



# Washington State Justice Reinvestment Taskforce

## *First Meeting*

June 24, 2014

Council of State Governments Justice Center

Marshall Clement, Director, State Initiatives  
Carl Reynolds, Senior Legal and Policy Advisor  
Monica Peters, Senior Research Associate  
Karen Chung, Policy Analyst

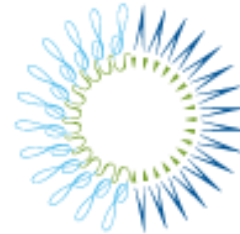
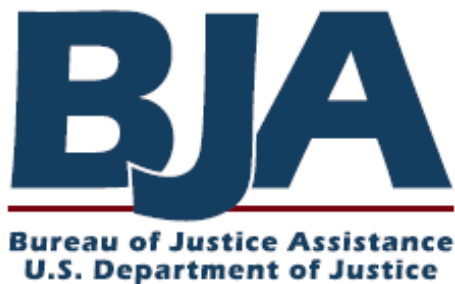
# Council of State Governments Justice Center

- National non-profit, non-partisan membership association of state government officials
- Engages members of all three branches of state government
- Justice Center provides practical, nonpartisan advice informed by the best available evidence

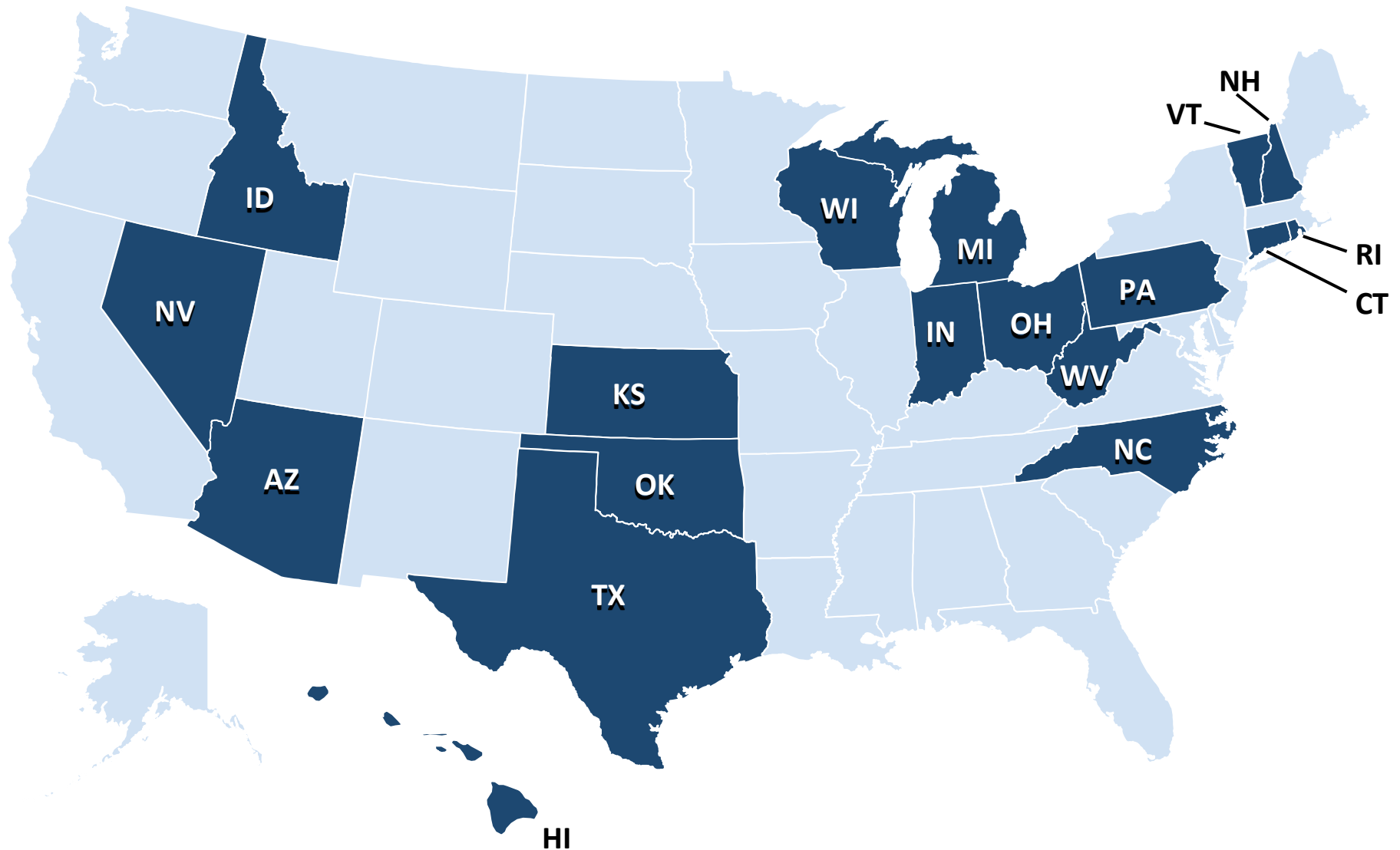


# Justice Reinvestment

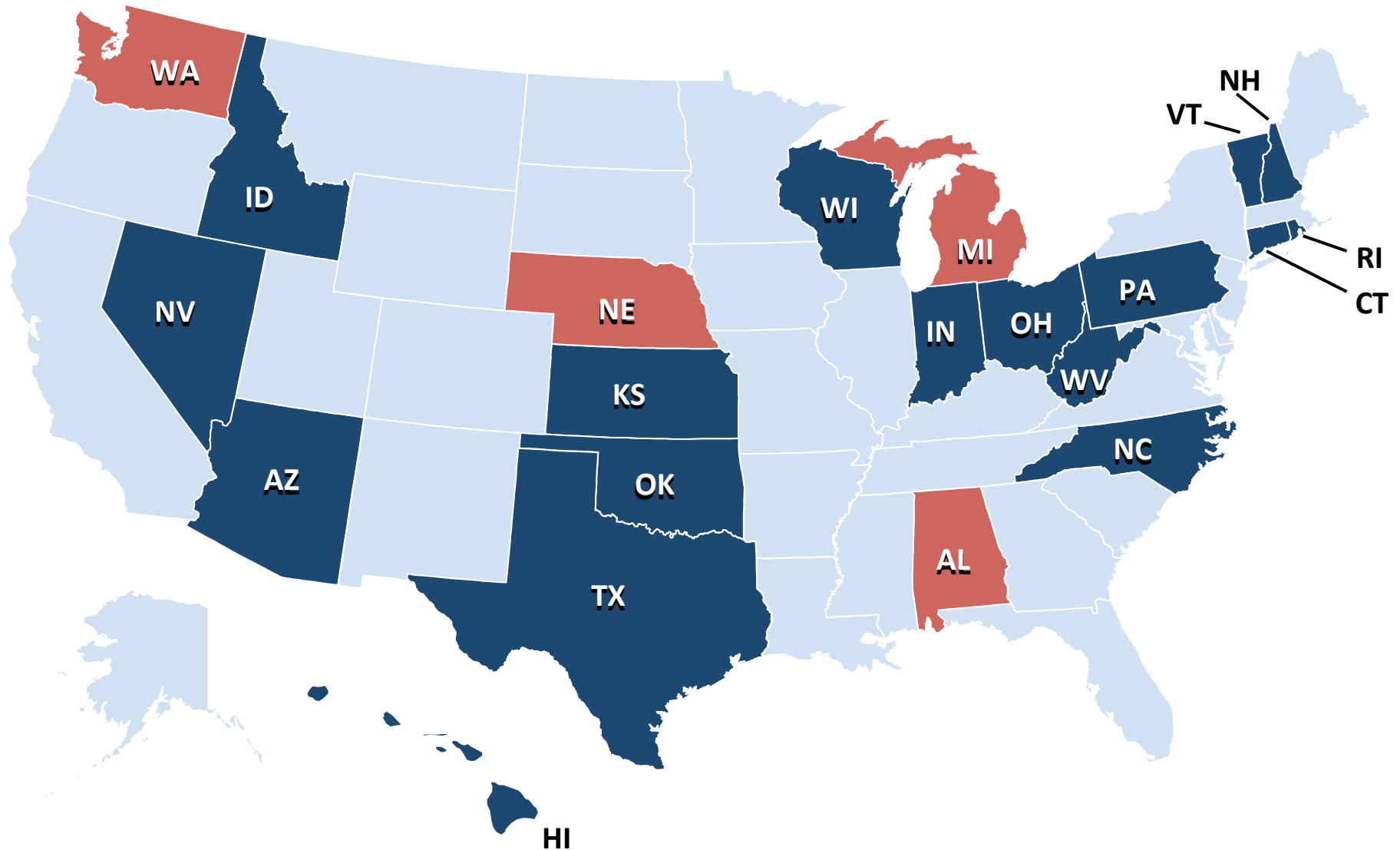
*a data-driven approach to reduce corrections spending  
and reinvest savings in strategies that can  
decrease recidivism and increase public safety.*



# CSG Justice Center Has Assisted 18 States Using the Justice Reinvestment Approach



# In 2014, CSG Justice Center is Assisting Four States



# Justice Reinvestment is a Bipartisan, Inter-Branch Process



"When I asked the Justice Reinvestment Working Group to come together to tackle the issue of prison overcrowding, I made it clear that any policies developed must directly address the criminal behavior that ends up putting more and more people behind bars."

***West Virginia Governor Tomblin, D***

"Unless we made some important changes, the prison population would continue to grow significantly; that would mean spending much more without actually addressing the causes."

***Idaho Governor Otter, R***

# Justice Reinvestment Process – Phase I

## Bipartisan , bicameral, inter-branch working group

### Phase I

#### Analyze Data and Develop Policy Options

- **Analyze data: look at crime, courts, corrections, sentencing, & supervision trends**
- **Solicit input from stakeholders**
- **Assess behavioral health system & treatment capacity**
- **Develop policy options & estimate cost savings**

### Phase 2

#### Implement New Policies

- **Identify assistance needed to implement policies effectively**
- **Deploy targeted reinvestment strategies to increase public safety**
- **Track the impact of enacted policies/programs**
- **Monitor recidivism rates and other key measures**

# State Leaders Requested Assistance to Build on Washington's Success in Improving its Criminal Justice System



STATE OF WASHINGTON

December 23, 2013

Juliene James  
Senior Policy Advisor  
Bureau of Justice Assistance  
810 Seventh Street NW  
Washington, DC 20531

Adam Gelb  
Project Director  
Pew Center on the States  
901 E Street, NW, 10<sup>th</sup> Floor  
Washington, D.C. 20004

Dear Ms. James and Mr. Gelb:

Washington State is a national leader in innovative and effective criminal justice practices. We have implemented many best practices, such as sentencing alternatives, probation, and evidence based programming, to reduce recidivism. The ongoing work on sentencing reform proposals has helped keep our state well under the national average and slowed the growth of our prison population. We have closed older prison facilities and used risk assessment to target our resources in key areas of research.

Despite this, Washington is forecasted to need an additional 1,000 prison beds by 2020. As a state committed to job creation, improving education, preserving natural resources, as well as the health and safety of our citizens, it is imperative that we engage in a thoughtful process to assess whether investing in prison beds is our best response to the forecasted need or if other options exist that are more consistent with our mission and tradition of this state.

As a state that has been in the forefront of implementing many of the national best practices in smart criminal justice policy, we recognize that we will experience a unique challenge. Most of the strategies realized in other states through this collaborative process have already been implemented in Washington. However, we are certain that through this process, Washington will continue in its long tradition of identifying responsive, innovative, and data-driven changes to wisely target our limited resources and improve public safety. We know that Washington can provide a roadmap for the rest of the nation to follow.

Sincerely

Jay Inslee  
Governor

Frank Chopp  
Speaker of the House

Bernie Warner  
Secretary, Department of Corrections

Barbara Madsen  
Chief Justice, Supreme Court

Rodney Tom  
Senate Majority Leader

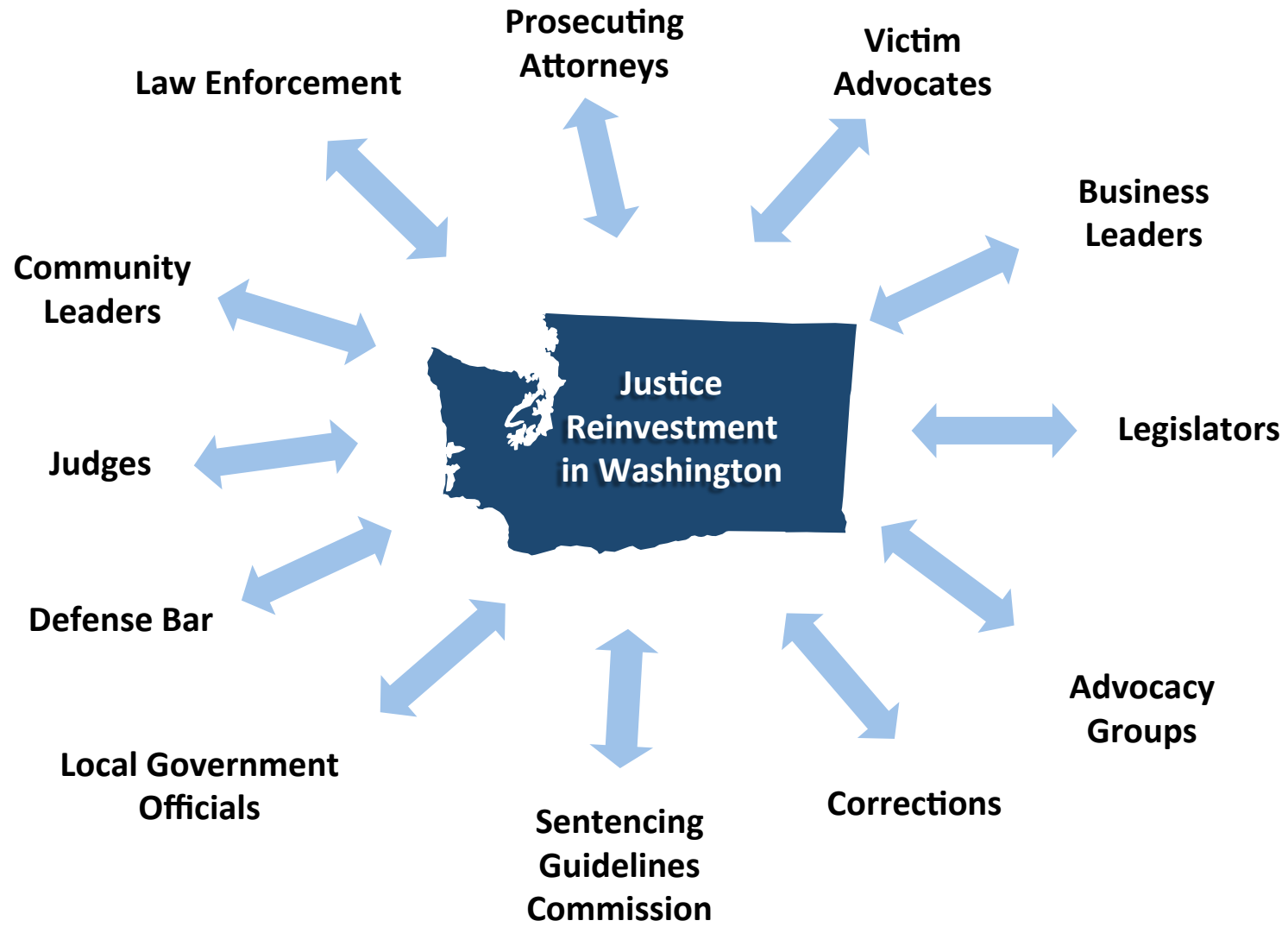
Mark Schoesler  
Senator



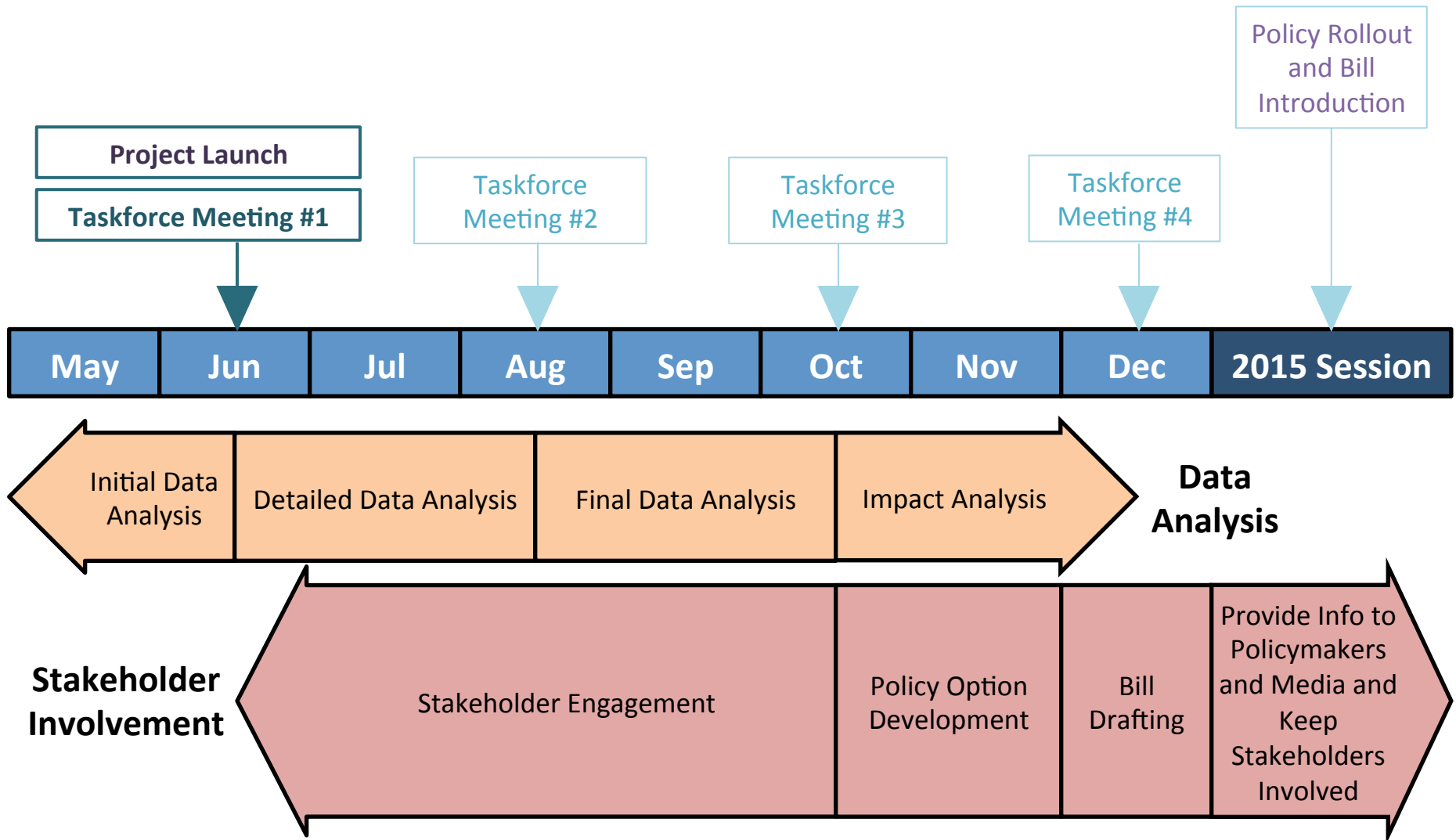
# Data Will be Analyzed From Across the Criminal Justice System

Data	Source	Status
Criminal History Data	Washington State Patrol	Received
Felony Sentences	Caseload Forecast Council	Received
Jail Data	Statewide Data Not Available	King County Data Pending
Probation Data	Department of Corrections	Received
Prison Data	Department of Corrections	Received
Parole Data	Department of Corrections	Received
Behavioral Health Data	Department of Corrections	Received

# Stakeholder Engagement Will Be Critical



# Proposed Timeline



# Washington is Viewed as a Leader in Employing Evidence-Based Criminal Justice Strategies

## Washington Institute for Public Policy

Washington has been recognized nationally for supporting criminal justice research to inform decision-making; highlighting what works in programs to reduce recidivism and crime.

## Evidence-Based Criminal Justice Policies

In 2012, Washington became the first state to implement “swift and certain” sanctions statewide to increase offender compliance on supervision.

## Evidence-Based Juvenile Justice Policies

Washington has a rich history of investing in evidence-based and promising prevention and intervention services for juveniles.

## Supervision Strategies

The Washington State Department of Corrections continues to refine its approach to community supervision, focusing its resources on higher-risk individuals and using tactics to change offender behavior.

## Effective Changes to Drug Sentencing

In 2003, Washington began implementing a separate drug offense sentencing grid with the intent to reduce recidivism among drug offenders.

# Overview of Initial Analysis



## What is driving prison growth?

- Role of population growth and crime rates
- Impact of sentencing policies

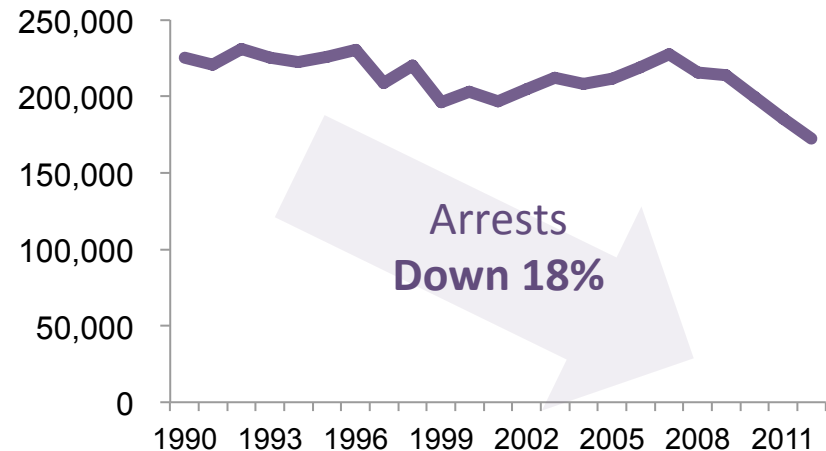
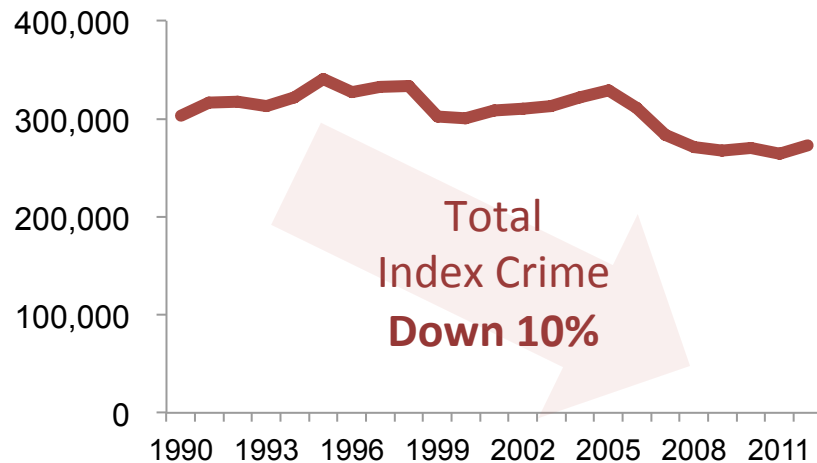
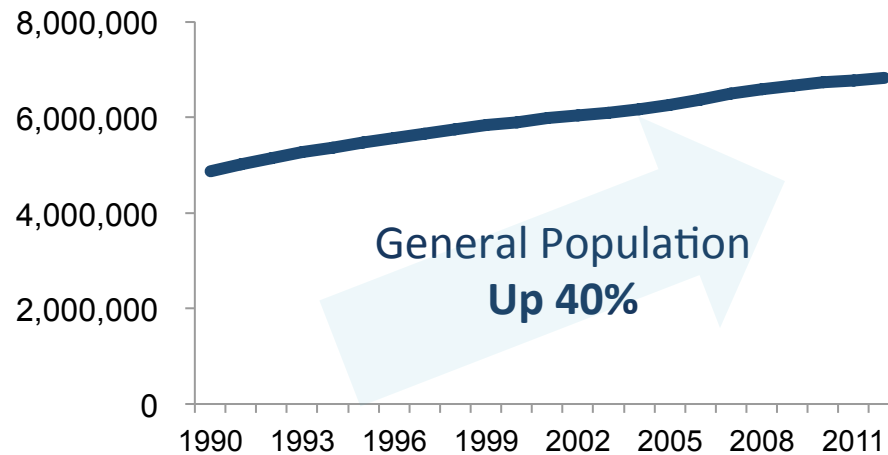
## How to achieve greater public safety?

- Responding to property crime
- Continuing to reduce recidivism

## What is the local impact of state policies?

- Jail population impacts
- Outcomes of alternatives to confinement

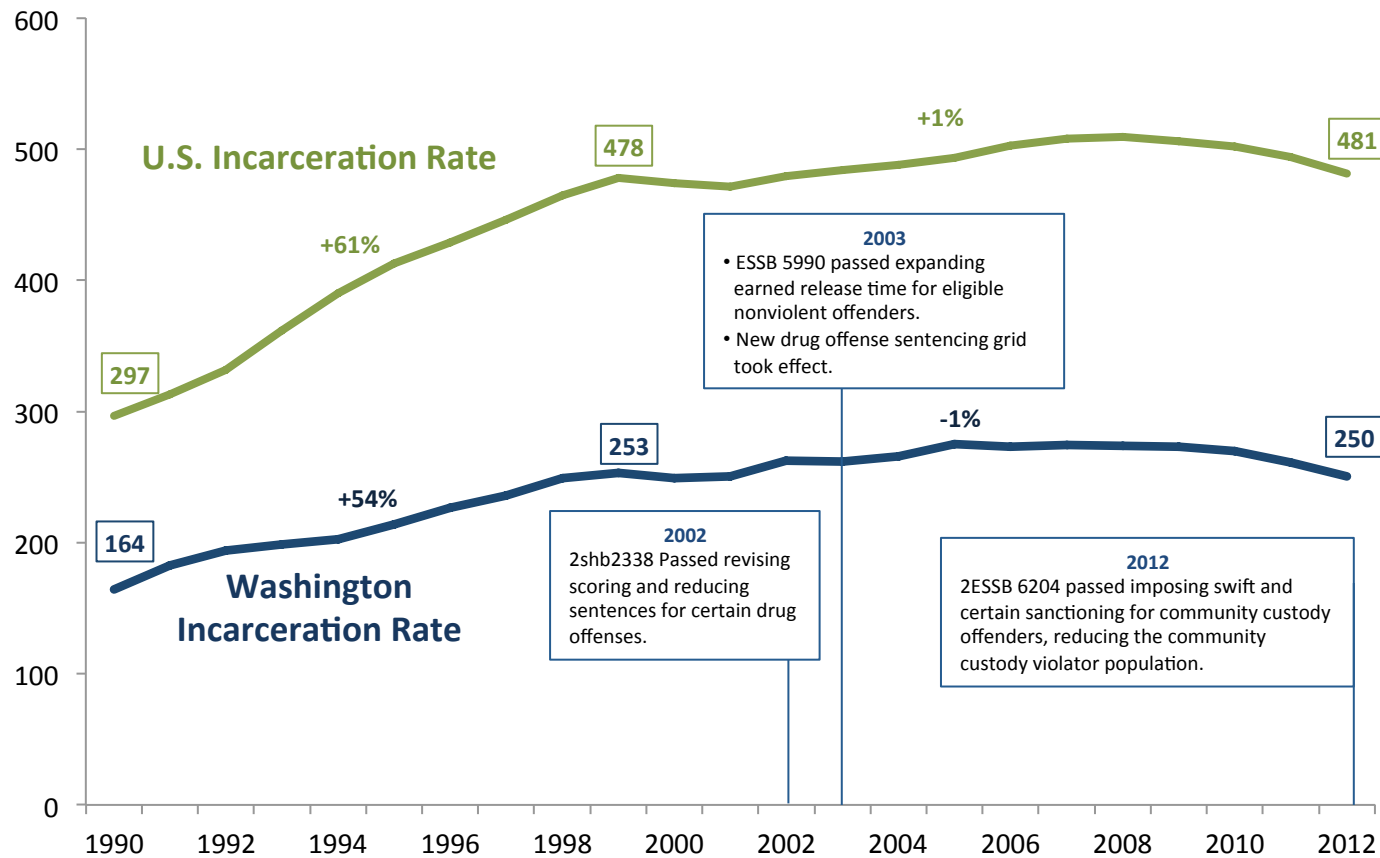
# Despite an Increasing State Population, Total Crime and Arrests are Down Especially Since 2005



Source: Washington State Criminal Justice Data Book , FBI UCR Online Data Tool, BJS Corrections Statistical Analysis Tool.

# Washington's Incarceration Rate Increased More Slowly Than Many States

Incarceration Rate for U.S. and Washington State, 1990 to 2012



*The national incarceration rate includes a wide range.*

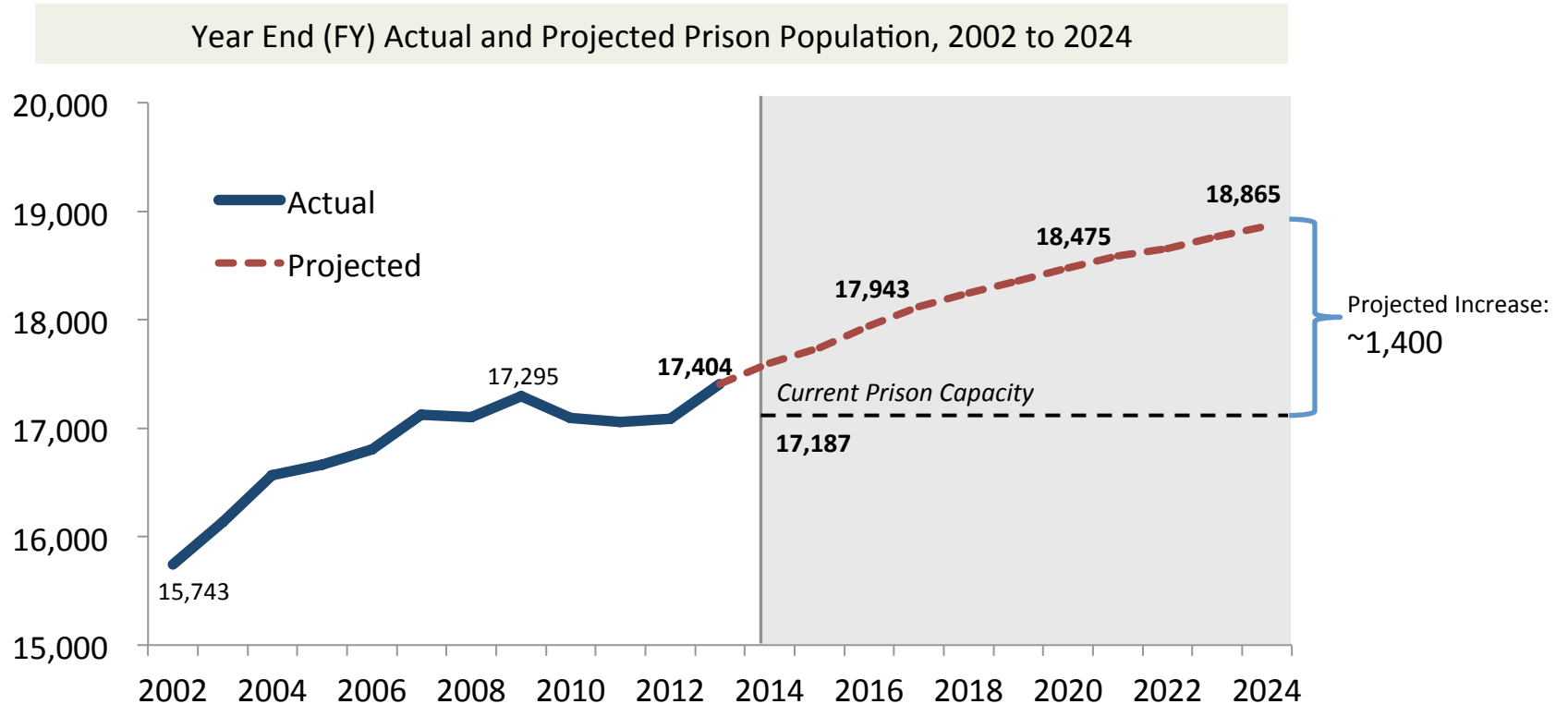
893 Louisiana

Washington

145 Maine

Source: Washington State Department of Corrections, "Major Sentencing Changes Impacting Community Supervision Caseloads and Prison Population."

# Today, Washington's Prison Population Exceeds Capacity and is Projected to Continue to Increase

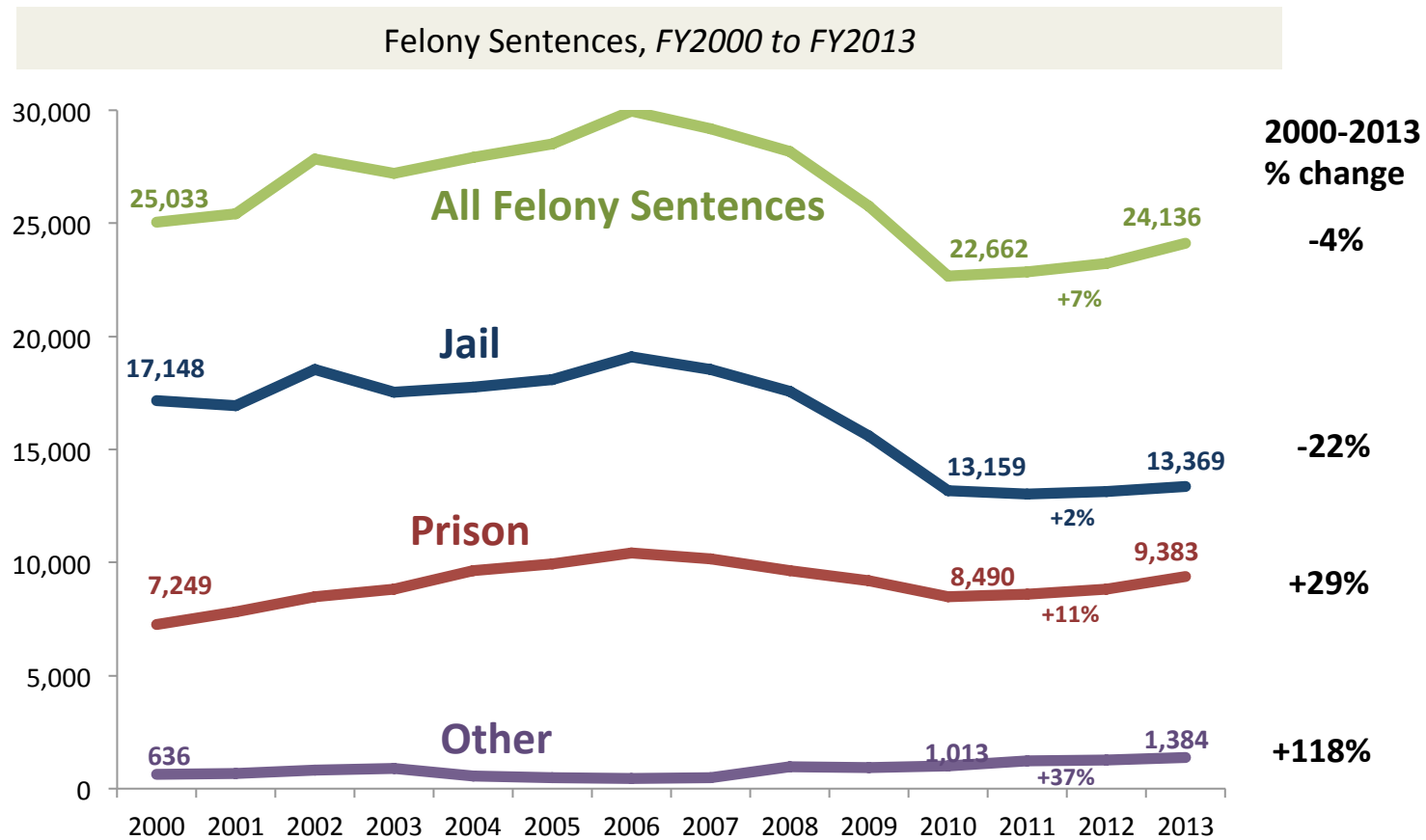


*Expanding capacity to address projected growth will cost the state **\$387 to \$481 million** in capital outlay and operational costs over ten years*

Source: Caseload Forecast Council, June 2014 Forecast  
Criminal Justice Planning Services, "Cost-Effective Incarceration of Washington State Adult Offenders", 2012.



# Since 2000 the Number of Felony Sentences has Decreased Overall, but Sentences to Prison have Increased Nearly 30 Percent



All felony sentences have increased 7% since FY2010

“Other” sentences include no confinement sentences such as residential drug offender sentencing alternative (DOSAs), which was enacted in 2005

Prison sentences made up 29% of all sentences in FY2000 compared to 39% in FY2013

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Washington Sentencing Grids Increase in Offense and Criminal History Severity from Lower Left to Upper Right

Current Standard Sentencing Grid

		Offender Score															
		0	1	2	3	4	5	6	7	8	9+						
S e r i o u s n e s s  L e v e l	LEVEL XVI	LIFE SENTENCE WITHOUT PAROLE/DEATH PENALTY															
	LEVEL XV	280m	291.5m	304m	316m	327.5m	339.5m	364m	394m	431.5m	479.5m						
	LEVEL XIV	171.5m 123-220	184m 134-234	194m 144-244	204m 154-254	215m 165-265	225m 175-275	245m 195-295	266m 216-316	307m 257-357	347.5m 298-397						
	LEVEL XIII	143.5m 123-164	156m 134-178	168m 144-192	179.5m 154-205	192m 165-219	204m 175-233	227.5m 195-260	252m 216-288	299.5m 257.342	347.5m 298-397						
	LEVEL XII	108m 93-123	119m 102-136	129m 111-147	140m 120-160	150m 129-171	161m 138-184	189m 162-216	207m 178-236	243m 209-277	279m 240-318						
	LEVEL XI	90m	100m	100m	102-125	102-136	111-147	120-158	146-194	159-211	185-245	210-280					
	LEVEL X		72m	72m	78m	84m	89.5m	114m	126m	150m	230.5m						
	LEVEL IX		2-82	67-89	72-96	77-102	98-130	108-144	129-171	149-198							
	LEVEL VIII		7.5m	53.5m	59.5m	66m	89.5m	101.5m	126m	150m							
	LEVEL VII		1-54	46-61	51-68	57-75	77-102	87-116	108-144	129-171							
	LEVEL VI		36m	42m	47.5m	53.5m	78m	89.5m	101.5m	126m							
	LEVEL V		1-41	36-48	41-54	46-61	67-89	77-102	87-116	108-144							
	LEVEL IV		17.5m	24m	30m	36m	42m	47.5m	66m	78m	89.5m	101.5m					
	LEVEL III		15-20	21-27	26-34	31-41	36-48	41-54	57-75	67-89	77-102	87-116					
	LEVEL II		13m	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m					
	LEVEL I		12+-14	15-20	21-27	26-34	31-41	36-48	46-61	57-75	67-89	77-102					
Unranked		9m	13m	15m	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m				
		6-12	12+-14	13-17	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m				
		6m	9m	13m	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m				
		3-9	6-12	12+-14	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m				
		2m	5m	8m	13m	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m			
		1-3	3-8	4-12	6m	9m	13m	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m	
		0-90 d	2-6	3-9	4-12	6m	9m	13m	17.5m	24m	30m	36m	42m	53.5m	66m	78m	89.5m
		0-60 d	0-90 d	2-5	2-6	3-8	4-12	12+-14	14-18	17-22	22-29	33-43	43-57	51-68	59.5m	63-84	63-84

Offense severity increases with Seriousness Level

Criminal history severity increases with Offender Score

Current Drug Grid

Seriousness Level	Offender Score		
	0 to 2	3 to 5	6 to 9+
LEVEL III	59.5m	84m	110m
LEVEL II	16m	40m	90m
LEVEL I	3m	12m	18m

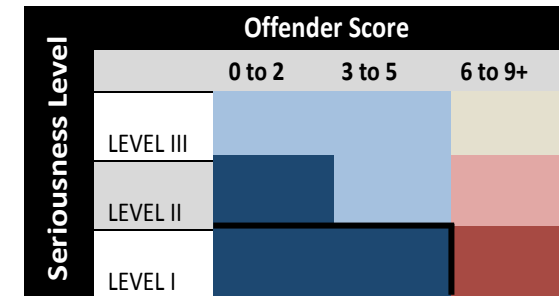
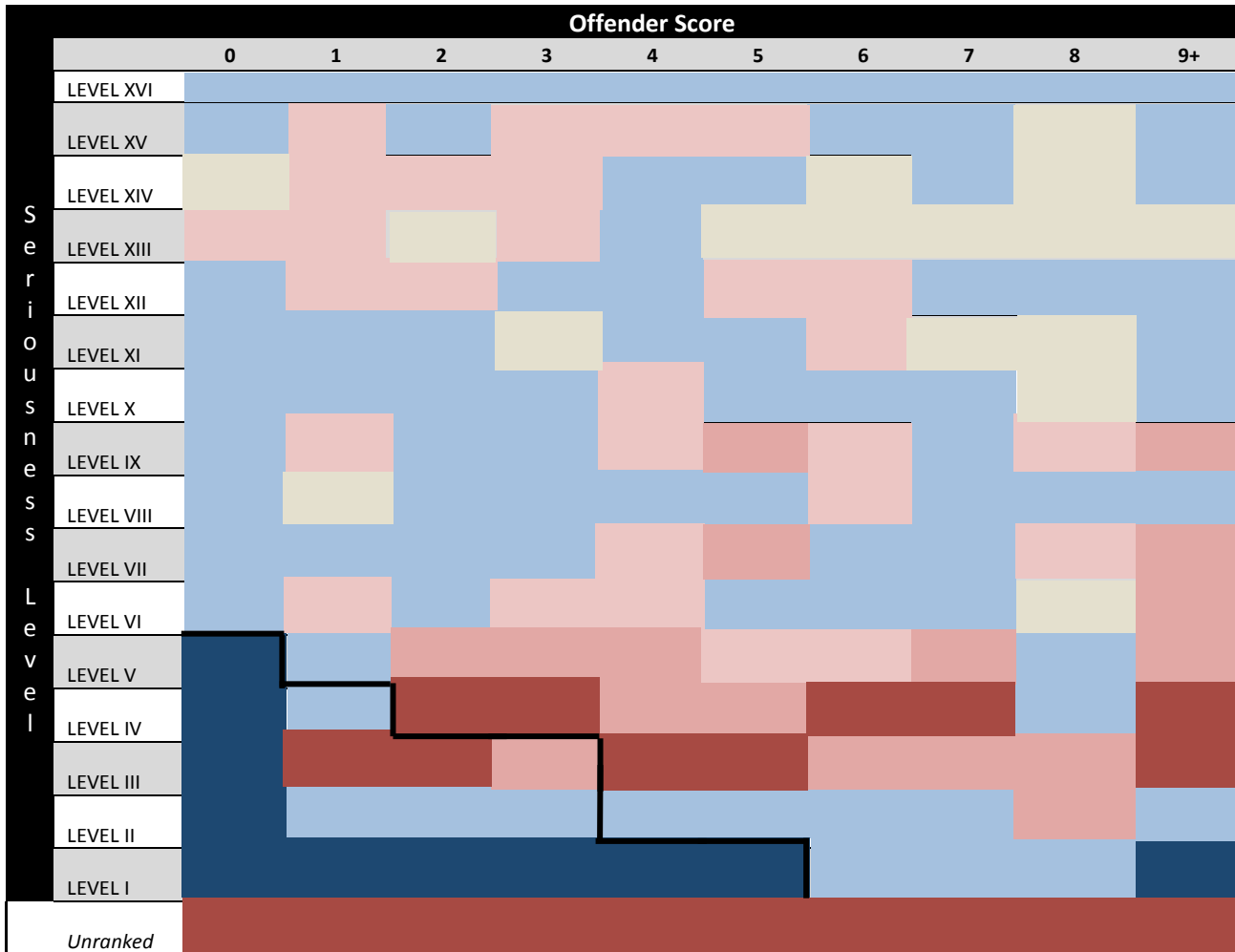
- Standard Sentencing Grid**
- Seriousness Levels 1-16
  - Offender Scores 0-9+
- Drug Grid (est. 2003)**
- Seriousness Levels 1-3
  - Offender Scores 0-9+

Source: Washington State Sentencing Guidelines Manual, 2012, Caseload Forecast Council.

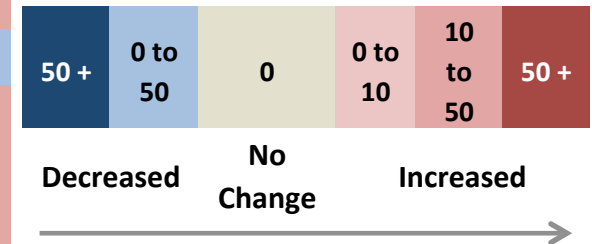
# “High Growth” Grid Cells are Concentrated in Levels III and IV of the Standard Grid and Level I of the Drug Grid

Current Standard Sentencing Grid

Current Drug Grid



Change in Felony Sentences, FY2009 to FY2013

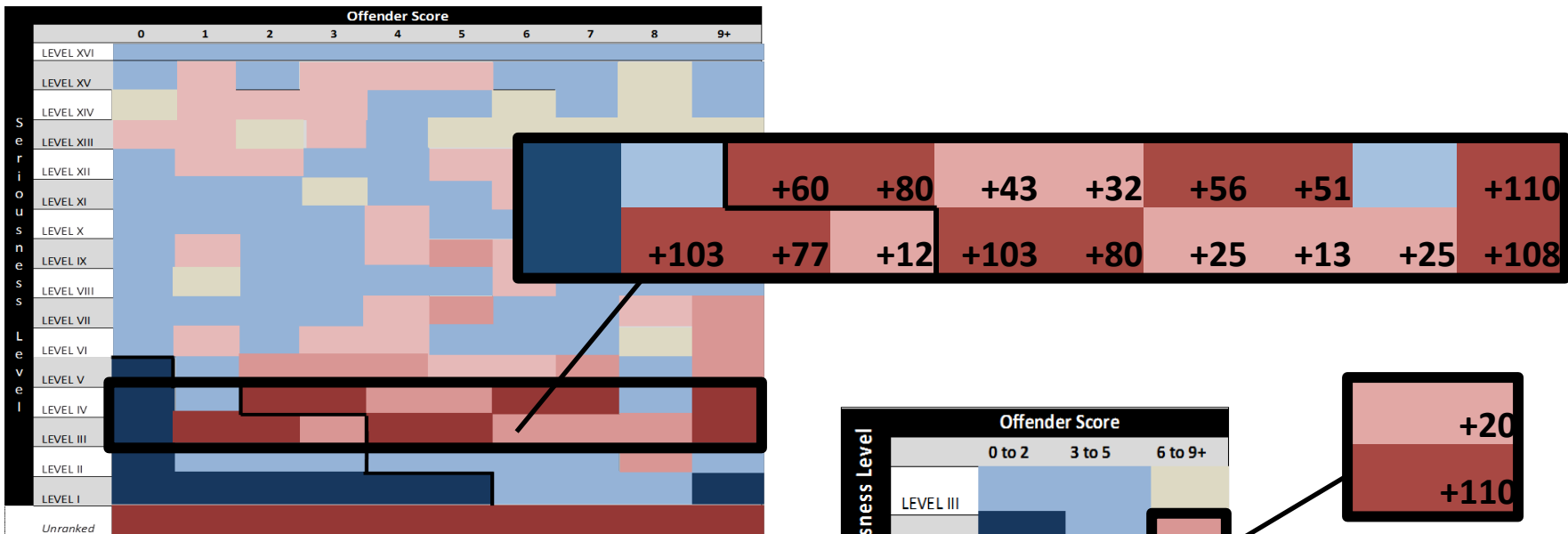


Jail sentence grid cell

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# “High Growth” Cells Accounted for an *Increase* of 1,108 Felony Sentences from FY2009 to FY2013

Change in Number of Sentences by Grid Cell, FY2009 to FY 2013



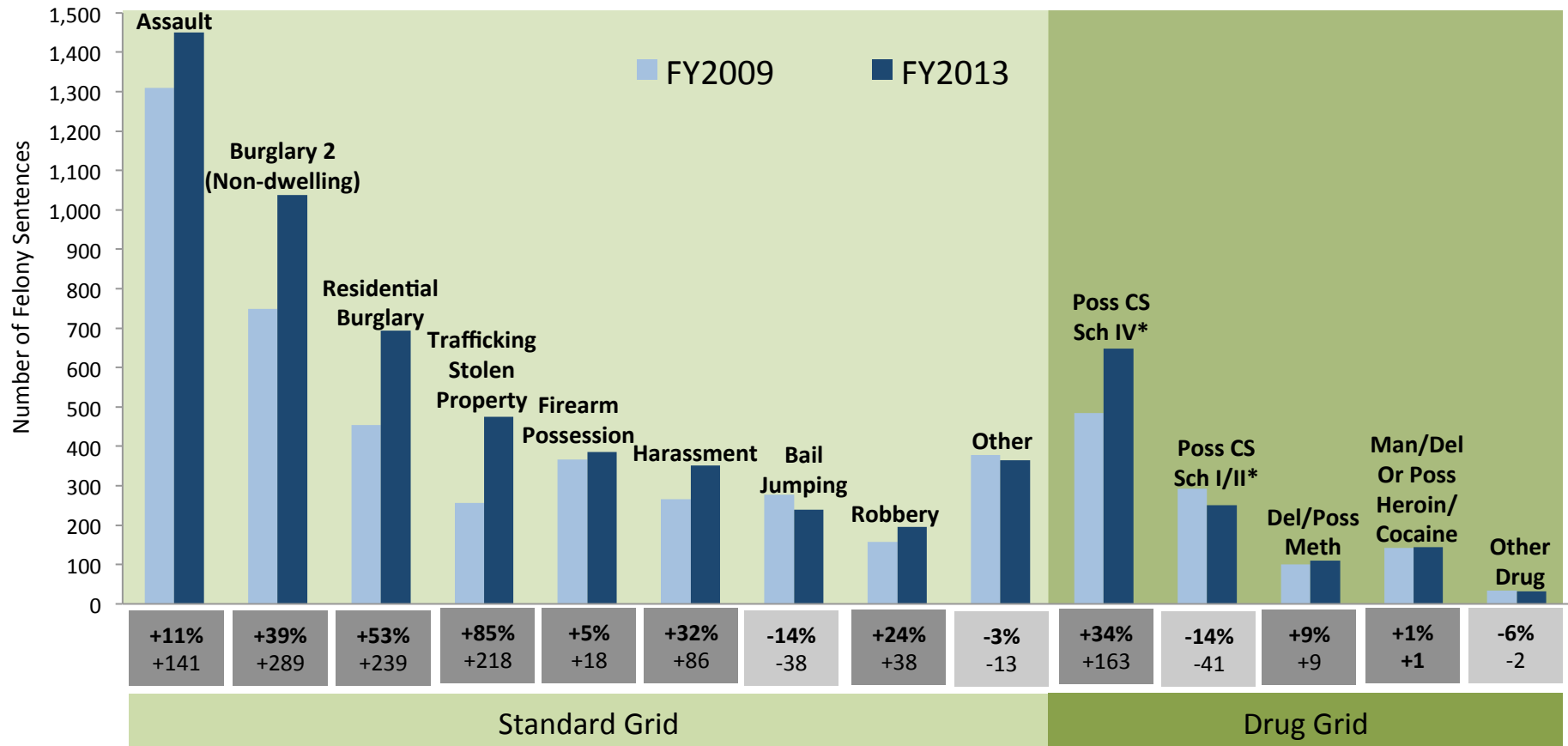
Unranked offenses increased by 217

Of the 1,108 additional sentences in FY2013, **916 (83%)** were in prison sentencing grid cells

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Certain Property and Drug Offenses are the Recent Drivers in “High Growth” Grid Cells

Offense Types in “High Growth” Cells With the Greatest Increase in Number of Sentences, FY2009 and FY2013



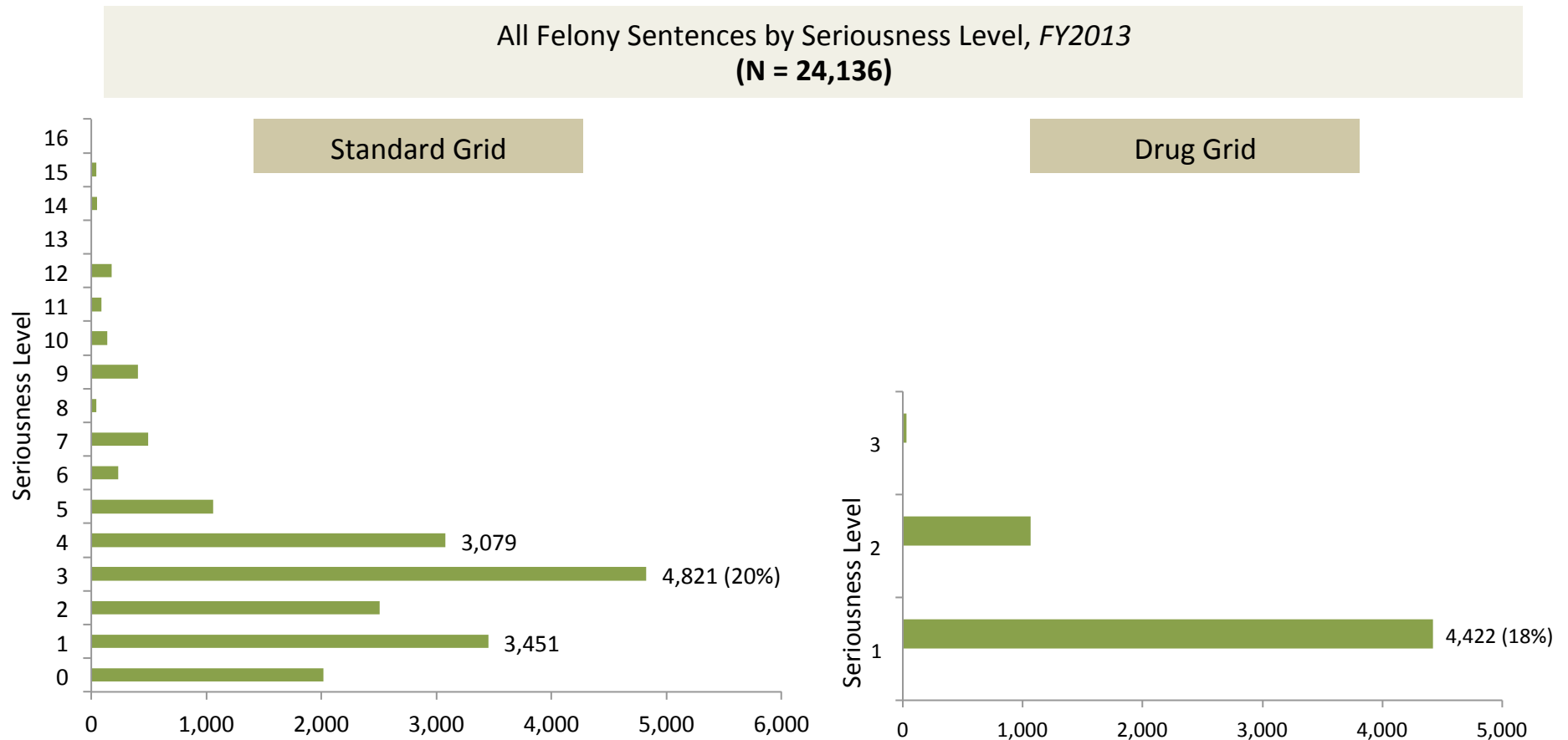
\*Schedule I drugs: no medical use, high potential for abuse (heroin, ecstasy, peyote, marijuana)

\*Schedule II drugs: high potential for abuse, but less than Schedule I (cocaine, meth, oxycodone [Oxycontin], Aderall)

\*Schedule IV drugs: low potential for abuse and low risk of dependence (alprazolam [Xanax], diazepam [Valium], zolpidem [Ambien])

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Nearly 40 Percent of *All* Felony Sentences Were Seriousness Level 3 - Standard Grid, or Seriousness Level 1 - Drug Grid

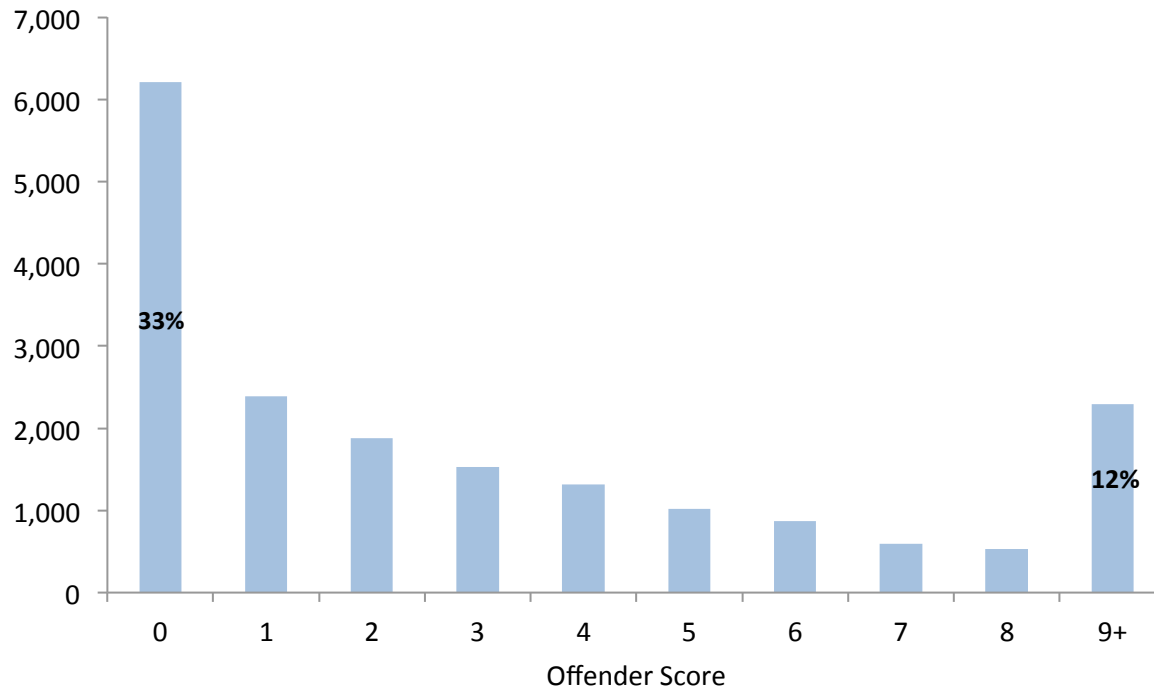


*\*Unranked offenses have a seriousness level of "0"*

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# One Third of Felony Sentences Had the Lowest Offender Score, While 12% Had the Highest Offender Score

Felony Sentences by Offender Score, FY2013  
(N=24,136)



## Average Offender Score, FY2013

All Felony Sentences  
**2.98**

Sentences in High Growth Cells  
**4.92**

The number of points an offender receives to determine **offender score** depends on the following factors:

- Number of prior felony convictions
- Relationship between prior offense(s) and current offense
- Presence of multiple prior or current convictions
- Community placement status at time of offense

*Future analysis should enable examination of offender scoring and how predictive scores are of future re-arrest.*

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Issues to Analyze Prior to Next Meeting – Prison Growth

## Questions About Prison Growth

- How are “high growth” grid cells impacting the prison population?
- How predictive is offender score of future criminal activity?
- How has length of time served in prison changed over time as the drug grid, earned time, and other policies have been altered?



# Overview of Initial Analysis

## What is driving prison growth?

- Role of population growth and crime rates
- Impact of sentencing policies



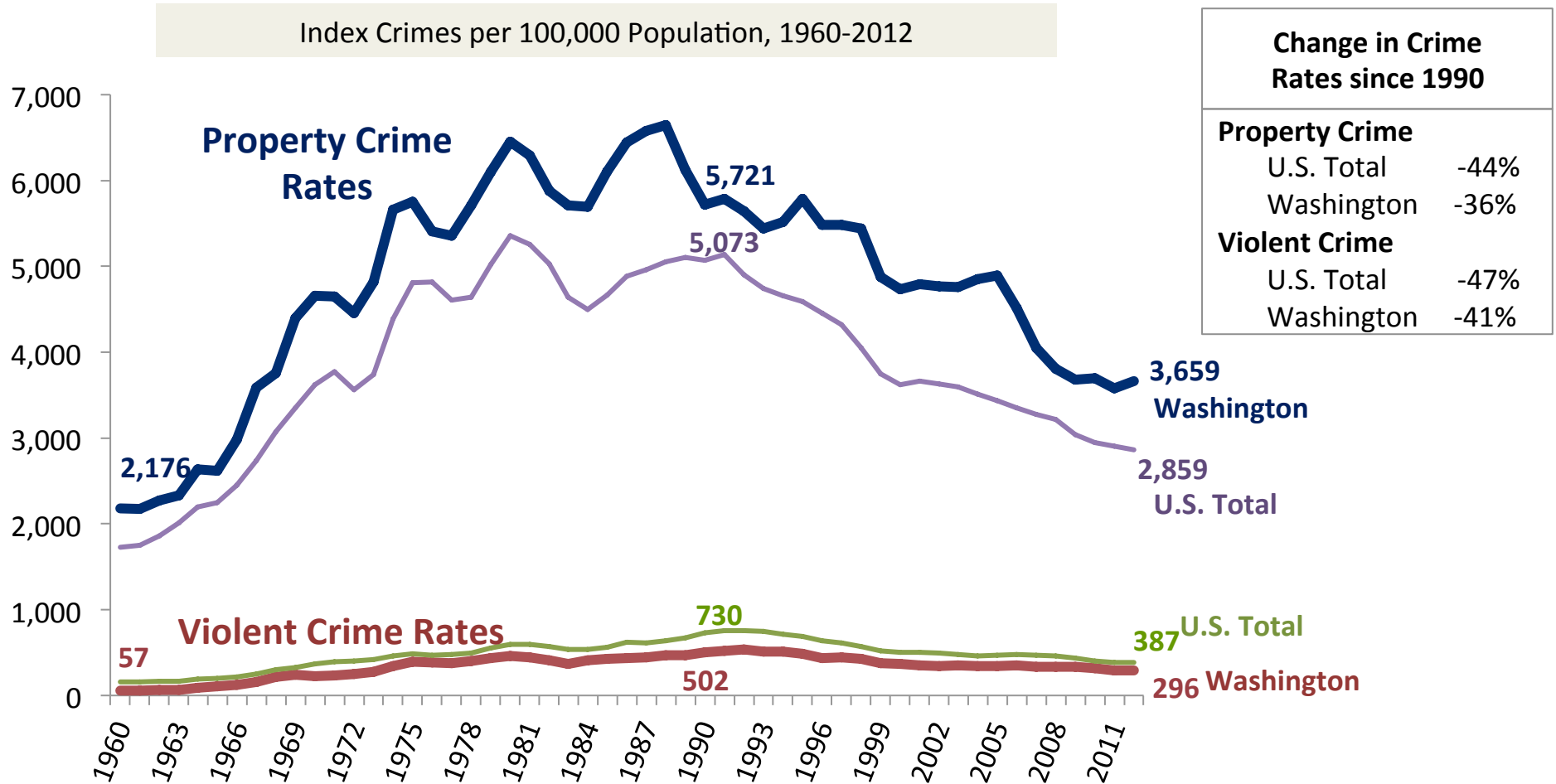
## How to achieve greater public safety?

- Responding to property crime
- Continuing to reduce recidivism

## What is the local impact of state policies?

- Jail population impacts
- Outcomes of alternatives to confinement

# Washington's Property Crime Rate Declined 36 Percent Since 1990, but Remains the Third Highest Among the States

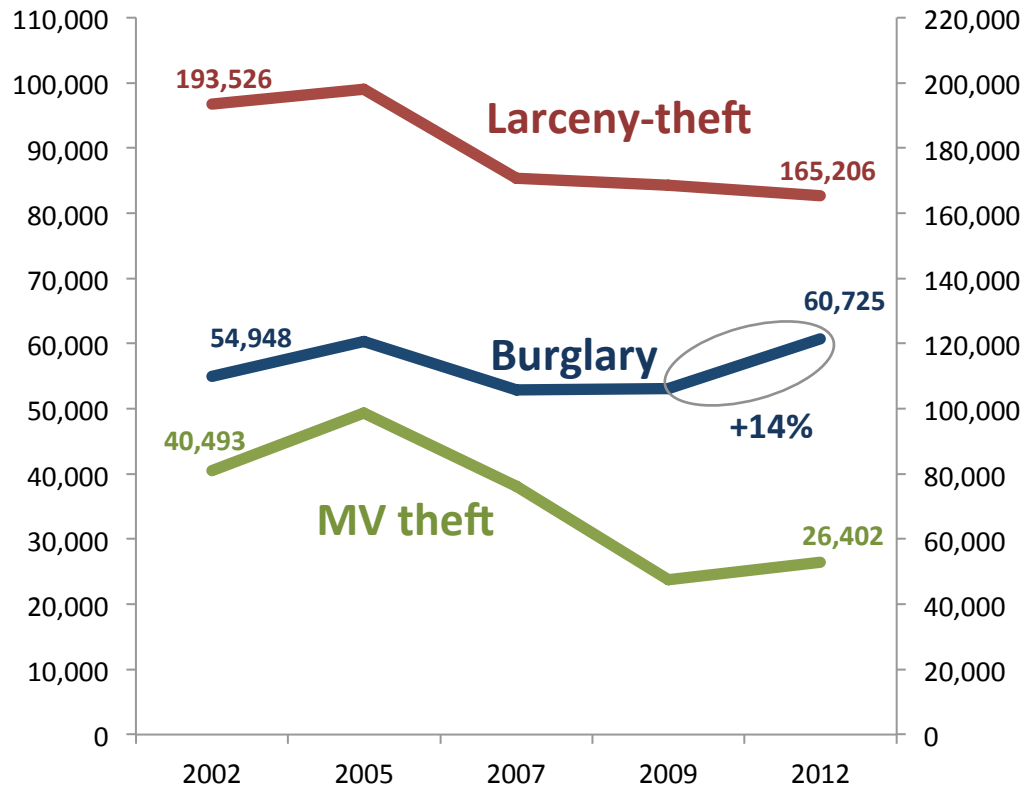


Washington has the 3<sup>rd</sup> highest property crime rate in the country, with only South Carolina and Arkansas ranked higher. Neighboring states Oregon and Idaho rank 16<sup>th</sup> and 49<sup>th</sup>, respectively.

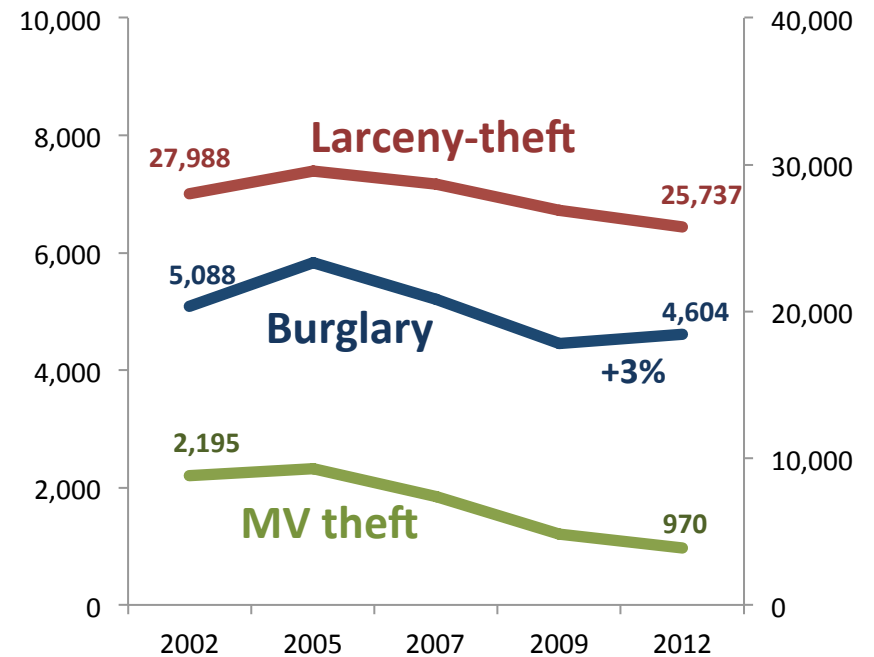
Source: Federal Bureau of Investigation, United Crime Reports Data Tool (2060-2012). \*Property crime rate rank excludes the District of Columbia

# Burglaries Reported to Police are Increasing, and the Number of Arrests in Comparison is Low

Property Crimes by Offense Type, 2002 to 2012



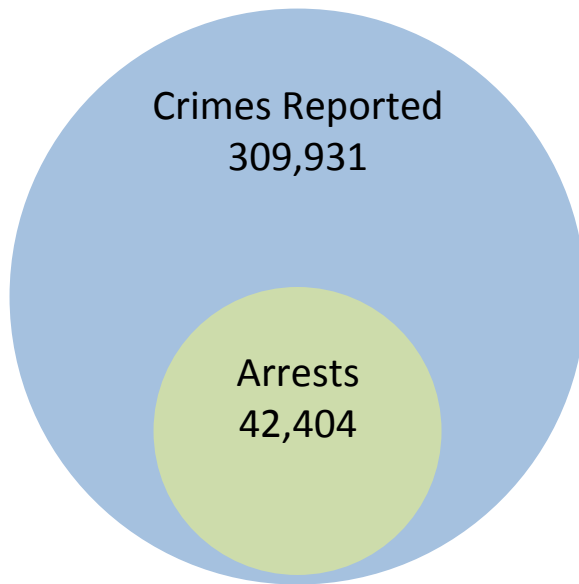
Property Arrests by Offense Type, 2002 to 2012



*In 2012 the number of burglary arrests accounted for 8% of the burglary crimes reported. Nationally, burglary arrests accounted for 12% of crimes reported.*

Source: Federal Bureau of Investigation, "Crime in the United States" (2002-2012); Uniform Crime Reports 2012.

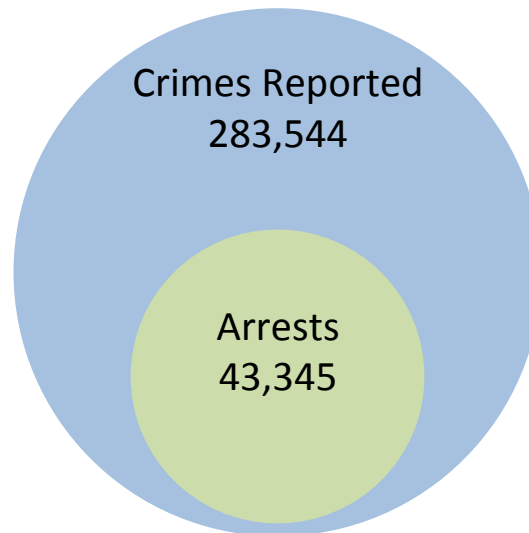
# Since 2002 Index Crimes Reported and Arrests Have Declined Together



**2002**

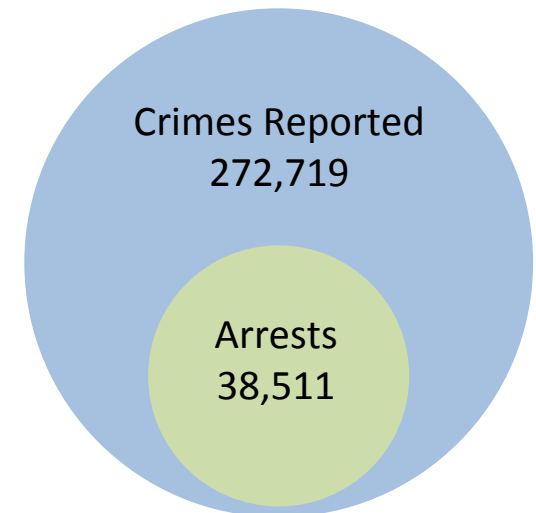
**Clearance  
Rates**

**13.7%**



**2007**

**15.3%**



**2012**

**14.1%**

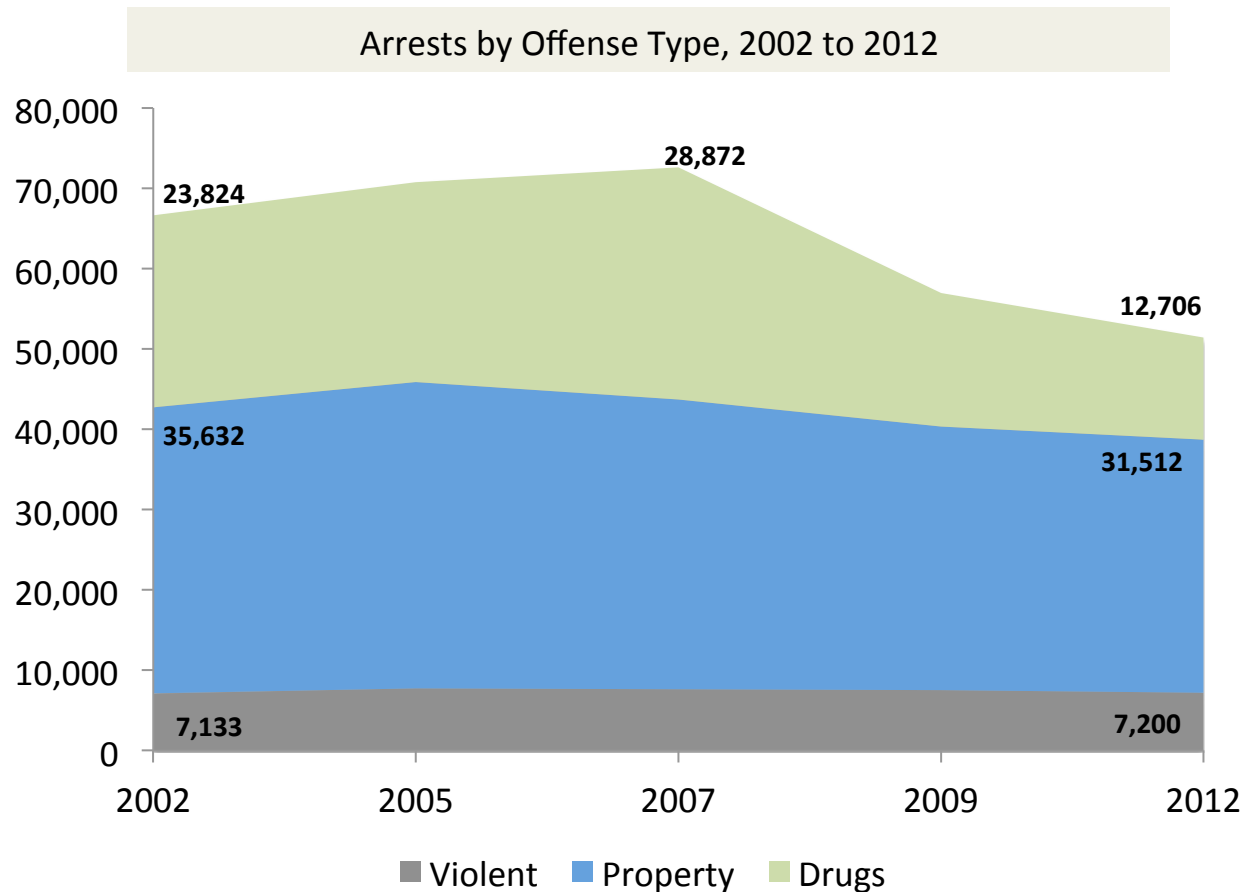
*\*Arrests include only violent and property index crime categories*

2002-2012 % change	
Index Crimes	-12%
Arrests	-10%

Index crimes: aggravated assault, forcible rape, murder, robbery, arson, burglary, larceny-theft, and motor vehicle theft.

Source: Federal Bureau of Investigation, "Crime in the United States" (2002-2012)

# Arrests Have Declined Overall Due in Large Part to the Decline in Drug Arrests



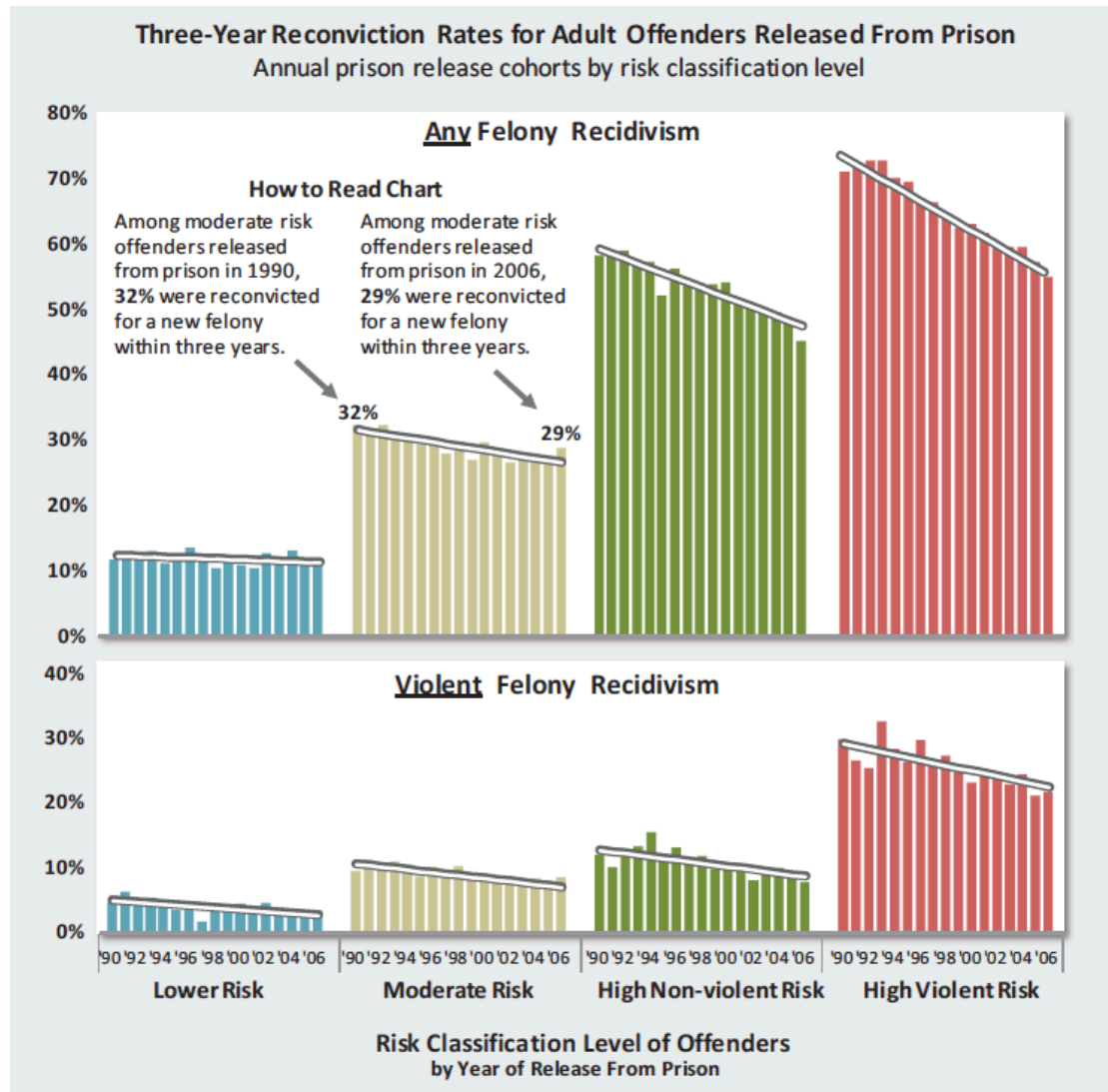
2002-2012 % change	
Overall	-23%
Drug	-47%
Property	-12%
Violent	+1%

*Between 2002 and 2012, the resident population in Washington increased 13%*

2007-2012 % change in Drug Arrests by County	
Clark	-42%
King	-72%
Pierce	-62%
Snohomish	-25%
Spokane	+4%

Source: Federal Bureau of Investigation, "Crime in the United States" (2002-2012).  
Office of Financial Management, "CrimeStats Online."

# Recidivism Rates Have Declined for Prison Releasees, Especially for High Risk Offenders



- Includes only offenders released from prison
- Felony reconviction rates
- Latest data is for prisoners released in 2006

Source: Washington Institute for Public Safety, "Washington State Recidivism Trends: Adult Offenders Released From Prison (1990 – 2006)".

# Policy Changes Over 30 Years Have Greatly Altered Who Receives Post-Release Supervision

	Post-Jail/As a Sentence						Post-Prison					
	Property		Drug		Violent*		Property		Drug		Violent*	
Pre-1984	L,M	H	L,M	H	L,M	H	L,M	H	L,M	H	L,M	H
Post-1984	L,M	H	L,M	H	L,M	H						
1999	L,M	H	L,M	H	L,M	H			L,M	H	L,M	H
2003				H		H				H		H
Today				H		H				H		H

Supervision has been maintained for serious violent offenses, sex offenses, and those with alternative sentences regardless of risk.

**L,M**

Low- and Moderate-Risk

**H**

High-Risk

\*Violent includes violent offenses and crime against a person offenses.

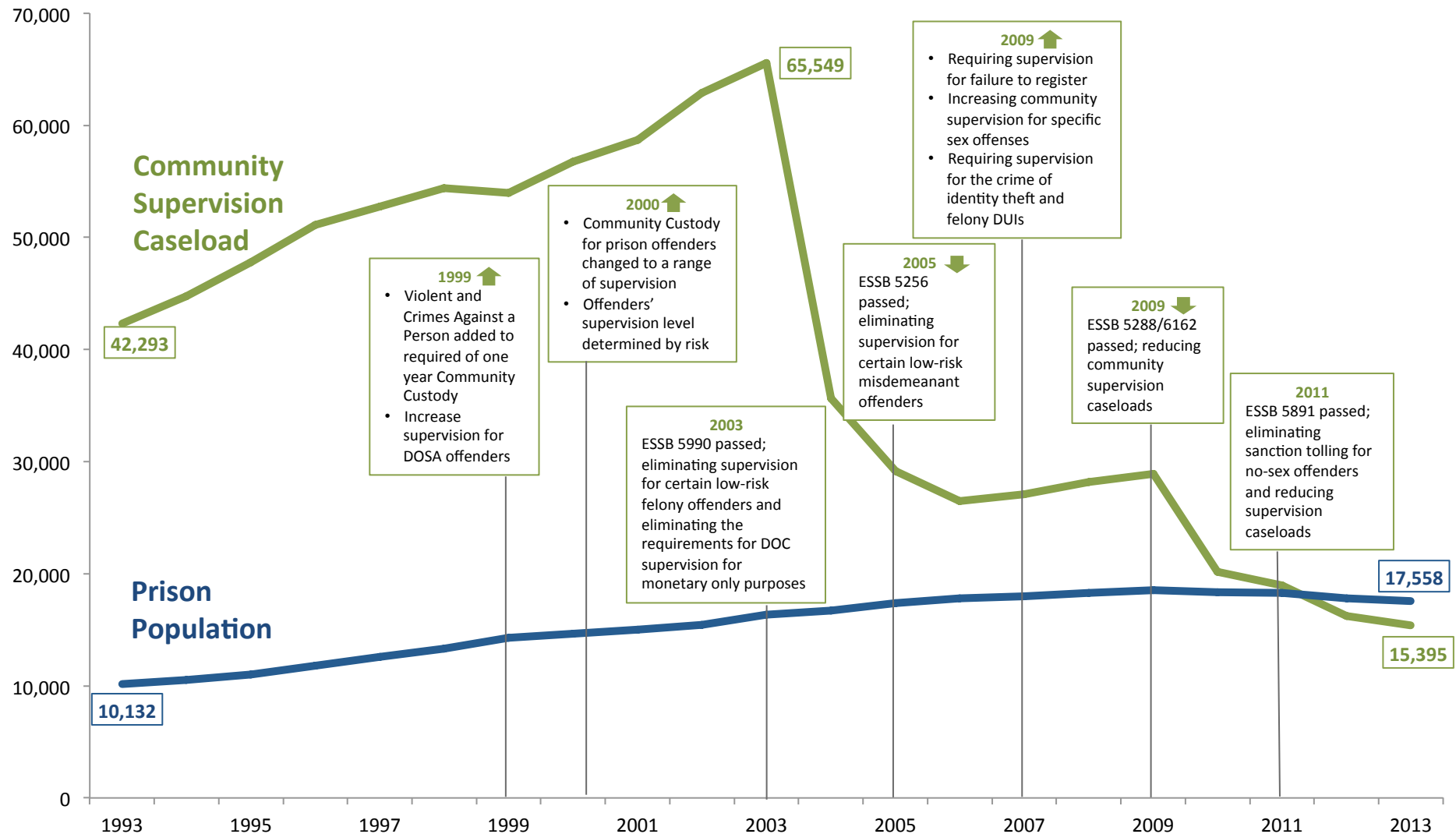
Source: Communications with Washington Department of Corrections staff.

Washington State Legislature. 56<sup>th</sup> Legislative Session. [SB 5421] *Enhancing supervision of offenders.*

Washington State Legislature. 58<sup>th</sup> Legislative Session. [SB 5990] *Changing times and supervision standards for release of offenders.*

Washington State Legislature. 61<sup>st</sup> Legislative Session. [SB 6162] *Providing for the supervision of offenders sentenced to community.*

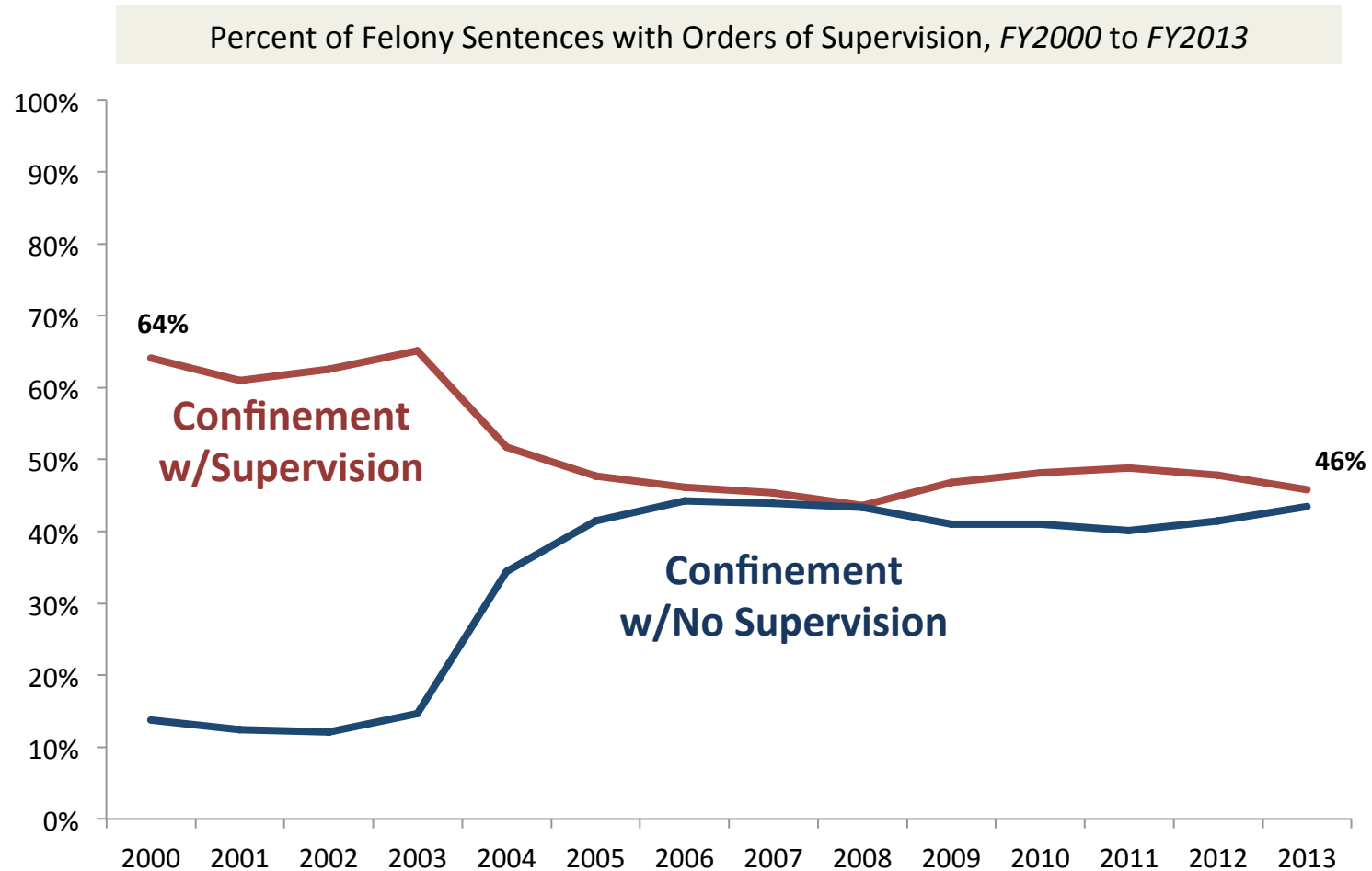
# The Supervision Population Has Increased and Decreased as a Result of the Policy Changes



Source: Washington State Department of Corrections, "Major Sentencing Changes Impacting Community Supervision Caseloads and Prison Population."



# The Percentage of Felony Sentences Including a Period of Supervision Following Confinement Has Decreased



# Issues to Analyze Prior to Next Meeting – Public Safety

## Questions About Public Safety

- What is the extent and effectiveness of current efforts to reduce recidivism, and what more could be done?
- Of those arrested for property crimes, what percentage of individuals had prior criminal history?
- How have re-arrest rates changed over time for different cohorts?
- To what extent have changes to supervision policy had an impact on public safety?

# Overview of Initial Analysis

## What is driving prison growth?

- Role of population growth and crime rates
- Impact of sentencing policies

## How to achieve greater public safety?

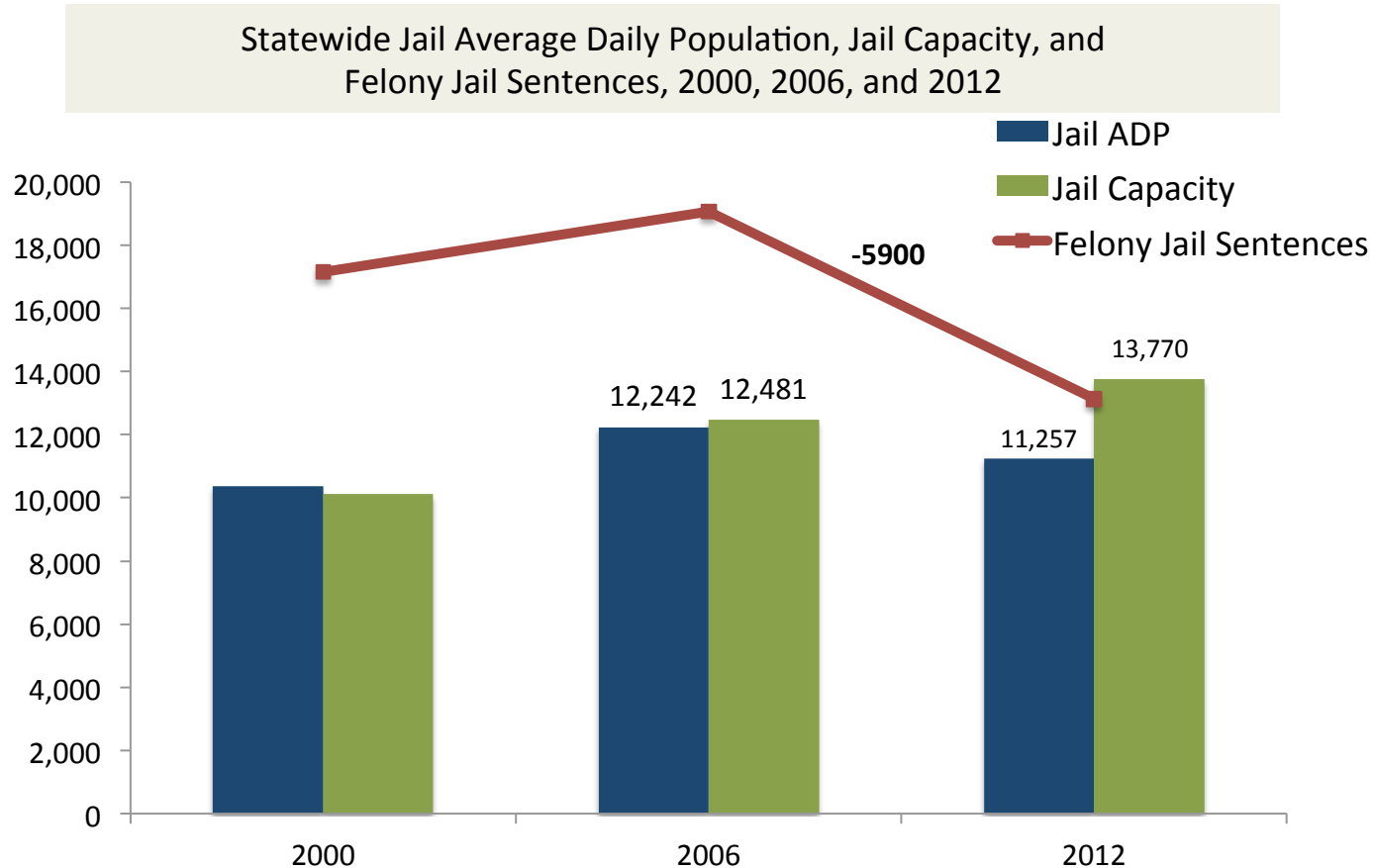
- Responding to property crime
- Continuing to reduce recidivism

## What is the local impact of state policies?

- Jail population impacts
- Outcomes of alternatives to confinement



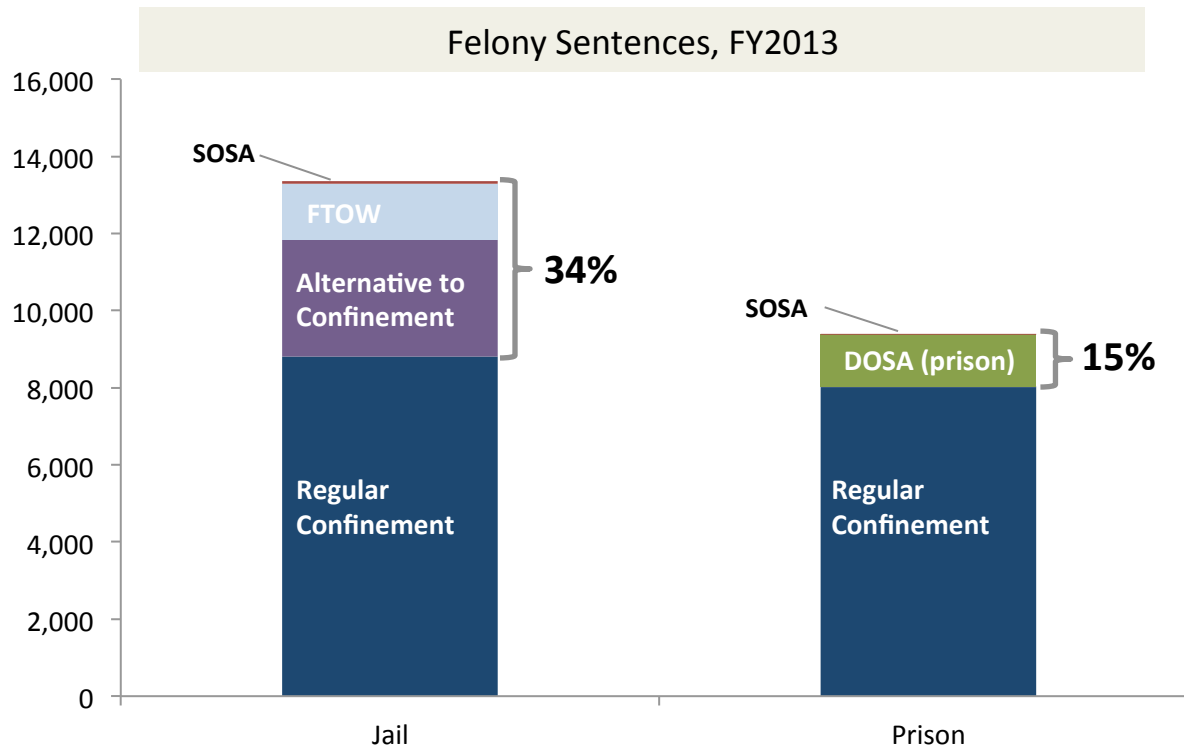
# Despite Decline in Felony Sentences to Jail, the Statewide Jail Average Daily Population has Remained Steady



Jail data are missing data from 2 counties in 2000 (San Juan and Stevens), 2 counties in 2006 (San Juan and Pend Oreille), and 1 county in 2012 (San Juan).

Source: Office of Financial Management, "Crimestats Online." Bureau of Justice Statistics, National Prisoner Statistics Program, 1978-2012.

# Over One-Third of Jail Sentences Receive an Alternative to Confinement or a Sentencing Alternative



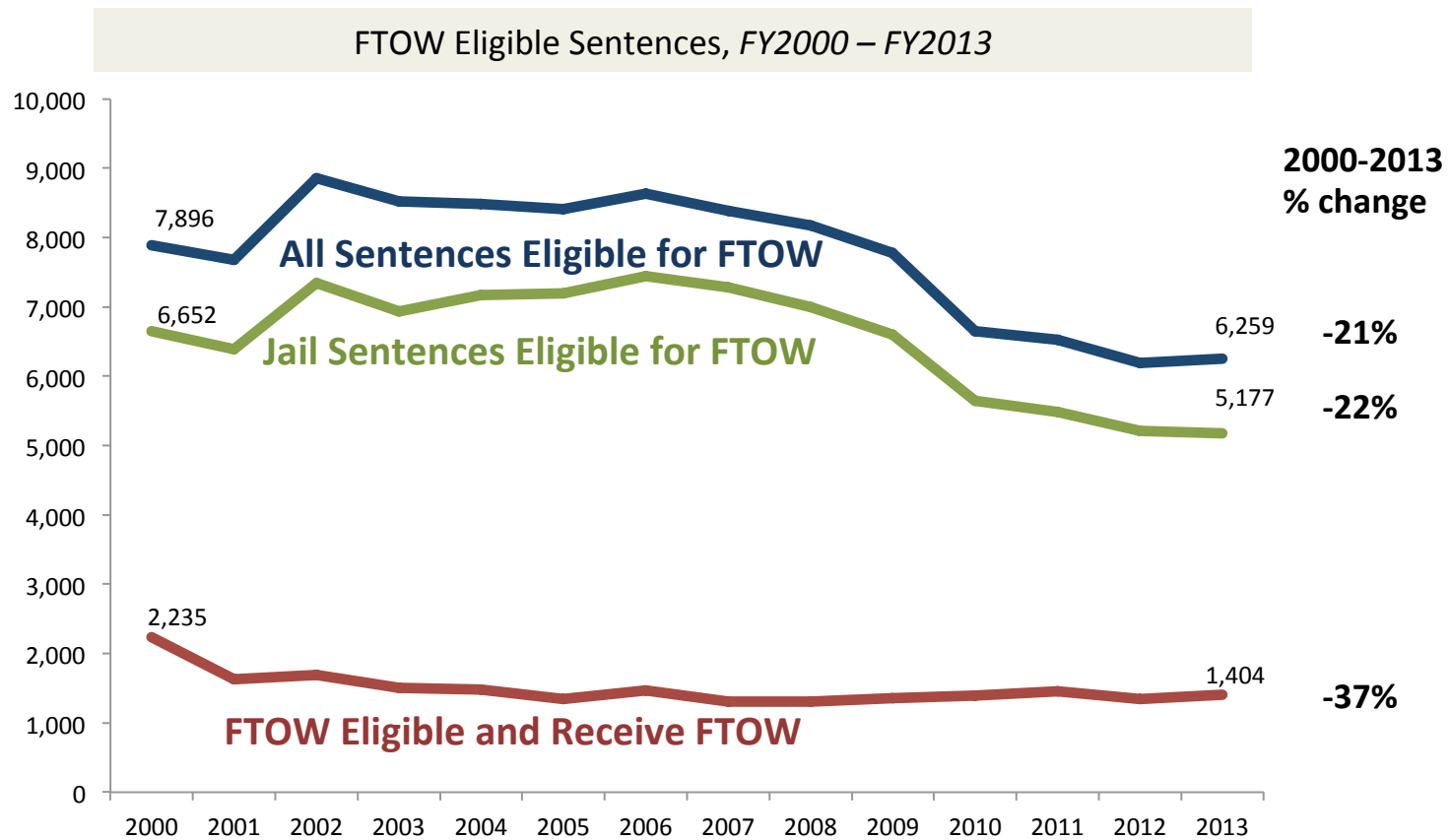
*\*First Time Offender Waiver (FTOW) sentences: standard sentence is waived with up to 90 days of confinement ordered in a county facility*

*\*DOSA (prison-based) sentences: confinement in a state facility for 1/2 the midpoint of the standard sentence range or 12 months, whichever is greater*

*\*Not included here are drug courts and other diversionary programs that occur prior to sentencing*

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Use of First Time Offender Waiver for Those Eligible Appears Low and Declining

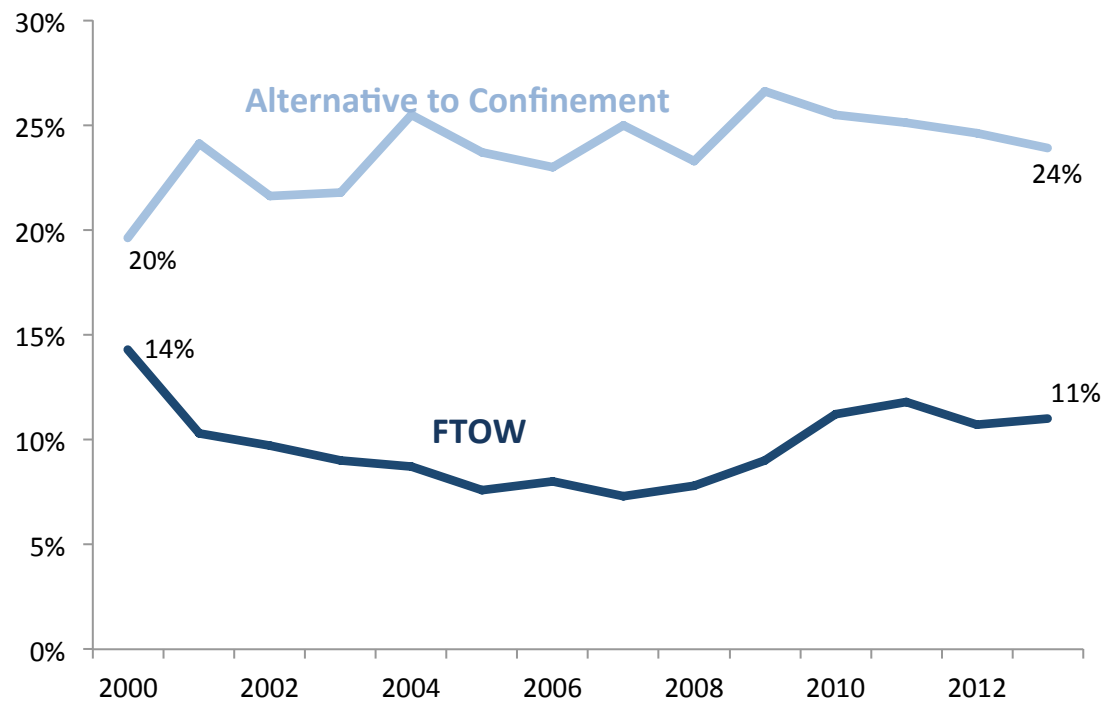


*In FY2013, 22% of eligible sentences received the FTOW compared to 28% in FY2000*

Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Alternatives to Confinement Have Increased in Proportion for the Sentenced Jail Population

Jail Sentences with First Time Offender Waiver (FTOW) or an Alternative to Confinement, FY2000-FY2013



Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Options are Available at County and State Level as Alternatives to Strict Confinement

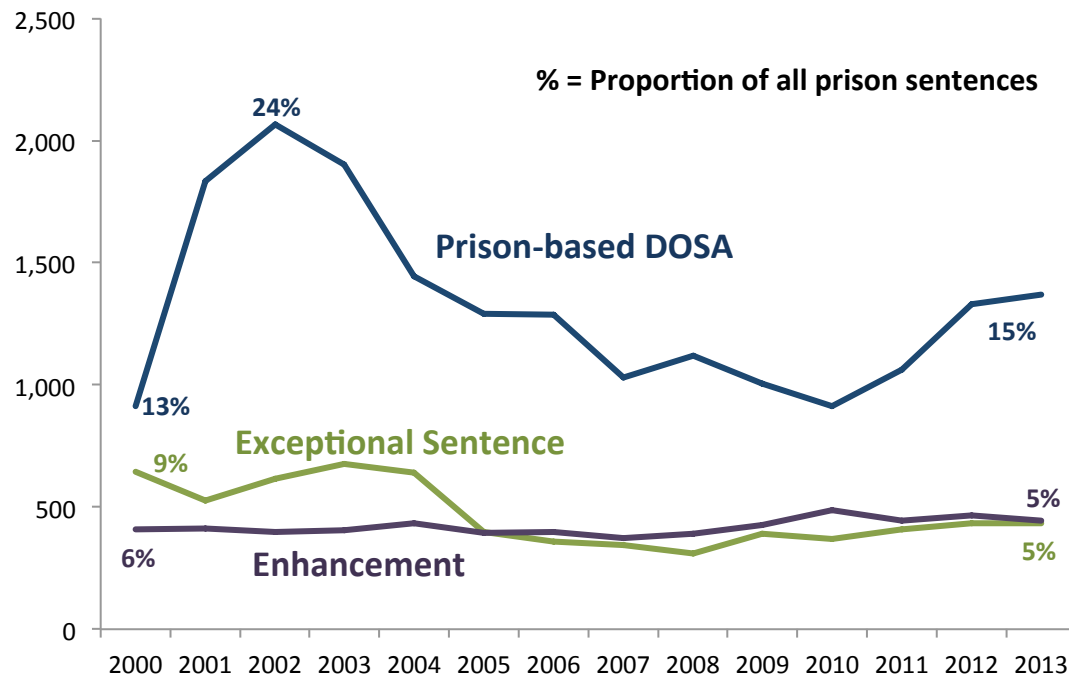
	<b>Alternatives to Confinement (also called Diversions)</b>	<b>Sentencing Alternatives</b>
<b><i>Examples include:</i></b>	Work release, home detention, work crew, Breaking the Cycle	FTOW, DOSA, Sex Offender, and Parenting Sentencing Alt
<b><i>Eligibility requirements:</i></b>	Eligibility includes any offender sentenced to jail	Eligibility is statutorily defined
<b><i>Programs involve:</i></b>	Program used as a substitute for confinement	Program generally involves shortened sentence and supervision time
<b><i>Operated by:</i></b>	County	State

Source: Washington State Sentencing Guidelines Manual, 2012, Caseload Forecast Council.  
Statistical Summary of Adult Felony Sentencing, FY2013, Caseload Forecast Council.



# The Number of DOSA Sentences Has Increased in Recent Years

Prison Sentences with Enhancements, Exceptional Sentences or a Prison-based DOSA Alternative, FY2000-FY2013

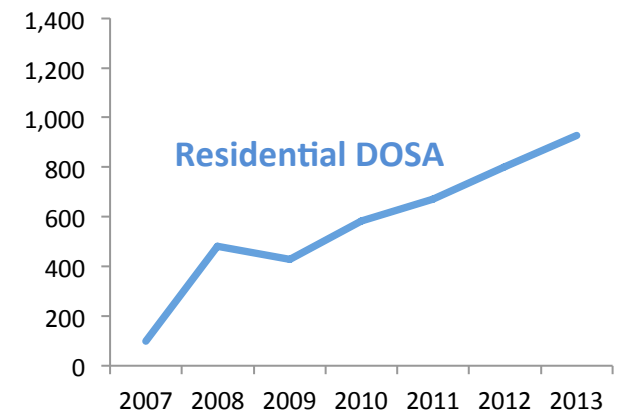


\*Enhancements include Deadly Weapon/Firearm or Sexual Motivation

Enhancements and exceptional sentences have remained flat

Eligibility for Residential DOSA includes prison-bound offenders, but the sentence is served in an inpatient treatment facility. Since being enacted in 2005, capacity and population have continued to expand.

Felony Sentences with a Residential DOSA Alternative, FY2007-FY2013



Source: Justice Center data analysis of sentencing data provided by the Caseload Forecast Council.

# Issues to Analyze Prior to Next Meeting – Local Impact

## Questions About Local Impact

- Are alternatives to jail confinement effective at reducing further criminal involvement?
- How do pretrial practices and misdemeanor jail sentences impact jail ADP?
- What is the impact of DOSA on prison and jail ADP, and how do re-arrest rates vary by type of participant? How is DOSA utilized in relation to drug courts?

# Summary of Initial Analysis

## Prison Growth

- Despite a growing state population, the number of reported crimes and arrests has declined.
- Washington's incarceration rate is below the national average and grew at a slower pace than most other states.
- The state prison population is above capacity and is projected to continue increasing by 1,461 by 2024.
- Sentences to prison have increased 11% since 2010, driven by sentences in just a handful of "high growth" cells for burglary and drug possession.
- Individuals sentenced in these "high growth" cells had higher than average offender scores.

# Summary of Initial Analysis

## Public Safety

- Washington has a persistently high property crime rate compared to the national average, with a recent spike in burglaries.
- Clearance rates for property crimes are low and in Washington appear below the national average.
- Policy changes ended supervision of property offenders and focused on higher risk drug and violent offenders.
- The percentage of felony sentences including a period of supervision has fallen from 64 to 46 percent.
- Individuals released from prison in 2006 had a much lower reconviction rate than those released in 1990, suggesting the state's efforts to reduce recidivism have been successful.

# Summary of Initial Analysis

## Local Impact

- Felony sentences to jail have declined by 22 percent since 2000.
- Jail populations statewide have not declined, but capacity has increased.
- Individuals sentenced to jail are twice as likely to receive a locally-administered alternative to confinement instead of FTOW.
- Only 22 percent of eligible individuals received FTOW.
- Use of prison-based DOSA has varied over the years, but use of residential DOSA has increased significantly.

# Typical timeline for Justice Reinvestment processes

## Phase I - Analyze Data & Develop Policy Options

### Collect and Examine Quantitative Data

- Reported crime and arrests
- Jail data
- Court sentencing
- Community custody
- Prison admissions, population and releases

### Engage Stakeholders

- Judges
- Prosecutors
- Defense Bar
- County Officials
- Behavioral Health Providers
- Victims/Advocates
- Faith-Based Leaders
- Law Enforcement

**Develop and present a comprehensive analysis of the state's criminal justice system**

**Develop a framework of policy options that together would increase public safety and reduce/avert taxpayer spending**

**6 to 9 months**

**2 to 3 months**



# Thank You

**Karen Chung, Policy Analyst**

[kchung@csg.org](mailto:kchung@csg.org)

[csgjusticecenter.org/subscribe](http://csgjusticecenter.org/subscribe)

**JUSTICE★CENTER**  
THE COUNCIL OF STATE GOVERNMENTS

This material was prepared for the State of Washington. The presentation was developed by members of the Council of State Governments Justice Center staff. Because presentations are not subject to the same rigorous review process as other printed materials, the statements made reflect the views of the authors, and should not be considered the official position of the Justice Center, the members of the Council of State Governments, or the funding agency supporting the work.

This project was supported by Grant No. 2013-ZB-BX-K002 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Department of Justice's Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the SMART Office. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.