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IN THE SENATE

SENATE BILL NO. 1113

BY JUDICIARY AND RULES COMMITTEE

AN ACT RELATING TO THE IDAHO CRIMINAL JUSTICE SYSTEM; AMENDING SECTION 20-210, IDAHO CODE, TO REVISE THE COMPOSITION OF THE BOARD, TO PROVIDE THAT CERTAIN MEMBERS OF THE BOARD MAY MEET TO MAKE CERTAIN DECISIONS AND TO REVISE COMPENSATION FOR BOARD MEMBERS; AMENDING SECTION 20-213A, IDAHO CODE, TO PROVIDE THAT CERTAIN MEETINGS BY LESS THAN A MAJORITY OF THE COMMISSION SHALL BE EXEMPT FROM THE OPEN MEETINGS LAW, TO PROVIDE A CORRECT CODE REFERENCE AND TO MAKE TECHNICAL CORRECTIONS; AMENDING SECTION 20-219, IDAHO CODE, TO PROVIDE THAT A HEARING SHALL NOT BE REQUIRED IN RULES REGARDING CERTAIN SANCTIONS AND REWARDS; AMENDING SECTION 20-223, IDAHO CODE, TO PROVIDE LEGISLATIVE INTENT, TO PROVIDE CERTAIN RULEMAKING AUTHORITY, TO PROVIDE THAT THE COMMISSION SHALL CONSIDER CERTAIN FACTORS IN MAKING ANY PAROLE OR COMMUTATION DECISION, TO REVISE PROVISIONS REGARDING CERTAIN RULEMAKING AUTHORITY, TO REVISE A PROVISION REGARDING PROGRAMMING, TO REVISE A PROVISION REGARDING REPORTING REQUIREMENTS AND TO MAKE TECHNICAL CORRECTIONS; AMENDING SECTION 20-229B, IDAHO CODE, TO REVISE TERMINOLOGY, TO REVISE A PROVI-SION REGARDING COMMISSION RULINGS AND TO REMOVE PROVISIONS REGARDING

Be It Enacted by the Legislature of the State of Idaho:

VIDE CORRECT CODE REFERENCES.

SECTION 1. That Section 20-210, Idaho Code, be, and the same is hereby amended to read as follows:

COMMISSION RULINGS; AND AMENDING SECTION 19-2513, IDAHO CODE, TO PRO-

20-210. COMMISSION OF PARDONS AND PAROLE -- APPOINTMENT -- QUALIFICATIONS -- TERMS -- SALARY -- STAFF. The governor shall appoint a state commission of pardons and parole, each member of which shall be subject to the advice and consent of the senate, in this chapter referred to as the commission, which shall succeed to and have all rights, powers and authority of said board of pardons as are granted and provided by the provisions of the constitution of the state of Idaho.

The commission shall be composed of <u>five seven</u> (57) members. The members shall serve at the pleasure of the governor and not more than <u>three four</u> (34) members shall be from any one (1) political party.

The members of the commission shall be appointed for the purposes of organization as follows: Members on the commission on the effective date of this act, shall serve out the remainder of their terms; thereafter, as members' terms expire, the governor shall reappoint them or appoint new members to serve terms of three (3) years; vacancies in the commission for unexpired terms shall be by appointment by the governor for the remainder of the term and all appointees may be reappointed.

The commission and the board may meet as necessary to exchange such information to enable each to effectively carry out their respective duties.

The commission shall meet at such times and places as determined to be necessary and convenient, or at the call of the executive director and in any event no less than quarterly.

 Two (2) members of the commission may meet to make decisions on the disposition of parole violations. Such decisions must be unanimous, and in the event they are not unanimous then the parole violation disposition decision will be made by a majority of the full commission either at the next quarterly meeting or special meeting.

Three (3) members of the commission may meet to make decisions to grant or deny parole. Such decisions must be unanimous, and in the event they are not unanimous then the decision to grant or deny parole will be made by a majority of the full commission at the next quarterly meeting.

The members shall be compensated as provided by section 59-509(i), Idaho Code, when attending quarterly meetings conducted at a date and time separate from a hearing session or other meetings approved by the executive director. The members shall receive compensation of two three hundred dollars (\$2300) per member per day when conducting parole, commutation, pardon, revocation or other hearings, and shall be reimbursed for actual and necessary expenses subject to the limitations provided in section 67-2008, Idaho Code.

The governor will liberally allow the reasonable payment for services of such technical and professional advice and consultation as the commission may require. The governor shall appoint the executive director for the commission. The executive director shall be the full-time employee who shall report to, serve at the pleasure of, and be compensated as determined by the governor. The executive director shall be the official representative for the commission, shall be responsible for the managing and administration of daily commission business and shall schedule hearing sessions at times convenient to the members of the commission. For each scheduled session, the executive director shall designate one (1) of the members of the commission as the presiding officer for conducting the hearings. The executive director may hire such staff and employees as are approved by the governor. The executive director shall also have such other duties and responsibilities as the governor shall assign.

SECTION 2. That Section 20-213A, Idaho Code, be, and the same is hereby amended to read as follows:

- 20-213A. COMPLIANCE WITH OPEN MEETINGS LAW -- EXECUTIVE SESSIONS AUTHORIZED -- REPORT REQUIRED. (1) All meetings of the commission of pardons and parole shall be held in accordance with the open meetings law as provided in chapter $\frac{232}{2}$, title $\frac{6774}{2}$, Idaho Code, except:
 - (a) Deliberations and decisions concerning the granting, revoking, reinstating or refusing of paroles, or the granting or denying of pardons or commutations, may be made in executive session; and
 - (b) Votes of individual members in arriving at the parole, pardon or commutation decisions shall not be made public, provided that the commission shall maintain a record of the votes of the individual members as required in subsection (2) of this section; and

- (c) Meetings of less than a majority of the commission to make decisions concerning the grant or denial of parole or the disposition of parole violations as provided in section 20-210, Idaho Code.
- (2) A written record of the vote to grant or deny parole, pardon or commutation, by each commission member in each case reviewed by that member shall be produced by the commission. The record produced by the commission pursuant to this section shall be kept confidential and privileged from disclosure, provided the record shall be made available, upon request, to the governor and the chairman of the senate judiciary and rules committee and the chairman of the house of representatives judiciary, rules and administration committee, for all lawful purposes. Distribution of the report by a commissioner or an employee of the executive director to any person not specifically listed in this section shall be a misdemeanor.
- (3) Nothing contained in this section shall prevent any person from obtaining the results of any parole, pardon or commutation action by the commission without reference to the manner in which any member voted, and the commission shall make such information public information.
- (4) Nothing contained herein shall prevent the executive director for the commission or designated staff of the executive director from attending any meeting, including an executive session of the commission of pardons and parole.
- (5) Nothing contained herein shall prevent the governor and chairman of the senate judiciary and rules committee and the chairman of the house of representatives judiciary, rules and administration committee from attending any meeting, including an executive session of the commission of pardons and parole.
- SECTION 3. That Section 20-219, Idaho Code, be, and the same is hereby amended to read as follows:
- 20-219. PROBATION AND PAROLE SUPERVISION AND TRAINING -- LIMITED SUPERVISION -- RULEMAKING. (1) The state board of correction shall be charged with the duty of:
 - (a) Supervising all persons convicted of a felony placed on probation to the board;
 - (b) Supervising all persons released from the state penitentiary on parole;
 - (c) Supervising all persons convicted of a felony released on parole or probation from other states and residing in the state of Idaho;
 - (d) Program delivery, as "program" is defined in section 20-216, Idaho Code, to all persons under its probation or parole supervision based on individual criminal risk factors and specific needs;
 - (e) Making such investigations as may be necessary;
 - (f) Reporting alleged violations of parole in specific cases to the commission to aid in determining whether the parole should be continued or revoked;
 - (g) Reporting alleged violations of the terms or conditions of probation in specific cases to the court and the prosecuting attorney to aid in determining whether the probation should be continued or revoked;

- (h) Preparing a case history record of the prisoners to assist the commission or the courts in determining if they should be paroled or should be released on probation; and
- (i) Supervising juveniles convicted as adults with a blended sentence pursuant to and in the manner described in section 19-2601A, Idaho Code.
- (2) Any person placed on probation or parole and who has been designated as a violent sexual predator pursuant to chapter 83, title 18, Idaho Code, shall be monitored with electronic monitoring technology for the duration of the person's probation or parole period. Any person who, without authority, intentionally alters, tampers with, damages, or destroys any electronic monitoring equipment shall be guilty of a felony.
- (3) The state board of correction shall have the discretion to determine the level of supervision of all persons under its supervision, except those who are being supervised by a problem solving court. "Level of supervision" includes the determination of the following:
 - (a) The frequency, location, methods and nature of contact with the supervising officer;
 - (b) Testing requirements and frequency;
 - (c) Contact restrictions;

- (d) Curfew restrictions; and
- (e) Reporting requirements.
- (4) Subject to the availability of moneys, caseloads for supervising officers who are supervising offenders determined by the department of correction's validated risk assessment to be high or moderate risk of rearrest should not exceed an average of fifty (50) offenders per supervising officer.
- (5) In carrying out its duty to supervise felony probationers and parolees, the state board of correction shall use evidence-based practices, shall target the offender's criminal risk and need factors with appropriate supervision and intervention and shall focus resources on those identified by the board as moderate-risk and high-risk offenders. The supervision shall include:
 - (a) Use of validated risk and needs assessments of the offender that measure criminal risk factors, specific individual needs and driving variable supervision levels;
 - (b) Use of assessment results to guide supervision responses consistent with evidence-based practices as to the level of supervision and the practices used to reduce recidivism;
 - (c) Collateral and personal contacts with the offender and community that may be unscheduled and which shall occur as often as needed based on the offender's supervision level and risk of reoffense and based on the need to stay informed of the offender's conduct, compliance with conditions and progress in community-based intervention;
 - (d) Case planning for each offender assessed as moderate to high risk to reoffend; and
 - (e) Use of practical and suitable methods that are consistent with evidence-based practices to aid and encourage the offender to improve his or her conduct and circumstances so as to reduce the offender's risk of recidivism.

- (6) The state board of correction shall provide all supervising officers with initial and ongoing training and professional development services to support the implementation of evidence-based supervision practices. All supervising officers employed as of the effective date of this section shall complete the training requirements set forth in this subsection on or before July 1, 2016. All supervising officers hired after the effective date of this section shall complete the training requirements set forth in this subsection within two (2) years of their hire date. The training and professional development services shall include:
 - (a) Assessment techniques;
 - (b) Case planning;

- (c) Risk reduction and intervention strategies;
- (d) Effective communication skills;
- (e) Behavioral health needs;
- (f) Application of core correctional practices, including motivational interviewing, cognitive restructuring, structured skill building, problem solving, reinforcement and use of authority;
- (g) Training for supervising officers to become trainers so as to ensure long-term and self-sufficient training capacity in the state; and
- (h) Other topics identified by the board as evidence-based practices.
- (7) The state board of correction shall promulgate rules in consultation with the Idaho supreme court to:
 - (a) Establish a program of limited supervision for offenders who qualify addressing eligibility, risk and needs assessments, transfers among levels of supervision and reporting to the court and the prosecuting attorney.
 - (b) Establish a matrix of swift, certain and graduated sanctions and rewards to be imposed by the board, without the necessity of a hearing, in response to corresponding violations of or compliance with the terms or conditions imposed. Sanctions for violations shall include, but are not limited to, community service, increased reporting, curfew, submission to substance use assessment, monitoring or treatment, submission to cognitive behavioral treatment, submission to an educational or vocational skills development program, submission to a period of confinement in a local correctional facility for no more than three (3) consecutive days and house arrest. Rewards for compliance shall include, but are not limited to, decreased reporting and transfer to limited supervision.
- SECTION 4. That Section 20-223, Idaho Code, be, and the same is hereby amended to read as follows:
- 20-223. PAROLE AND RULES GOVERNING -- RESTRICTIONS -- PSYCHIATRIC OR PSYCHOLOGICAL EXAMINATION. (1) It is the intent of the legislature to focus prison space on those who commit the most serious offenses or who have the highest likelihood of offending in the future, and the commission, consistent with the provisions of this subsection, shall promulgate rules that establish clear guidelines and procedures that retain the commission's discretion in individual cases.
- (2) Subject to section 19-2513, Idaho Code, the commission shall have the power to establish rules in compliance with chapter 52, title 67, Idaho

Code, under which any prisoner, excepting any under sentence of death, may be allowed to go upon parole but to remain while on parole in the legal custody and under the control of the board and subject to be taken back into confinement at the direction of the commission.

- (23) Any prisoner who is granted parole under the interstate compact may be required to post a bond prior to release or prior to such acceptance under the interstate compact; such bond may be posted by the prisoner, the prisoner's family, or other interested party. Failure to successfully complete parole may be grounds for forfeiture of the bond. Upon successful completion of parole, the amount of the bond may be returned, less an amount for administrative costs as determined by commission rule, in compliance with chapter 52, title 67, Idaho Code. A request must be made for return of the bond within one (1) year of discharge of the offense for which the particular offender was serving parole. Funds collected through the bonding process will be placed in a separate commission receipts fund which is hereby created in the state treasury and utilized for the extradition of parole violators.
- $(3\underline{4})$ No person serving a sentence for rape, incest, committing a lewd act upon a child, crime against nature, or with an intent or an assault with intent to commit any such crimes, or whose history and conduct indicate to the commission that he is a sexually dangerous person, shall be released on parole except upon the examination and evaluation of one (1) or more psychiatrists or psychologists or mental health professionals designated for this purpose by the department of correction to be selected by the commission and such evaluation shall be duly considered by the commission in making its parole determination. The commission may, in its discretion, likewise require a similar examination and evaluation for persons serving sentences for crimes other than those above enumerated. No person making such evaluation shall be held financially responsible to any person for denial of parole by the commission or for the results of the future acts of such person if he be granted parole.
- (45)Before considering the parole of any prisoner, the commission shall ensure that a risk assessment has been conducted pursuant to section 20-224, Idaho Code, and shall afford the prisoner the opportunity to be interviewed by the commission, a commissioner or other designated commission staff. A designated report and risk assessment, prepared by commission staff or a designated department of correction employee, that is specifically to be used by the commission in making a parole determination shall be exempt from public disclosure; such reports contain information from the presentence investigation report, medical or psychological information, the results of a risk assessment, victim information, designated confidential witness information and criminal history information. A parole shall be ordered when, in the discretion of the commission, it is in the best interests of society, and the commission believes the prisoner is able and willing to fulfill the obligations of a law-abiding citizen. Such determination shall not be a reward of clemency and it shall not be considered to be a reduction of sentence or a pardon. The commission may also by its rules fix the times and conditions under which any application denied may be reconsidered. No action may be maintained against the commission and/or any of its members in any court in connection with any decision taken by the commission to pa-

role a prisoner and neither the commission nor its members shall be liable in any way for its action with respect thereto.

- (56) In making any parole or commutation decision with respect to a prisoner, the commission shall consider the current risk assessment, criminal history, program participation, compliance and completion, institutional misconduct and other individual characteristics related to the likelihood of offending in the future, as well as the compliance of the prisoner with any order of restitution which may have been entered according to section 19-5304, Idaho Code. The commission may make compliance with such an order of restitution a condition of parole.
- $(\frac{67}{2})$ Except as provided in subsection $(\frac{12}{2})$ of this section, no provision of chapter 52, title 67, Idaho Code, shall apply to the commission.
- (78) Subject to the limitations of this subsection and notwithstanding any fixed term of confinement or minimum period of confinement as provided in section 19-2513, Idaho Code, the commission may parole an inmate for medical reasons. A prisoner may be considered for medical parole only when the prisoner is permanently incapacitated or terminally ill and when the commission reasonably believes the prisoner no longer poses a threat to the safety of society. For the purposes of this section, "permanently incapacitated" shall mean a person who, by reason of an existing physical condition which that is not terminal, is permanently and irreversibly physically incapacitated. For the purposes of this section "terminally ill" shall mean a person who has an incurable condition caused by illness or disease and who is irreversibly terminally ill.
- $(\frac{89}{9})$ The commission shall prepare and send to the house of representatives and senate judiciary committees annually a report containing the names, medical condition and current status of all persons granted parole pursuant to subsection (78) of this section.
- (910) The department of correction shall promulgate rules in consultation with the commission to prepare prisoners for parole upon completing the fixed portion of the unified sentence based on current risk assessment, criminal history, institutional behavior and programming completion. The department of correction shall give prisoners access to programming so that prisoners will have an opportunity to complete create sufficient programming to be opportunities, such that lack of access to programming is not the primary cause in delaying parole eligible upon completing their fixed sentence eligibility. The department shall promulgate rules to include case plan development upon entry into prison so that programming can be completed before the first parole eligibility date and a current risk assessment before all parole hearings.
- (10) It is the intent of the legislature to focus prison space on the most violent or greatest risk prisoners. To help accomplish this goal, the commission shall promulgate rules that establish clear guidelines and procedures that retain the commission's discretion in individual cases while achieving a reduction in the overall average percentage of time spent beyond the fixed term for prisoners who have been convicted of a property or drug offense. Such rules shall allow current risk assessment, past criminal history, program completion, institutional misconduct and other individual characteristics related to the likelihood of offending in the future to be

factored into when a release decision is made while still working to accomplish the overarching goal of the legislature.

 (11) By February 1, 2015, and by February 1 of each year thereafter, the department of correction and the commission shall submit a report to the legislature and governor that describes the percentage of people sentenced to a term in prison for a property or drug offense conviction who are released before serving one hundred fifty percent (150%) of the fixed portion of the sentence, and that documents the most common reasons for people whose release was delayed or denied delay or denial of release, including statistical data supporting the conclusions of the report.

SECTION 5. That Section 20-229B, Idaho Code, be, and the same is hereby amended to read as follows:

- 20-229B. COMMISSION RULINGS. (1) After a factual parole revocation hearing has been concluded, the member or members of the commission for pardons and parole or the designated hearing officer, having heard the matter, shall enter render a decision within twenty (20) days. If the alleged parole violator waives the parole hearing pursuant to the provisions of section 20-229A(3), Idaho Code, then a decision shall be entered upon acceptance of the waiver.
- (2) If the member or members or hearing officer, having heard the matter, should conclude that the allegations of violation of the conditions of parole have not been proven by a preponderance of the evidence, or those which have been proven by a preponderance of the evidence are not sufficient cause for the revocation of parole, then the parolee shall be reinstated on parole on the same or modified conditions of parole.
- (3) Except as otherwise provided in subsection (4) of this section, iIf the member or members or hearing officer, having heard the matter, should conclude that the allegations of violation of the conditions of parole have been proven by a preponderance of the evidence and the violation does not result from either conduct that is sexual or violent in nature or a formal charge of a new felony or violent misdemeanor, then the commission or the hearing officer shall:
 - (a) Cause the parolee to be confined for a period of up to ninety (90) days effective immediately upon entering the decision;
 - (b) For a second parole violation, cause the parolee to be confined for a period of up to one hundred eighty (180) days effective immediately upon entering the decision; or
 - (c) For a third or subsequent parole violation, convene constitute sufficient cause for the revocation of parole, then a dispositional hearing shall be convened during a regular session of the commission to execute impose any sanctions up to and including executing an order of parole revocation and determine the period of time the parole violator shall be returned to state custody.
- (4) If the member or members or hearing officer, having heard the matter, should conclude that the allegations of violation of parole by absconding supervision have been proven by a preponderance of the evidence, then the commission or the hearing officer shall:
 - (a) Cause the parolee to be confined for a period of up to one hundred eighty (180) days effective immediately upon entering the decision; or

- (b) For a second or subsequent parole violation by absconding supervision, convene a dispositional hearing during a regular session of the commission to execute an order of parole revocation and determine the period of time the parole violator shall be returned to state custody.
- (5) If the commission or the hearing officer causes a parolee to be confined under subsection (3)(a), (3)(b) or (4)(a) of this section, then the commission or the hearing officer may reduce the period of confinement by up to thirty (30) days if the commission or the hearing officer finds that there has been no instance of misconduct during the period of time the parolee is confined.
- (6) Upon completion of a term of confinement under this section, accounting for any reduction in subsection (5) of this section, the parolee shall be released to parole supervision.
- SECTION 6. That Section 19-2513, Idaho Code, be, and the same is hereby amended to read as follows:
- 19-2513. UNIFIED SENTENCE. (1) Whenever any person is convicted of having committed a felony, the court shall, unless it shall commute the sentence, suspend or withhold judgment and sentence or grant probation, as provided in chapter 26, title 19, Idaho Code, or unless it shall impose the death sentence as provided by law, sentence such offender to the custody of the state board of correction. The court shall specify a minimum period of confinement and may specify a subsequent indeterminate period of custody. The court shall set forth in its judgment and sentence the minimum period of confinement and the subsequent indeterminate period, if any, provided, that the aggregate sentence shall not exceed the maximum provided by law. During a minimum term of confinement, the offender shall not be eligible for parole or discharge or credit or reduction of sentence for good conduct except for meritorious service except as provided in section 20-223(78), Idaho Code. The offender may be considered for parole or discharge at any time during the indeterminate period of the sentence and as provided in section 20-223(78), Idaho Code.
- (2) If the offense carries a mandatory minimum penalty as provided by statute, the court shall specify a minimum period of confinement consistent with such statute. If the offense is subject to an enhanced penalty as provided by statute, or if consecutive sentences are imposed for multiple offenses, the court shall, if required by statute, direct that the enhancement or each consecutive sentence contain a minimum period of confinement; in such event, all minimum terms of confinement shall be served before any indeterminate periods commence to run.
- (3) Enactment of this amended section shall not affect the prosecution, adjudication or punishment of any felony committed before the effective date of enactment.