

Justice Reinvestment in North Dakota

Second Presentation to the Incarceration Issues Committee: Interim Report

Second Presentation to the Incarceration Issues Committee: Sentencing Analysis

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National nonprofit, nonpartisan membership association of state government officials that engage members of all three branches of state government.



Justice Center provides practical, nonpartisan advice informed by the best available evidence.

What is Justice Reinvestment?

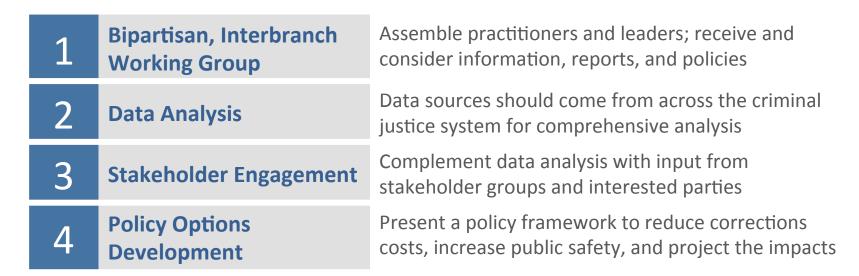


A data-driven approach to reduce corrections spending and reinvest savings in strategies that can decrease recidivism and increase public safety

The Justice Reinvestment Initiative is supported by funding from the U.S. Department of Justice's Bureau of Justice Assistance (BJA) and The Pew Charitable Trusts

Justice reinvestment includes a two-part process spanning analysis, policy development, and implementation

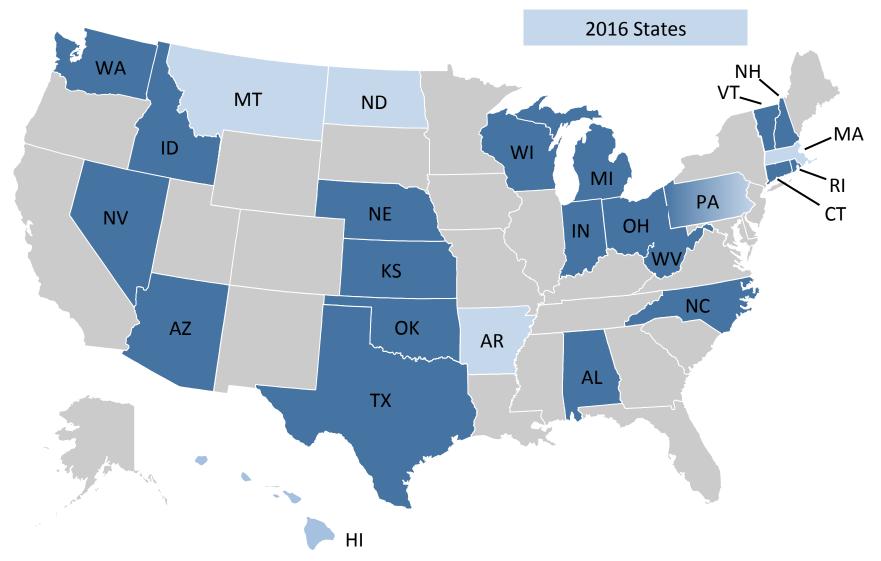
I. Pre-Enactment



II. Post-Enactment

5	Policy Implementation	Identify needs for implementation and deliver technical assistance for reinvestment strategies
6	Monitor Key Measures	Monitor the impact of enacted policies and programs, adjust implementation plan as needed

CSG has worked on justice reinvestment in 21 states, with five underway in 2016



Overview



01 Review of Big-Picture Trends

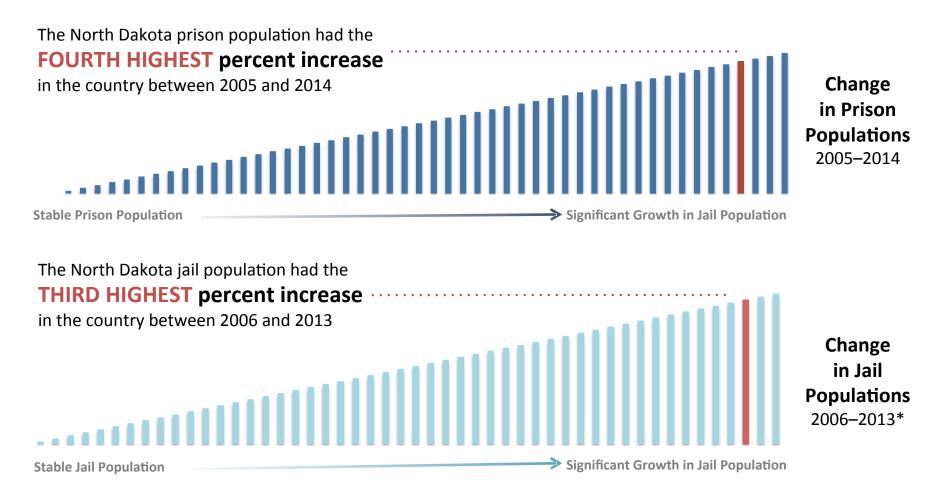
O2 Project Update

O3 Sentencing Analysis

04 Next Steps



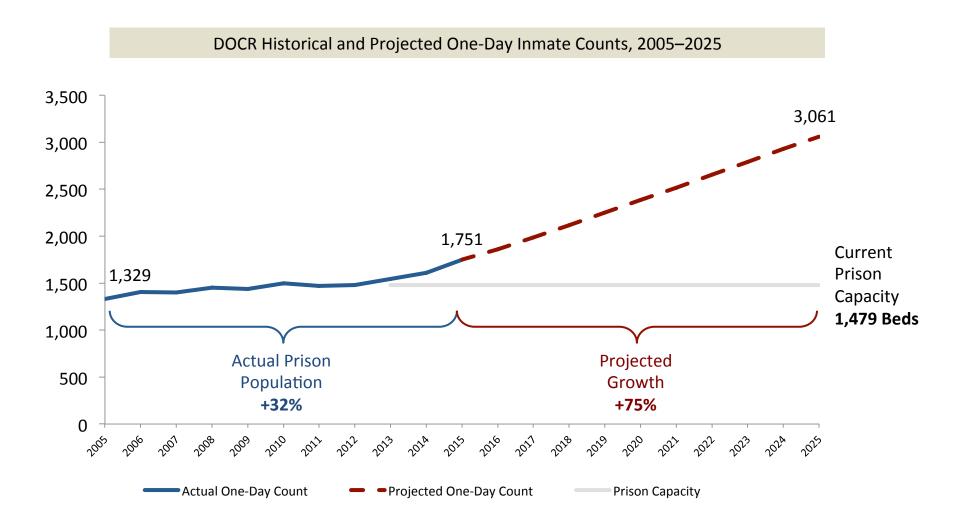
North Dakota's jail and prison populations are experiencing some of the largest rates of growth in the country



^{*}The 2006–2013 timeframe is the most recent data available for national data comparisons on jail populations.

Source: U.S. Department of Justice, Bureau of Justice Statistics (BJS) Census of Jails: Population Changes, 1999–2013 (Washington DC: BJA, 2015). Excludes the unified jail and prison systems in Alaska, Connecticut, Delaware, Rhode Island, Hawaii, and Vermont. BJS, "Correctional Statistical Analysis Tool (2005–2014)," retrieved on January 21, 2016, from http://www.bis.gov/index.cfm?tv=nas.

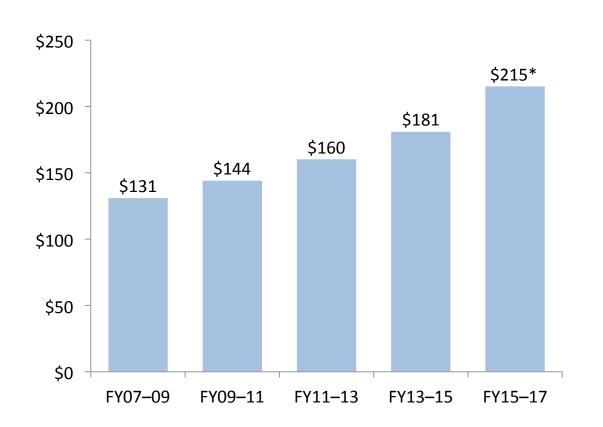
The state's correctional system is at capacity and is forecasted to grow significantly over the next decade



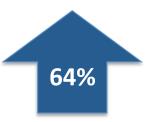


Without action, public safety dollars will be consumed trying to keep up with growth rather than investing in crime and recidivism-reduction strategies

General Fund Corrections Appropriations (in millions), FY2007–2017



Corrections Spending Increase, FY07–09 to FY15–17



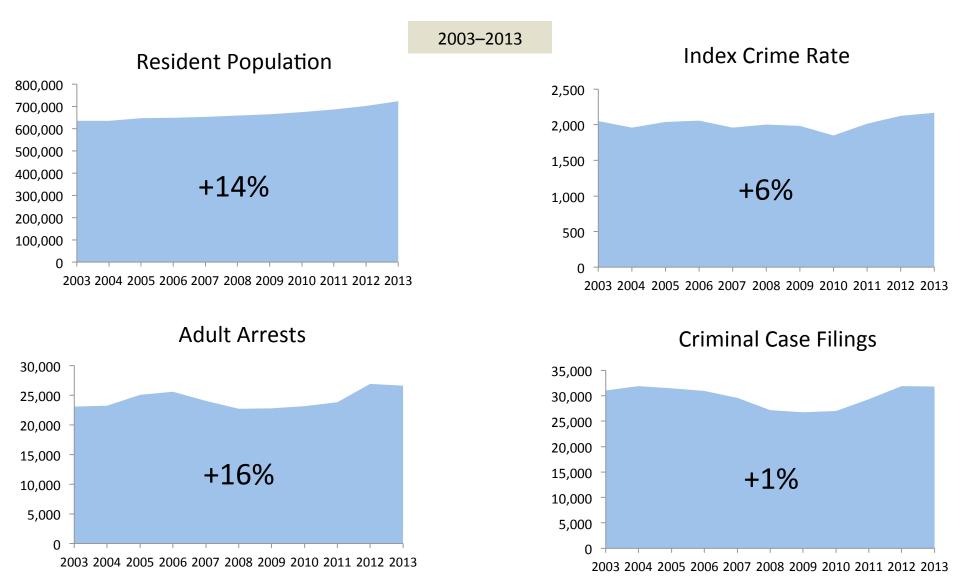
The FY2009–11 state budget provided **\$64 million** (\$22.5 million from the General Fund) for construction and renovation at the North Dakota State Penitentiary.

DOCR also receives special funding allocations.

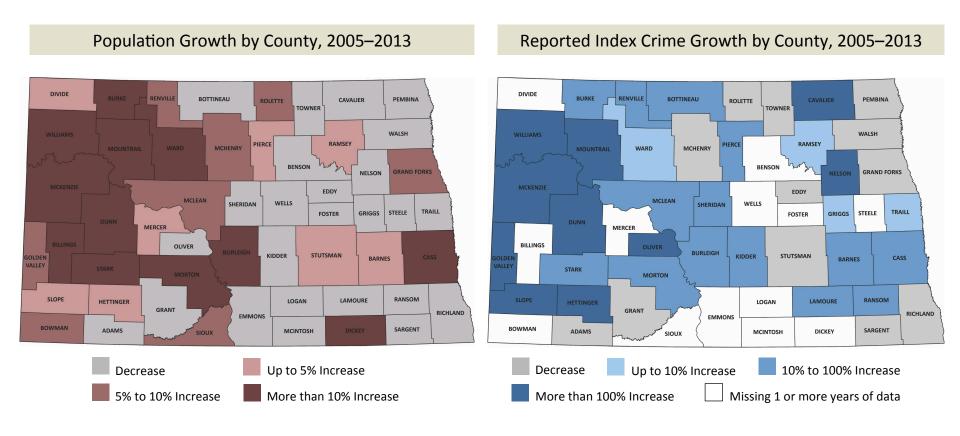
Biennial budgets run on a two-year cycle. Budget information cited here is from July 1, 2003 to June 30, 2005 and the most recent running from July 1, 2013 to June 30, 2015. Source: DOCR, Biennial Report 2003–2005. (Bismarck: DOCR, 2005); DOCR, Biennial Report 2013–2015. Actual General Fund appropriations were \$83,458,031 for 2005 and \$178,475,785 for 2015.

^{*}Budgeted, not spent for 2016 and 2017.

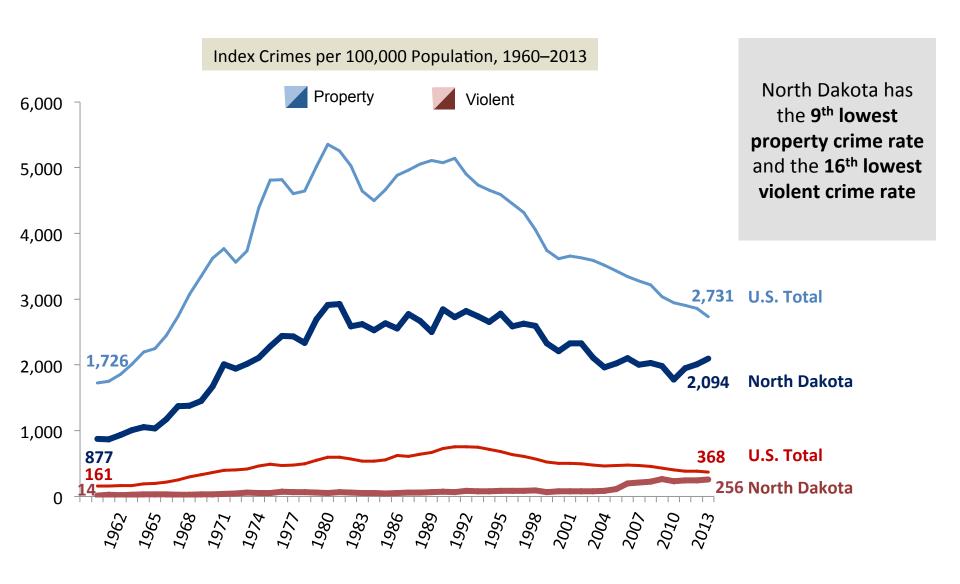
Increases in resident population and front-end system pressures are some of the factors contributing to increases in sentences



County population and index crime changes create a more complex picture, especially in the east, than state-level trends



North Dakota's index crime rate is consistently below the national total



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Justice reinvestment involves reviewing the entire system to identify opportunities to reduce pressure and increase public safety

Data Requested	Source	Status
Criminal History Information	Attorney General Bureau of Criminal Investigation	Received
Filing, Disposition, & Sentencing	Administrative Office of the Courts	Received; Analyzed
Probation and Parole Supervision	Department of Corrections and Rehabilitation	Received; Analysis pending
Prison Population, Admissions, & Releases	Department of Corrections and Rehabilitation	Received; Analysis pending
County Jail Population, Admissions, & Releases	Criminal Justice Information Sharing	Requested

Challenges Agencies Common Data is Shortage of creating a unaccustomed to roadblocks in insufficient for data, IT, and sharing data with research-ready analysis research staff states outside groups dataset

Today's analysis focuses on sentencing, with a review of other areas to be addressed in future presentations

TOPIC OF ANALYSIS	WHEN ANALYSIS WILL BE COVERED	
Sentencing policy	Today	
Sentencing practices	Today	
Statute review	Today	
Probation	June	
Parole	June	
Prison	June	
Recidivism/outcomes	June	
Front-end pressures	July	
County Jails	July	
Pretrial processes (pretrial release, length of stay, bail, etc.)	July	

North Dakota's rich sentencing data powered the analysis in today's presentation

336,387 records received from the FY2006–FY2014 timeframe

Data records include case filings, dispositions, and sentences

Key Analysis Terms Used in Today's Presentation

Sentence Event: Unit of sentencing data analysis representing the event at which a charge, or group of charges, reaches conviction. Sentence events are based on sentencing date and judge. Sentence events can include multiple cases and charges, if they were sentenced in the same court on the same day. The outcome of a sentence event is defined using the following hierarchy: life sentence, state prison sentence, jail sentence, probation sentence, and deferred imposition.

Governing Offense: The single charge associated with a sentence event. If there are multiple charges in an event, the governing offense is the offense associated with the most severe sentence in a sentence event.

Some analysis could not be completed due to challenges in the source data

- No standardized offense codes.
 - There was a large amount of variation in the way that offense descriptions and statutes were entered, which prevented a more detailed analysis of offenses.
 - Example: Over 6,000 different offense descriptions for DUI offenses because offense descriptions are written in as opposed to having a standardized code.

DR OR APC M/V UNDER INFLUENCE ALCOHOL OR AC OF .08% OR >
DR OR APC M/V WHILE UNDER INFL ALCOHOL OR WITH AC .08 OR >
DR OR APC M/V WHILE UNDER INFLUENCE &/OR AC OF .08% OR >
DR OR APC M/V WHILE UNDER INFLUENCE &/OR BAC .08 OR GREATER
DR OR APC M/V WHILE UNDER INFLUENCE ALCOHOL OR BAC .08% OR >
DR OR APC M/V WHILE UNDER INFLUENCE OF ALCOHOL OR AC .08 OR>
DR OR APC M/V WHILE UNDER INFLUENCE OR AL OF .08% OR >
DR OR APC M/V WHILE UNDER INFLUENCE OR BAC .08% OR >
DR OR APC OF M/V WHILE UNDER INFLUENCE &/OR AC .08% OR >
DR OR IN APC M/V WITH ALCOHOL CONCENTRATION .08% OR GREATER
•••

Local differences in the way court data is entered—including offense descriptions, sentence information, and restitution for cases—make it difficult to analyze trends statewide.

Data analysis identified three key challenges in the source data

Demographic information missing from most court records

80% of race information missing from sentencing data

52% of gender information missing from sentencing data

Sentencing information incomplete for some court records

Some criminal judgment records did not have specific sentencing information attached. For example, these records showed a disposition for a misdemeanor or felony conviction, but they did not show if the sentence was to jail, prison, or probation. These unspecified sentences were labeled as "Not Specified" when such details were not available.

No differentiation between consecutive and concurrent sentences

The use of the "Concurrent" and "Consecutive" fields is not consistent. Often, it appears that the "Consecutive" field is used to add notes for the "Concurrent" field. As such, CSG Justice Center research staff were unable to analyze concurrent/consecutive sentences.

Stakeholder input informs the data analysis presented today



Incarceration Issues Committee

Individual meetings/calls with working group members and their staff



North Dakota Legislature

Meetings with Senators and House Representatives



Courts

Meetings/calls with individual judges, state attorneys, and the Attorney General's Office; administration of a judicial survey; and court observations



Other Organizations

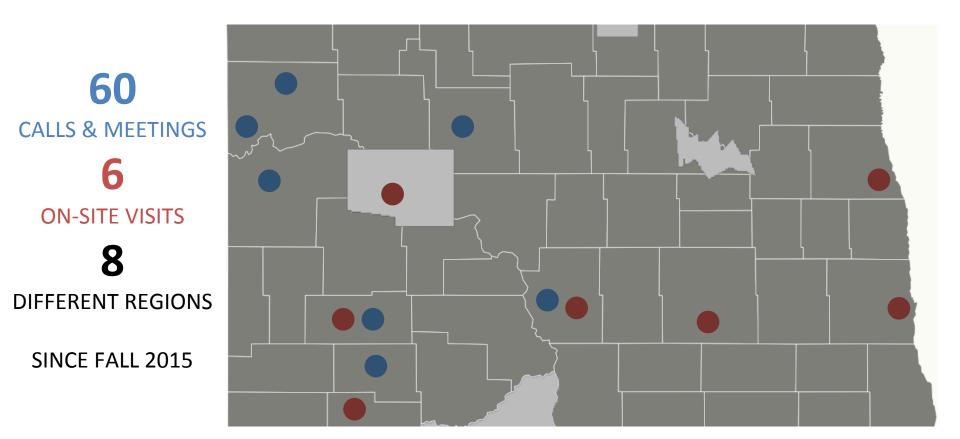
Department of Human Services, DOCR, Association of Justice, Centre Inc., NDACo, Indian Affairs Commission, Three Affiliated Tribes, Ruth Meiers Hospitality Center, and CAWS North Dakota



Law Enforcement

Meetings with Burleigh County Police Department, Bismarck Police Department, Ward Count Police Department, Cass County Police Department, and Minot Police Department

CSG Justice Center staff are pursuing regional perspectives in stakeholder engagement, reflecting the state's size and diversity



Judicial Survey

District Court judges participated in an online CSG Justice Center staff survey that the Supreme Court distributed. 62 percent of district court judges responded, and their input is included in today's presentation.

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Glossary of terms used in this presentation

Disposition—Post-arraignment court appearance with the outcome of a guilty or not guilty finding, or Deferred Imposition of Judgment.

Conviction—A type of disposition resulting in a guilty finding either through a plea deal, trial, or the revocation of a Deferred Imposition of Judgment.

Suspended Sentence—A sentence in which a fixed period of incarceration is postponed while an individual is on an accompanying probation sentence. Sentences can be either fully or partially suspended.

- Fully suspended sentence: the individual will not be incarcerated if the probationary period is successfully completed.
- Partially suspended sentence: an initial period of incarceration is imposed, followed by a
 period of probation. If the probation is completed successfully, the remainder of the period of
 incarceration is not served.

Deferred Imposition of Sentence—A diversion disposition in which there is a finding of guilty but imposition of a sentence is suspended. The defendant is placed on probation and if he or she successfully completes probation, the guilty finding is dismissed.

Probation—A sentence to community supervision. Judges may assign conditions of probation, including use of the 24/7 program. Beginning last year, individuals can be sentenced to either supervised or unsupervised felony probation. Deferred Impositions of Sentence and suspended sentences are both supervised by probation.

Definitions of offense categories used in this analysis

Person

- **Aggravated Assault**
- Robbery
- Homicide
- Manslaughter
- Assault
- Kidnapping
- **Domestic Violence**
- Child Abuse
- Sexual Assault

Property

- Theft of Property/ Service
- Insufficient Funds
- Possession of Stolen **Property**
- **Burglary**
- **Criminal Mischief**
- Forgery/fraud
- Motor Vehicle Theft

Drug

- Possession
- Distribution (includes possession with intent to distribute)
- Manufacturing
- Drug paraphernalia
- Forged prescription
- Controlled substance at school

Other

- Disorderly conduct
- **Criminal Trespass**
- Resisting/Evading Arrest
- **Reckless Driving**
- Leaving the Scene of an Accident
- Minor in possession of alcohol
- Contributing to the delinguency of a minor
- **Driving without** Insurance/ Registration
- Cruelty to animals
- **Hunting offenses**

Driving Under the Influence

- Driving Under the Influence
- Driving Under the Influence Resulting in Injury or Death
- Operating a Boat/Watercraft Under the Influence

Driving with Suspended License

- **Driving while License Suspended**
- **Driving after License Revoked**
- Driving in Violation of License Restriction
- Driving without a Valid License

Note: Violations of sex offender registration were categorized as "Person" offenses, and accounted for less than one percent of all offenses sentenced.

Offense classes set the maximum confinement and probation lengths as well as fines

CLASS	MAX CONFINEMENT	MAX PROBATION TERM	MAX FINE	EXAMPLE OFFENSES
Infraction	N/A	N/A	\$1,000	Sale of tobacco to minors
Misdemeanor B	30 days	360 days	\$1,500	DUI, disorderly conduct, prostitution
Misdemeanor A	1 year	2 years	\$3,000	Ingesting a controlled substance, larceny (under \$1,000)
Felony C	5 years	3 years; 5 years for certain offenses/offenders	\$10,000	Theft, failure to appear, Possession of a Controlled Substance Other than Marijuana (first offense)
Felony B	10 years	3 years; 5 years for certain offenses/offenders	\$20,000	Manslaughter, aggravated assault (aggravated circumstances)
Felony A	20 years	3 years; 5 years for certain offenses/offenders	\$20,000	Robbery with a dangerous weapon, human trafficking of someone over 18
Felony AA	Life (with or without parole)	Not specified	\$20,000	Murder; Gross sexual imposition; Human trafficking of someone under the age of 18

Judges estimate that the vast majority of cases involve plea deals, and the agreed-upon sentence is often or always imposed

Most judges responded that plea deals resolved cases and the deals were accepted

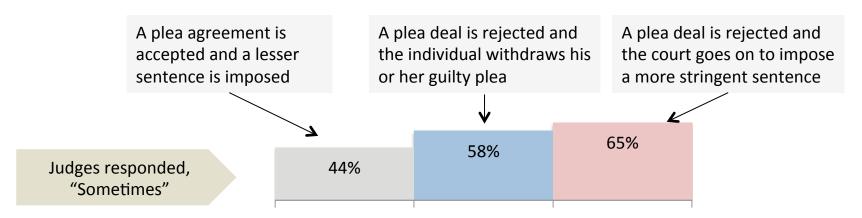
75%

of cases in their courts involve plea deals

90% of the time

a plea agreement is accepted and the identical sentence is imposed

Responses varied concerning the frequency of imposition of a lower sentence or rejected plea deals



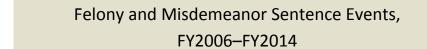
PREVIEW: Drivers of the increase in felony sentence events

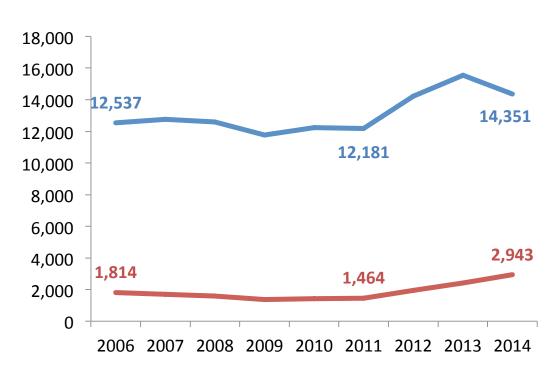
Felony sentence events doubled between 2011 and 2014

Drug offenses were the primary driver of increases in felony sentence events, and most were sentenced to incarceration

Lowest-level felonies (Class C) comprise 83 percent of felony sentence events

After years of decline, felony sentence events doubled between 2011 and 2014





Type of	2006–2011	2011–2014	2006–2014
Offense	Difference	Difference	Difference
Misd.	-3%	18%	

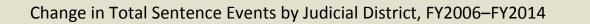
Felony	-19%	101%	62%
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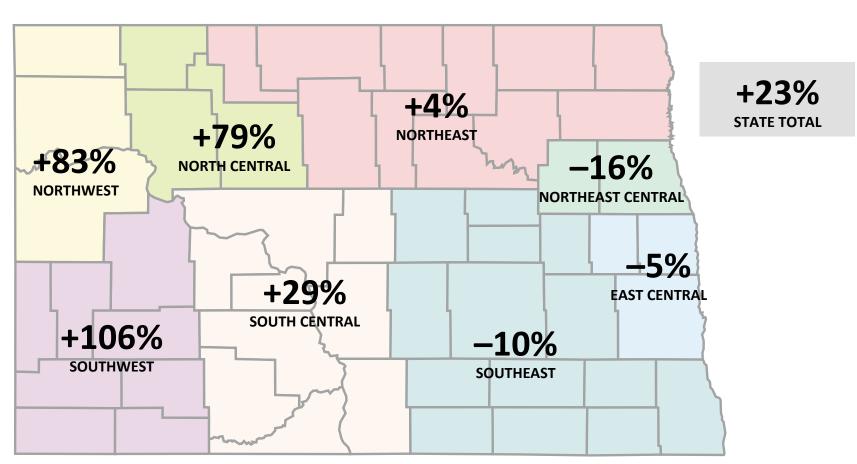
Note: Between 1–3% of sentence events are for infractions or unknown level offenses each fiscal year.

The offense level shown here represents the offense associated with the most severe sentence within a sentence event.

Between FY2013 and FY2014, the number of misdemeanor sentence events dropped by 1,200.

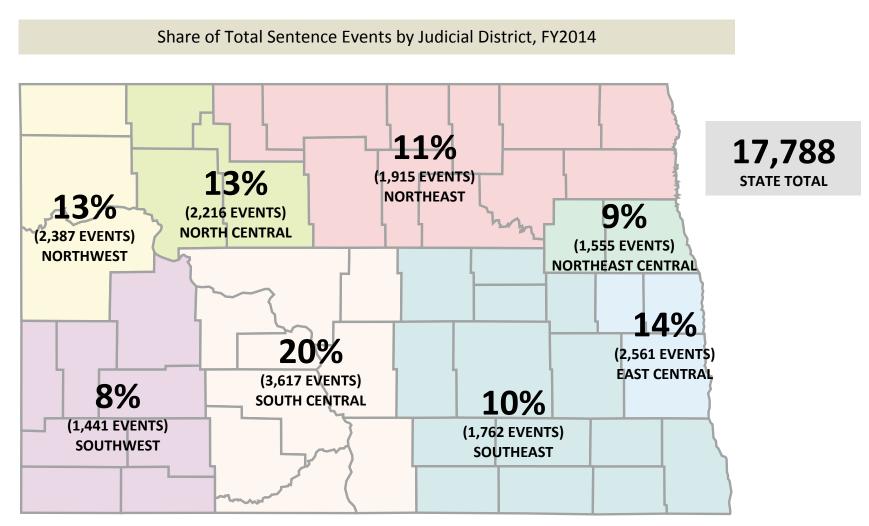
The number of sentence events climbed 23 percent, with larger increases coming from the western part of the state





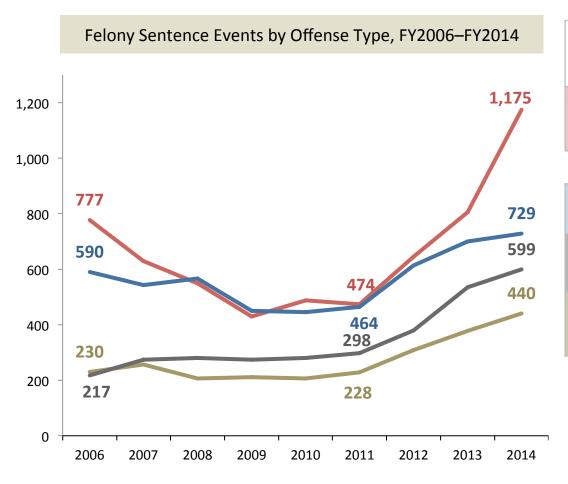
^{*}Between 1 and 3% of sentence events are missing judge or district information in each fiscal year

Share of sentence events is largely split between the western and eastern judicial districts



^{*2%} of sentence events were missing judge or district information in fiscal year 2014

Felony sentence events for drug offenses increased 2.5 times between 2011 and 2014



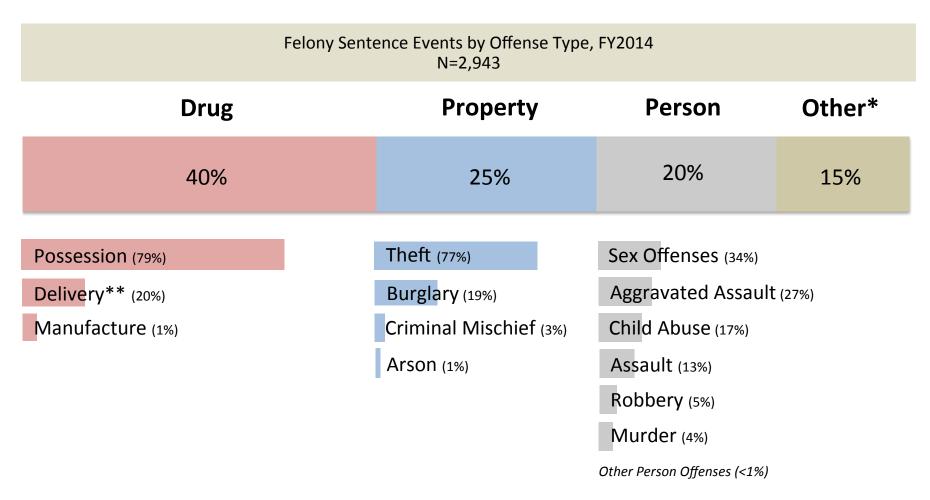
Type of	2006–2011	2011–2014	2006–2014
Offense	Difference	Difference	Difference
Drug	-39%	148%	51%

Property	-21%	57%	91%
Person	37%	101%	176%
Other	-1%	93%	24%

The offense shown here represents the offense associated with the most severe sentence within a sentence event.

^{*&}quot;Other" felony offenses include: DUI, Criminal Trespass, Reckless Endangerment, Terroristic Threat, Weapon offenses, and other offenses that did not fit into the above categories.

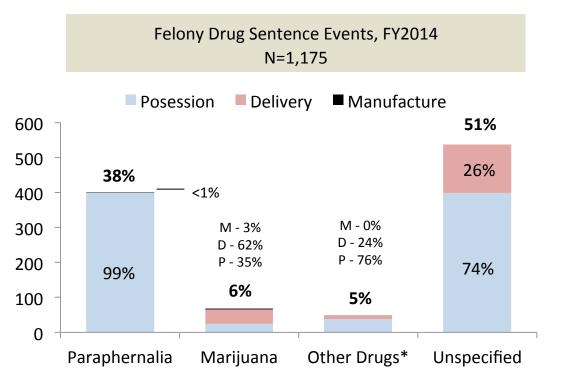
40 percent of felony sentence events were for drug offenses, 79 percent of which were for possession



^{*&}quot;Other" felony offenses include: DUI, Criminal Trespass, Reckless Endangerment, Terroristic Threat, Weapon offenses, and other offenses that did not fit into the above categories.

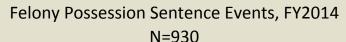
^{**}Includes "possession with intent to deliver" charges.

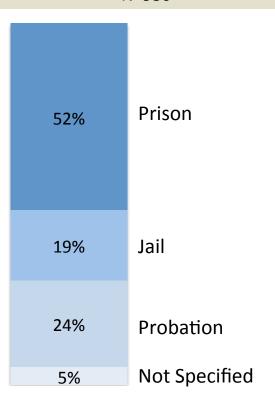
79 percent of felony drug sentence events are for possession, 71 percent of which were sentenced to incarceration



^{*&}quot;Other Drugs" include cocaine, opiates, methamphetamines, and other types of drugs.

In 2014, 51% of felony drug sentence events lacked information indicating what type of drug was involved in the offense description and were categorized as "Unspecified."

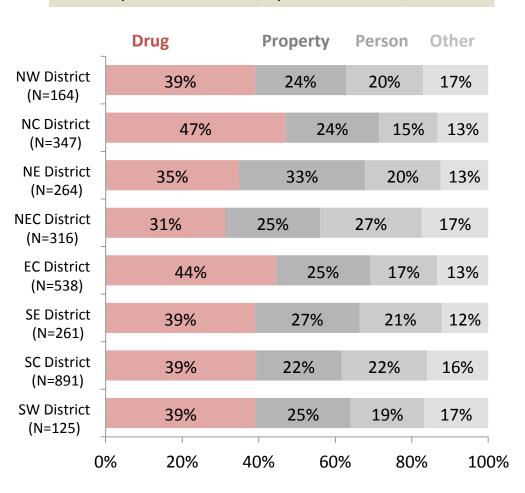


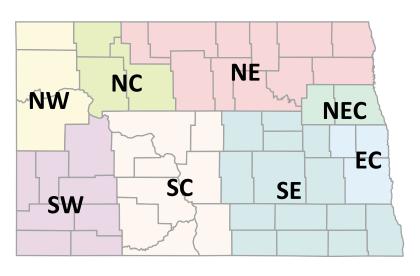


Less than 1% of felony drug possession sentence events were sentenced to confinement in a treatment or private facility.

Drug offenses account for the largest portion of felony sentence events in each judicial district

Felony Sentence Events, by Judicial District, FY2014

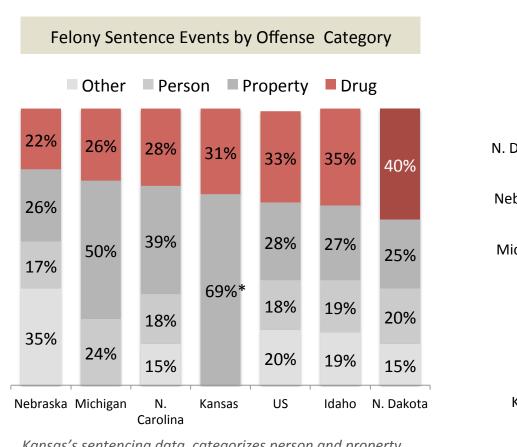




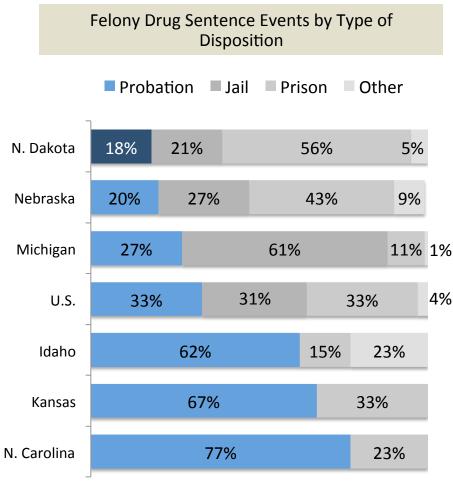
"Other" felony offenses include: DUI, Criminal Trespass, Reckless Endangerment, Terroristic Threat, Weapon offenses, and other offenses that did not fit into the other listed categories.

Approximately 1% of sentence events were missing judge or district information.

Drug offenses make up a larger share of felony sentence events in North Dakota than other states, and a smaller proportion of drug sentence events are to probation

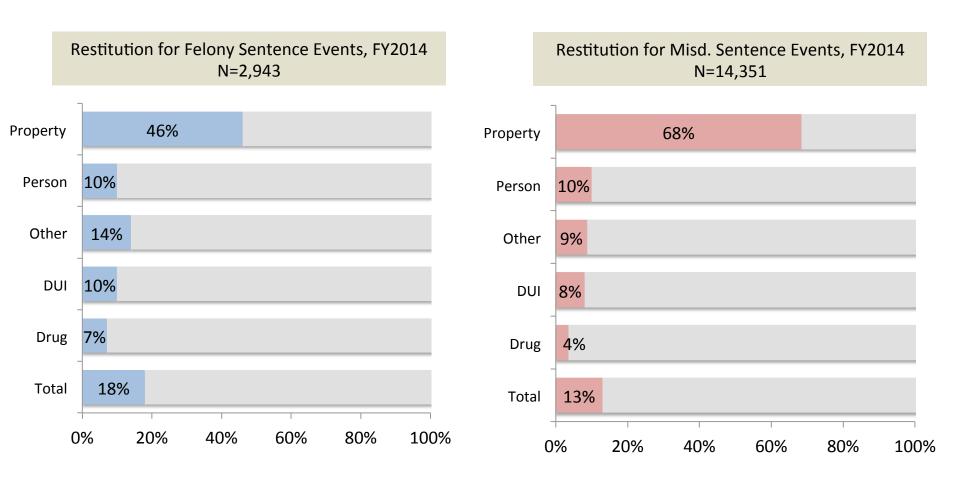


Kansas's sentencing data categorizes person and property into the same category ("non-drug").



Source: Statewide sentences—Nebraska JUSTICE sentencing data, FY2013; Office of Community Alternatives, MI Dept. of Corrections, November 2012; NC Sentencing and Policy Advisory Commission; FY2014; KS Felony Sentencing Data; Structured Sentencing Statistical Report FY 2014; BJS Felony Sentences in State Courts, 2006—Statistical Tables; IDOC admissions and release data, FY2012; CSG Justice Center analysis of Administrative Office of the Courts FY2014 sentencing data

Restitution orders, which are attached to 14 percent of sentence events, are most common for property offenses

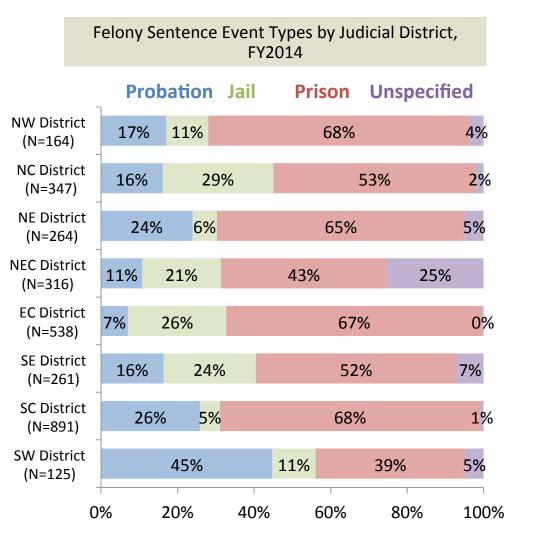


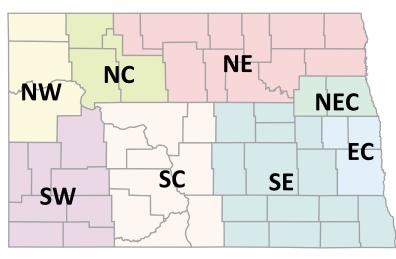
Future analysis will explore whether restitution collection data are available, and stakeholder engagement will explore opportunities to improve the management of victim restitution

PREVIEW: Distribution of sentence events across incarceration and supervision

- 76 percent of felony sentence events are to incarceration
 - Probation is used for 20 percent of lowest-level felony sentence events
 - Felony sentence events vary considerably across judicial districts

Distribution of felony sentence event types varies considerably by judicial district, especially percent sent to probation, which ranges from 7 percent to 45 percent





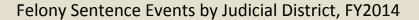
"Probation" includes straight probation, fully suspended sentences to either prison or jail, and deferred impositions.

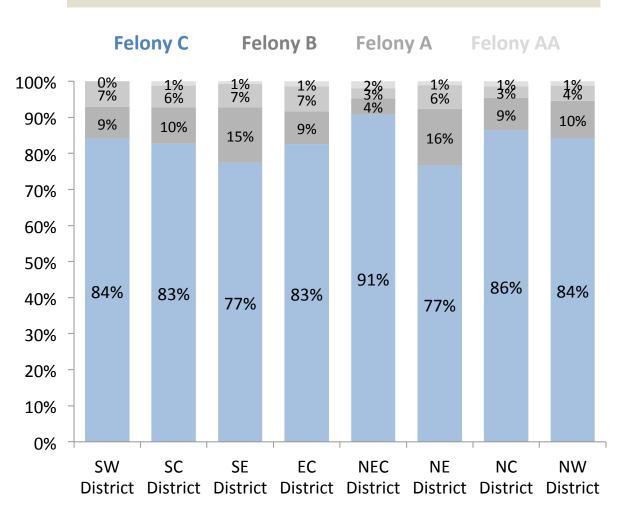
"Not Specified" sentences include cases with no specified sentence in the court data.

Less than 1% of sentence events were to a treatment or other privately operated facility.

Approximately 1% of sentence events were missing iudge or district information.

Class C offenses account for four out of five felony sentence events, with slight variation across the judicial districts



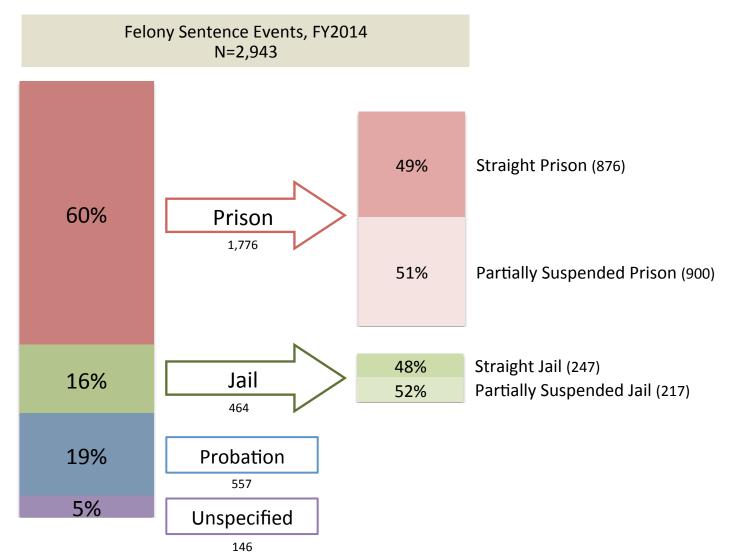


Felony Sentence Event State Totals,							
FY2014							

Felony Class	Number	Percent Total	
AA	37	1%	
Α	163	6%	
В	297	10%	
С	2,446	83%	
Total	2,943	100%	

In 2014, 76 percent of felony sentence events were to incarceration (jail or

prison)

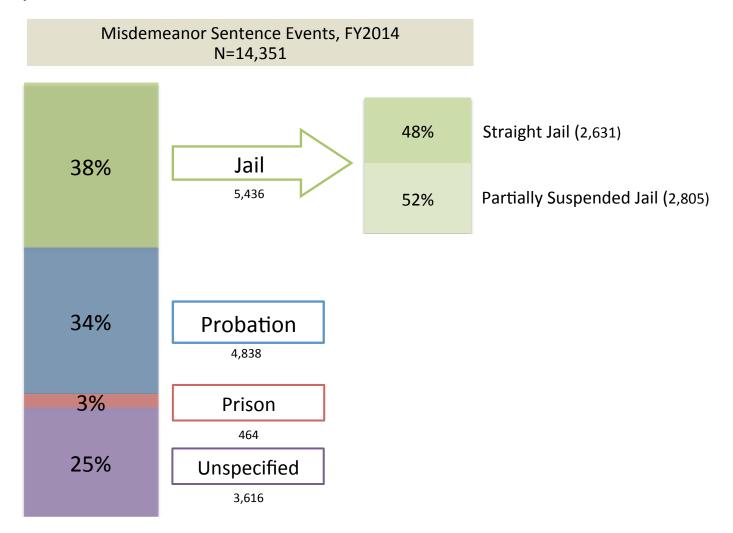


[&]quot;Not specified" sentences were cases with a sentence type entered, but with no other information indicative of confinement, supervision, or sentence length provided. Less than 1% of felony convictions were for confinement to a facility not operated by DOCR or local jail.

North Dakota sentences a smaller proportion of felony sentence events to probation than the national average and most justice reinvestment states

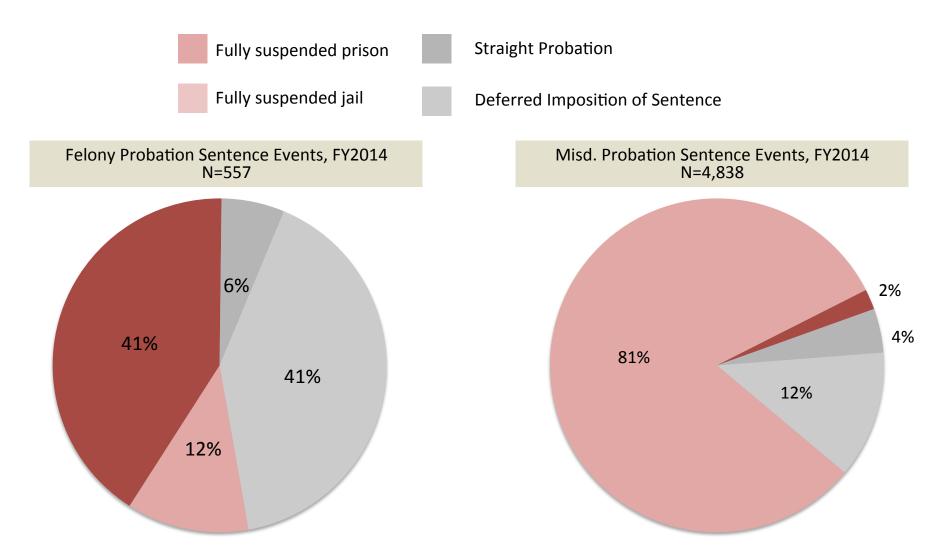
Washington	North Dakota	Nebraska	Michigan	National	North Carolina	Idaho	Kansas
Prison/Jail 88% Prison 39% Jail 49%	Prison/Jail 76% Prison 60% Jail 16%	Prison/Jail 74% Prison 52% Jail 22%	Prison/Jail 76% Prison 21% Jail 55%	Prison/Jail 69% Prison 41% Jail 28%	Prison/Jail 66% Prison 42% Jail 24%	Prison/Jail 42% Prison 42%	Prison/Jail 31% Prison 24% Jail 7%
Probation 10%	Probation 19%	Probation 22%	Probation 23%	Probation 27%	Probation 34%	Probation 58%	Probation 69%

In 2014, 41 percent of misdemeanor sentence events were to incarceration (jail or prison)



[&]quot;Not specified" sentences were cases with a sentence type entered, but with no other information indicative of confinement, supervision, or sentence length provided. Less than 1% of misdemeanor convictions were for confinement to a facility not operated by DOCR or local jail.

53 percent of felony probation sentence events, and 83 percent of misdemeanor probation sentence events include periods of suspended incarceration



Less than 1% of sentence events to supervision were suspended sentences from a facility other than prison or jail.

SUMMARY: Community treatment capacity and strategies to reduce recidivism

Perceptions of community program and treatment infrastructure may impact sentencing decisions

Effective supervision combined with treatment is the key to holding offenders accountable and reducing recidivism

The Risk-Need-Responsivity model focuses treatment and supervision to have greatest impact on recidivism

A common theme among stakeholders was concern regarding a lack of treatment options to address mental health and substance use needs



Concerns heard across the criminal justice system:

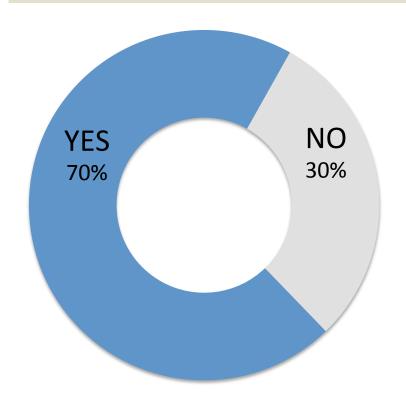
Rural communities reported a lack of local health care services

Some professionals reported that services were generally available, but that justice system individuals could not access them

Long wait times to access services were reported in several jurisdictions

A majority of judges have sentenced individuals to prison in order to connect them with mental health or alcohol and drug programming

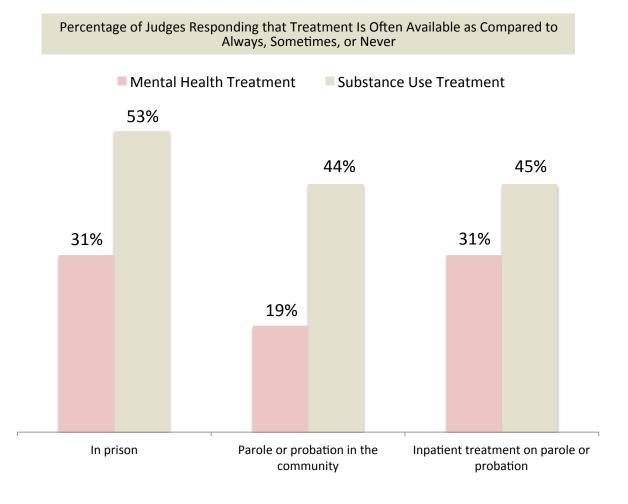
Have you ever sentenced someone to prison in order to connect him/herwith needed mental health, alcohol or drug addiction programming, or other treatment even when he/she is not considered high risk?



Judges noted that these sentences are reserved for specific instances with extenuating circumstances, such as:

- Inadequate services in the local area
- Community-based drug or alcohol treatment programs have failed or been exhausted
- Defendant has no ability to pay for treatment

Judges seemed more confident that substance use treatment is more often available than mental health treatment, and that treatment is most available in state prison



Judges identified the following as needed criminal justice resources:

- Credible treatment
- Inpatient and outpatient drug and alcohol treatment
- **HOPE** probation program
- Half-way houses
- Additional SCRAM bracelets
- Mandatory treatment provided as part of sentence

Probation can provide states with support in addressing these behavioral health challenges by using Risk, Need, and Responsivity principles

Risk

Focus resources on people most likely to reoffend

Match level of supervision and programming to risk

Need

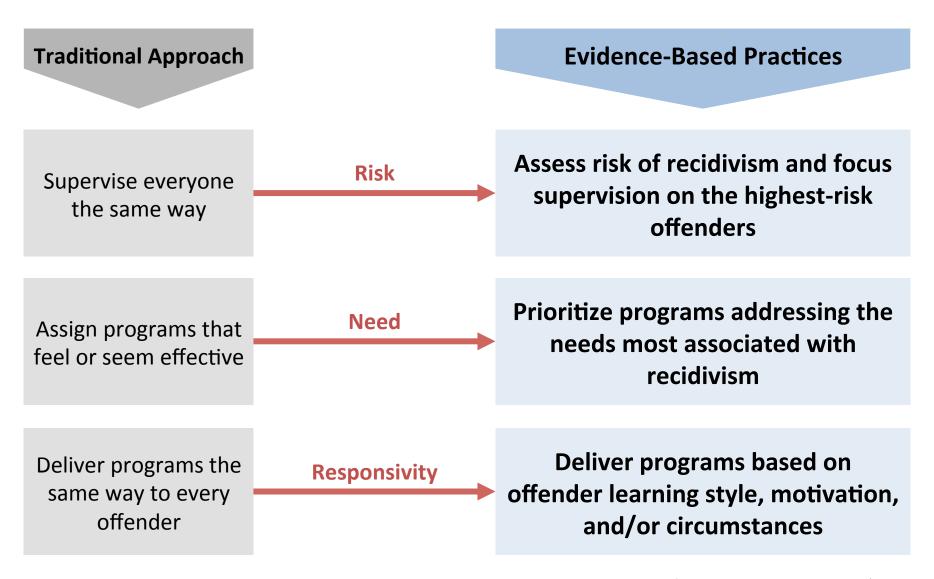
Target factors that can change a person's likelihood of committing a new crime

Responsivity

Refers to individual and group characteristics that present barriers to treatment or supervision

Work to mitigate barriers, where possible

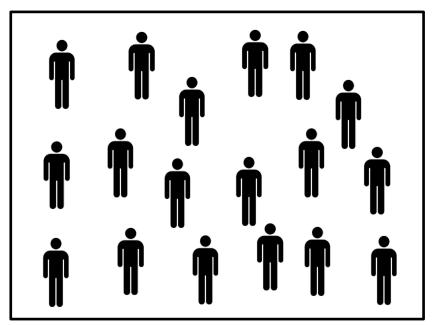
Effective probation applies the risk, need, and responsivity principles



Identifying risk levels is about sorting and tailoring resources to higher-risk people

Risk

Without Risk Assessment...



Identifying risk levels is about sorting and tailoring resources to higher-risk people

Risk

Assess risk of reoffense and focus supervision on the highest-risk offenders

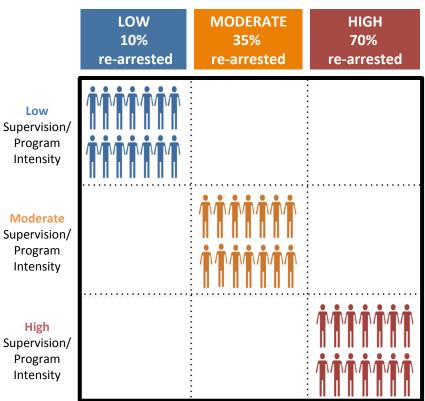
Assess for Risk Level...

Risk of Reoffending

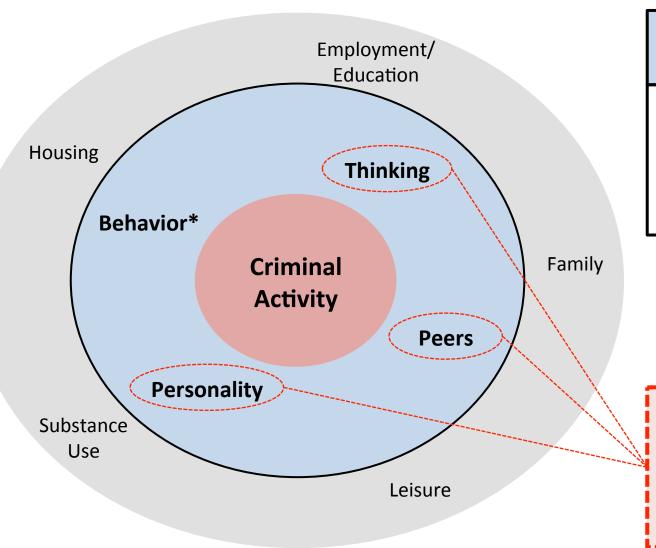
LOW 10% re-arrested **MODERATE** 35% re-arrested

HIGH 70% re-arrested

...and Focus Accordingly



Target the factors that evidence shows are most central to criminal behavior



Antisocial Risk Factors

The Big Four—Major drivers in criminality

Higher-risk offenders are likely to have more of the Big Four

The most successful supervision and programming models address these dynamic risk factors

^{*} Past antisocial behavior cannot be changed

To reduce recidivism, focus programs and treatment on higher-risk offenders and address criminogenic needs

Prioritize programs for higher-risk offenders

The same "Risk Principle" for supervision also applies to programs

Higher-risk offenders are more likely to have more, and more serious, criminogenic needs

Housing

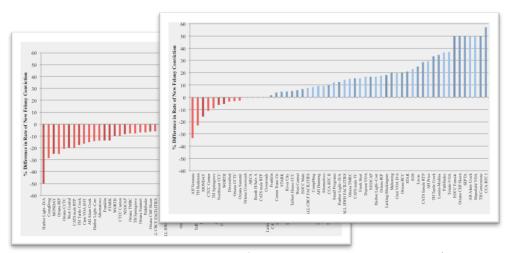
| Criminal Justice Control | Personality | Substance Use | Use | Personality | Use | Personality | Control | Control

Programs targeting these needs can significantly lower recidivism rates

Some programs receiving higher-risk offenders produced significantly better outcomes

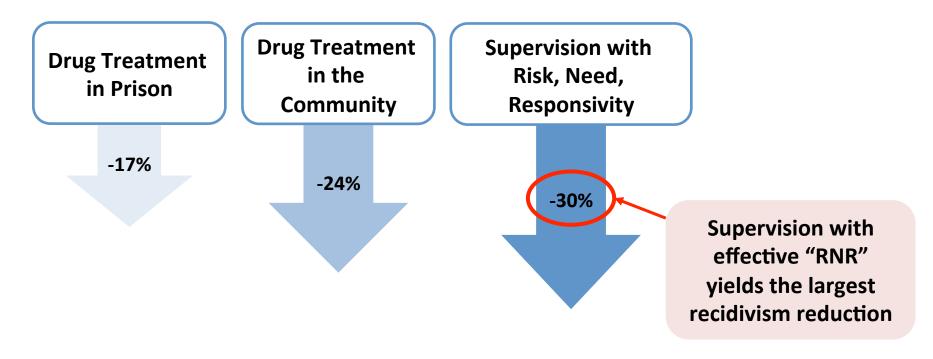
Program outcomes for lower-risk offenders

Program outcomes for higher-risk offenders



Where and how treatment is delivered impacts the degree of recidivism reduction

Research on the impact of treatment intervention on recidivism rates



Overview



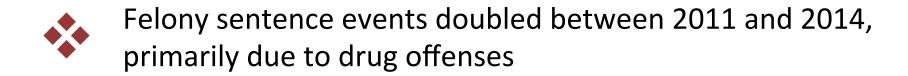
01 Review of Big-Picture Trends

O2 Project Update

O3 Sentencing Analysis

04 Next Steps

Challenges identified by sentencing analysis



- Three-quarters of lowest-level felony sentence events (Class C) were to incarceration
- Over half of sentence events to probation included suspended periods of incarceration

Opportunities for North Dakota to address these challenges



Avert significant increases in corrections spending by prioritizing incarceration for highest-risk people convicted of the most serious offenses



Lower recidivism by focusing effective supervision plus treatment on higher-risk probationers and parolees

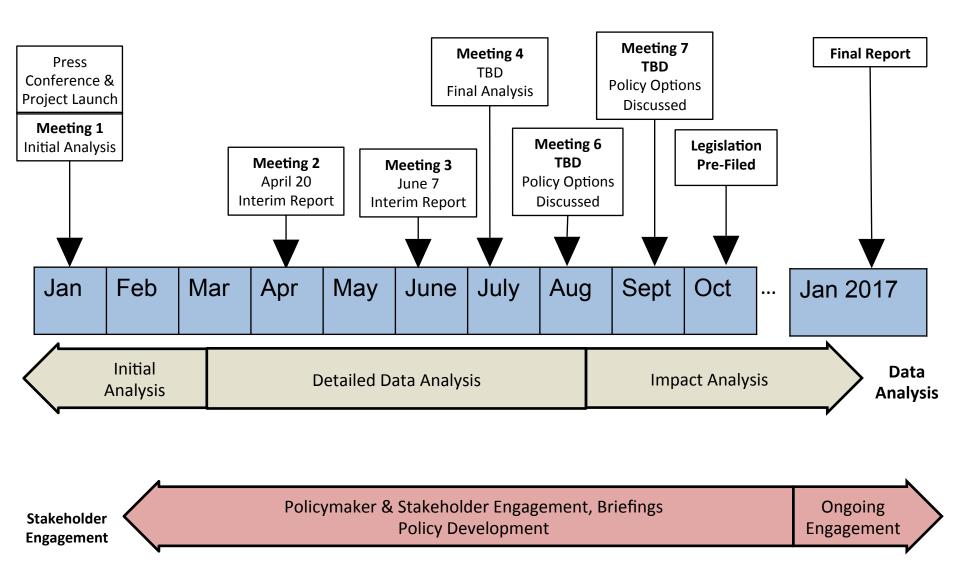


Increase stakeholder confidence by improving community-based treatment capacity

DISCUSSION



North Dakota Justice Reinvestment Timeline







Thank You

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