CSG | Justice Center
THE COUNCIL OF STATE GOVERNMENTS

Justice Reinvestment Initiative
New Hampshire

New Hampshire's Justice Reinvestment Initiative Phase II Preliminary Findings

February 15, 2023

Overview

The CSG Justice Center's Justice Reinvestment Core Team in New Hampshire

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Justice Reinvestment Initiative

A data-driven approach to improve public safety, reduce corrections and related criminal justice spending, and reinvest savings in strategies that can decrease crime and reduce recidivism

The Justice Reinvestment Initiative is supported and funded by the U.S. Department of Justice's Office of Justice Programs' Bureau of Justice Assistance (BJA), The Pew Charitable Trusts, and Arnold Ventures.

Overview

New Hampshire Phase II

Extended analysis of state prison data and behavioral health-related Medicaid claims; technical assistance for implementing administrative policies recommended in Phase I

Goals

1. Expand the Phase I data match between the state corrections population, Medicaid, and the county jails.
2. Conduct intensive stakeholder engagement.
3. Support New Hampshire in the development of stabilization centers.
4. Support DHHS and the county jails in increasing care coordination.
5. Work with stakeholders on data coordination and monitoring outcomes.

Phase II Update

The Crisis Receiving Center (CRC) Technical Assistance group began meeting. CSG Justice Center staff met with both Community Mental Health Centers opening CRCs.

The Working Group members were convened for the first meeting on February 13.

Phase II Implementation Working Group

A smaller **implementation working group** composed of agency staff and appointed by state leaders is being established to discuss and direct progress in implementing administrative policies from Phase I.

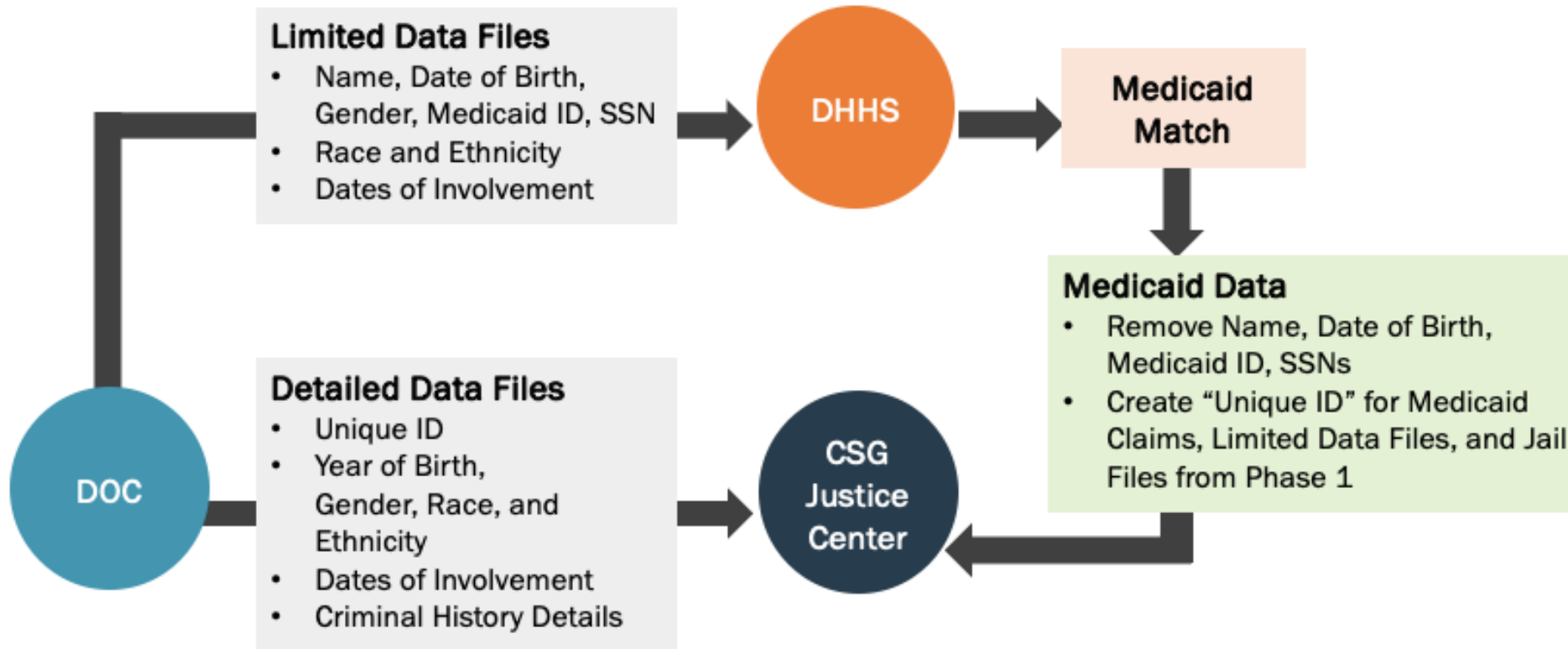| County Corrections	Community Mental Health Centers	Department of Health and Human Services
Hospital Association	Department of Corrections	Law Enforcement
Community Supervision	Housing	Court System

Overview

1 Introduction

2 Technical Assistance Update

3 Prison Analysis

4 Prison High Utilizers

5 Next Steps

Data Submission and Matching Process

Limited Data Files
- Name, Date of Birth, Gender, Medicaid ID, SSN
- Race and Ethnicity
- Dates of Involvement

DHHS

Medicaid Match

Medicaid Data
- Remove Name, Date of Birth, Medicaid ID, SSNs
- Create "Unique ID" for Medicaid Claims, Limited Data Files, and Jail Files from Phase 1

DOC

Detailed Data Files
- Unique ID
- Year of Birth, Gender, Race, and Ethnicity
- Dates of Involvement
- Criminal History Details

CSG Justice Center

Summary of NH DOC Data Provided (FY2014–FY2023)

| Files	
State Prison Monthly Population Snapshots*	Earned Time Credit
State Prison Admissions*	Disciplinary Reports
State Prison Releases*	Programming
Parole/Probation Monthly Population Snapshots*	Mental Health/Substance Use Disorder Alerts
Parole/Probation Admissions*	Probation and Parole Violations
Parole/Probation Releases*	

Two file versions: Limited file required for DHHS to conduct the Medicaid match and detailed file for the CSG Justice Center analysis

Notable Reductions in the State Prison Population

From FY2014 to FY2023, the NH state prison system saw decreases in the average monthly state prison population, admissions, and releases.
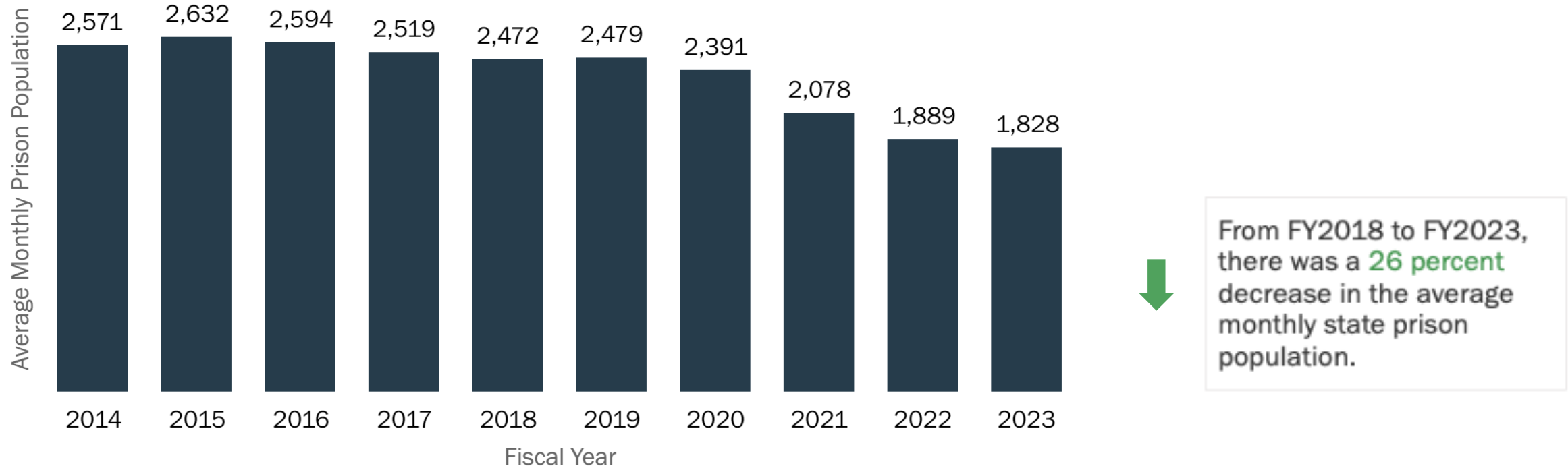
These trends may be partially attributed to the impacts of COVID-19.

Average Monthly State Prison Population, Admissions and Releases, FY2014–FY2023
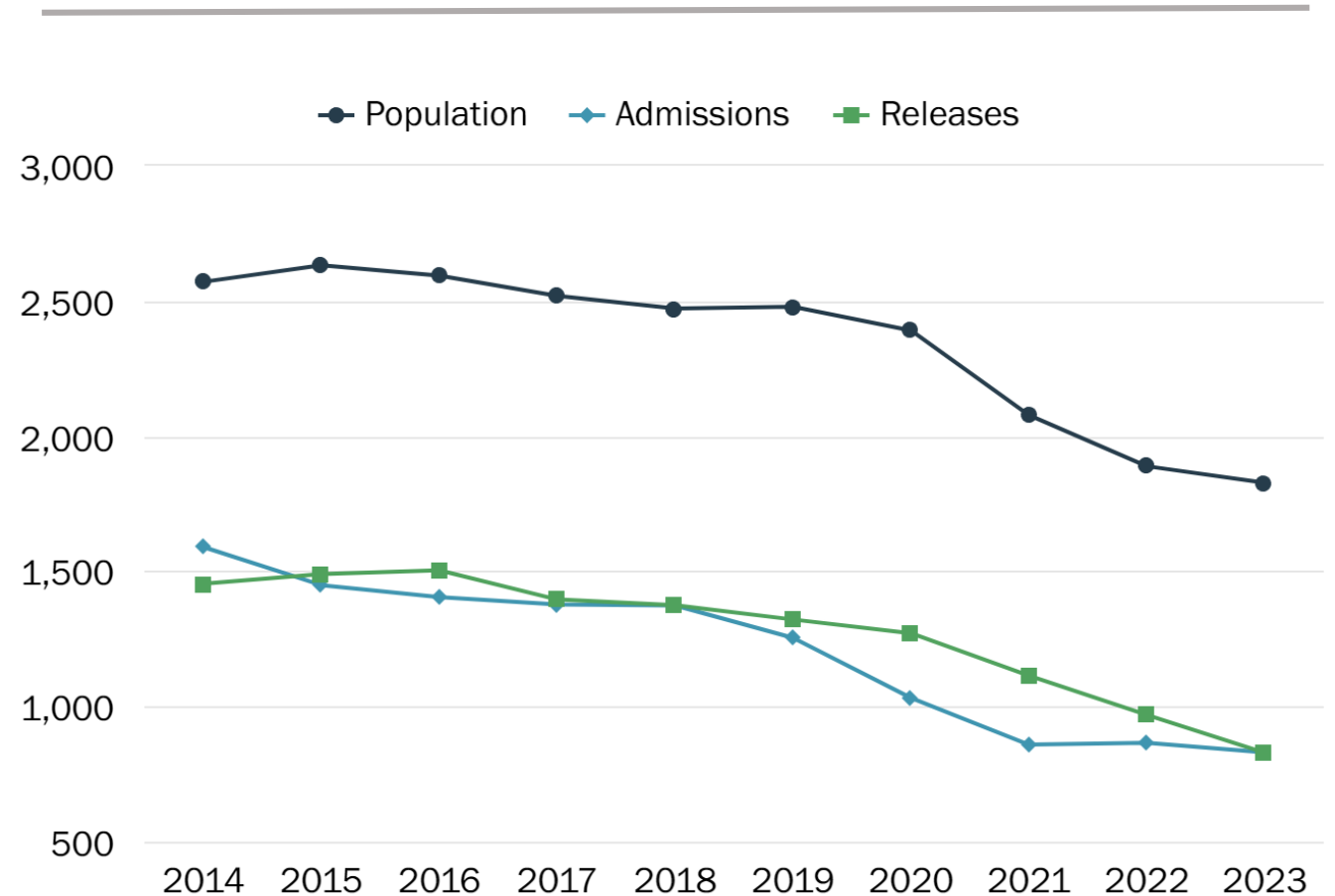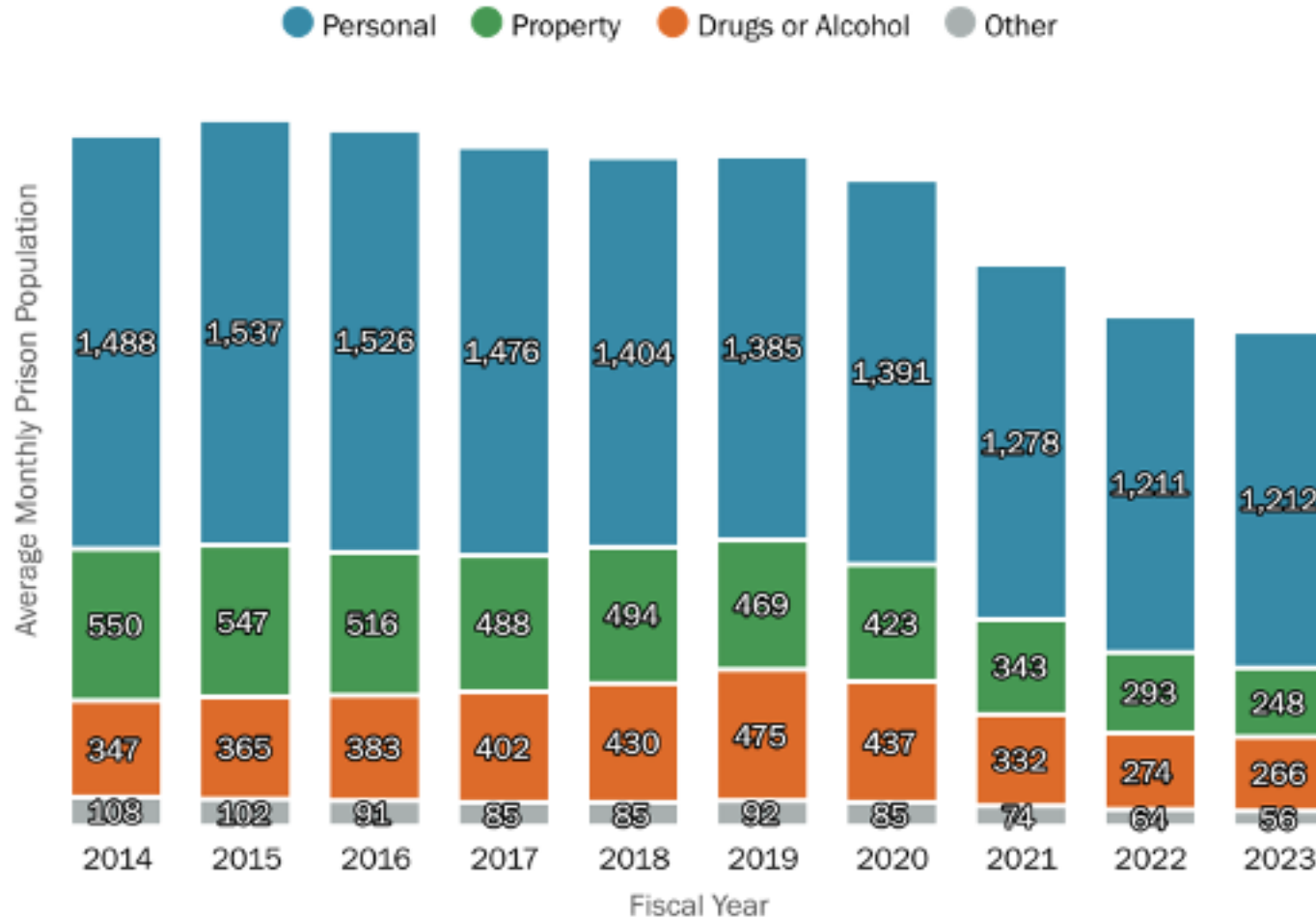
The average monthly state prison population decreased 29 percent from FY2014 to FY2023.

Average Monthly State Prison Population, FY2014–FY2023

Average Monthly Prison Population

Fiscal Year	Value
2014	2,571
2015	2,632
2016	2,594
2017	2,519
2018	2,472
2019	2,479
2020	2,391
2021	2,078
2022	1,889
2023	1,828

From FY2018 to FY2023, there was a 26 percent decrease in the average monthly state prison population.

Source: CSG Justice Center analysis of New Hampshire DOC data from December 2023 to June 2024.

Average Monthly State Prison Population by Controlling Offense, FY2014–FY2023

Legend: Personal, Property, Drugs or Alcohol, Other

Fiscal Year	Personal	Property	Drugs or Alcohol	Other
2014	1,488	550	347	108
2015	1,537	547	365	102
2016	1,526	516	383	91
2017	1,476	488	402	85
2018	1,404	494	430	85
2019	1,385	469	475	92
2020	1,391	423	437	85
2021	1,278	343	332	74
2022	1,211	293	274	64
2023	1,212	248	266	56

Controlling Offense: The primary offense or the most serious charge that is responsible for a person's incarceration.

There were decreases in the average monthly state prison population for every controlling offense type from FY2014 to FY2023.

↓ **-19% Decrease**
Average Number of People in Prison for Personal Controlling Offenses

↓ **-55% Decrease**
Average Number of People in Prison for Property Controlling Offenses

↓ **-23% Decrease**
Average Number of People in Prison for Drug or Alcohol Controlling Offenses

Distribution of the Average Monthly State Prison Population by Controlling Offense, FY2014–FY2023

● Personal ● Property ● Drugs or Alcohol ● Other
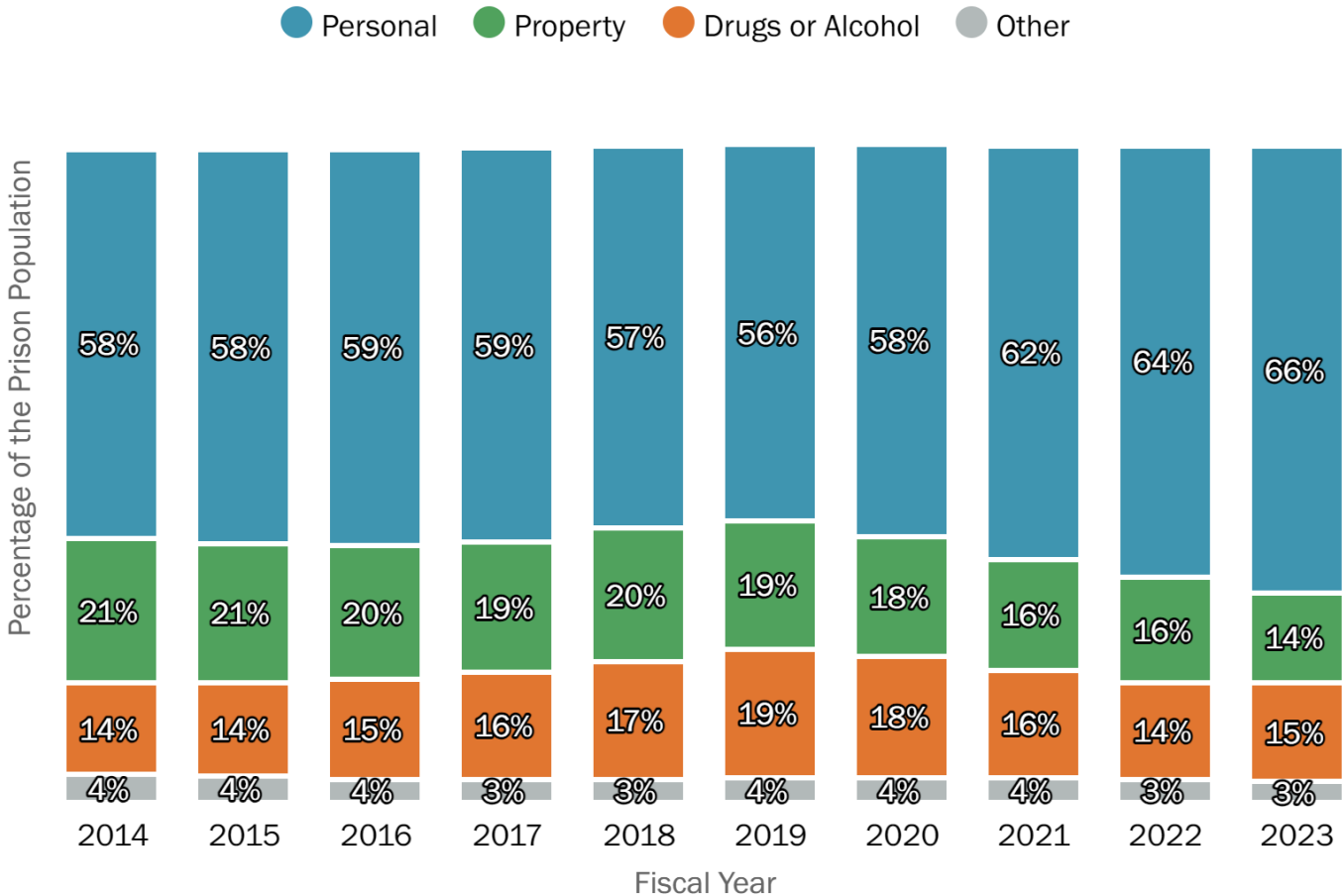
The composition of the state prison population is shifting more toward a population serving time for personal controlling offenses.

Next Steps to Better Understand State Prison Population Trends

1 Continue to analyze the reasons behind increasing proportion of people in state prison for personal controlling offenses.

- Lengths of stay and the nature of personal controlling offenses.

- Decreases in property and drug or alcohol crimes.

- Impact on prison turnover and capacity.

- Policies that impact public safety.

2 Analyze drug and alcohol alternative measures through stakeholder engagement.

The CSG Justice Center created a substance use disorder (SUD) flag based on certain criteria.

Tracking of mental health and substance use disorder exists in NH prisons but was not able to be shared as it is maintained in electronic health records, externally to the offender management system.

Someone was flagged for having an SUD if they had one of the following:

1 Had at least one drug or alcohol controlling offense between FY2014 and FY2023.

**2** Had at least one enrollment in an SUD-related program between FY2014 and FY2023.

3 Had at least one state prison alert for SUDs between FY2014 and FY2023.

4 Had at least one disciplinary report for drugs or alcohol between FY2014 and FY2023.

The creation of an SUD flag revealed that 59 percent of the prison population in FY2023 had a history of SUD between FY2014 and FY2023, however, this is likely a low estimate.
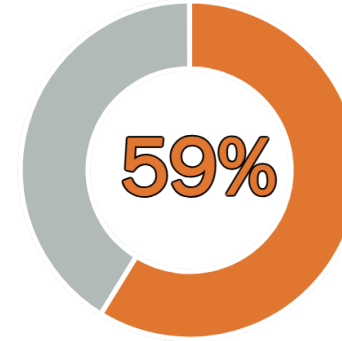
15%
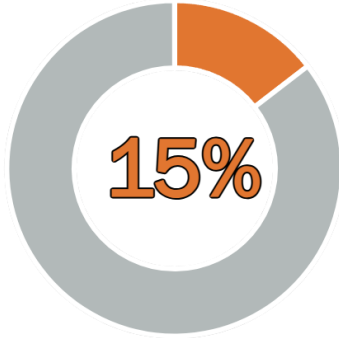
Drug or Alcohol Controlling Offense

Percentage of Average Monthly State Prison Population in FY2023

SUD Flag:
Drug or alcohol controlling offense
Drug or alcohol disciplinary report
SUD prison alert
SUD program enrollment

59%

Substance Use Disorder Flag

Percentage of Average Monthly State Prison Population in FY2023

This reveals that a substantial portion of the state prison population is affected by SUDs, which a controlling offense analysis might overlook.

This data does not account for concurrent lower-level drug offenses, often omitted in primary offense records.

After incorporating SUD flags, the proportion of people in prison jumps from 15 percent to 59 percent.
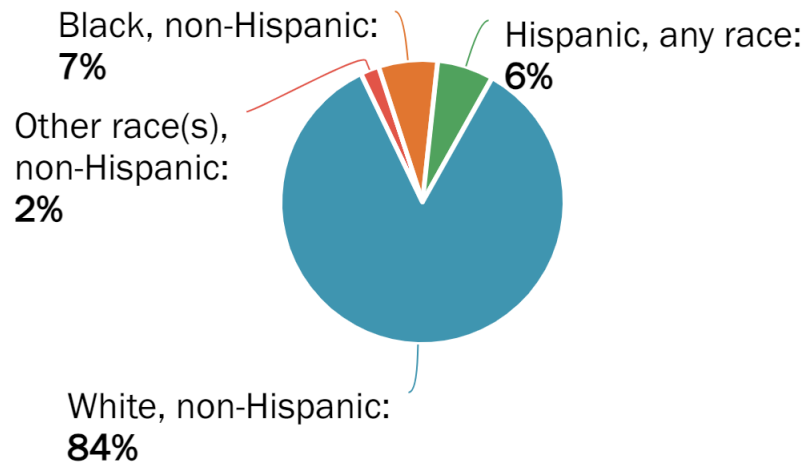
Likely still a low estimate due to missing data in state prison alerts and state prison program enrollments.

Source: CSG Justice Center analysis of New Hampshire DOC data from December 2023 to June 2024.

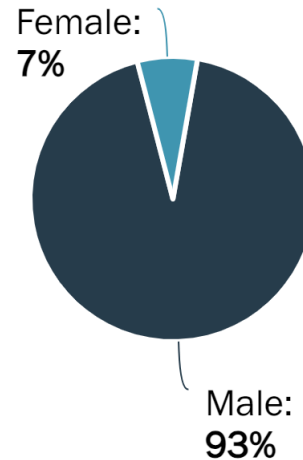The Council of State Governments Justice Center | 18

Most of the average monthly state prison population in FY2023 was White, male, and over the age of 24.

Distribution of the Average State Monthly Prison Population by Demographic in FY2023

Race and Ethnicity

Black, non-Hispanic: **7%**
Other race(s), non-Hispanic: **2%**
Hispanic, any race: **6%**
White, non-Hispanic: **84%**

Gender

Female: **7%**
Male: **93%**

Age Category

55+: **23%**
18 to 24: **3%**
25 to 34: **26%**
45 to 54: **18%**
35 to 44: **29%**
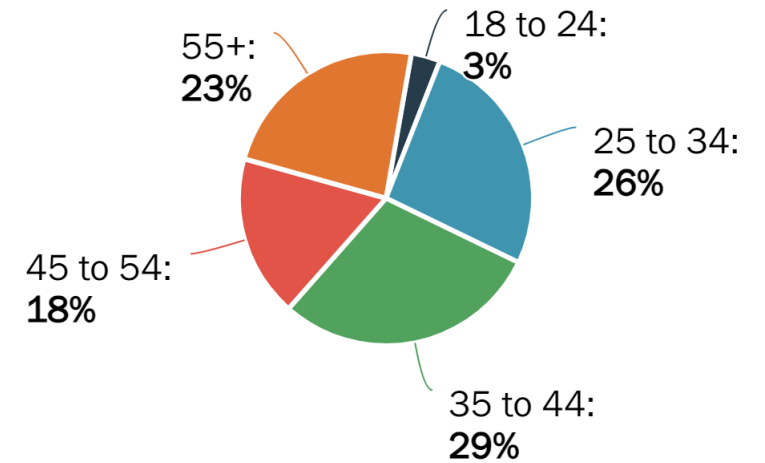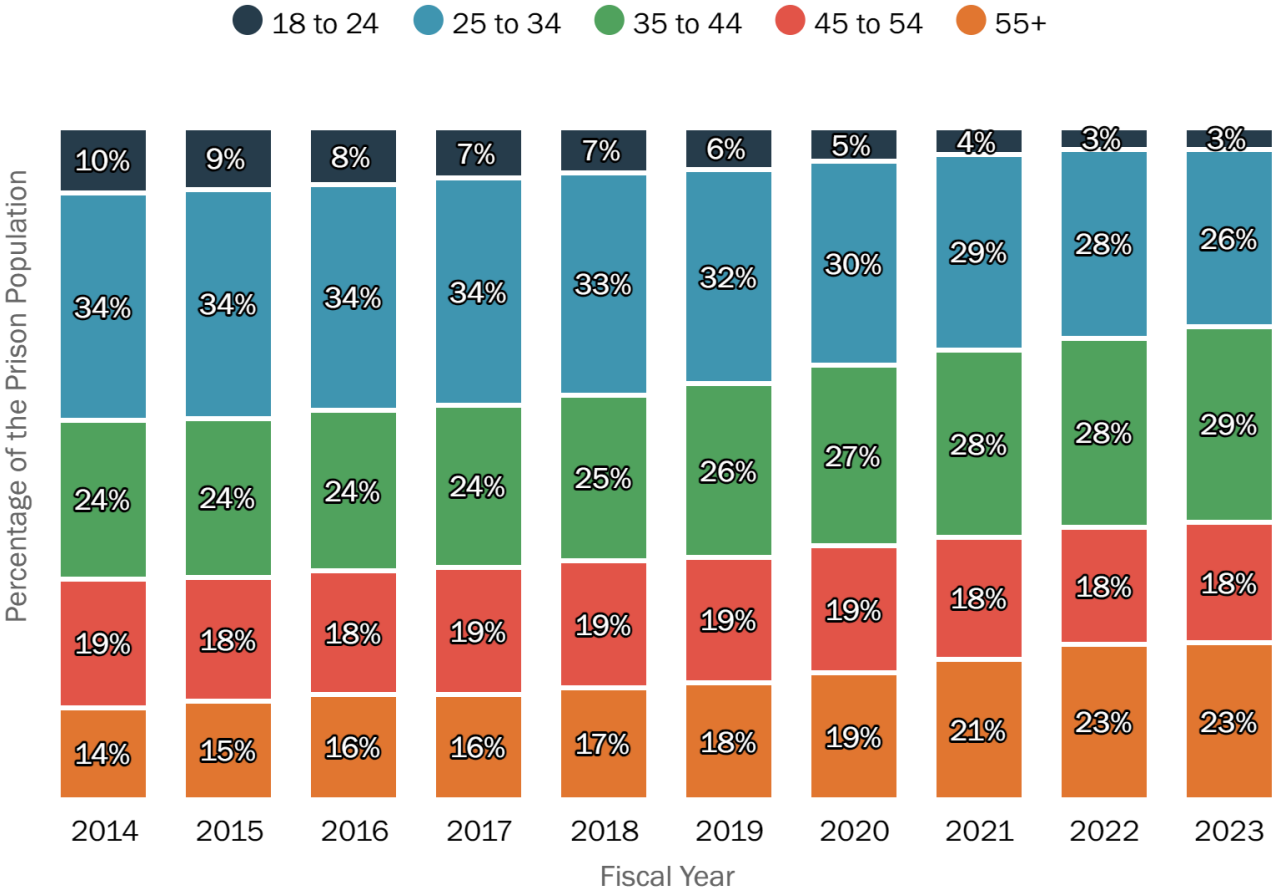
New Hampshire state prisons experienced an aging trend between FY2014 and FY2023.

Average Distribution of the State Prison Population by Age, FY2014–FY2023

● 18 to 24　　● 25 to 34　　● 35 to 44　　● 45 to 54　　● 55+

Percentage of the Prison Population

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
18 to 24	10%	9%	8%	7%	7%	6%	5%	4%	3%	3%
25 to 34	34%	34%	34%	34%	33%	32%	30%	29%	28%	26%
35 to 44	24%	24%	24%	24%	25%	26%	27%	28%	28%	29%
45 to 54	19%	18%	18%	19%	19%	19%	19%	18%	18%	18%
55+	14%	15%	16%	16%	17%	18%	19%	21%	23%	23%

Fiscal Year

In FY2023, **23 percent** of the average monthly prison population was 55 years or older.

⬆ 64 percent increase from 10 years ago.

Caring for an Aging Population

Aging Impact: Older individuals in state prison often face unique challenges related to physical and mental health. As the population ages, health care needs and associated costs will increase.

Health Care Costs: According to the NH DOC Annual Report in 2021, people 60 years and older had an average of $3,663.36 in medical costs per person, compared to $1,420.34 per person for people 20 to 29 years old.

People in State Prison with Hepatitis C: Although older people on average have higher medical costs, certain expensive medical conditions, like Hepatitis C, also contribute greatly to health care expenditures. Treatments for such conditions are costly, and when younger people require them, it can offset the general trend of higher costs being primarily due to older people.

NH had higher racial and ethnic incarceration disparities than the nation in 2022.

Black, non-Hispanic People

Black, non-Hispanic people were incarcerated at

4.9x the rate of White, non-Hispanic people in state prisons nationally and

5.7x the rate of White, non-Hispanic people in New Hampshire state prisons.

Hispanic People (Any Race)

Hispanic people (any race) were incarcerated at

1.4x the rate of White, non-Hispanic people in state prisons nationally and

1.9x the rate of White, non-Hispanic people in New Hampshire state prisons.

* 2022 is the most recent publicly available data on persons in state and federal prisons.

Disparities in NH State Prisons 2022

Accounting for Population Sizes in the Community

White, non-Hispanic People	**Hispanic People (Any Race)**	**Black, non-Hispanic People**
For every 10,000 White people in the community, there were 15.8 White people in NH state prisons.	For every 10,000 Hispanic people in the community, there were 30.5 Hispanic people in NH state prisons.	For every 10,000 Black people in the community, there were 90.0 Black people in NH state prisons.

* 2022 is the most recent publicly available data on people in state and federal prisons.

Why This Matters

Despite the majority white population in New Hampshire, the incarceration rates reveal large racial and ethnic disparities, with Black and Hispanic individuals being disproportionately represented in state prison relative to their population sizes in the community.

Similar disparities were found in the New Hampshire county jails. In 2020, Black individuals were 6.2 times more likely and Hispanic individuals 2 times more likely to be incarcerated in county jail compared to White individuals, when accounting for their population sizes in the community.

These findings suggest a need to address and rectify these imbalances with a better understanding of what contributes to disparities.

State prison admissions decreased 48 percent from FY2014 to FY2023.

State Prison Admissions, FY2014–FY2023
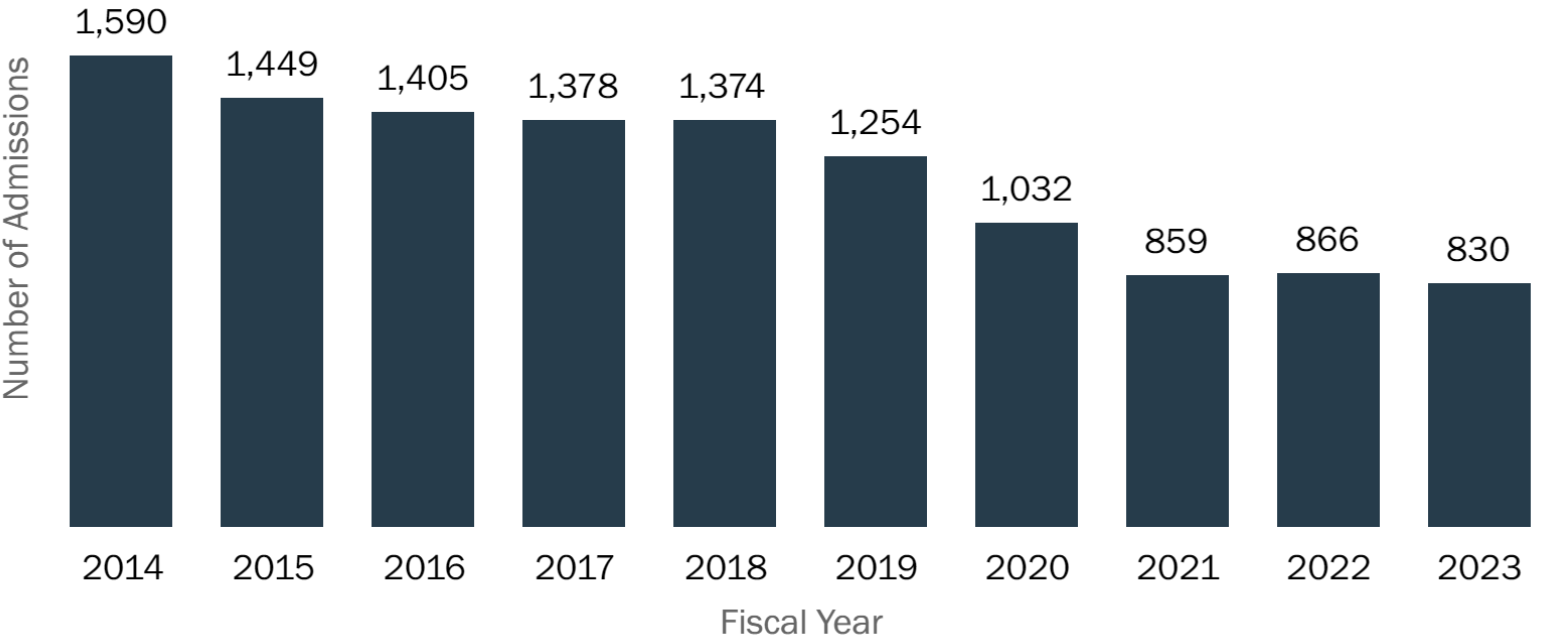
From FY2018 to FY2023, there was a 40 percent decrease in state prison admissions.

State prison admissions decreased across admission types from FY2014 to FY2023, but parole revocations are still driving most admissions. Forthcoming analysis will focus on revocation rates.

*Forthcoming Analysis on Parole Revocation Rates

Additional analysis will explore revocation rate, comparing the volume of revocations to the total parole supervision population, as well as exits from parole supervision, to provide a comprehensive view.

State Prison Admissions by Admission Type, FY2014–FY2023

Legend:
- Probation Revocation
- Parole Revocation
- New Court Sentencing
- New Court Sentencing (With Previous Record)
- Other

Fiscal Year	Other	New Court Sentencing (With Previous Record)	New Court Sentencing	Parole Revocation	Probation Revocation
2014	173	357	283	579	198
2015	177	295	229	565	183
2016	152	281	207	590	175
2017	128	266	215	595	174
2018	144	247	224	616	143
2019	85	227	191	600	151
2020	55	146	134	596	101
2021	48	124	104	507	76
2022	17	139	160	480	70
2023	34	149	154	427	66

We will continue to explore what contributes to parole success through additional data analysis and extensive stakeholder engagement.

Although admissions have decreased, parole revocations have remained a substantial contributor to New Hampshire's state prison admissions.

Strategies should be explored to enhance support for people on parole, aiming to reduce revocations through successful reintegration.

Active engagement with the parole board and field services is underway to better understand what contributes to parole success.

State Prison Admissions by Controlling Offense, FY2014–FY2023

Legend: ● Personal ● Property ● Drugs or Alcohol ● Other

Number of Admissions / Fiscal Year

Fiscal Year	Personal	Property	Drugs or Alcohol	Other
2014	575	488	311	95
2015	463	460	321	97
2016	500	413	336	71
2017	490	425	360	60
2018	478	426	365	69
2019	426	366	377	58
2020	425	291	255	46
2021	342	240	219	52
2022	385	216	202	45
2023	374	178	189	58
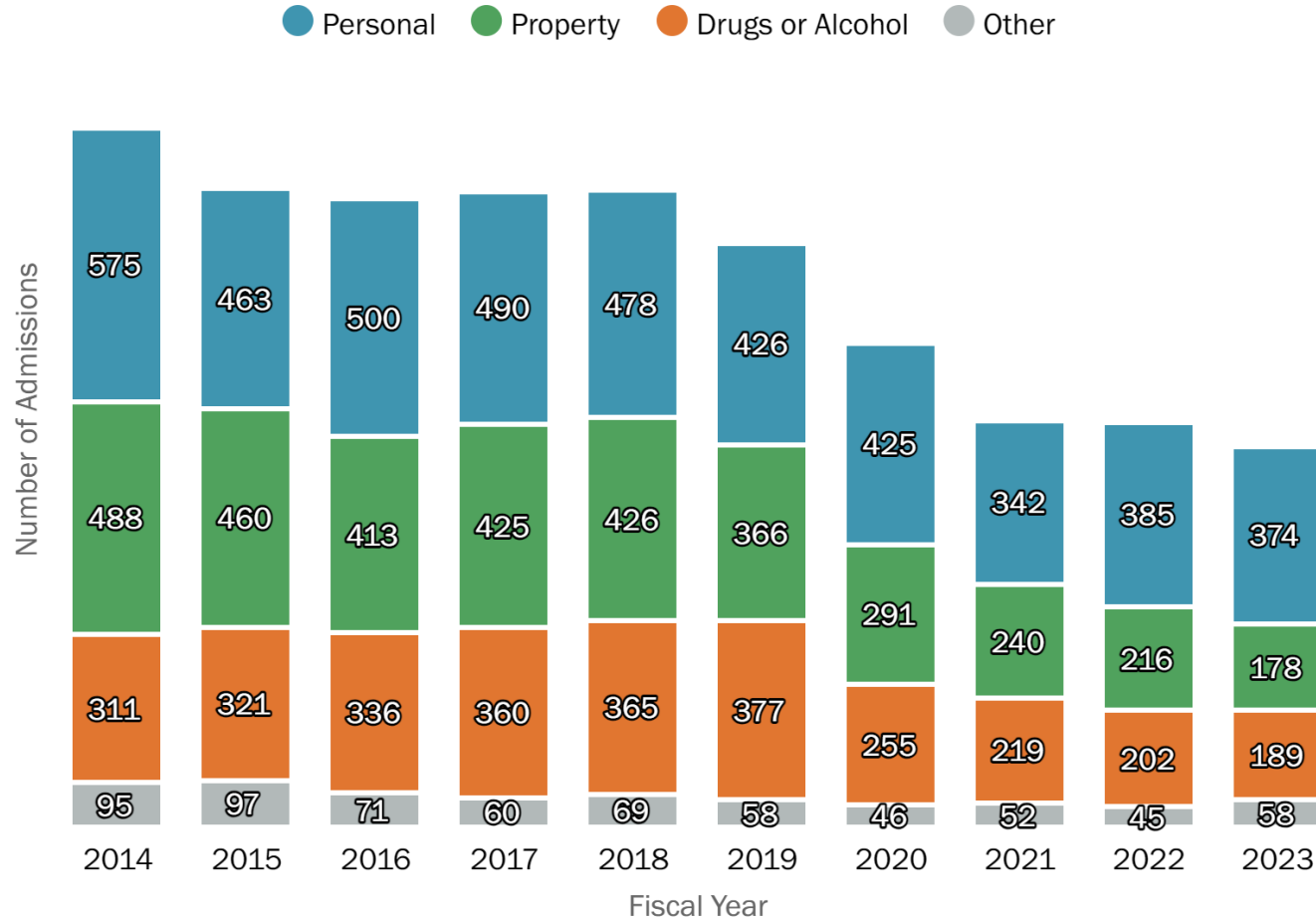
There were decreases in state prison admissions for every controlling offense type from FY2014 to FY2023.

↓ -35% Decrease
Personal Controlling Offenses

↓ -63% Decrease
Property Controlling Offenses

↓ -39% Decrease
Drug or Alcohol Controlling Offenses

70 percent of people and 77 percent of admissions linked to at least one mental health or substance use disorder (MH or SUD) flag* between FY2014 and FY2023.

Percentage of People Admitted to Prison and Percentage of Prison Admissions Linked to at Least One MH or SUD Flag, FY2014-FY2023
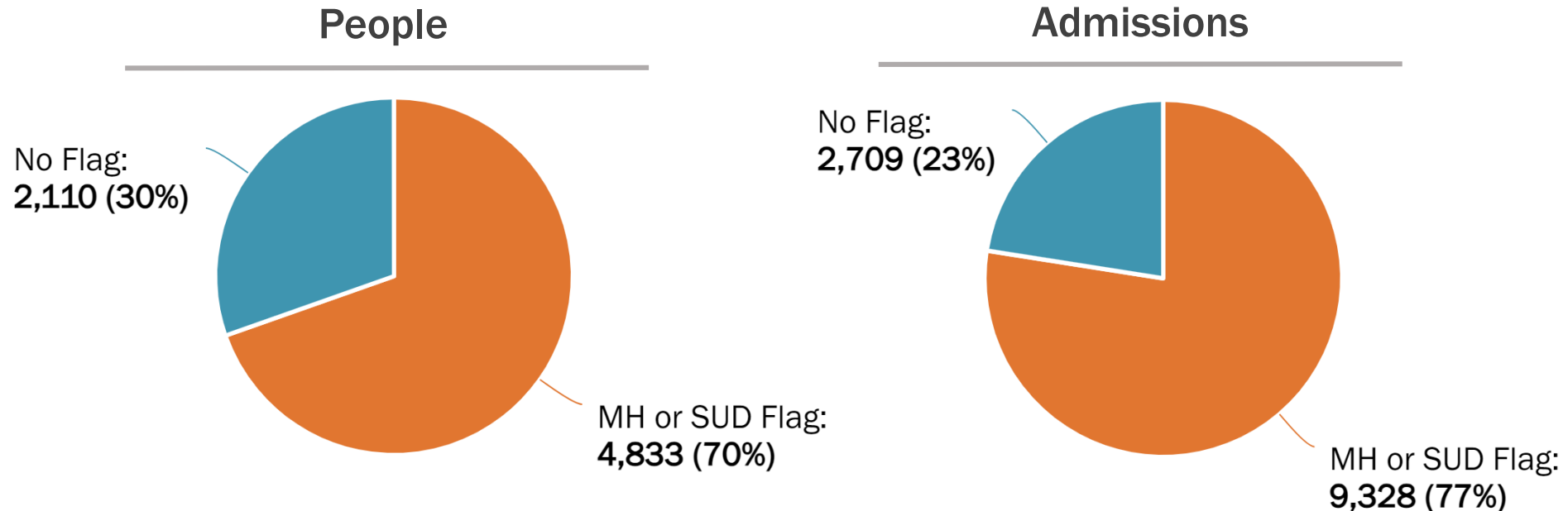
People

No Flag:
2,110 (30%)

MH or SUD Flag:
4,833 (70%)

Admissions

No Flag:
2,709 (23%)

MH or SUD Flag:
9,328 (77%)

*Mental health or substance use disorder flag includes:
- Drug or alcohol-related controlling offense, drug or alcohol-related disciplinary report or prison alert
- Mental health-related prison alert
- Enrollment in a drug, alcohol, or mental health-related program, including earned time credit programs

Source: CSG Justice Center analysis of New Hampshire DOC data from December 2023 to June 2024.

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Why This Matters

The large proportion of people admitted to state prison with MH or SUD flags indicates the underlying needs of the state prison population and the behavioral health dynamics at play.

This reinforces the assumption stakeholders have made that there is a strong tie between mental health, substance use disorder, and involvement in the criminal justice system within New Hampshire.

As more is uncovered, the questions we should be asking are how can we better serve this population, and what other interventions can be implemented to reduce these proportions?

Summary

Declining State Prison Populations, Admissions, and Releases

From FY2014 to FY2023, the state prison system saw a notable reduction in average monthly state prison population numbers, admissions, and releases, indicating shifting correctional patterns.

An Aging State Prison Population

The state prison population is getting older, which poses unique challenges due to increased health care needs and associated costs.

Parole Impacts

Parole revocations accounted for 51 percent of prison admissions in FY2023, indicating a need for additional analysis on parole revocation rates and stakeholder engagement about the parole system.

High Prevalence of MH and SUD Flags

77 percent of state prison admissions were linked to people with mental health or substance use disorder flags between FY2014 and FY2023, highlighting the need for targeted behavioral health interventions.

Source: CSG Justice Center analysis of New Hampshire DOC data from December 2023 to June 2024.

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4 Prison High Utilizers

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People who were High Utilizers (HU) Definitions

County Jail High Utilizers

People who entered county jail 4 or more times in any of the 9 participating county jails (Belknap, Carroll, Cheshire, Coos, Hillsborough, Merrimack, Rockingham, Strafford, Sullivan) from FY2019 to FY2021.

County jail sentences are usually 365 days or less.

State Prison High Utilizers

People who entered state prison 3 or more times to any of the NH state prisons (NH State Prison for Men, Northern NH Correctional Facility, Community Corrections, NH State Prison for Women) from FY2014 to FY2023.

State prison sentences are more than 365 days.

People Who Were State Prison High Utilizers from FY2014 to FY2023

1 out of 6 People Admitted to Prison

were state prison high utilizers from FY2014 to FY2023

1 out of 3 Admissions

were by people who were state prison high utilizers from FY2014 to FY2023

1,161

Number of People who were State Prison High Utilizers

4,281

Number of Admissions by People who were State Prison High Utilizers

3–9

Number of Admissions per People who were State Prison High Utilizers

4

Median Number of Admissions per Person who was a State Prison High Utilizer

Length of stay analysis is in process.

State Prison Non-High Utilizers
Number of People = 5,493

State Prison High Utilizers
Number of People = 1,161

Prison Admissions
Percent of All Admissions

61%	39%

People who are prison high utilizers accounted for an average of **39 percent** of all prison admissions between FY2014 and FY2023.

Parole Revocations
Percent of All Admissions

41%	59%

People who were prison high utilizers accounted for an average of **59 percent** of all prison admissions due to parole revocations between FY2014 and FY2023.

New Court Sentences
Percent of All Admissions

86%	14%

People who are prison high utilizers accounted for an average of **14 percent** of all prison admissions due to new court sentences between FY2014 and FY2023.

Drug or Alcohol Controlling Offenses
Percent of All Admissions

60%	40%

People who are prison high utilizers accounted for an average of **40 percent** of all prison admissions due to drug and alcohol controlling offenses between FY2014 and FY2023.

People who were state prison high utilizers were 1.4 times more likely to have an MH or SUD flag compared to non-high utilizers.

Non-High Utilizers
Percentage of State Prison non-High Utilizers with an MH or SUD Flag at Any Time, FY2014–FY2023

65%
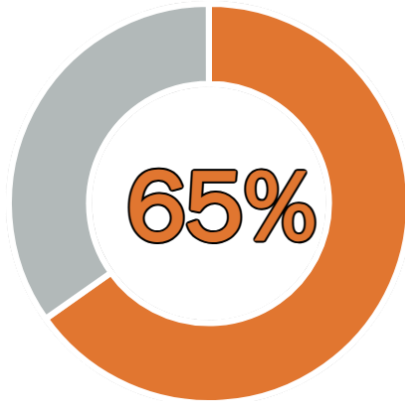
State Prison High Utilizers
Percentage of Prison High Utilizers with an MH or SUD Flag at Any Time, FY2014–FY2023

92%
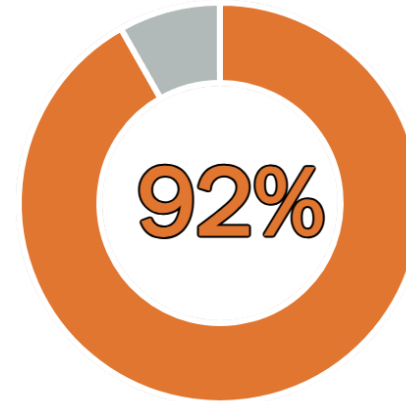
State Prison High Utilizer Summary

Preliminary findings indicate that this group has substantial needs and could benefit from increased support aimed at addressing their underlying needs, ultimately aiming to mitigate their risk of reoffending.

1. Had a Cycle of Reentry

1 out of 6 people were prison high utilizers but they accounted for 1 out of 3 prison admissions from FY2014 to FY2023.

2. Were Primary Contributors of Admissions due to Parole Revocations

People who were high utilizers accounted for 59 percent of prison admissions due to parole revocations from FY2014 to FY2023.

3. Had a High Prevalence of MH and SUD Flags

An overwhelming 92 percent of people who were prison high utilizers were flagged for mental health or substance use disorder from FY2014 to FY2023.

4. Were Major Drivers of Drug or Alcohol Controlling Offenses

People who were prison high utilizers accounted for 40 percent of prison admissions due to drug or alcohol-related controlling offenses from FY2014 to FY2023.

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What's Next?

Additional analysis will include more findings using the DOC data and new insights from the DHHS data.

High Utilizers

- State prison and county jail high utilizers
- Jail high utilizers' journeys

DOC Data

- Community supervision
- Revocation rates
- Earned time credits
- Disciplinary reports
- MH and SUD Flags
- Length of stay
- Racial, ethnic, and gender disparities
- Costs
- Success trends

DHHS Data

- Service utilization
- Primary disorders
- Emergency department visits
- Community Mental Health Center visits
- Homelessness at time of enrollment
- Reimbursement costs to service providers
- Service costs
- Services associated with success

Qualitative Assessment Plan

In addition to the data analysis, CSG Justice Center staff will complete a qualitative assessment to complement the analysis and collect diverse perspectives from agency staff and impacted people.

Focus Groups	
	Department of Corrections Medical/Behavioral Health/Programs
	Community Supervision
	Formerly Incarcerated/Supervised People
	Department of Corrections Division of Rehabilitation Services

Justice Reinvestment Initiative in New Hampshire

2022

March 2022

Phase I Project Launch

CSG Justice Center staff conduct independent analysis and extensive stakeholder engagement, facilitate working group meetings, and develop policy recommendations

April 2022 – March 2023

Final presentation of Justice Reinvestment Initiative findings and policy recommendations

2023

April 2023

Summer 2023

New Hampshire requests Phase II technical assistance on administrative recommendations to include state-level data analysis

September – December 2023

Implementation planning and stakeholder engagement

2024

Winter 2023 – Spring 2024

CSG Justice Center staff provide technical assistance on policy recommendations while analyzing state-level data

April 2024

June 2024

Preliminary Medicaid and qualitative analysis presentation

Final presentation of Justice Reinvestment Initiative findings and policy recommendations

Fall 2024

LSR due to legislature House; September Senate October

2025

Spring 2025

Phase II technical assistance expected to continue through spring 2025

Thank You!

Join our distribution list to receive updates and announcements:

https://csgjusticecenter.org/resources/newsletters/

For more information contact
Gina Evans at gevans@csg.org

Appendix: Prison Population by Facility

Average Monthly Prison Population by Facility, FY2020–FY2023
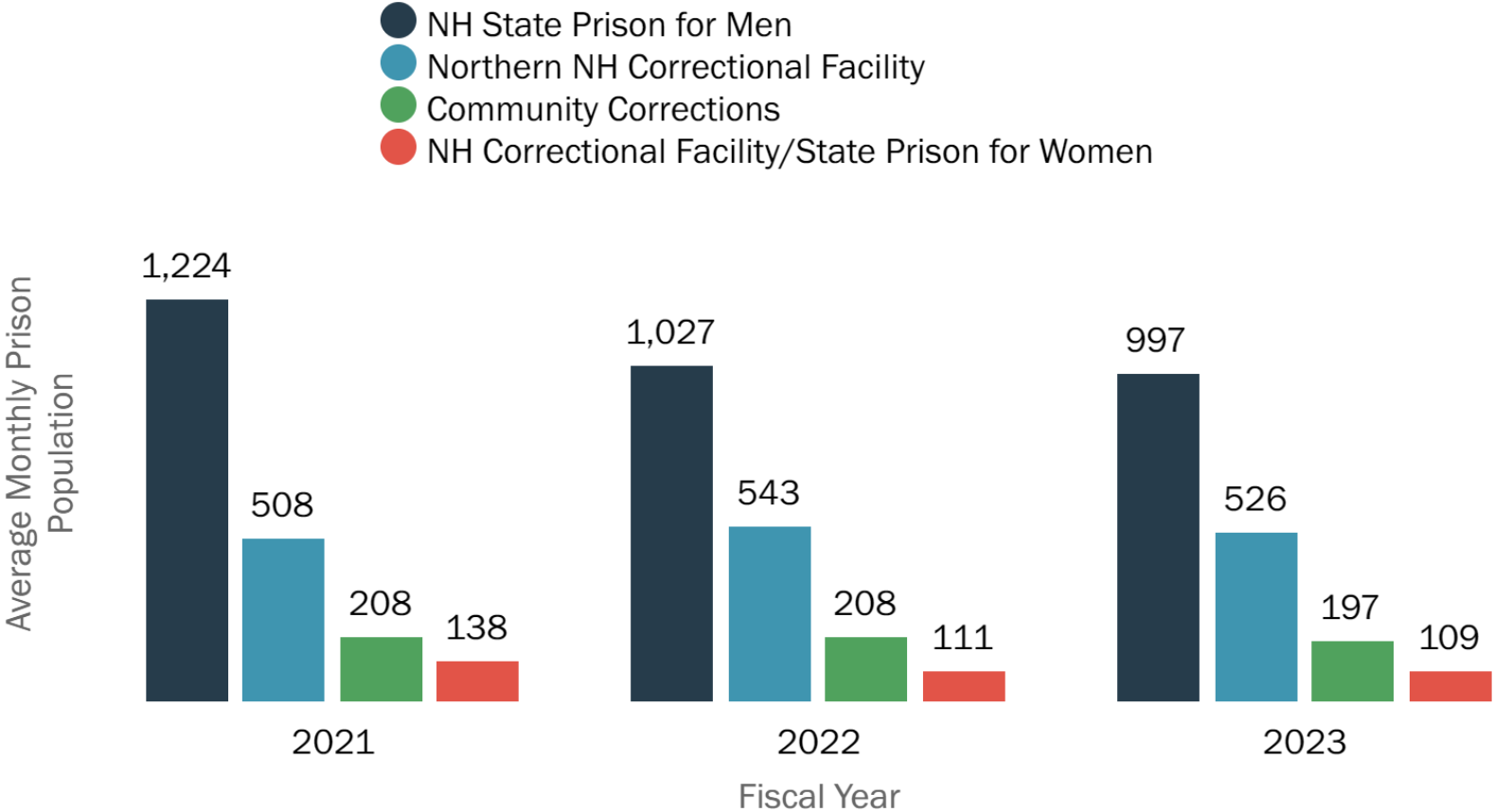
Legend:
- NH State Prison for Men
- Northern NH Correctional Facility
- Community Corrections
- NH Correctional Facility/State Prison for Women

Y-axis: Average Monthly Prison Population
X-axis: Fiscal Year

2021: 1,224 | 508 | 208 | 138
2022: 1,027 | 543 | 208 | 111
2023: 997 | 526 | 197 | 109

Appendix: Prison Population by Race and Ethnicity

Average Monthly Prison Population by Race and Ethnicity, FY2014–FY2023

Fiscal Year	Black, non-Hispanic	Hispanic, any race	White, non-Hispanic	Other race(s), non-Hispanic
2014	153	160	2,196	38
2015	164	162	2,237	46
2016	179	168	2,182	46
2017	185	165	2,108	45
2018	175	163	2,063	53
2019	166	167	2,075	52
2020	161	155	2,004	51
2021	141	127	1,742	53
2022	125	122	1,570	55
2023	128	124	1,510	51

Appendix: Prison Population by Gender

Average Monthly Prison Population by Gender, FY2014–FY2023

Fiscal Year	Male	Female
2014	2,401	169
2015	2,453	179
2016	2,412	182
2017	2,337	182
2018	2,280	192
2019	2,274	205
2020	2,199	193
2021	1,924	155
2022	1,759	130
2023	1,701	127

Appendix: Prison Population by Age Category

Average Monthly Prison Population by Age, FY2014–FY2023

● 18 to 24 ● 25 to 34 ● 35 to 44 ● 45 to 54 ● 55+

	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
18 to 24	245	243	216	188	167	152	116	81	62	58
25 to 34	873	892	875	850	819	788	728	605	528	479
35 to 44	610	629	617	610	609	643	644	581	532	536
45 to 54	490	484	479	478	464	462	450	376	332	326
55+	353	384	407	394	414	435	454	436	436	429

Fiscal Year

Average Monthly Prison Population