. "It's About Time: Aging Prisons, Increasing Costs, and Geriatric Release" April 2010. http://www.vera.org/download?file=2973/its-about-time-aging-prisoners-increasing-costs-and-geriatric-release.pdf.

ix B Jay Annot et al., *Correctional Health Care: Addressing the Needs of Elderly, Chronically III, and Terminally III Inmates,* U.S. Department of Justice, National Institute of Corrections, 2004.

[×] Sampson, Robert J., and John Laub H. "Life-Course Desisters? Trajectories Of Crime Among Delinquent Boys Followed To Age 70*." *Criminology* 41.3 (2003): 555-92. Web

xi Nev. Rev. Stat. Ann. § 209.3925

xii Lipsey et al. (2010)