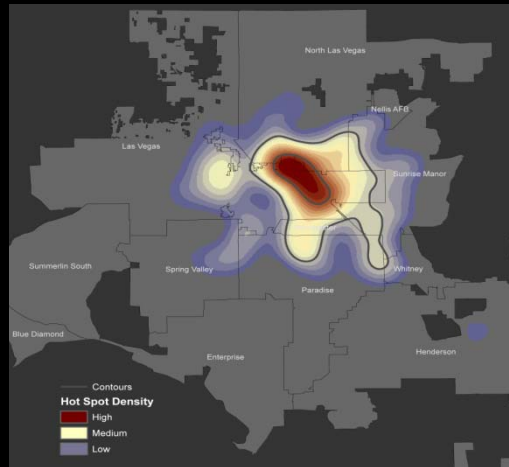


JUSTICE★CENTER

THE COUNCIL OF STATE GOVERNMENTS

Collaborative Approaches to Public Safety

Increasing Public Safety and Generating Savings: Options for Nevada Policymakers



Michael Thompson

Dr. James Austin

Dr. Fred Osher

Justice Center

Council of State Governments

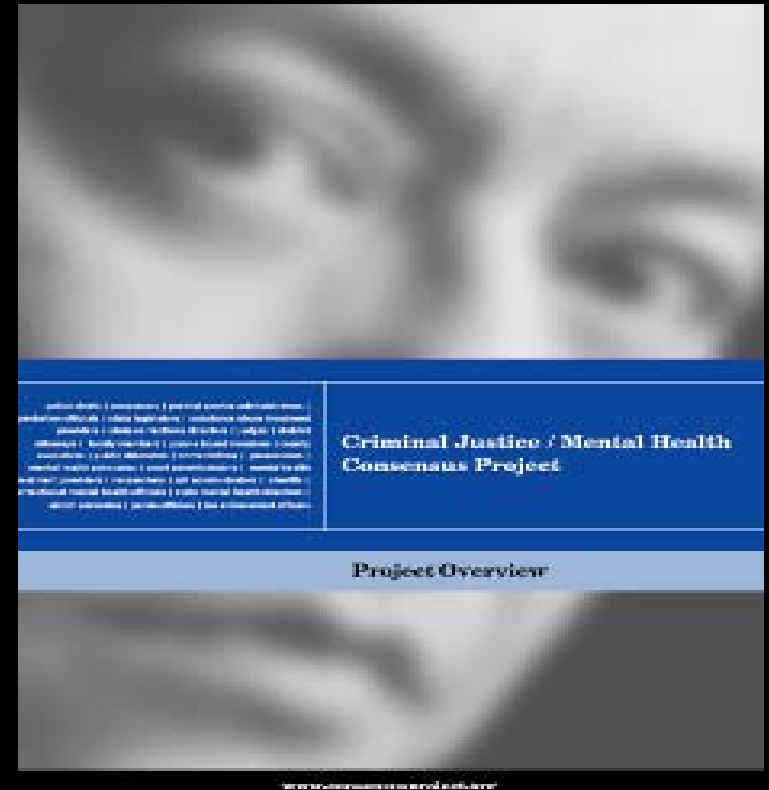
April 17, 2007

Carson City, Nevada

Overview

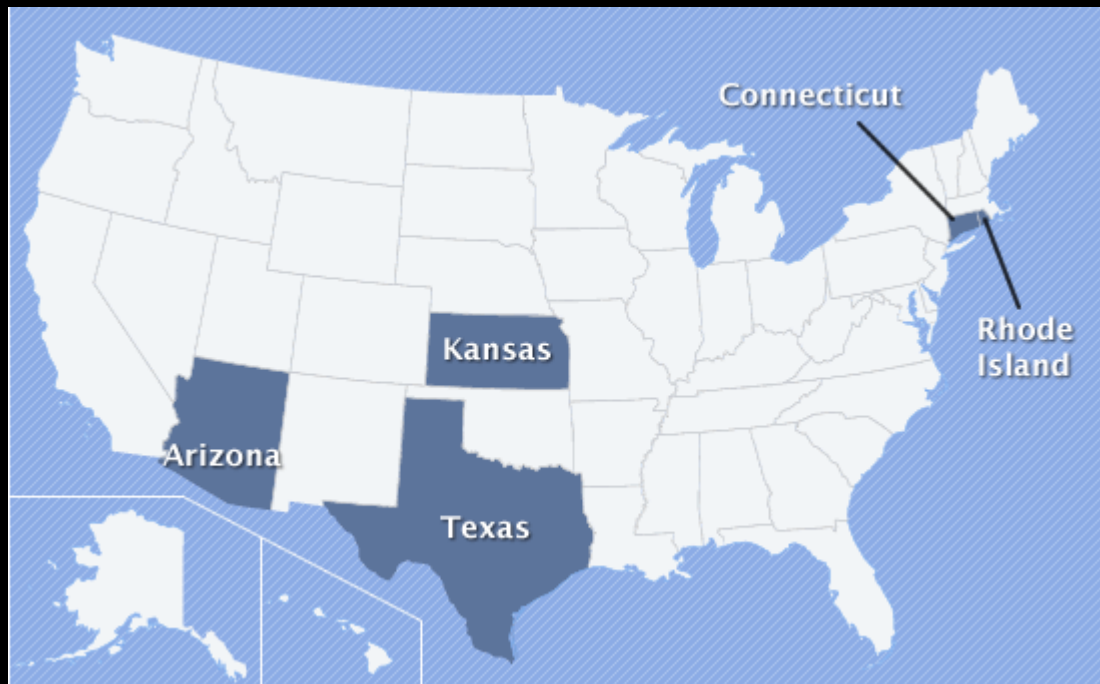
- **States across the country are pursuing justice reinvestment strategies.**
- **Opportunities exists to manage the growth of the state's prison population and increase public safety.**
- **Improving the availability, accessibility, and effectiveness of community-based substance abuse and mental health treatment is essential to whatever strategy the state pursues.**

National Projects



Justice Reinvestment: An Overview

"A data-driven strategy for policymakers to reduce spending on corrections, increase public safety, and improve conditions in neighborhoods to which most people released from prison often return."



How Justice Reinvestment Works

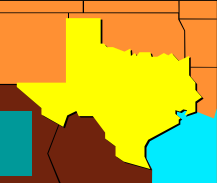
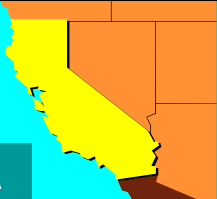
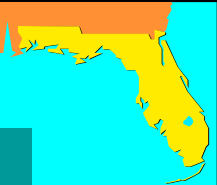
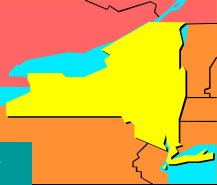
Step 1: Analyze the prison population and spending in the communities to which people in prison often return.

Step 2: Provide policymakers with options to generate savings and increase public safety.

Step 3: Quantify savings and reinvest in select high-stakes communities.

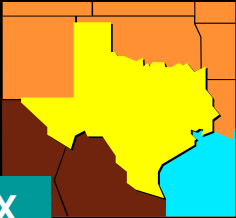
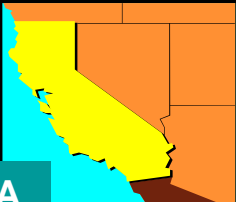

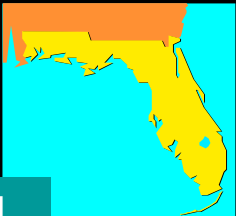

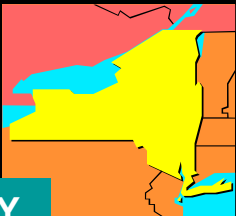

Step 4: Measure the impact and enhance accountability.

Incarceration Rates in 4 Large States

State	Population	Probation, Jail, Prison and Parole Population
 TX	22.8 million 16.4 adults	767,765 4.6% of adults
 CA	36.1 million 26.4 adults	752,817 2.8% of adults
 FL	17.1 million 13.6 adults	436,006 3.2% of adults
 NY	19.2 million 14.6 adults	264,836 1.8% of adults

Sources: US Census 2005; BJS "Probation and Parole in US, 2005"; jail figures from BJS "Prison and Jail Inmates at Midyear 2005"; prison figures from BJS, Prisoners in 2005, November 06 report

Changes in Crime Rates

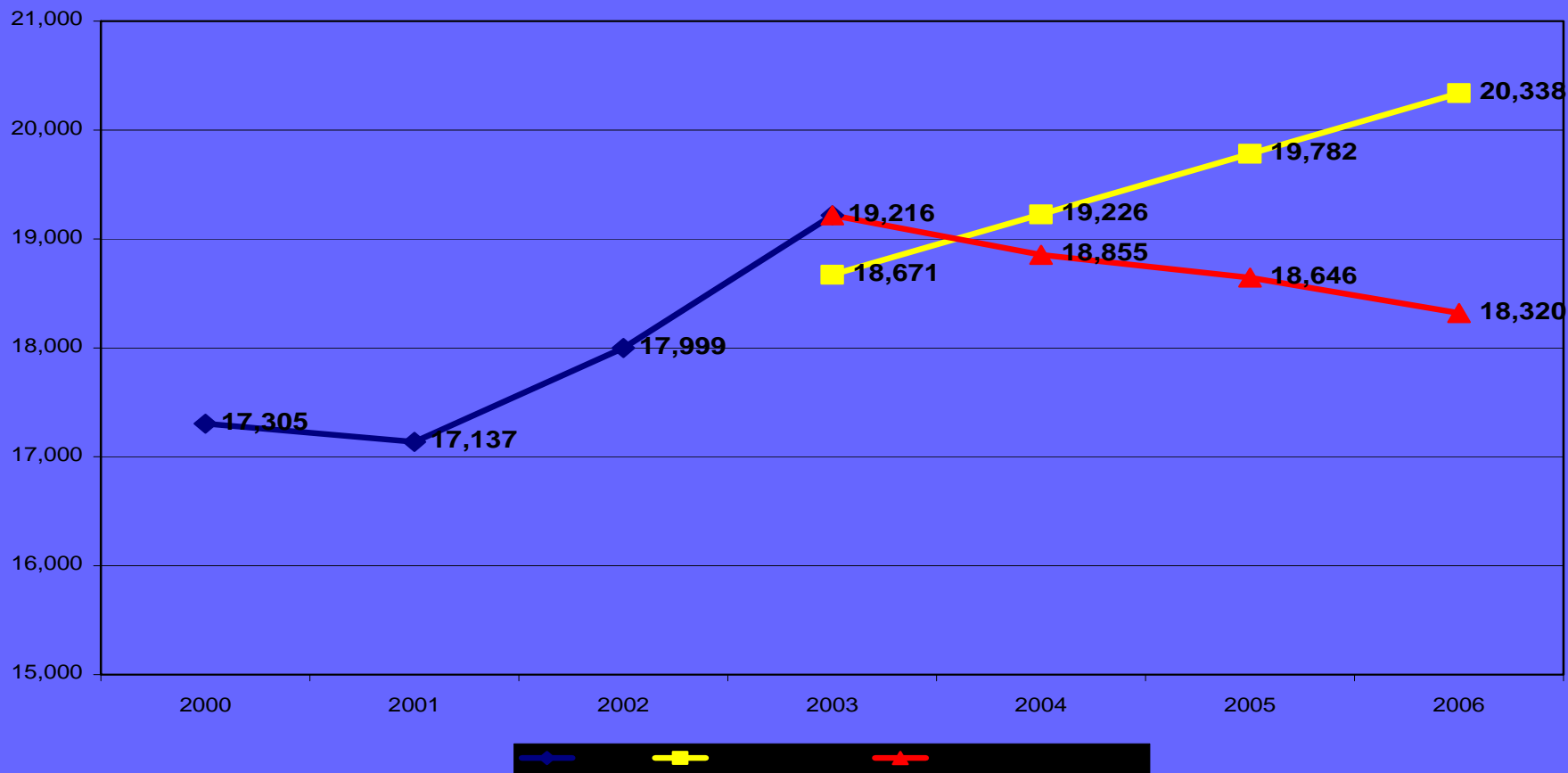
	Population	Incarceration Rate*	Crime Rate*
 TX	1980: 14,229,191 2005: 22,859,968 +61%	1980: 226 2005: 691 +206%	1980: 6,030 2005: 4,862 -19%
 CA	1980: 24,037,626 2005: 36,132,147 +50%	1980: 162 2005: 466 +188%	1980: 6,468 2005: 3,849 -40% 
 FL	1980: 9,746,324 2005: 17,789,864 +82%	1980: 242 2005: 499 +106%	1980: 6,821 2005: 4,716 -31% 
 NY	1980: 17,558,072 2005: 19,254,630 +10%	1980: 187 2005: 326 +74%	1980: 5,577 2005: 2,554 -54% 

Incarceration and Reported Index Crime Rate by FBI per 100,000 population

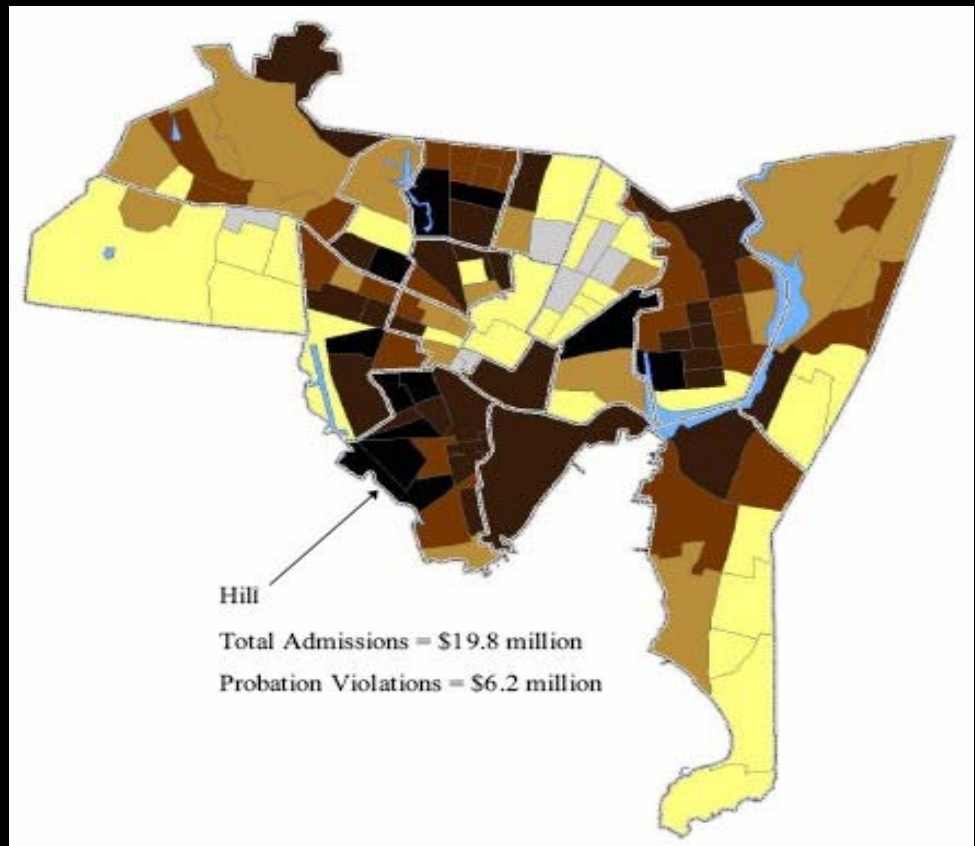
Source: Population US Census Historical Report; Crime, FBI Crime in US; Incarceration, BJS, Prisoners in US

Connecticut: Prison Population Projection

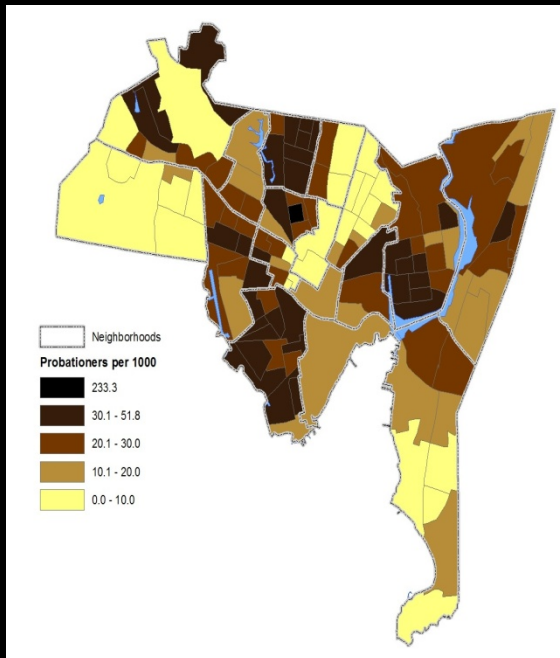
Actual and Projected Inmate Population



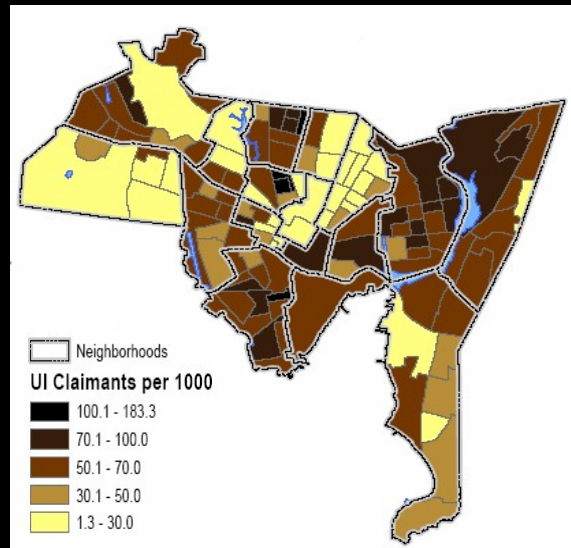
Prison Expenditure: New Haven Neighborhoods



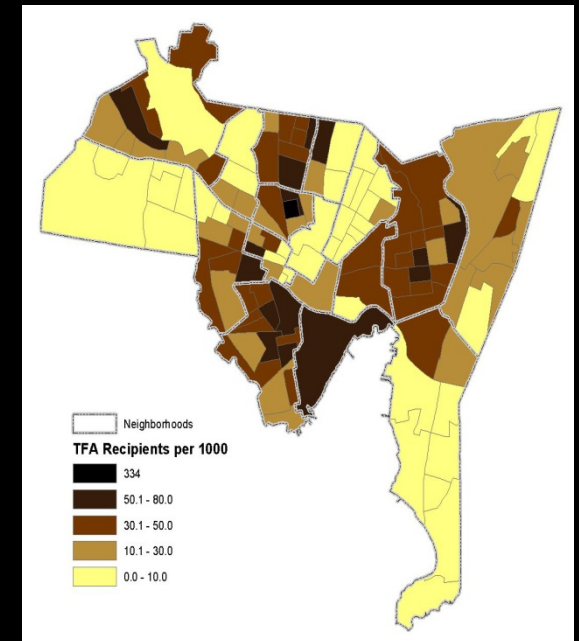
Probationers, Unemployment Insurance Claimants, TFA Recipients: New Haven Neighborhoods



Probationers



UI Claimants



TFA Recipients

Connecticut Case Study

Population Reduction Options Presented

Policy Options	Bed Savings	Cost Savings (in millions)
a. 85 percent release restriction	843	\$15.4M
b. Parolees released, on average, no later than five months after their parole eligibility date	459	\$8.4M
c. Reduce probation technical violation admissions, on average, by 25 percent	488	\$8.9M
d. Reduce, on average, the LOS of probation technical violators by three months	341	\$6.2M
e. Release short term sentenced prisoners after having served 50 percent of the sentence	279	\$5.1M
f. Reduce transitional supervision/ community and parole technical violations	268	\$4.9M
Totals	2,678	\$48.9M

Media Coverage: Connecticut



Lawmakers approve plan to reduce prison population

May 6, 2004 – Associated Press

HARTFORD, Conn. -- The state Senate passed a plan to reduce Connecticut's prison population Wednesday night, finishing a major legislative priority just an hour before the session's close.

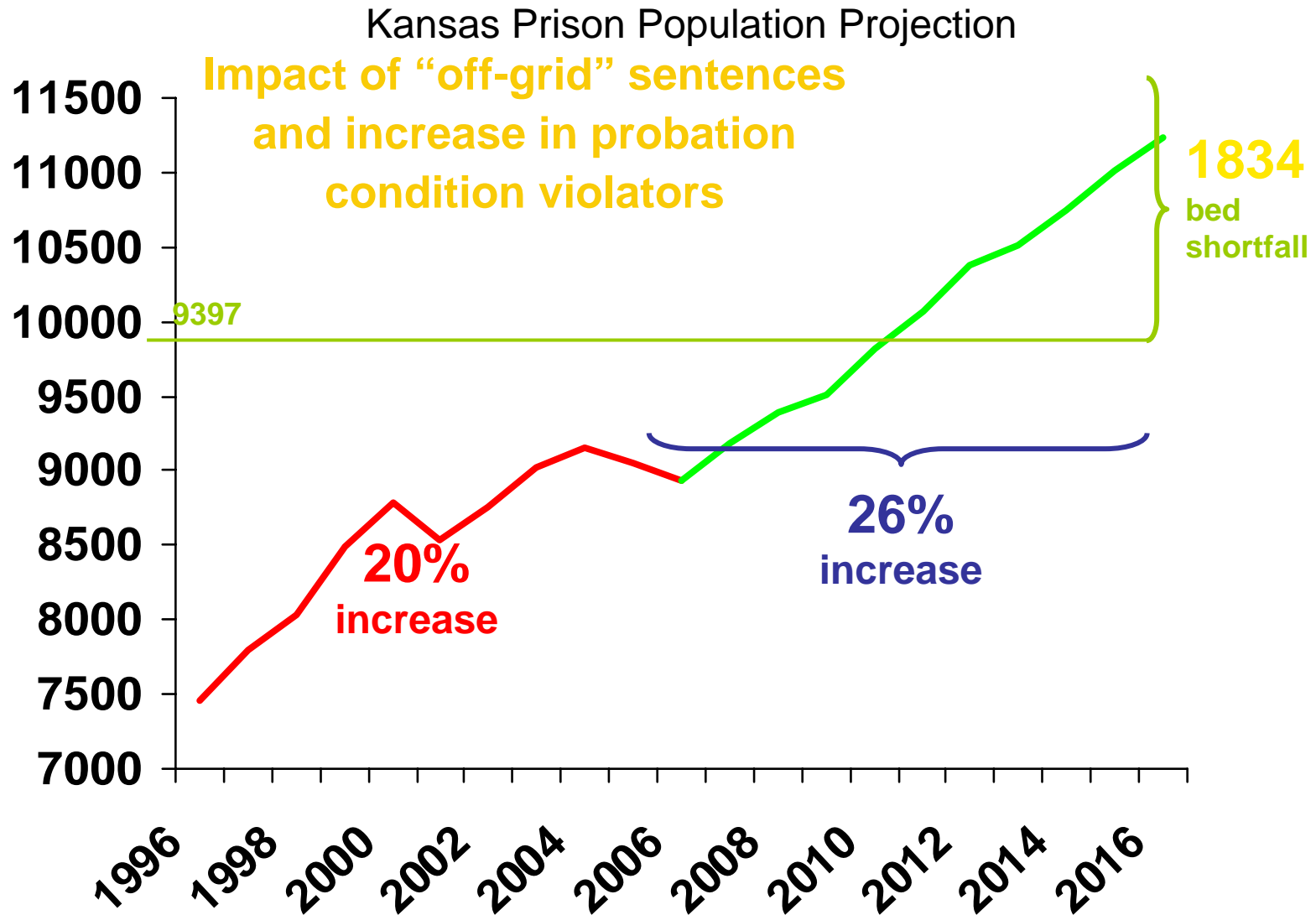
Senators praised the bill as an effort to reduce recidivism and a way to avoid building more prisons. The measure passed 36-0 and now heads to Gov. John G. Rowland's desk.

"The nature of this is to address what we all understand to be an overwhelming problem," said Sen. Andrew McDonald, D-Stamford, co-chairman of the Judiciary Committee. "I think it also represents a recognition of the fact that we will never be able to build our way out of a criminal justice issue."

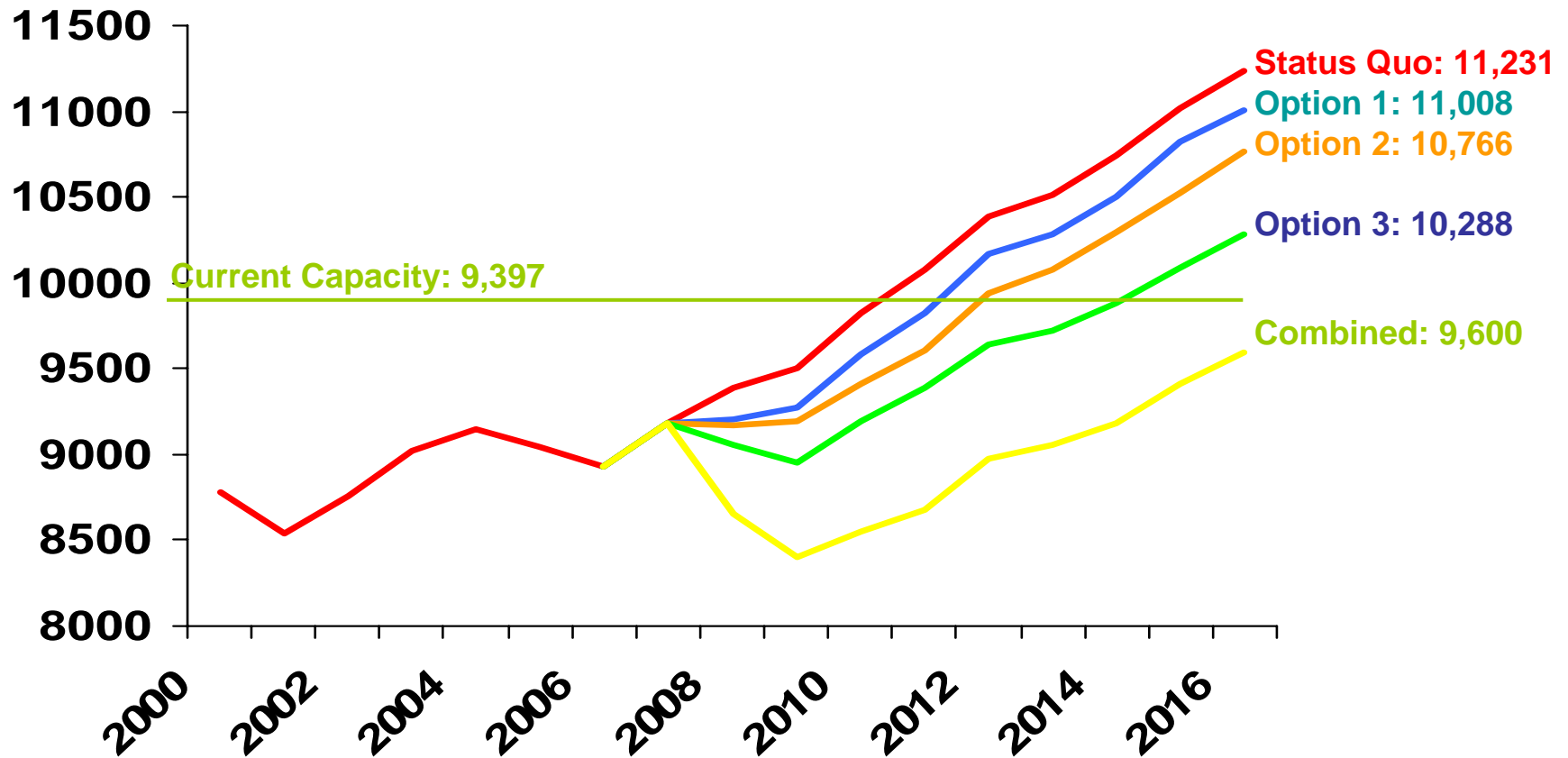
The state's prison population - around 19,000 - is about 2,000 more than state facilities were built to handle, McDonald said. Advocates of the legislation said it could reduce the prison population by up to 2,000 inmates.

...

Kansas Case Study

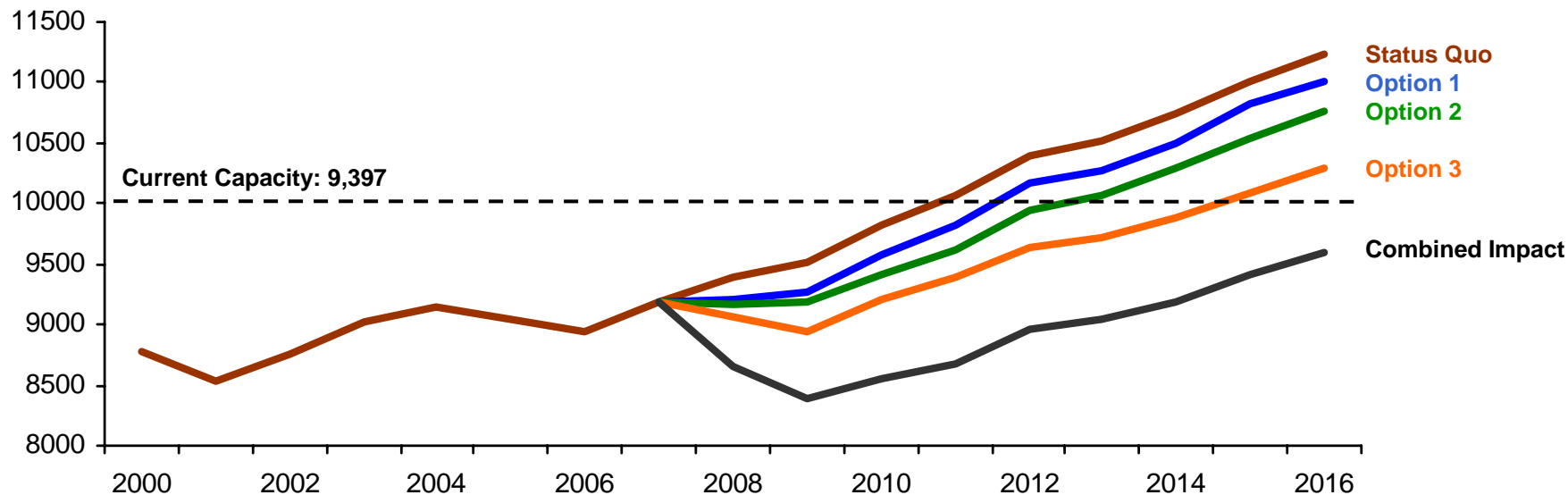


FY2008-2016 (9 years): Projected Population Impact: Kansas



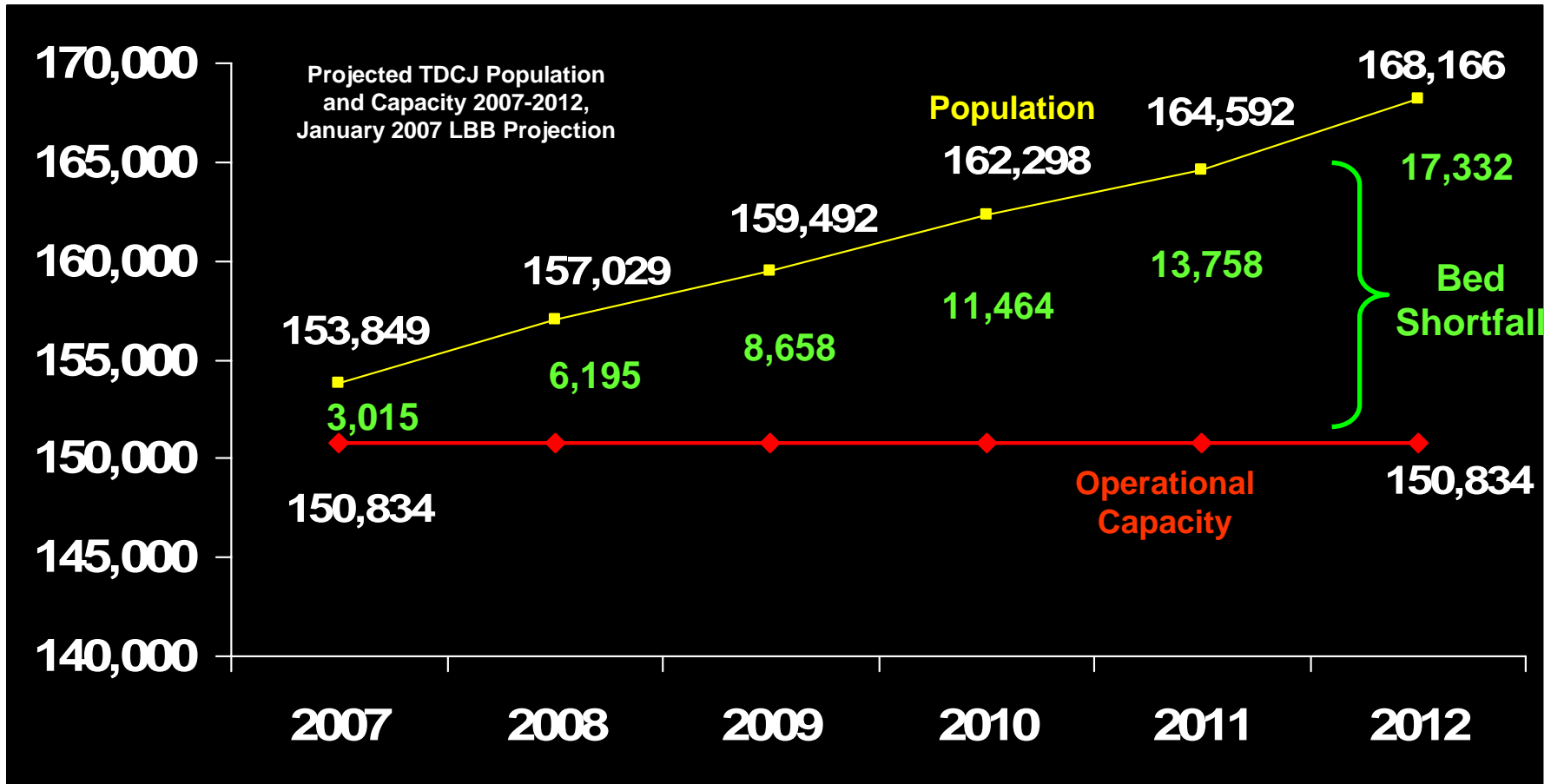
Kansas: Options for Policymakers

FY2008-2016 (9 years) Projected Prison Population



POLICY OPTION	SAVINGS	OPERATING COSTS
1. Maintain recent reductions in the number of parole revocations at 90 per month	223	\$52 million
2. Reduce the number of probation/community corrections violators by 20 percent	465	\$97 million
3. Create a 10 percent "Risk Reduction Program Credit" for guideline offenders who successfully complete treatment, educational, and vocational programs before release	943	\$171 million
Combined Impact	1,631	\$320 million + \$177 million [AVERTED CONSTRUCTION COSTS] \$497 million

Prison Population Projections for Texas



Source: Legislative Budget Board, June 06 and January 07, Adult and Juvenile Correctional Population Projections

Texas: Backlog of Releases and Placements from Probation

Waiting Lists in Key Programs

**Substance Abuse Felony
Punishment (SAFPs)**



**823 awaiting program placement
in county jails**

In-Prison Therapeutic Community



**174 awaiting in prison for
program as condition of parole**

Parole Halfway Houses



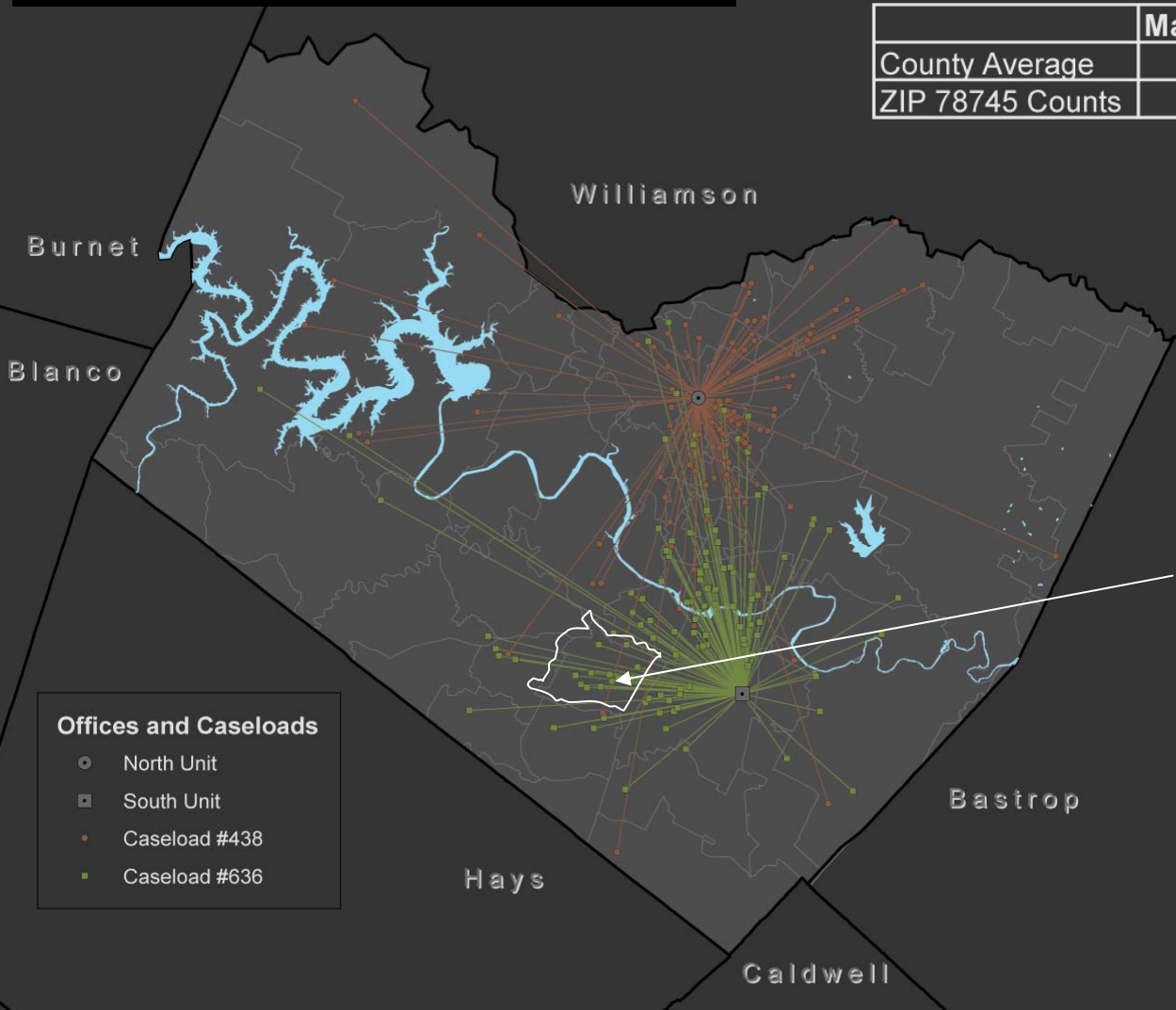
**600 offenders awaiting in prison
to be released to a halfway
house**

**Offenders recommended for parole on condition that
they complete a program cannot be released and
being on a waiting list adds to their time in prison**

Thinking About High Stake Communities Can Even Encourage a Better Utilization of Present Resources Like Probation Supervision

Austin, Travis County

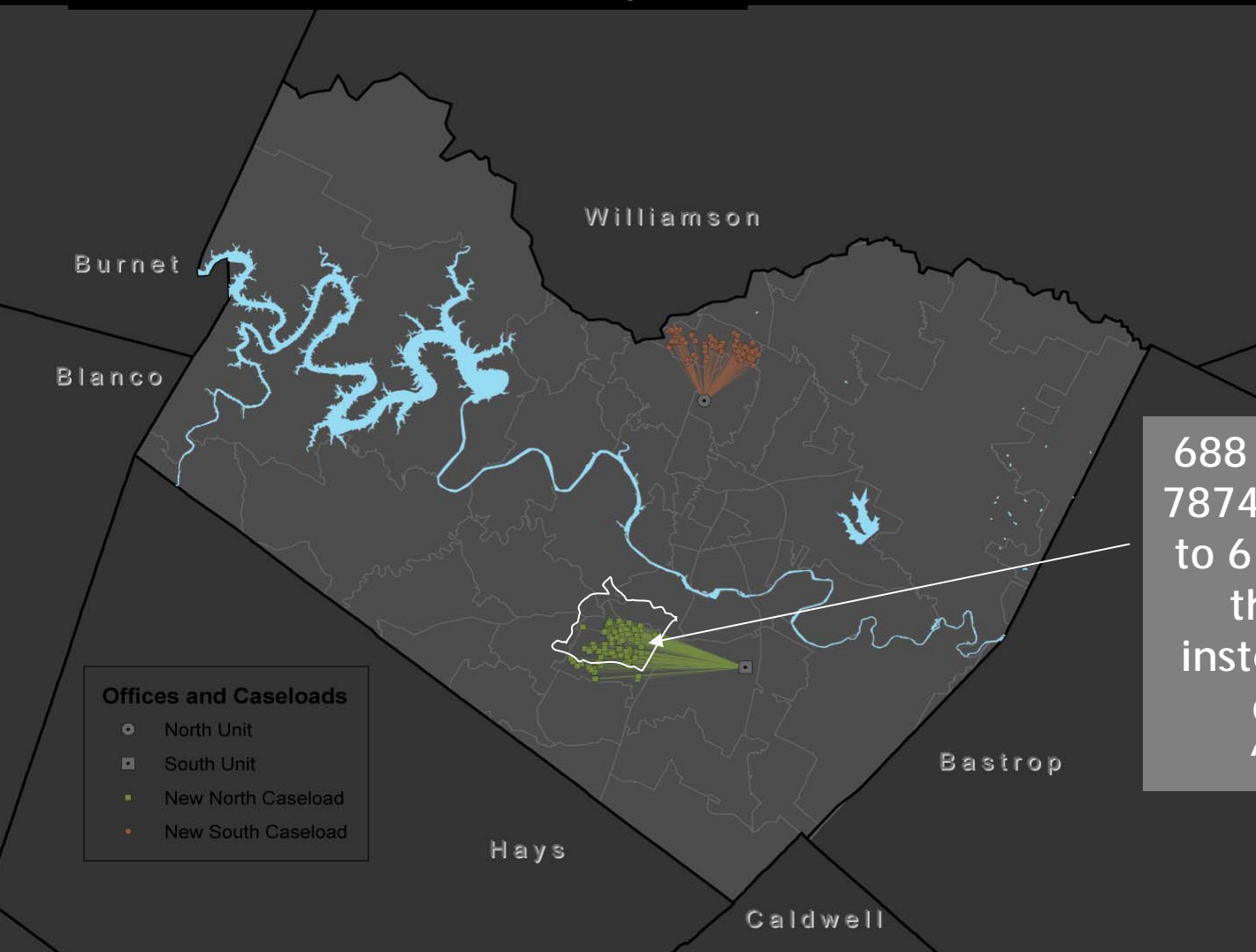
	Maximum	Medium	Minimum	Total
County Average	28	70	22	120
ZIP 78745 Counts	200	361	127	688



688 probationers in zip 78745 are presently assigned to 72 different officers

Probation Caseloads Could Be Organized More Effectively Around “High Stakes” Neighborhoods

Austin, Travis County



Nevada Population & Crime Trends

	United States	Nevada
POPULATION ^[1]		
Total Population (7/1/06)	299,398,484	2,495,529
1-year change (7/1/05-7/1/06)	1%	3.5%
10-year change 7/1/96 – 7/1/06	12.9%	56.3%
CRIME RATE ^[2] (Rate per 100,000 inhabitants) UCR Part I Reported Crime Rates (2005)		
Total	3,898	4,848
Violent	469	606
Property	3,429	4,241
Change in Total Reported Crime Rate		
1-year change (2004-2005)	-2.0%	0.5%
10-year change (1995-2005)	-26.1%	-26.3%
PRISON POPULATION ^[3]		
Total Inmates (State Prisons Only) 2005	1,259,905	12,083
1-year change (2004-2005)*	1.3%	5.6%
10-year change (1995-2005)	27.4%	51.4%
Incarceration Rate per 100,000 inhabitants ^[4]	424	500

[1] U.S. Census Bureau, Population Division, Population estimates for July 1, 2006.

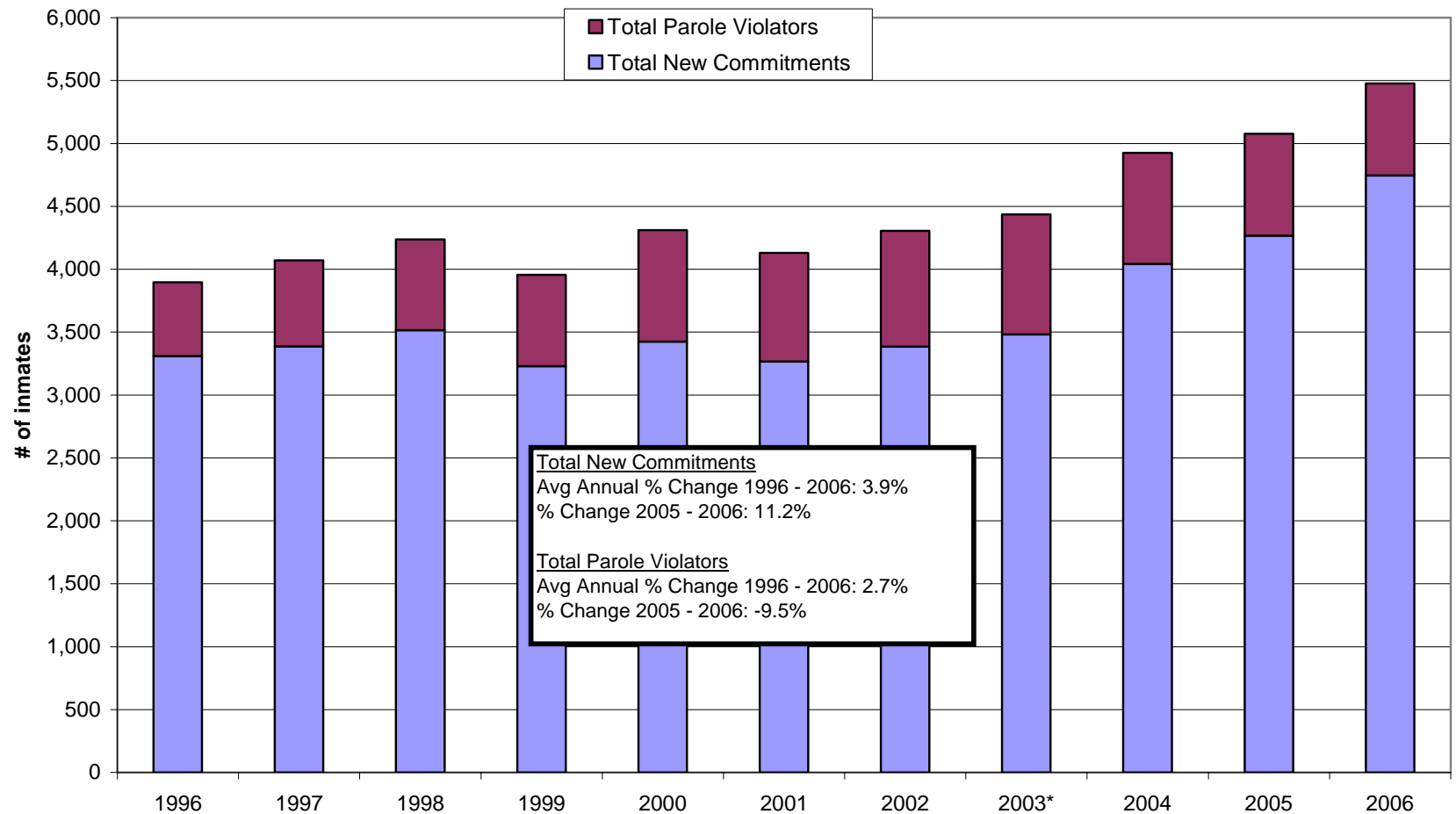
[2] Uniform Crime Reports, Crime in the United States 2005, Federal Bureau of Investigation.

[3] Prisoners in 2005, Bureau of Justice Statistics Bulletin (November 2006). Nevada data provided by the Nevada DOC is from CY2005.

[4] Rates were generated by using U.S. Census population estimates for July 1, 2005.

Historical Male Admissions to Prison 1996-2006

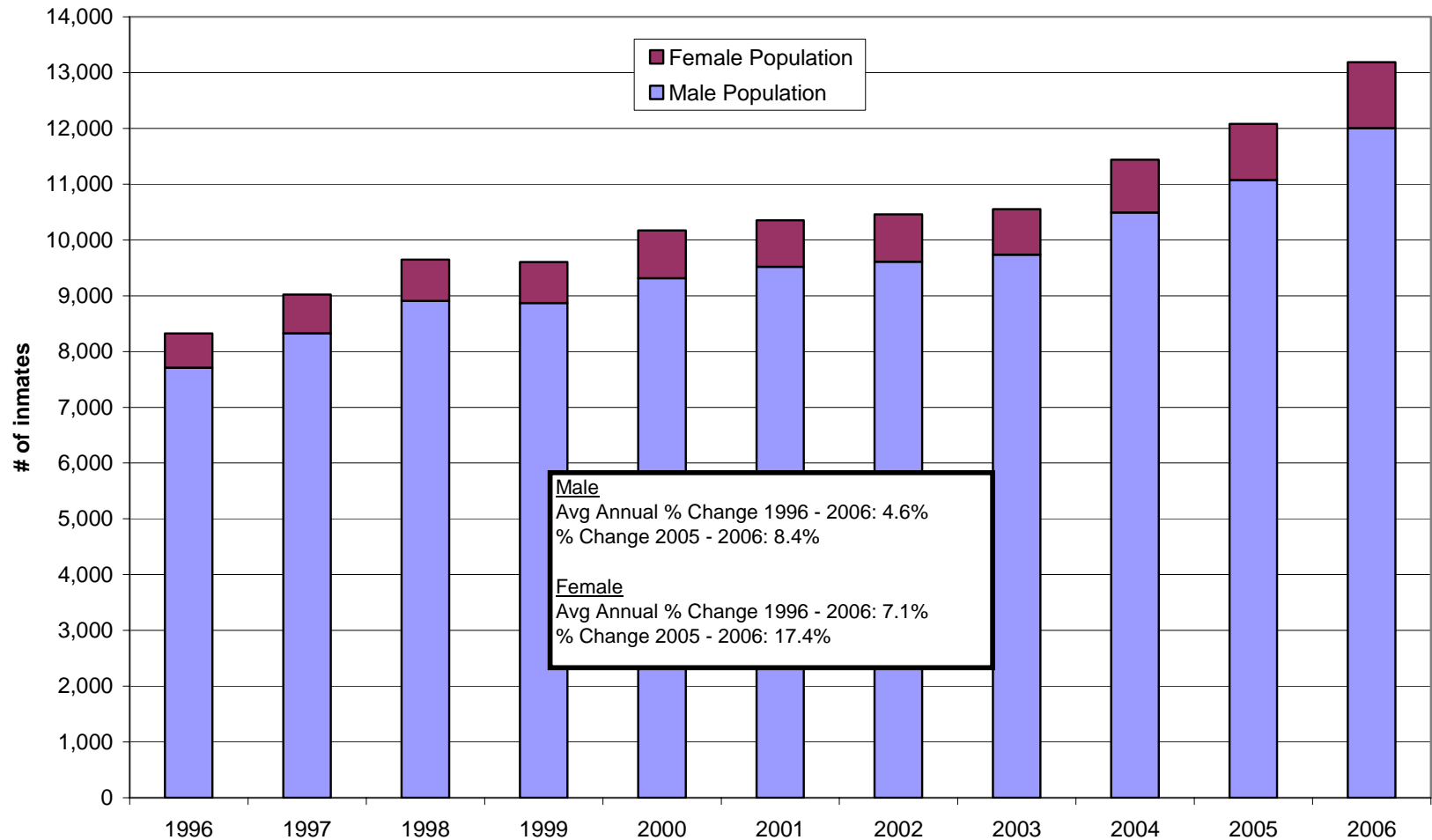
**FIGURE 5: Historical Male Admissions to Prison
1996 - 2006**



*Male new court commitment numbers for 2003 do not include 367 offenders admitted under contract from Wyoming and Washington State.

Between 1996 and 2006*, the prison population increased 58%, from 8,325 total inmates in 1996 to 13,186 by 2006

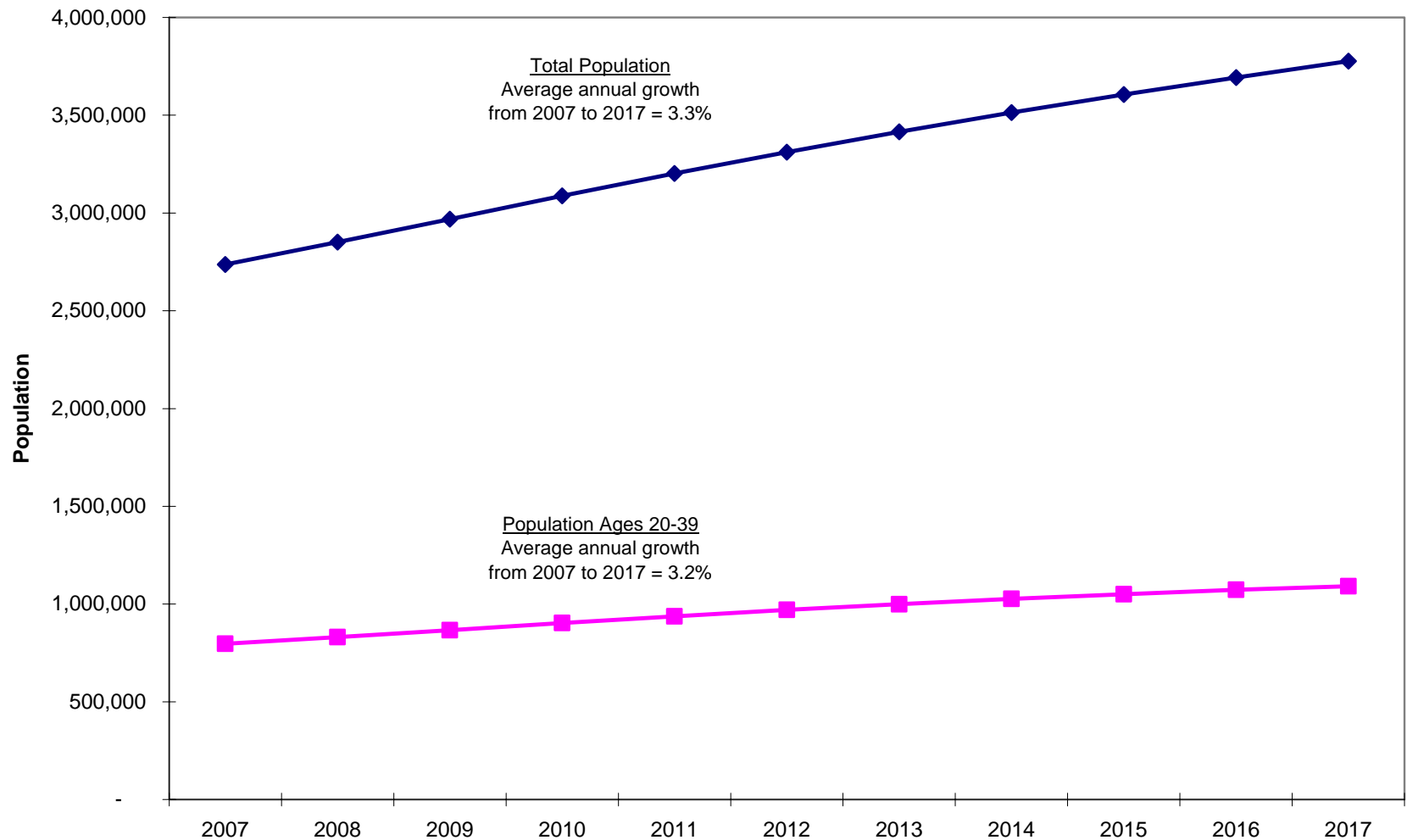
**FIGURE 9: Historical End-of-Year Inmate Population by Gender
1996 - 2006**



* Male 2003 and 2004 figures do not include prisoners held on contract from Wyoming and Washington State

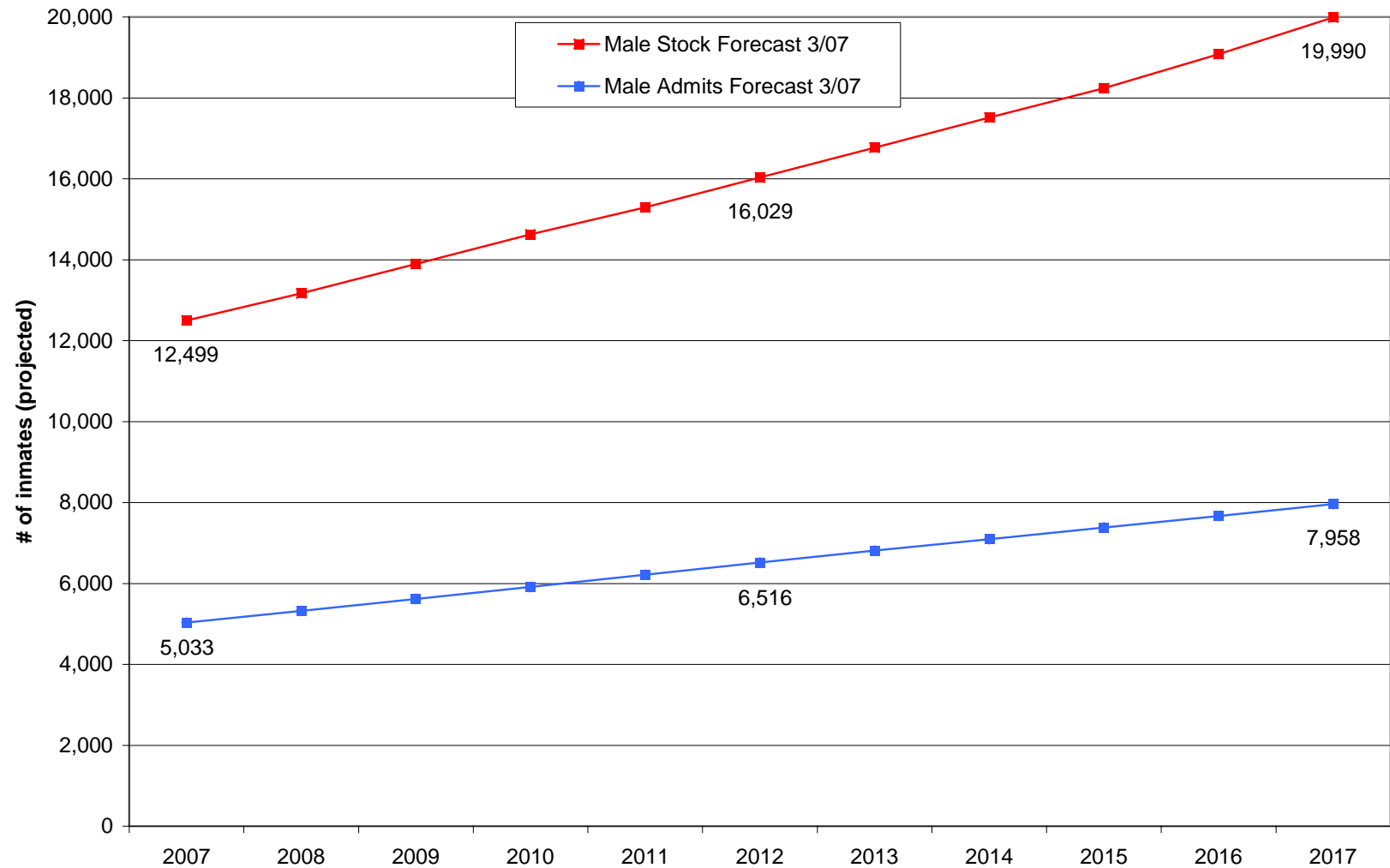
State Demographer's Population Projections (2007-2017)

**FIGURE 1: Nevada State Demographer's Population Projections
for Nevada 2007-2017 (issued in 2006)**



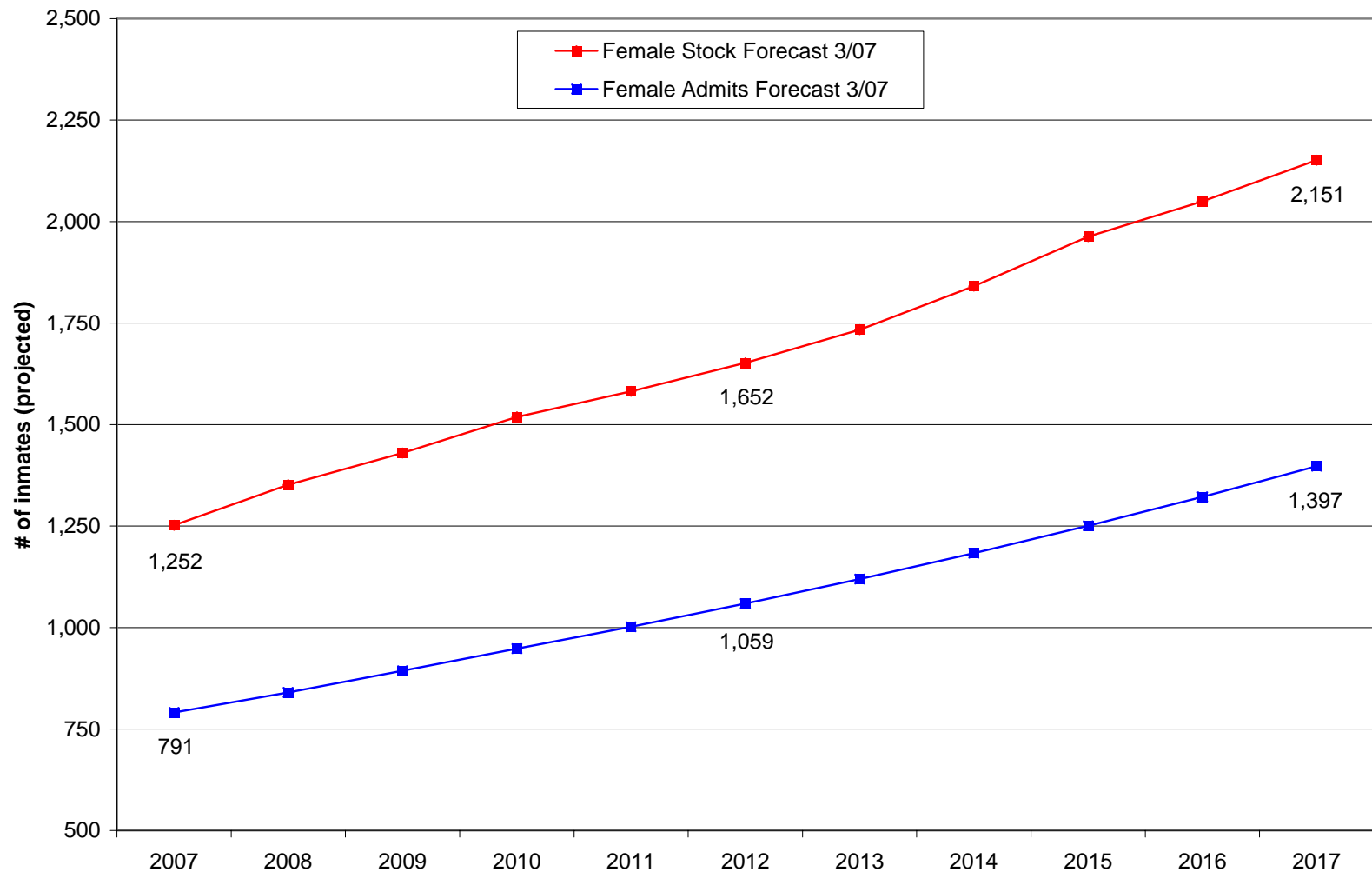
Projected Male Admissions and Stock Population

**FIGURE 12: Projected Male Admissions and Stock Population
March 2007 Forecast**



The female population is projected to grow faster than the male population during the next ten years: 72% compared to 60%

FIGURE 13: Projected Female Admissions and Stock Population
March 2007 Forecast



Major Findings from Justice Center Report

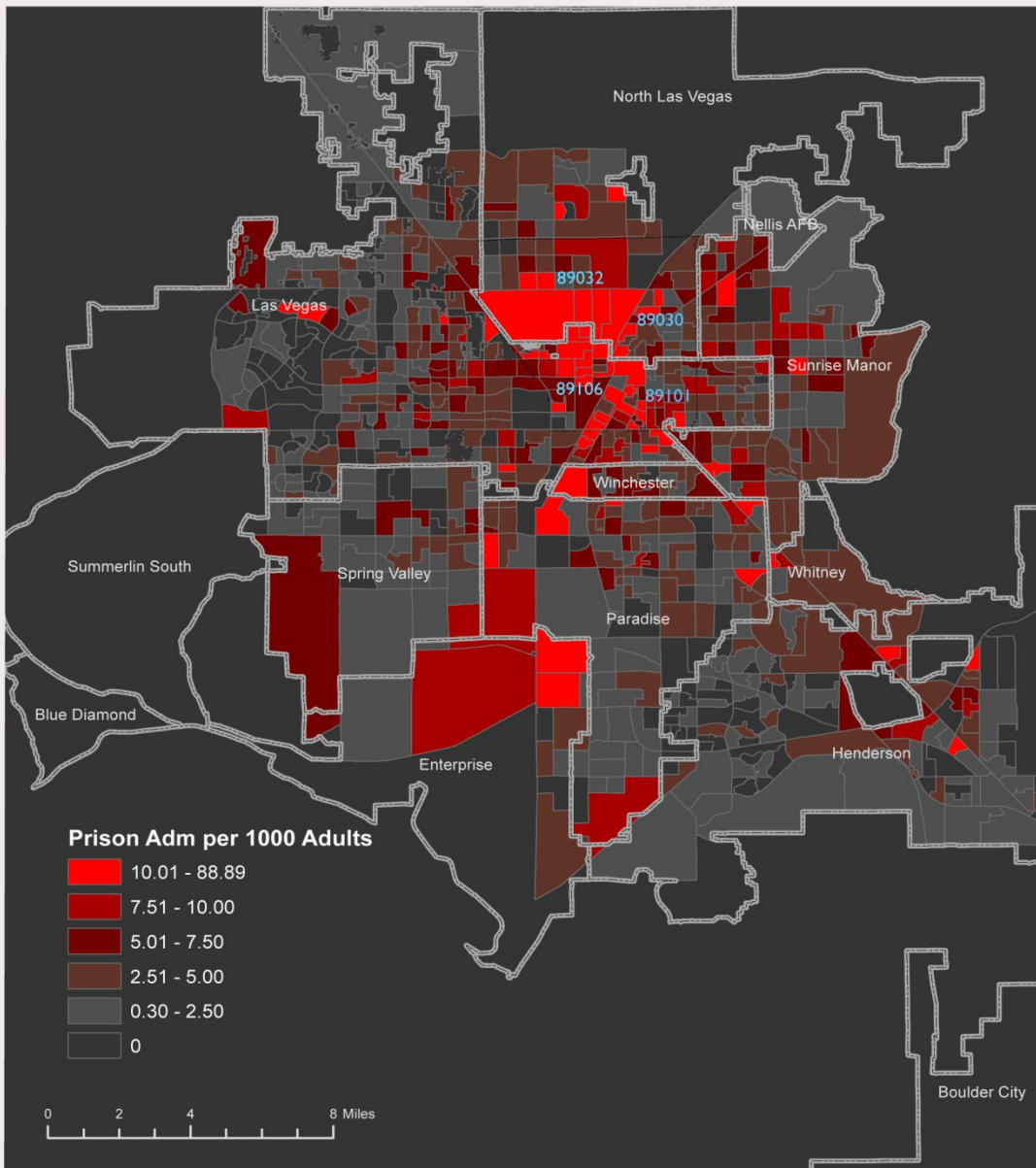
- **Prison population is projected to grow 61% by 2017, to 22,141 prisoners**
- **As the state's resident population increased, so has the prison population**
 - **Between 1996 and 2006, the state resident population increased 56%**
- **High failure rate of people on probation supervision are contributing significantly to an increase in admissions**
 - **46% of probationers are sent to prison for technical violations or for committing new crimes**
 - **People on probation have few incentives to comply with the conditions of their supervision other than the threat of possible revocation**
 - **Probation officers do not have access to the latest training on effective probation interventions**

Opportunities for Neighborhood-based Strategies

- **The majority of people admitted to prison come from 2 cities: Las Vegas and Reno**
 - **78% of people admitted to prison in 2006**
 - **81% of people on probation or parole**

Prison Admissions (Per 1000 Adults, 2006)

Metro Clark County Cities and Towns by Block Groups



These Central Vegas neighborhoods bear a disproportionate brunt of the challenges of accomodating the removal and return of so many residents.

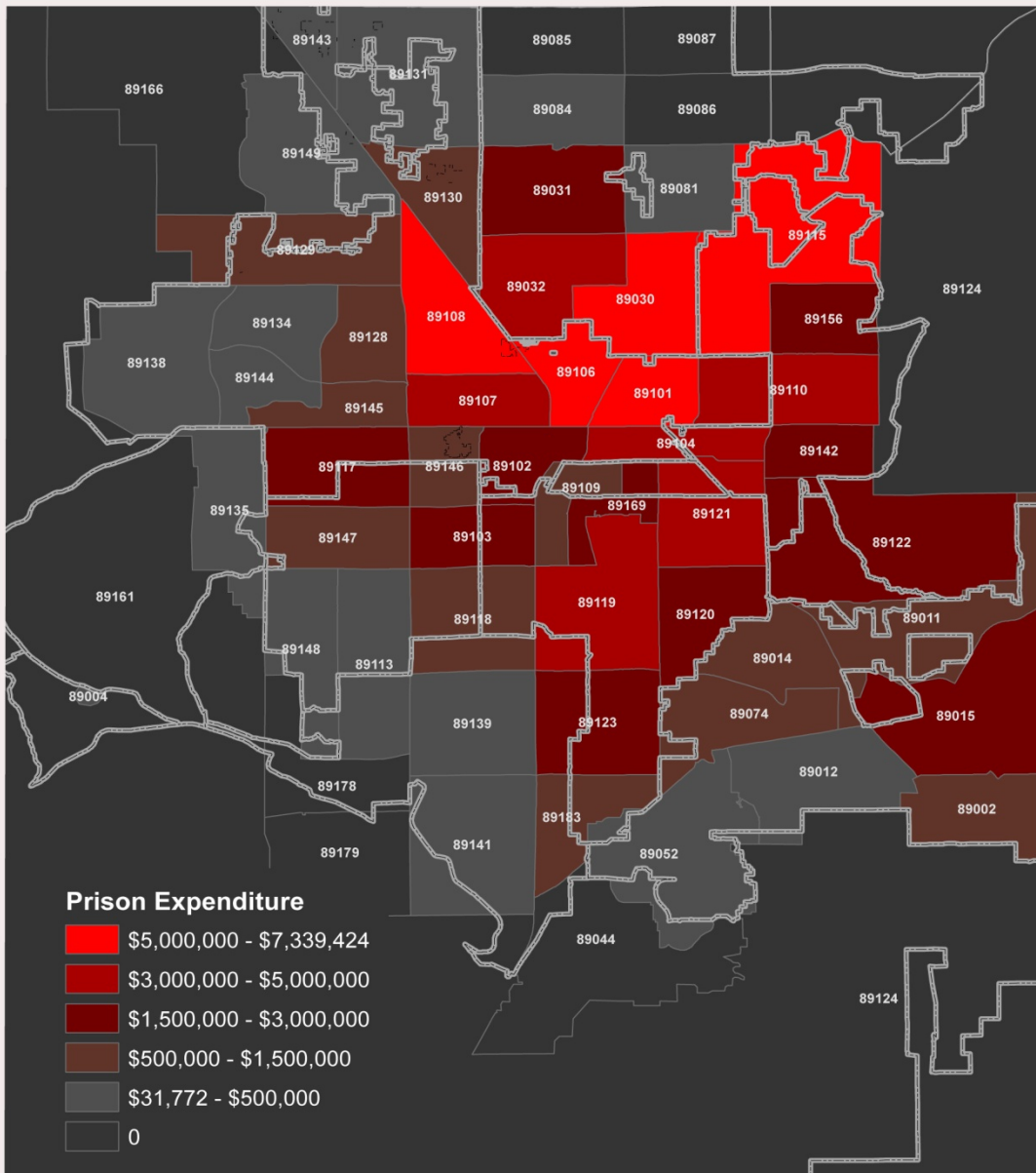
For example, people living in the four zip codes in the area--**89032, 89030, 89106, 89101**--make up only 11% of the county's total population, but are home to over **25%** of the county's prison admissions.

City*	Prison Admissions	Admissions per 1000
Las Vegas	1203	3.98
Paradise	419	3.25
Henderson	188	1.77
Sunrise Manor	423	4.25
North Las Vegas	426	6.08

*Cities with at least 5% of the County population..

Prison Expenditures (2006)*

Metro Clark County Cities and Towns by Zip Codes



Nevada spends \$38 million a year in Las Vegas and \$13 million a year in North Las Vegas to incarcerate residents.

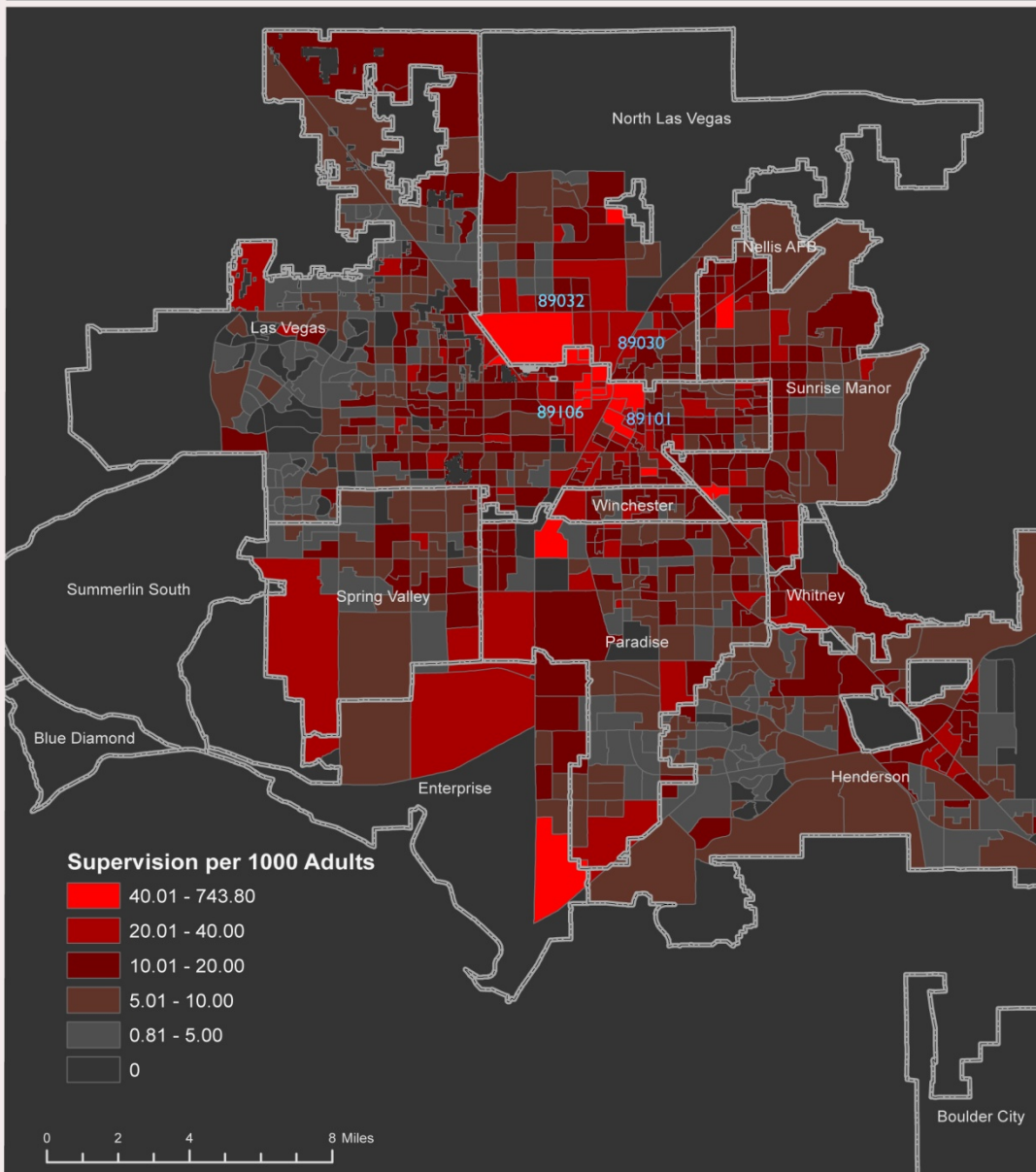
For some areas within Las Vegas and North Las Vegas, the State spends over \$5 million a year per zip code.

Zip Code	Expenditure in Millions
89101	\$7.3
89106	\$7.0
89030	\$5.9
89108	\$5.6
89115	\$5.1

*Based on average annual length of stay

Probation & Parole Snapshot (Per 1000 Adults, 2006)

Metro Clark County Cities and Towns by Block Groups



In a pattern similar to imprisonment, these same Central Vegas neighborhoods bear a disproportionate burden of the challenges of accomodating the so many residents under community supervision.

The same four zip codes in this area--**89032, 89030, 89106, 89101**--make up only 11% of the county's total population, but are home to over **23%** of the county's parolees and probationers.

City	% of Pop.	% of Supervised	Under Supervision
Las Vegas	34.76%	38.76%	3854
Paradise	14.84%	13.63%	1355
Henderson	12.20%	7.30%	726
Sunrise Manor	11.46%	12.83%	1276
Spring Valley	8.91%	6.56%	652
North Las Vegas	8.06%	10.55%	1049

*Cities with at least 5% of the County population..

Options for Policymakers

Option 1: Increase the percentage of people *in prison* who successfully complete vocational, educational, and substance abuse treatment programs prior to release

Policy elements

- **Create an incentive for people in prison to successfully complete vocational, educational, and substance abuse treatment programs by increasing the credit of time that can be earned**
- **Standardize the credit of time that people in prison can earn for successfully completing a substance abuse, vocational, and educational program at 90 days.**
 - **Allow these credits to apply to both an offender's minimum and maximum sentence**
 - **Expand the capacity of programs available to people in prison with a portion of the savings generated by this policy**

Option 2: Reserve prison space for serious and violent offenders by placing low-level offenders with Category E sentences on probation

Policy elements

- **Mandate that Category E offenders serve probation in lieu of incarceration**
- **Expand the availability of substance abuse treatment and other community-based services and sanctions for people sentenced to probation for Category E offenses**
- **Increase funding for Probation and Parole Division to create a new probation officer positions to supervise people convicted of Category E offenses**

Option 3: Reduce the number of people on probation who fail to meet the conditions of supervision and return to prison by 30%

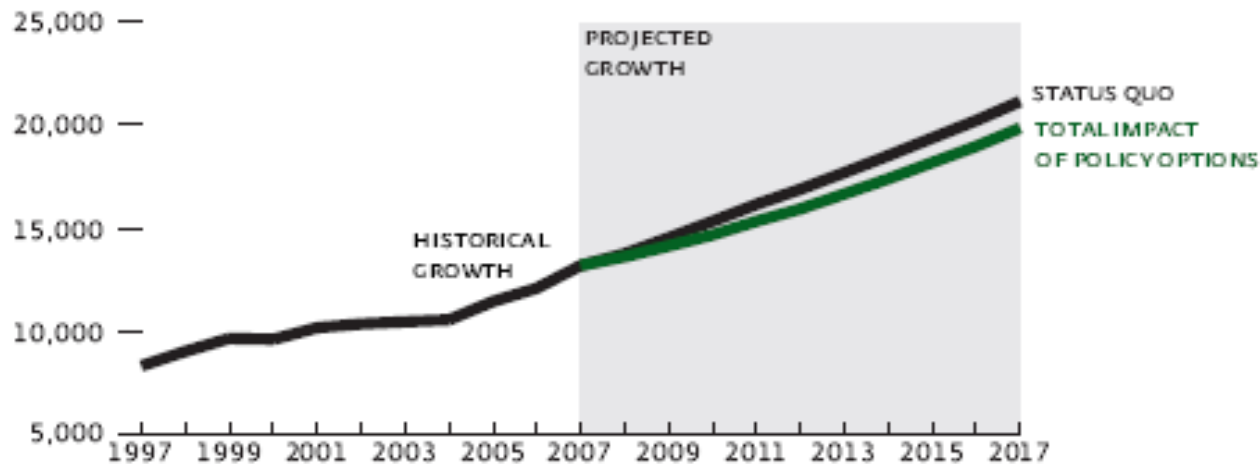
Policy elements

- **Establish the goal of probation as the reduction of an offender's risk to public safety, rather than the just enforcement of the conditions of supervision**
- **Provide training to probation officers on evidence-based principles of effective probation supervision, as well as cross-training with community-based behavioral health care providers**
- **Create an incentive for people on probation to comply with the conditions of supervision, by providing a 10 day reduction in probation terms for every 30 days a person does not violate their conditions**
- **Create an Intensive Technical Violator Unit in the Probation and Parole Division to manage the caseload of people at risk for revocation to provide intensive case management for those who would otherwise be revoked on supervision**
- **Provide funds to pay for substance abuse assessments and treatment for offenders without the ability to pay for these services**

Projected Impact of Policy Options

- **FY 2008-09 Bed Savings – 399 (\$9.6m*)**
- **FY2017 Bed Savings – 1,288 (\$155m*)**

Figure 7. Nevada Department of Corrections Inmate Population: Historical Growth (FY 1997–2007), Projected Growth (FY 2007–2017), and Total Impact of Policy Options (FY 2007–2017)



**Averted operational costs only*



Nevada's Opportunity to Improve Public Safety Through Effective Treatment

**Fred C. Osher, MD
Director of Health Systems and Services Policy**

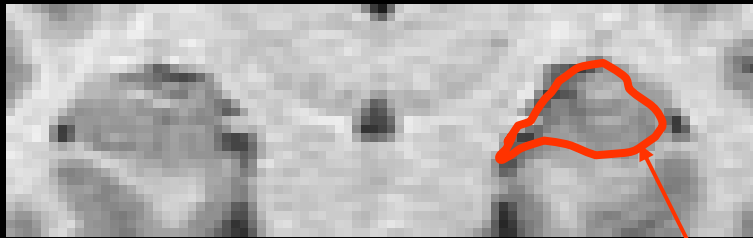
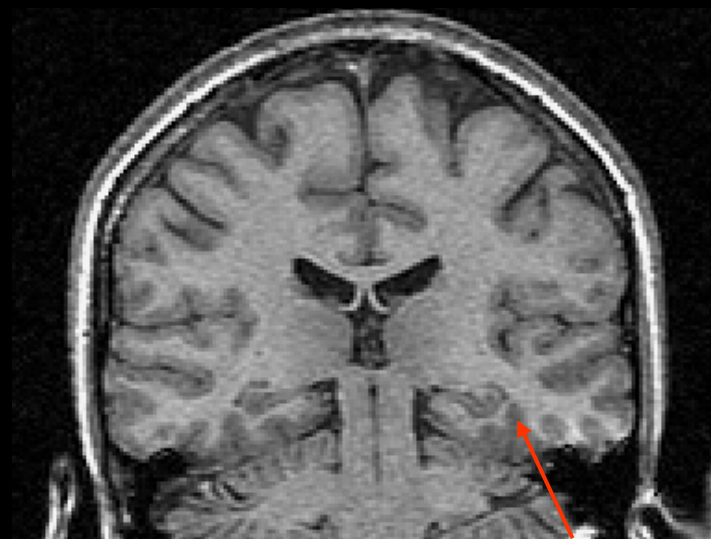
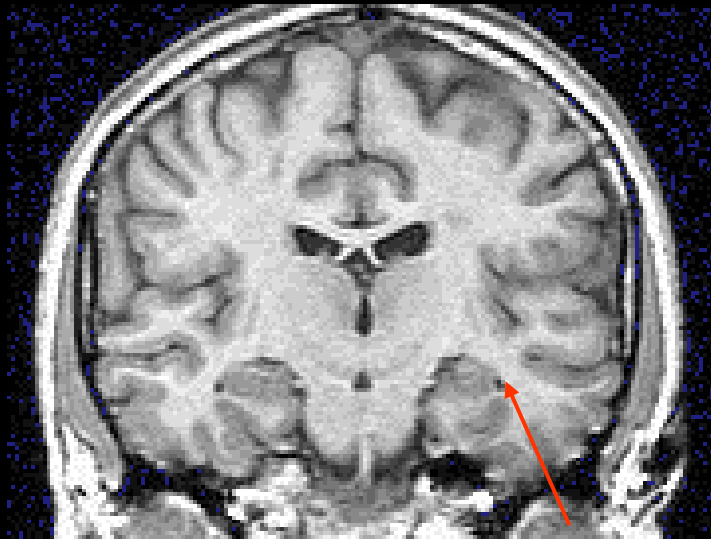
April 17, 2007

Overview

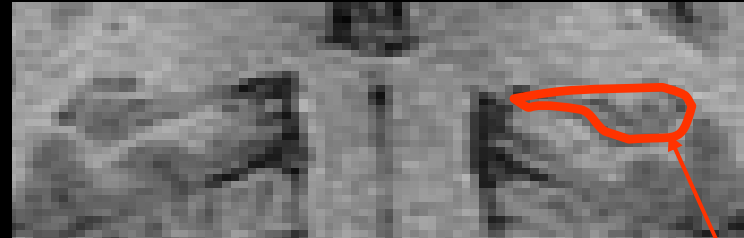
- **Principles of Effective Treatment for Criminal Justice Populations**
- **Analysis of Treatment Needs of Nevada's Probation and Parole Populations**
- **Behavioral Health Components to Policy Options**
- **Challenges and Opportunity for Nevada**

Principles of Effective Treatment

Drug Addiction and Mental Illnesses are brain diseases that affect behavior



NORMAL

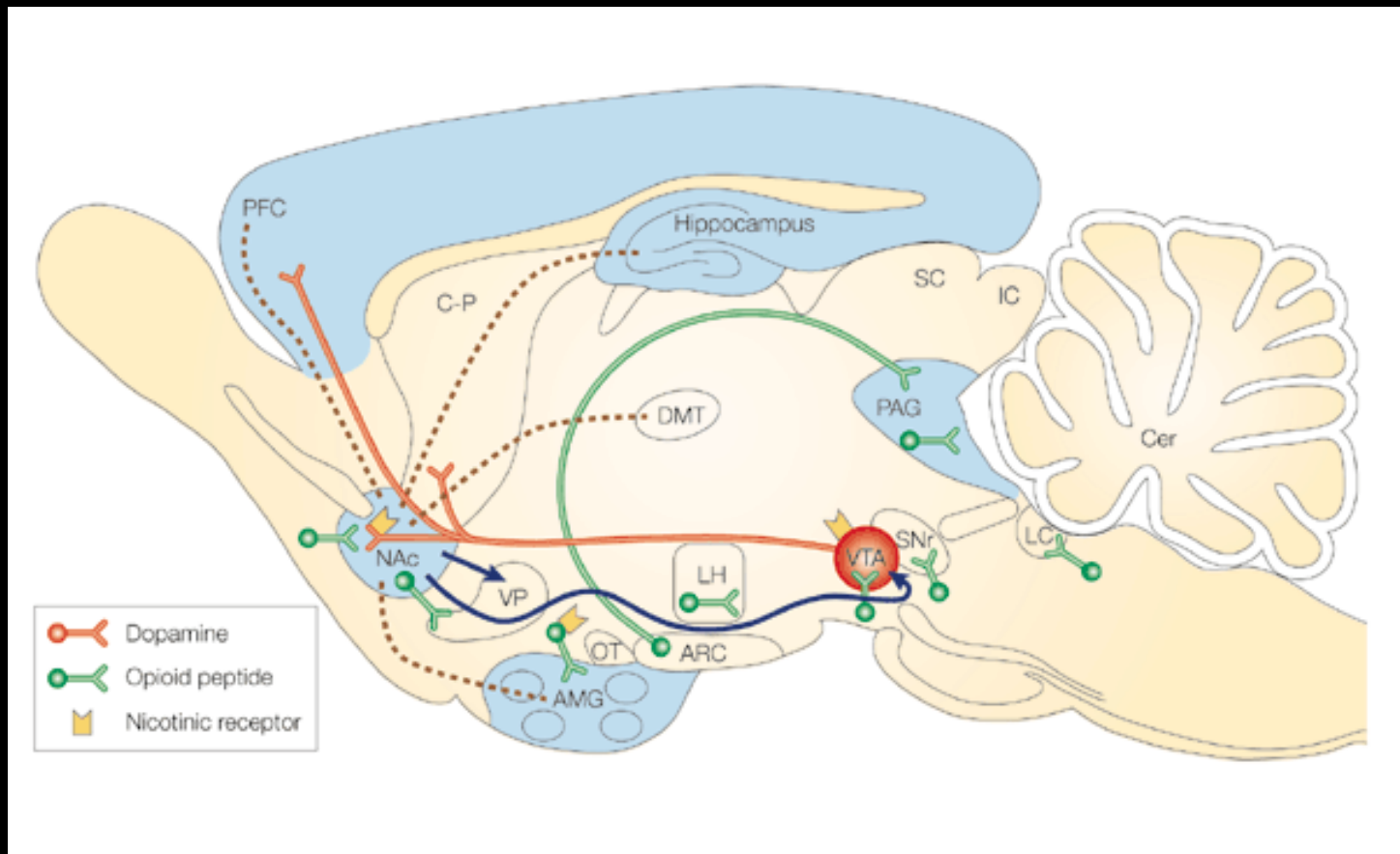


DEPRESSION

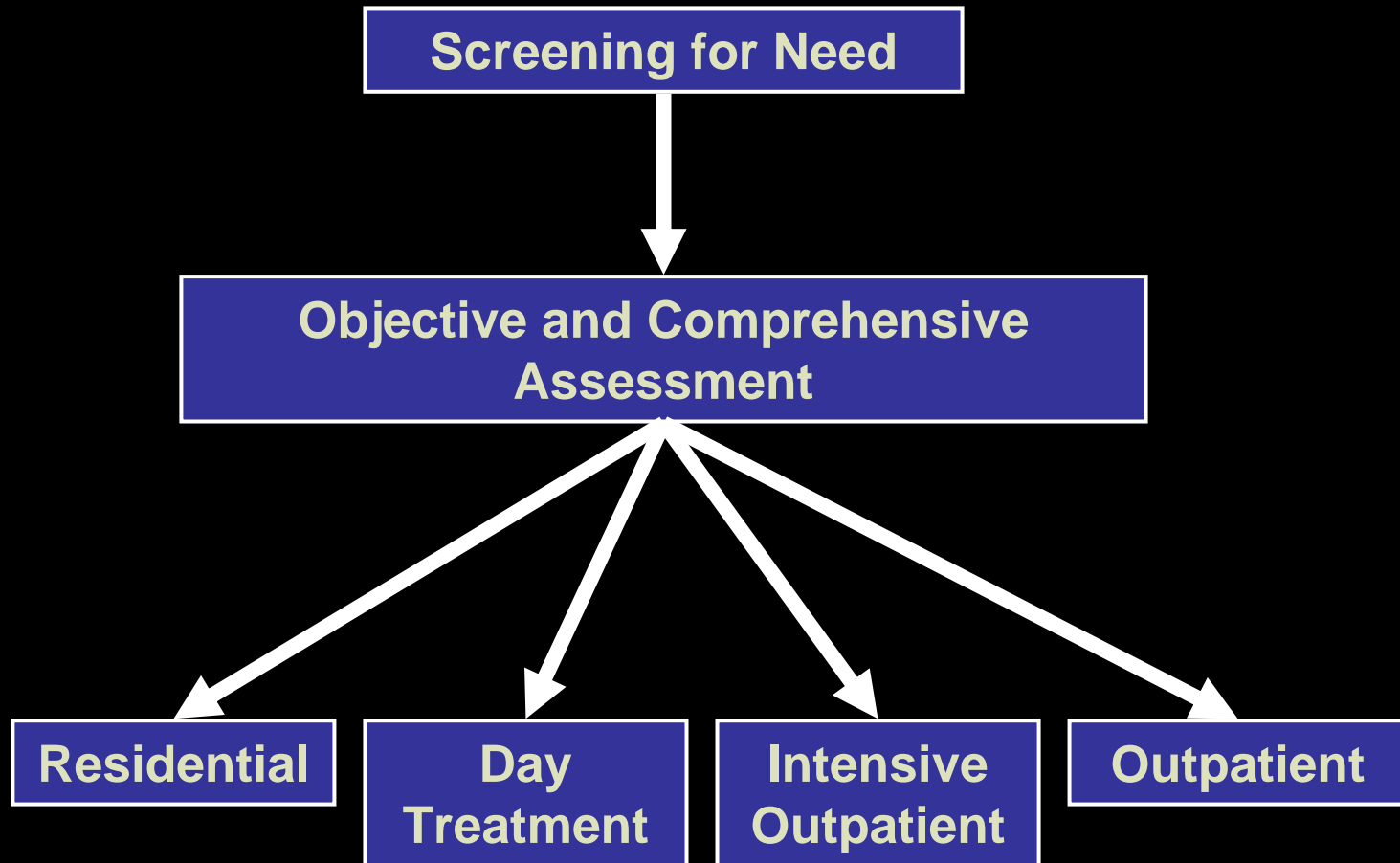
Figure 1

Principles of Effective Treatment

Drug Addiction and Mental Illnesses are brain diseases that affect behavior



Principles of Effective Treatment

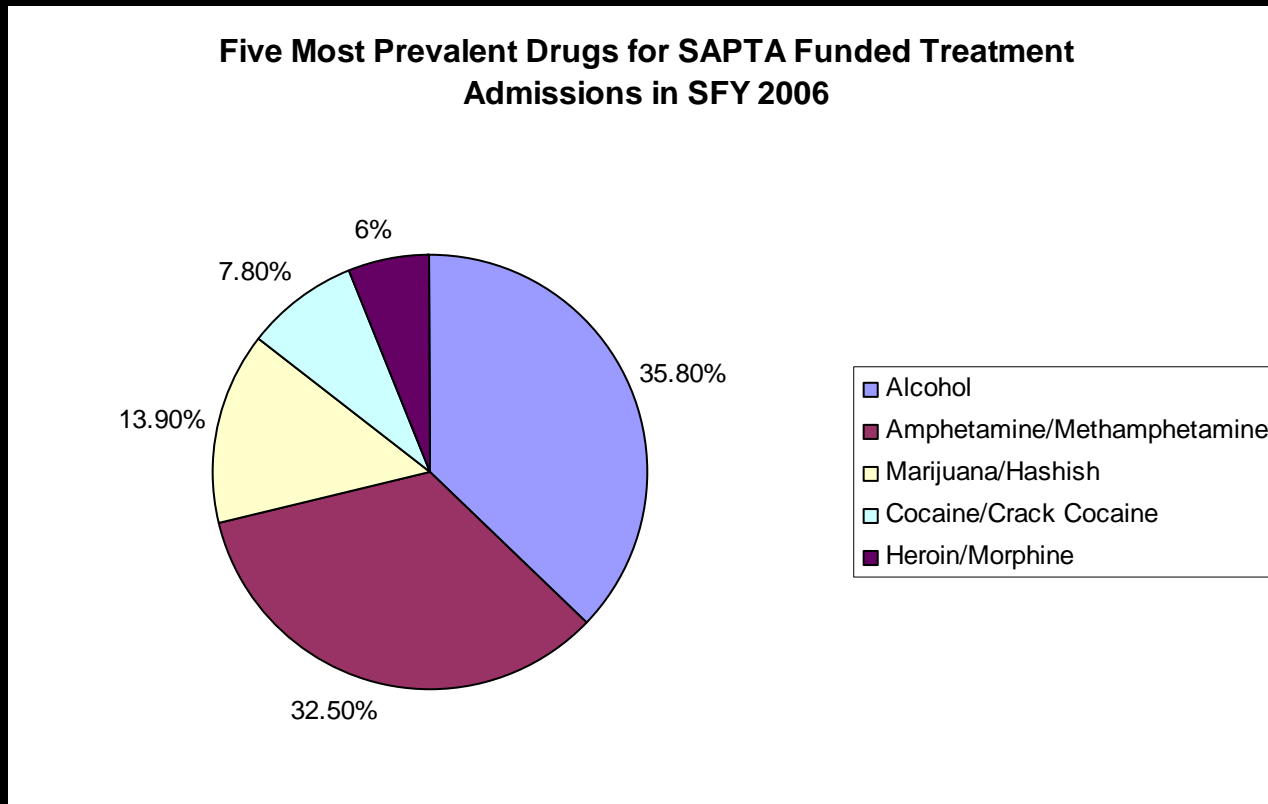


Principles of Effective Treatment

- **Treatment on Demand**
- **Coerced Treatment Can Be Effective**
- **One Size Doesn't Fit All**
- **Integrate Mental Health & Substance Abuse Treatment**

Addiction Treatment Needs in Nevada

- Per capita alcohol consumption in Nevada is second highest in the U.S.
- Rates of admissions to treatment for methamphetamine/amphetamine use in Nevada are 3x the national average.



- Approximately 80% of substance abusing adults do not receive any treatment

Mental Health Treatment Needs in Nevada

- In a 2003 report of the Kaiser Family Foundation, Nevada ranked 1st (worst) in the nation with 42% of the population reporting poor mental health in the prior 30 days
- Nevada ranks 41st in the nation in mental health actual dollars and per capita expenditures
- State officials estimate that about 40% of all clients leave the state psychiatric emergency clinic without being served because of intolerably long waits

Analysis of Treatment Needs of Nevada's Probation and Parole Populations

- 1. The majority of people incarcerated or under community supervision have substance abuse problems, many with co-occurring mental disorders**
 - During calendar year 2003, 8,513 adults were arrested for drug related crimes and 14,393 were arrested for alcohol related crimes
 - 43% of people under probation or parole reported significant drug addiction and 20% had significant alcohol use problems in a random sample conducted in March 2007
 - As of March 26, 2007, the percentage of male and female NDOC inmates (in-state) with a mental health diagnosis was 29 percent

Analysis of Treatment Needs of Nevada's Probation and Parole Populations (cont.)

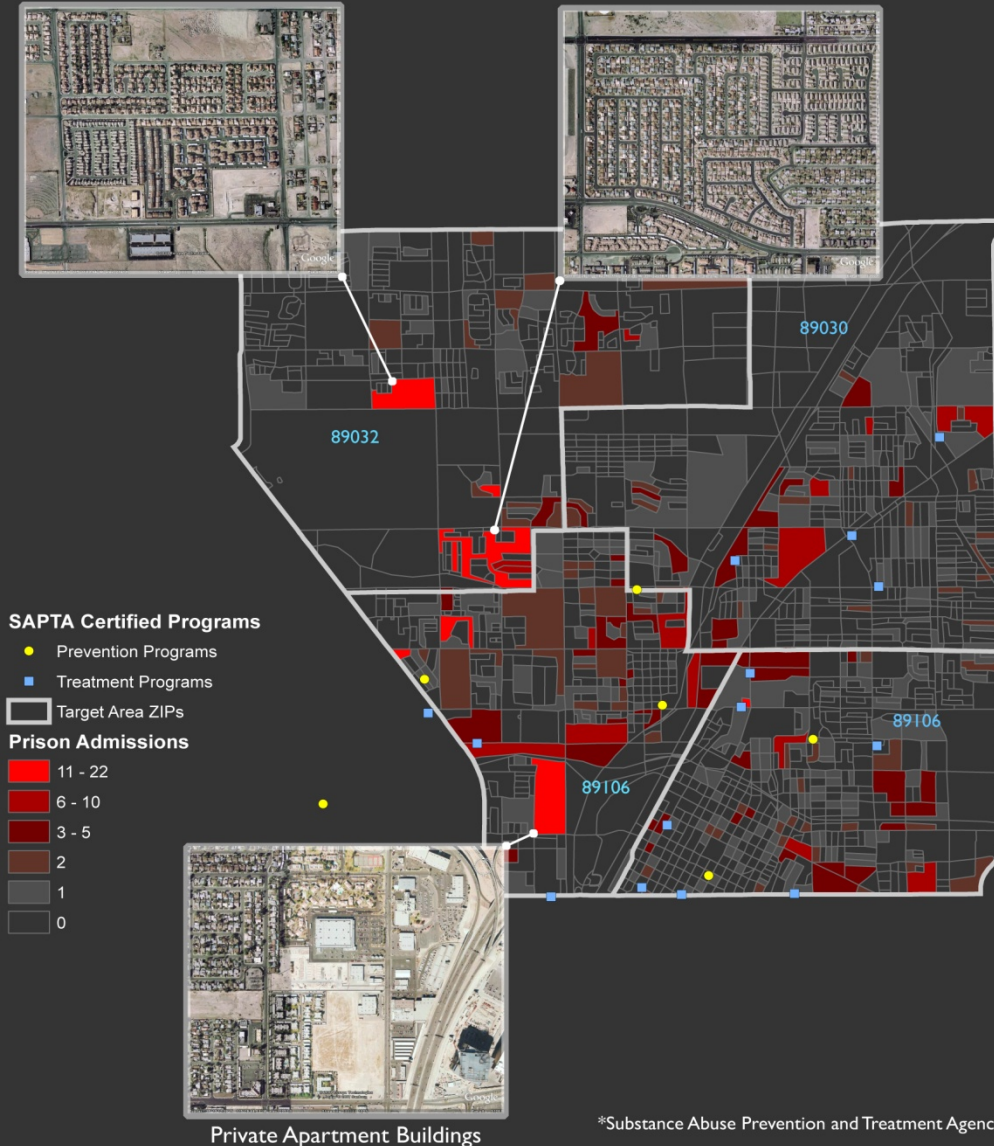
- 2. The number of people under the supervision of the criminal justice system who are required to participate in treatment for drug or alcohol addiction vastly exceeds community-based service providers' capacity**
 - Between 2004 and 2006, the number of residential substance abuse treatment beds has declined 10%
 - 70% of people on probation or parole referred to community-based SA and MH programs wait an average of 1 month before starting an outpatient treatment program

Prison Admissions & SAPTA* Certified Programs

Las Vegas/North Las Vegas High Reentry Zip Codes by Blocks

Non-Profit Transitional Housing

North Las Vegas Public Housing



Even within the highest reentry areas, people returning from prison live in small, sometimes isolated neighborhood pockets or large apartment houses, residential treatment, and transitional housing facilities.

In some cases, SAPTA certified programs are well positioned to conduct outreach activities in these communities; in others, they may be too far flung from more isolated communities to effectively reach some populations.

Zip Code	% of Pop.	% of Prison Adm.	Adults Sent to Prison
89101	3.94%	7.62%	231
89106	1.78%	7.22%	219
89030	3.60%	6.17%	187
89032	1.90%	4.98%	151
Total	11.22%	25.98%	788

Behavioral Health Components to Nevada Policy Options 1 and 2

- Create an incentive for people in prison to successfully complete, vocational, educational, and substance abuse treatment programs by increasing the credit of time that can be earned.
- Expand the availability of substance abuse treatment and other community-based services and sanctions for people sentenced to probation for Category E offenses.
- Increase funding for Probation and Parole Division to create new probation officer positions to supervise people convicted of Category E offenses.

Behavioral Health Components to Nevada Policy Option 3

- Provide training to probation officers on evidence-based principles of effective probation supervision, as well as cross-training with community-based behavioral health care providers.
- Develop a set of intermediate sanctions centers (e.g. day reporting centers) to respond to offenders at risk of being revoked.
- Provide funds to pay for substance abuse assessments and treatment for offenders without the ability to pay for these services in lieu of paying for prison costs.
- Support the establishment of community task forces to develop strategies to reduce revocations through coordinated community planning.

Opportunities in Nevada

- Demonstrate a tough and smart approach to allocating scarce taxpayer dollars
- Reinvest savings from avoided costs to expand community treatment capacity, with a priority focus on high risk neighborhoods
- Promote shared goals and objectives between behavioral providers and criminal justice systems

Challenges

- Standardize screening, assessment, and treatment planning both within corrections and within community
- Incorporate evidence based practices, including integrated treatment for offenders with co-occurring disorders, to address the unique need of justice involved persons with behavioral disorders
- Develop collaborative mechanisms between MHSD , DOC, and DPS with appropriate oversight and coordination
- Develop Performance Measures and Evaluate Outcomes

Overview

1. Implement some or all of policy options

***Which of the options will policymakers implement and what will policymakers do to ensure some of the projected savings are reinvested in the implementation of these options?**

2. Conduct analyses of prison and probation populations

***What will be the scope of the analyses, where will the data come from, and who will conduct these analyses?**

3. Develop a comprehensive policy framework, including changes to state laws and organization/operation of state agencies

***How will short term policy decisions support long term objectives? What changes are politically viable?**

4. Develop inter-governmental strategies (community/local/state) that target high stakes communities

***What governance structure will be established to develop an integrated plan?**

Thank You

Justice Center
Council of State Governments

100 Wall Street, 20th Floor
New York, NY 10005
www.justicecenter.csg.org

PROJECT CONTACT:

LaToya McBean

(646) 383-5721

lmcbean@csg.org