



BOARD OF CORRECTION

DEBBIE FIELD
Chair

DAVID MCLUSKY
Vice-Chair

CINDY WILSON
Secretary

MINUTES
BOARD OF CORRECTION MEETING
November 14, 2018, 10:00 a.m. - 4:00 p.m.

Location:

Idaho Department of Correction, 1299 North Orchard Street, Ste. 110, Boise, Idaho, 83706

Members Present:

Debbie Field, Chair
Dr. David McClusky,
Vice-Chair
Cindy Wilson, Secretary

Others Present:

Attendee sign in sheet on file

➤ **Call to Order:**

- Chair Debbie Field called the meeting to order at 11:10 a.m.

➤ **IDOC Network and Connectivity Problems November 5 -10 - Ammie Mabe and Jerry Hinshaw**

- Briefly talked about the technical issues with posting the agenda to the website. Jerry Hinshaw informed the Board that the week of November 5 there was a state-wide network outage. This made it impossible for Ammie Mabe to post the agenda to the Board's webpage.

➤ **Urban Institute Presentation – Henry Atencio**

Brian Elderbroom from Urban Institute Presentation regarding Policy Assessment of Justice Reinvestment in Idaho.

This study focuses on two policy reforms contained in S.B. 1357 that aimed to increase timely release and improve recidivism outcomes: implementation of parole guidelines and changes in prison programming that affect parole readiness. Using data from the Idaho Department of Correction (IDOC), the Idaho Commission of Pardons and Parole (the Commission), and the Idaho Supreme Court (the Courts), the Urban Institute assessed the impact of these two policy reforms by analyzing trends in timely release, time served, and recidivism before and after the reforms were implemented. Key findings include the following:

- Idaho has met its goal of increasing timely released. Between 2014 and 2017, the share of people released before serving 150 percent of their minimum sentence rose from 62 to 74 percent.
 - In the years since Idaho adopted JRI reforms, the state has increased its timely releases. Between 2014 and 2017, this figure rose from 62 to 74 percent of releases.

- Sandy Jones explained what the 150 percent past an inmate's fixed time, full term release date is. She also explained the programming completion prior to their hearing. The hearing is six months before they are parole eligible. Most will complete their programming prior to their parole eligibility date. She further clarified that every offender completes programming before they are released. "Non-violent" crimes are categorized by the instant offense. Past criminal activity plays a significant role in parole decisions. Non-violent offense and a non-violent offender is not the same thing.
- Between 2013 and 2016, the share of people released within six months of their parole hearing grew from 47 to 71 percent. This change appears to be driven by more timely program completion and likely explains the increase in timely release.
 - In each year since reforms were implemented, people released from Idaho prisons have spent less of their fixed terms incarcerated, on average. People released in 2017 had served an average of 164 percent of their fixed terms in prison, down from 181 percent in 2014
 - Idaho has also experienced a decline in the number of people held in prison past their parole eligibility date. At the end of 2013, 1,279 people in Idaho prisons who had been convicted of nonviolent offenses were eligible for parole but had not yet been released; by 2017, this number had fallen 36 percent to 818.
- Increases in timely release have also corresponded with reductions in overall time served in prison, with the average length of stay for nonviolent offenses falling 21 percent since 2010.
 - The number of days people are held in prison after becoming eligible for parole has also been trending downward. The average rose from 519 to 575 days in the year following JRI, then fell back to pre-reform levels (521 days). However, the median has fallen substantially, from 359 to 308 days, suggesting that a small number of people may be remaining in prison well past their parole eligibility dates and driving up the overall average.
- Parole guidelines have increased transparency related to the Commission's release decisions, but the grant rate has been stable, suggesting that implementation of the guidelines has not been a major driver of increased timely release.
 - While the grant rate has remained steady, the rate at which the guidelines *recommend* parole has increased in recent years. There has been a substantial increase of cases in which the guidelines recommend granting parole. In fact, the guidelines now recommend release in more than 9 out of 10 cases involving a nonviolent crime.
- The Commission conforms to the recommendations of the parole guidelines in the vast majority of cases, but there is a growing gap between guidelines recommendations for parole and the Commission's grant rate. If the Commission increased its conformance to the recommendations, timely release would likely increase further.
 - Since implementation, the Commission's decisions have largely aligned with the recommendations of the parole guidelines for people convicted of nonviolent offenses. The Commission typically grants parole in cases where the guidelines recommend granting release. Although the Commission occasionally departs from denial recommendations, particularly for alcohol offenses, its decisions align with the guidelines recommendation more often than not.
- People released from prison since these reforms have similar recidivism rates (defined as return to prison or felony reconviction within one or two years of release) to people released before S.B. 1357, but the number of people reconvicted of misdemeanor offenses has increased.
 - People released from prison following S.B. 1357 implementation have returned to prison at nearly identical rates as people released before reform. Of those released in 2016, 8 percent had returned

to prison within one year, compared with the 7 percent of those released in 2014 who returned to prison within a year of release.

- **Conclusion and Recommendations**

JRI reforms have helped slow Idaho's prison population growth by increasing timely release for people convicted of nonviolent offenses. These reforms have also maintained public safety, with returns to prison and felony reconvictions stable before and after the reforms.

- Continue to implement reforms that increase the number of people who complete their required programming by the time of their parole hearing. Given that timely program completion appears to be a key factor in both parole readiness and recidivism outcomes, IDOC should prioritize process improvements that further increase access to required programs and reduce release delays for those who are granted parole.
- Implement parole reforms that will further increase timely release and address the growing gap between the parole grant rate and guideline recommendations for nonviolent offenses. People convicted of nonviolent offenses who have completed all required programming by the end of their fixed terms should be released by default upon becoming parole-eligible, barring a documented public safety risk.
- Increase investments in behavioral health programming in the community and improve reentry by focusing on continuity of care between release and community-based treatment. A more robust network of behavioral health programs outside the prison system could allow eligible people to complete some of their required programming in the community, saving taxpayers millions. Idaho can build on its recent success in this area: as of 2016, the state had invested nearly \$6 million in supervision, treatment, and performance measurement and documented more than \$17 million in averted prison costs.
- Adopt sentencing reforms that go beyond release decision-making to address the high number of misdemeanor convictions, probation revocations, and rider terms for nonviolent offenses.

Release of the report is scheduled for the week after Thanksgiving. Police foundation is looking at the effectiveness of our supervision. They are not ready to present yet.

➤ **Questions Posed:**

- Cindy Wilson – Completion of education or GED taken into consideration?
 - This was not taken into consideration for this study.
 - Sandy Jones– It is part of the guidelines for release and will weigh into their decision.
- Cindy Wilson – Is there any requirement to receive additional help with substance abuse after release?
 - Sandy Jones- The commission will require programming in the community. The parole officer monitors this.
- Cindy Wilson- Does the PO have any say in what programming is done in the community.
 - Sandy Jones - PO will provide advanced practices. There is also funding for offenders to get help in the community. The Parole Commission no longer mandates specific programs. All of our programs are assessed by IDOC. The Commission can recommend programming, but IDOC assigns programming.
- Dr. McCluskey – We are falling short on that category mental health assistance and treatment programs. We need to create that in the prison and needs to be followed up in the community. Cost is a factor. We do not have any programs that make sure the offenders follow up in the community.

Secretary Cindy Wilson moved to go into executive session at 12:20 p.m.; Vice Chair Dr. David McClusky seconded the motion. Motion carried unanimously.

I.C. 74-206 (1)(b) To consider the evaluation, dismissal or disciplining of, or to hear complaints or charges brought against, a public officer, employee, staff member or individual agent, or public school student.

I.C. 74-206 (1)(f) To communicate with legal counsel for the Idaho Department of Correction to discuss the legal ramifications of and legal options for pending litigation, or controversies not yet being litigated but imminently likely to be litigated.

Secretary Cindy Wilson moved to adjourn executive session at 1:50 p.m. and return to regular session; Vice Chair Dr. David McClusky seconded the motion. Motion carried unanimously.

➤ **Population Update – Janeena White**

- Power Point Presentation – Population Update
 - Population spiked in September but remains below 8,700. Expected to remain below until January.
 - Incarcerated Trend
 - Termers are Up 6% in the past year.
 - Riders are up 2% over the past year.
 - Parole violators are down 6% from last year.
- New Admissions
 - Revoked parole: well above population in 2017.
 - Revoked probation: slightly below last year.
 - Failed riders: below last year.
 - New commitments: slight increase.
- New Admissions to Term
 - Most admissions are from revoked parole or probation, however recent uptick in new commitments. Revoked probation and new commitments follow a similar pattern. Revoked paroles have increased and remain above average. Failed riders have stayed about the same for the past few years, and are currently down slightly.
- Parole Violators
 - A portion revoked parole violators continues to go higher than portion that are reinstated.
- Percent New Term, New Sentence Commitment
 - New commitments have increased in past few months, but total portion of new term remains around 23.6%.
- New Incarcerated Admissions
 - New parole violators have decreased. New rider and new termers have increased per month and follow similar pattern.
- Probation and Parole
 - Total population at record high of 16,185; an increase of 3,000, i.e. 2,000 on probation and on 1,000 parole.
 - Probation population continues to increase.
 - Parole population slightly below where it was on October 2016, but is close to this high.
 - If violation rates stay similar to what has been in the past, will see the number of revoked probation and parole continue to increase.

- Recidivism by Custody Levels
 - Recidivism by custody level, minimum custody fare better than medium or close once released, regardless of whether discharged or paroled.
- Recidivism by Non-Violent Crime, Minimum Custody
 - Minimum custody, non-violent crime fare better if released from a CRC than another facility, regardless of gender.
- CRC and Non-CRC Recidivism by Age: Male
 - By age, non-violent crime, minimum custody, all age groups are lower than 18-24 and 55-64. But only the 25-34 age group is significantly different (because of number of releases).
- Female Recidivism by Non-Violent Crime, Minimum Custody, by age
 - All age groups lower for CRC releases, but younger females are significantly more likely to do better, older not significant based on small group size.
- Recidivism by risk: CRC and non-CRC non-violent crime minimum custody
 - Differences for low are not significant. Female CRC lower for all risk categories except low.
 - Male high risk fare better in CRC.
- Recidivism by risk and high substance abuse need
 - Females with substance abuse issues and high risk fare better at a CRC. Males that are high risk fare better, others not significantly different.
- Comparison of recidivism
 - Individuals released from a CRC and recidivate have higher scores for substance abuse and criminal associates than non-CRC that recidivate. Also, more likely to have higher education and better employment history than non-CRC.
 - Controlling for LSI domains, gender, race/ethnicity, age and days incarcerated, Non-CRC non-violent crime, minimum custody are *more likely* to recidivate than CRC.
- ❖ Significant factors = criminal history, substance abuse, non-white, fewer days incarcerated, never employed, less than 12th grade education, younger, and non-CRC, leisure/recreation

➤ **Reentry Program Manager – Tim Leigh**

- Tim talked about his first six months on the job. He had meetings with parole officers, case managers and program managers to identify barriers between everyone. It was clear that communication needs to be better.
- Tim discussed the positive changes in transitional funding.
- Tim is creating a reentry committee that will meet regularly to discuss various challenges that come along. All of the individuals have been identified.
- Creating a reentry guide to help paroling offenders.
- Met with transitional housing people, discussed bed space and communication needs.
- Workforce Development council – met with them and discussed what kind of partnerships that can be created between the two entities. Took them out on tours of CI and ISCC. They are eager to work with IDOC.
 - CI added that they are looking at community colleges for credit for credit earned.

- Dept of Labor received a three year grant for veterans to help with housing, employment etc. Also starting to go back out to the prisons to help get offenders on track for a job upon release.
- 60 – 60 Grant
 - Reentry Specialists to meet with inmate 60 days prior to release, follow for 60 days after release
 - Partner with Case Manager and Probation/Parole Officer
 - Assist with Obtaining Safe Housing
 - Treatment Planning – Scheduling Appointments Prior to Release
 - Employment – Job Search Assistance
 - Immediate Needs – Food, Clothing, Hygiene Items
 - Veterans Assistance Programs
- One Stop Reentry Center

A soft opening will be on December 3, 2018 and the Grand Opening December 5, 2018.

 - The Center will have:
 - 6 Reentry Specialist, 2-3 Parole/Probation Officers, AmeriCorps Free2Succeed Monitor, Experience Works Participants
 - Community Partners Participation
 - Community Partners Initial Meeting in October – Overwhelming Support
 - Lobby Computers for Job Search
 - Desert Industries Community Grant – Clothing
 - Although the grant is for District 4 only, anyone is coming out of prison is welcome
 - Also working on preapproval funding for mental health needs before they are release. We're hoping we can have an appointment for the offender before they leave.
 - Debbie – how are we helping other communities?
 - Tim Leigh- Grant is only for D4
- **Idaho Correctional Industries – Kevin Mickelson**
 - Enrollment numbers
 - CI currently has 160 enrolled trainees, but their goal is to have 222.
 - Separation Data
 - Total Separations: 307
 - CI Terminations – Work Related: 64
 - CI Terminations – Non-work Related: 23
 - Voluntary Resignation: 55
 - Institutional DOR's: 24
 - Moved to Another Institution – Equal Security: 37
 - Moved to a Lower Custody Level: 34
 - Moved to a Higher Custody Level: 0
 - Moved out of State: 43
 - Sentence Completes: 27
 - Total Enrollments
 - New Added PIE/Ag Programs
 - PIE - Dickinson at St. Anthony Work Camp
 - Agricultural Programs – CS Beef (June 2018) and Henggelar Farms (October 2018)

- 2018 Enrollments in PIE/AG Programs to date

	Jan	Feb	March	April	May	June	July	Aug	Sept
PIE	52	43	44	40	44	48	44	48	53
AG	186	178	210	219	226	214	281	261	334

- PWCC is the priority now
 - The roof has been replaced, but other repairs need to be done.
 - In the process of hiring a training specialist
 - New projects slated for PWCC
 - Ink to Work – toner cartridge refilling
 - Screen printing on hold for now. They are waiting on funding approval.
 - Ink 10-12 employees
 - Debbie Field asked if the Board can approve the funding. This will be discussed at the Board meeting in December. CI presents the budget to DFM (Governor’s Office) and they approve and grant spending authority. The current governor’s office will not move forward because some of the programs may be political and they wanted to hold off.
 - Embroidery 6-8 employees, plus additional staff for administrative duties. Approx. 30-40 people total.
- ISCC – They are possibly looking at moving the print, sign and license plate factory to ISCC. Will increase the employment numbers to about 100.
- ICIO
 - CI does not have a presence in Northern or Eastern Idaho. They want to move forward on a new sales office, transportation team and another CI Showroom. They also want to create an office management/customer service training area for offenders to learn office skills at the current CI location.
- CI funding is doing well. A financial picture will be put in front of the board in December. IDOC can access the Capital building fund, but CI can’t. There is a possibility that IDOC can build a building and CI can utilize. Everything CI does is self-funded.
- Board meeting for Correctional Industries was set for December 10, 2018 at 8:00 am

➤ **Century Link – Pat Donaldson**

- The contract ends June, 2019, but there are three 1 year renewables included in the contract. Community/inmates pays for services and we get a stipend on a graduated scale. This amounted to 1.47 million last year. Not many issues with the contract, JPay has been the only issue. If Jpay continues to be a problem, Centurylink will look at a different contractor.
 - Possible future options
 - Video calling
 - Electronic forms, i.e. concern forms, grievances, etc.
 - Looking at an educational system (college courses) for inmates to use. CenturyLink is willing to do this at no cost to IDOC.

Secretary Cindy Wilson moved to renew the CenturyLink contract; Vice Chair Dr. David McClusky seconded the motion. Motion carried unanimously.

➤ **Corizon Contract**

- **It was decided by the Board not to discuss the Corizon contract because of the technical difficulties mentioned at the opening of the board meeting. It will be put on the agenda for the December 10, 2018 meeting.**

➤ **Directors update – Henry Atencio**

- Twin Falls RFP closed, but we didn't receive any bids. We are requesting 10 million for funding.
 - The current owner of the old CRC located at 616 Washington Street South, Twin Falls. The location can probably hold 120 inmates. It is being appraised by an independent appraiser. The appraisal will be the asking price. We already have a remodel team there that we can use. It is also possible that D5 may be able to relocate there or another One Stop Shop.
 - Dr. McCluskey – Joining Forces (Military) will have a dedicated day (Friday) for a free clinic for veterans. It may be possible to make this available for offenders to come in for the free clinic as well. There is also a specialty court that have allowed for veterans to remain on the street instead of prison or jail time.
- North Dorm
 - Work is underway, but there is a lot more work to do. We are hoping to have it available by the end of December.
- ISCI
 - 12 hour shifts have started. Henry walked all the prisons on Veteran's Day. So far, going to 12 hour shifts has been positive. It has almost eliminated overtime. ISCI averages 120-160 a week, now it's 20-30 hours.
 - Cindy Wilson wants a staffing update and keep an eye on 12 hour shifts.
- Recruitment
 - Improved recently.
 - Human Resources had a job fair last week and we may have 25 possible new recruits.
 - Human Resources promoted a new recruiter, high energy and a new face.
 - Warden's and captains taking shifts to help give some relief on the overtime.
 - Ashley Dowell – We are currently at 70% on staffing.
 - Orofino 66%, but paid overtime is a big thing there and has really helped. All of the overtime is funded by salary savings.
 - Ashley Dowell – Prisons is not rehiring an AA2, but they are reclassing the position to a staffing manager. They are looking to make it a captain or deputy warden rank. This person will keep an eye on staffing in the facilities and will track inconsistencies and trends.
- Offender Management System
 - We have been granted the funding to replace offender management system. We received two 2 bids, but one was non-compliant. Abilis – One of the top companies to supply the offender

management system. Will probably offer that contract in December. They are in Tennessee and staff did go and look at the system.

- November 27, the Director and Prisons leadership are taking the new Judges through an orientation and tours through the facilities.
- Expanding the Braille Program the project. With the move of some Braille workers out of state and we are going to look at opening that up in Texas. It's a year and a half process to get someone certified. Blind Commission has some concerns that with the removal of a few of the workers, they will not be able to keep up with the demand. Deputy Warden Higgins will work with Warden Barry to get it started.
 - Cindy Wilson – We need to move forward as soon as possible. At the School for the Blind they have one person. She suggested we may look at Pocatello as a possibility.
 - Jeff Zmuda– CI and Braille program has been impacted by the moves out of state.
 - Jeff Zmuda discussed the move to Texas and they are acting out and the most recent disturbance. SICI that were moved to ISCC inmates are acting out as well. All of this is a by product of over population. ISCI is the largest population of inmate workers and we need to get more appropriate inmates there to work.
- GEO – Programming is starting there at no additional cost. Terressa Baldrige is going to Texas and make sure the programs are the same and being facilitated the same. GEO is also looking at GED services and a dog program

Adjourn

- Meeting adjourned at 4:17 p.m.

Submitted by:

Ammie Mabe, Management Assistant

Date

Approved by:

Debbie Field, Chair

Date