



**Report
to
The LEGISLATIVE FINANCE COMMITTEE**



Parole Board
Review of Management and Video Conferencing Readiness
May 23, 2007

Report #07-15

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May 23, 2007

Tim Kline, Chairman
Adult Parole Board
45 Penitentiary Road
Santa Fe, NM 87508

Dear Chairman Kline:

On behalf of the Legislative Finance Committee (committee), I am pleased to transmit the Review of Management and Video Conferencing Readiness.

Project staff assessed administrative attachment to the Corrections Department and the service it provides, video conferencing implementation and roll out, and internal processes and recordkeeping, as well as certain other matters that came to our attention during the course of this review.

The report will be presented to the committee on May 23, 2007. We very much appreciate the cooperation and assistance we received from you and your staff. Exit conferences were conducted on May 18, 2007, to discuss the contents of the report with your staff; and on May 21, 2007, to discuss the report contents with Corrections Department staff.

The committee expects a corrective action plan from the agency within 30 days from the date of the hearing. Committee staff will continuously monitor your progress.

I believe that this report addresses the issues the committee asked us to review and hope the Parole Board and Corrections Department will benefit from our efforts. Thank you for your cooperation and assistance.

Sincerely,

A handwritten signature in cursive script that reads "David Abbey".

David Abbey
Director

DA/csd

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Department policy mandates that all staff follow the reentry planning process and timeline.

**Inmates
Removed From
Hearing Dockets
10/06-12/06**

Facility	No. of Inmates
CNCF	7
CNMCF	46
GCCF	1
LCCF	56
NMWCF	22
Board Office	5
PNM	31
RCC	3
SFCDC	9
SNMCF	48
TCDF	2
WNMCF	5
Total	235

Source: Board Files

Sixty-two percent of parole certificates sampled were issued late.

This review of Parole Board (Board) operations was conducted to assess the Board's administrative attachment to the Corrections Department (Department); the status of video conferencing readiness; and the effectiveness of internal processes and recordkeeping.

The reentry cycle is the process of transitioning inmates from prison or jail to the community. Successful completion of the reentry cycle requires the full participation of the Board and Corrections Department management, facility and Probation and Parole Division (PPD) staff.

An Inefficient Reentry Process Delays Timely Inmate Release And Results In Substantial Unnecessary Incarceration Costs.

The Corrections Department spent an estimated \$1.2 million to house parolees listed in one management report (January 8, 2007). In-house parole monitoring is based on data that is not validated. Corrections Department staff does not follow the reentry planning policy or adhere to the reentry timeline. Prison facility classification supervisors do not adequately monitor documentation submitted to the Board, and projected release dates frequently need updating, resulting in delayed parole decisions and additional costs to incarcerate in-house parolees. Board staff removed almost 20 percent of inmates scheduled for parole hearings from hearing dockets because of inadequate or missing documentation, facility transfers, or other reasons.

Lack Of Resources And Planning Hampers Board Effectiveness.

The Board does not issue timely parole certificates, further delaying inmate reentry and increasing costs. Board guidelines should be clarified to ensure that parole decision-making criteria, conditions imposed and the revocation process are applied uniformly. Board members do not participate in comprehensive, ongoing training that addresses the complex requirements of contemporary reentry policy. The Board is not currently funded to pay for appropriate training.

The Board's administrative attachment to the Corrections Department is not documented, which hampers communication and an effective working relationship. Poor communication, inadequate planning, and prohibitive projected costs to connect to the Lea County Correctional Facility delayed the roll out of video-conference parole hearings. Video conferencing is not fully implemented because the Corrections Department lacks the necessary bandwidth capacity.

No short- or long-term Board information technology (IT) strategy has been developed. An IT strategy is critical to make the Board's needs

known and allow inclusion of Board-required technology in the Corrections Department's IT strategy and plan. A workflow study to streamline internal processes and recordkeeping has not yet been conducted. However, the Board's paper-driven operations cannot be assessed until the Department undertakes its own needs assessment for electronic document and records management.

Significant Recommendations.

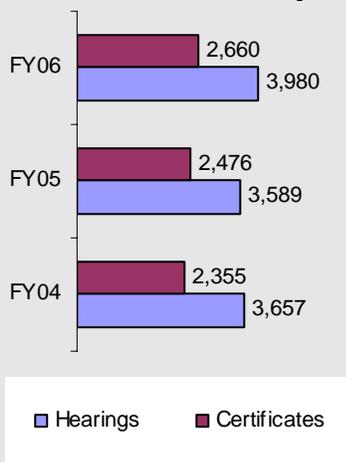
The Board should

- Issue parole certificates timely.
- Update standard decision-making criteria and guidance related to any conditions imposed and ensure that Board members uniformly apply parole decision-making criteria.
- Require Board members to participate in training that addresses contemporary reentry policy and encompasses best practices, information technology (IT) and securing confidential records. Request additional funding to support expanded training.
- Work with Department management to develop and document the Board's administrative attachment. A clearly written, formal agreement would enhance communication and an effective working relationship between the agencies.
- Develop an IT strategy in conjunction with Corrections Department staff.
- Request funding for an IT position or consultant to conduct a workflow analysis.
- Schedule as many video hearings as possible to maximize associated benefits.

The Corrections Department should

- Validate in-house parole reports to more effectively control associated costs.
- Require all staff to adhere to the reentry planning policy and associated timeline.
- Provide Board-required documentation timely and ensure that projected release dates are as up to date as possible.

Parole Board Activity



Source: Board Budget Requests

The Board and Department would benefit from a common IT environment.

BACKGROUND INFORMATION

Background. The statutory authority and responsibilities of the Parole Board (Board) are outlined in the Parole Board Act (Sections 31-21-22 through 31-21-26 NMSA 1978) and the Probation and Parole Act (Sections 31-21-3 through 31-21-19 NMSA 1978). In the vast majority of cases, one or two years of parole are mandatory and determined by operation of law. For these individuals, Board members set conditions they believe are appropriate to the parolee's supervision. The Board approves or denies parole for a small number of inmates with indeterminate sentences. If parole status arises before release from a facility, an inmate is considered to be on in-house parole. Some inmates elect to serve parole in-house because they choose not to be supervised following release. In a few cases, state law mandates enhanced sentences (for example, sex offenses and capital crimes). Parole procedures differ in these instances and are not included in the preceding summary.

Probationary status, on the other hand, is awarded when a court releases an inmate directly to the community without incarceration. By statute, all oversight over probationers remains the direct responsibility of the courts. The Board's responsibility is limited strictly to parolees unless an individual is also on probation. In that case, both the court and the Board retain oversight authority.

Although the Board is administratively attached to the Corrections Department, it functions as an independent state agency charged with the responsibility of paroling adults incarcerated in a Corrections Department facility.

On July 1, 1999, the Board, pursuant to amendments to the Parole Board Act, transitioned from a full-time paid board to an all-volunteer citizen board. The Board size was also increased from four to nine members. In 2005, the legislature increased the number of Board members from nine to 15 to more effectively accommodate the volume of parole hearings and the geographic distribution of correctional facilities. Appendix A includes a list of current Board members.

The mission of the Board is to provide public safety through judicious administration and enforcement of the Parole Board Act and related statutes regarding post-prison supervision of parolees. The Board proceeds with its mission by focusing on risks and making careful, just, and equitable parole decisions. It sets relevant parole conditions on those individuals being released to the community and returns to prison those who fail to abide by the conditions. The Board's FY08 strategic objectives are as follows.

- Identify issues and concerns from a public safety perspective.
- Identify program opportunities for parolees.
- Increase opportunities for victim and citizen input on parole conditions.
- Conduct hearings within statutory requirements.

In addition to parole hearings, the Board coordinates research and investigations, processes and provides recommendations to the Governor on applications for executive clemency. Board staff processes and issues parole certificates and parole discharge certificates, and tracks facility discharges. Board members are appointed by the governor with the consent of the Senate. The governor designates one member as Board Chair. The members are appointed to serve staggered

six-year terms and are supported by six full-time staff members. Board members may be removed by the governor as provided in Article 5, Section 5 of the New Mexico Constitution.

The Board’s budget has grown 34.5 percent from FY04 to FY08, primarily reflecting the increase in prison population. The table below shows that, from FY04 to FY06, the number of hearings conducted increased by 8.8 percent and the number of parole certificates issued increased by 13 percent.

Table 1. Board Performance Data

Activity	FY04	FY05	FY06
Number of Hearings Conducted	3,657	3,589	3,980
Regular Hearings	2,734	2,608	2,814
Revocation Hearings	923	981	1,166
Executive Clemency Applications	160	164	159
Parole Certificates Issued	2,355	2,476	2,660
Parole Discharge Certificates	1,360	1,347	1,355
Facility Discharges	949	829	900
Financial Documents	405	437	429
Number of Board Members	9	9	15
Number of Staff Members	5	5	6

Source: Board Budget Requests

In addition to the increase in prison population, the Board’s workload is increasingly impacted because of statutory language that expands parole requirements for sex offenders and because the Governor designated recognition of victims’ issues and rights as a priority. Effective February 2004, Section 31-21-10.1 NMSA 1978 requires the Board to “review the terms and conditions of a sex offender’s supervised parole at two and one-half year intervals” after a sex offender has served the initial the initial five years of supervised parole. Section 31-21-10.1 NMSA 1978 also states “When a sex offender has served the initial five years of supervised parole, at each review hearing the state shall bear the burden of proving to a reasonable certainty that the sex offender should remain on parole.” According to Board staff, the law appears to require that the Board must hold actual hearings, which is prosecuted by the Attorney General and defended by the Public Defender.

Victim matters are a newly emerging and very significant national movement in the area of criminal justice. New Mexico is a leader in the recognition of victims’ issue and rights, and the Board considers such issues to be extremely important. The Board does not have a dedicated victim services provider to handle related time-consuming activities that include addressing a large volume of related correspondence, attending hearings when victims are present, researching court records, providing copies of documents requested by victims, and coordinating with probation and parole officers who will supervise parolees and must be aware of victims’ needs. Board staff also works closely with Corrections Department victim services; coordinates with other victim-assistance agencies; addresses media-generated interest; and works with PPD staff to tailor suitable parole plans.

The Board currently conducts parole hearings at 17 Corrections Department facilities and administrative hearings at the Board office in Santa Fe. Current and planned facilities are summarized in the following table.

Table 2. Current And Planned Correctional Facilities In New Mexico

Facility	Acronym	Location	Ownership	Level	Capacity
Camino Nuevo Correctional Facility	CNCF	Albuquerque	Private	I & II	109
Central NM Correctional Facility-Minimum	CNMCF	Los Lunas	Public	I	336
Central NM Correctional Facility-Minimum Restrict Unit	CNMCF	Los Lunas	Public	II	330
Central NM Correctional Facility-Main (includes reception and diagnostic center, medical and mental health centers)	CNMCF	Los Lunas	Public	III & IV	720
Guadalupe County Correctional Facility	GCCF	Santa Rosa	Private	III	601
Lea County Correctional Facility	LCCF	Hobbs	Private	III	1,275
New Mexico Women's Correctional Facility	NMWCF	Grants	Private	I to VI	606
Northeastern NM Detention Facility (planned)	Unknown	Clayton	Private	III	600
PNM - Minimum Restrict Unit	PNM	Santa Fe	Public	II	330
PNM-South	PNM	Santa Fe	Public	V	288
PNM-North	PNM	Santa Fe	Public	VI	288
Roswell Correctional Center	RCC	Hagerman	Public	II	340
Santa Fe County Detention Center	SF CDC	Santa Fe	Private	III	144
Southern NM Correctional Facility-Paul Oliver Unit	POU	Las Cruces	Public	II	330
Southern NM Correctional Facility-Main	SNMCF	Las Cruces	Public	III & IV	480
Springer Correctional Center	SCC	Springer	Public	I & II	220
Torrance County Detention Facility	TCDF	Estancia	Private	III	213
Western NM Correctional Facility-Grants	WNMCF	Grants	Public	II, III & IV	428
Total Capacity					7,638

Source: Corrections Department Data

Objectives. Assessing:

- Administrative attachment to the Corrections Department and the service it provides,
- Video conferencing implementation and roll out, and
- Internal processes and recordkeeping.

Most Board activities occur within the parole reentry cycle, which is the process of transitioning inmates from prison or jail to the community. The reentry cycle commences about 180 days from an inmate's projected release date and cannot be completed without full participation of facility and Probation and Parole Division (PPD) staff, as well as Board members and staff. Appendix B contains an overview of the cycle. In addition, the Board is dependent on the Corrections Department to provide documentation or information required for appropriate Board decision making.

Although the reentry cycle was not included in our original objectives, it is described to place Board activities in the proper context and to identify overall system deficiencies. Corrections Department facility and information technology (IT) staff was informed of this review and consulted as the review progressed, and staff recommendations were considered.

Methodology.

- Review laws, rules, and regulations,
- Review Legislative Finance Committee (LFC) files,
- Interview Board and Corrections Department classification and information technology staff,
- Review Board files,
- Sample and test Board data and data contained within the Corrections Department Criminal Management Information System (CMIS), and
- Analyze the Board’s video conferencing readiness and internal operations.

Authority For Review. The LFC has the statutory authority under Section 2-5-3 NMSA 1978 to examine laws governing the finances and operations of departments, agencies and institutions of New Mexico and all of its political subdivisions, the effects of laws on the proper functioning of these governmental units and the policies and costs. The LFC is also authorized to make recommendations for change to the Legislature. In furtherance of its statutory responsibility, the LFC may conduct inquiries into specific transactions affecting the operating policies and cost of governmental units and their compliance with state law.

Review Team.

Manu Patel, CPA, Deputy Director for Performance Audits
Susan Fleischmann, CPA, Performance Auditor

Exit Conference. The contents of this report were discussed with the Parole Board Executive Director, Ella Frank; Parole Board Deputy Director, Sherry Stephens; and Department of Finance and Administration Budget Analyst, Stuart Hamilton, on Friday, May 18, 2007. The report was also discussed with the Corrections Department Deputy Secretary - Administration, Jolene Gonzales; Deputy Secretary – Operations, Erma Sedillo; Probation and Parole Division Director, Charlene Knipfing; Probation and Parole Division Deputy Director, David Jablonski; Chief Information Officer, Elisa Storie; Deputy Chief Information Officer, Larry Pacheco; Population Control Administrator, Janet Bravo; and Classification Bureau Deputy Chief, Jeff Serna, on May 21, 2007.

Report Distribution. This report is intended for the information of the Office of the Governor, the Parole Board, the Corrections Department, the Office of the State Auditor, the Department of Finance and Administration, and the Legislative Finance Committee. This restriction is not intended to limit distribution of this report, which is a matter of public record.



Manu Patel
Deputy Director for Performance Audits

FINDINGS AND RECOMMENDATIONS

Parole Reentry Cycle

Reentry is the process of transitioning inmates from prison or jail to the community. The reentry process includes prison administrators and staff, the Board, the Probation and Parole Division (PPD), and correctional leaders. A successful reentry cycle also includes public, nonprofit, and private entities involved in providing public assistance, employment, housing, and treatment for health, mental health, or substance abuse issues.

Corrections Department policies CD-083000 and CD-083001, Reentry Planning and Transition Process for Inmates Releasing to the Community from Incarceration, establish procedures for the reentry planning process for all adult inmates releasing back to the community from incarceration, and identify post-release treatment and life maintenance needs for offenders transitioning back to the community. These policies apply to both publicly and privately operated correctional facilities. Appendix B includes a detailed description of the reentry cycle.

The Corrections Department Incurs Substantial Costs For Housing Parolees In Correctional Facilities. An estimate of costs incurred by the Corrections Department shows that more than \$1.2 million was expended to house inmates listed on one in-house parole report (January 8, 2007). Comparison of projected release dates with parole certificate issuance or facility discharge dates showed that 30 out of 32 in-house parolee files sampled spent an average of 86 days on in-house parole status. The length of in-house parole time varied from 12 to 346 days.

Table 3. Estimated Cost Incurred For In-House Parolees

Average In-house Parole Stay	86 days
Number of Inmates on 1/8/07 Report	x 173
Subtotal	14,878 days
Cost per Day ⁽¹⁾	\$81.35
Total	\$1,210,325

Source: Board Files

⁽¹⁾ Corrections Department average cost per inmate/client slot based on FY05 actual expenditures.

The estimated amount is likely understated because the Corrections Department requires facility staff to follow pre-release procedures, which can take as long as 30 days after a hearing is conducted. Some of the cost could be avoided if the Corrections Department followed its own policies such as adhering to the reentry timeline (see Appendix B).

Based on FY05 actual expenditures, the intensive supervision program costs \$9.27 per day or \$72.08 per day less than incarceration at a facility. Section 31-21-13.1 NMSA 1978 states "A judge has discretion to impose in intensive supervision program for an individual, regardless of recommendations made by the adult probation and parole division. Inmates eligible for parole, or within twelve months of eligibility for parole, or inmates who would otherwise remain in a

correctional institution for lack of a parole plan or those parolees whose parole the board would otherwise revoke are eligible for intensive supervision programs.”

The elimination of intensive supervision offices statewide, with the exception of Albuquerque and Santa Fe, makes it impossible to implement or expand intensive supervision as allowed by statute. To combat increasing caseloads, LFC staff reported that PPD converted 14 intensive supervision officer positions to probation and parole officers. In August 2005, ISP waiting lists were four to six months long. The General Appropriation Act of 2007 includes a program expansion of eight additional officers in FY08 to carry out intensive supervision of 153 inmates.

In-House Parole Reports Are Not Based On Validated Data. Corrections Department management does not validate in-house parole reports submitted by the correctional facilities. An inmate should not be included in the Parole Certificates Pending section of the report when Board-required documentation is missing, such as judgment and sentence, progress report, detainer information (authorizes a facility warden to continue to hold a person in custody), or approved parole plan. Inmates with missing progress reports or detainer information should be included in the Classification section. Inmates without approved parole plans should be reported in either the Classification or Probation and Parole section, depending on whether classification staff needs to prepare a parole plan or whether PPD needs to investigate a plan.

A test of the Parole Certificates Pending Section of one in-house parole report (dated January 8, 2007) showed that Board staff issued 15 out of 34 parole certificates past the internal performance standard of 10 working days. Late parole certificates were issued from 12 to 196 days after a hearing or from the date missing information was received. Seven of 34 files tested were excluded from the count either because the file was with a Board member or because many issues contributed to delays.

The Reentry Timeline Is Not Followed And Board-Required Documentation Is Not Provided Timely. Board effectiveness is greatly impacted by

- Required documentation that is either missing, submitted late, or inadequate;
- Hearings scheduled late by facility staff; and
- Frequent inmate transfers among facilities.

Files for 32 out of 34 inmates on in-house parole were examined. The table below summarizes the average number of days that parole packets were received late and the average number of days hearings were scheduled late. Corrections Department policy requires that parole packets be mailed and hearings be scheduled 120 days prior to the projected release date. Appendix C provides facility detail.

Table 4. Average Number Of Days Parole Packets Were Mailed Late And Hearings Were Scheduled Late

Facility	Number of Inmates	Average Days Parole Packets Late	Average Days Hearings Scheduled Late
CNMCF	5	68	91
LCCF	17	75	67
NMWCF ⁽¹⁾	1	244	225
RCC	1	61	6
SFCDC	2	110	136
SNMCF	2	95	110
WNMCF	4	122	121

Source: Corrections Department In-House Parole Breakdown Analysis, Board Files
⁽¹⁾ This inmate arrived at NMWCF well within the reentry cycle (30 days prior to projected release date).

The data also showed that (1) Corrections Department staff does not adhere to the reentry timeline or provide Board-required documentation on a timely basis and (2) moving inmates among correctional facilities during the last 180 days of the reentry cycle may delay the reentry cycle and exacerbate the in-house parole problem.

Moving Inmates During The Reentry Cycle Impacts The Cycle's Effectiveness. Moving inmates may also result in an increased number of in-house parolees, thus reducing available capacity and increasing costs associated with housing such inmates. Another part of the in-house parole report test examined the number of times that inmates were moved during the reentry cycle. The following table shows that 53 percent (17 out of 32) were moved at least once during the last 180 days of the reentry cycle.

Table 5. Number Of Times In-House Parolees Were Moved During The Last 180 Days Of Reentry Cycle

Facility/Dates Moved During Last 180 Days of Reentry Cycle	PRD ⁽¹⁾ per Docket	Number of Times Moved
CNMCF MRU-10/10/06 (LCCF 5/19/06-10/10/06)	12/19/06	1
LCCF-1/3/07 (PNM South 3/15/06-1/3/07;WNMCF 2/13/06-3/15/06; PNM South 11/14/05-2/13/06; LCCF 1/27/04-11/14/05)	4/9/06	4
LCCF-10/30/06 (CNMCF Main 8/8/06-10/30/06)	11/30/06	1
LCCF-11/7/06 (CNMCF Main 8/15/06-11/7/06)	12/24/06	1
LCCF-12/29/06 (RCC 11/15/06-12/29/06; PNM South 9/5/06-11/15/06; PNM MRU 8/3/06-9/5/06; CNMCF 5/5/06-8/3/06)	10/9/06	4
LCCF-3/16/06 (CNMCF Main 2/8/06-3/16/06)	7/3/06	1
LCCF-3/20/06 (CNMCF Main 2/14/06-3/20/06)	9/4/06	1
LCCF-5/15/06 (CNMCF Main 3/15/06-5/15/06)	10/23/06	1
LCCF-5/31/06 (PNM South 4/14/06-5/31/06)	11/18/06	1
LCCF-7/13/06 (CNMCF Main 6/1/06-7/13/06)	12/7/06	1
LCCF-7/17/06 (CNMCF Main 5/10/06-7/17/06)	11/27/06	1
SFCDC-10/5/06 (GCCF 2/20/06-10/5/06)	12/19/06	1
SFCDC-12/14/06 (CNMCF Main 10/18/06-12/14/06)	11/3/06	1

Table 5. Number Of Times In-House Parolees Were Moved During The Last 180 Days Of Reentry Cycle

Facility/Dates Moved During Last 180 Days of Reentry Cycle	PRD ⁽¹⁾ per Docket	Number of Times Moved
SNMCF Main-6/2/06 (CNMCF Main 4/12/06-6/2/06)	8/15/06	1
SNMCF-6/21/06 (CNMCF Main 5/18/06-6/21/06)	12/6/06	1
WNMCF-10/17/06 (CNMCF Main 7/26/06-10/17/06; CNMCF MRU 7/21/06-7/26/06)	1/25/07	2
WNMCF-9/13/06 (CNMCF Main 8/17/06-9/13/06)	12/23/06	1

Source: Corrections Department In-House Parole Breakdown Analysis, CMIS Data

⁽¹⁾ Projected release date

Board staff reported that, in many cases, reentry paperwork is either lost or not forwarded to the institution when an inmate transfers to another facility. Corrections Department policies define a reentry process in which the reentry planning process is accelerated when an inmate arrives at a receiving facility and is less than 180 days from release or due to a lump sum award that results in a new release date projection less than 180 days, and the inmate in either case had not yet participated in a reentry committee or reentry planning. However, the accelerated timeline is not defined.

If an inmate transfers to another facility during the reentry planning process, Corrections Department policies state that the classification supervisor at the sending facility should contact the classification supervisor at the receiving facility to continue the reentry process. The classification supervisor at the receiving facility shall, in turn, notify the inmate's classification officer and reentry coordinator to employ the accelerated reentry planning process.

If an inmate has less than 180 days prior to release, the facility classification officer and the PPD reentry coordinator are directed to accelerate the reentry planning process to ensure that

- The inmate's case is reviewed by the reentry committee,
- The reentry committee meeting form is completed and distributed to the releasing inmate, and
- The progress report and reentry plan are completed and distributed appropriately.

If an inmate arrives at the Central New Mexico Correctional Facility Reception and Diagnostic Center with less than six months prior to parole, Reception and Diagnostic Center staff are responsible for initiating the reentry process by completing the progress report/reentry plan and placing it in the inmate's file prior to the inmate's transport from the center to the assigned facility.

Classification Supervisors Do Not Adequately Monitor Documentation Submitted To The Board. Board staff removed almost 20 percent of inmates scheduled for parole hearings from hearing dockets because of inadequate or missing documentation, facility transfers, or other reasons. When an inmate is placed on a docket and Board staff determines that information vital to Board members is missing, that inmate is removed (scratched) from the docket. Inmates are also scratched during hearings if, for some reason, they cannot appear in person. According to Corrections Department policy, classification supervisors at public and private facilities are

responsible for reviewing the parole plan packet for accuracy. Classification supervisors are also responsible for ensuring the Board docket is accurate and submitted to the Board via e-mail no later than 30 days prior to hearing date.

During this review, one public facility did not send an e-mail docket within the prescribed timeline, although a hard copy was delivered with the parole packets. Facility classification staff claimed that an e-mail docket was sent, but Board staff claimed that the docket was never received. Board staff also stated that similar situations have arisen in the past and have created tension between Board and facility staff.

The docket in question listed eight inmates. Seven of the inmates committed crimes involving incest, false imprisonment, criminal sexual contact with a minor, shooting at a motor vehicle, aggravated assault, child abuse and armed robbery. Proper victim notification was essential. General Services Department, contacted to determine whether an e-mail docket was sent by the facility, found no evidence to support the facility staff claim. Section 31-26-12 NMSA 1978 of the Victims of Crime Act requires the Board to provide a copy of dockets to each district attorney in the state at least 10 working days before the docket is considered by the Board. The district attorney must then notify any person known to reside in his district who was a victim of the criminal offense for which the inmate was incarcerated. Board policy requires that all proposed dockets must be received by the agency 30 days prior to the scheduled hearing date to allow district attorneys sufficient time to locate victims.

The following table summarizes hearing activity from October through December 2006. Two regularly scheduled hearings were not conducted during this period. One hearing at Torrance County Detention Center was cancelled because the facility did not submit a docket, and one hearing at Guadalupe County Correctional Facility was cancelled due to weather. Parole revocations comprised almost 26 percent of all inmates heard during this period.

**Table 6. Inmates Removed From Board Hearing Dockets
October Through December 2006**

Facility	Inmates Heard ^{(1) (2)}	Inmates Scratched					Inmates Not Present on Hearing Date	Scratches-Facility Totals
		Already Heard	No Investigation	Wrong Criminal Record No. on Docket	No Investigation / No Progress Report	Other		
CNCF	24	1	2		1	1	2	7
CNMCF	383	2	28		1	12	3	46
GCCF	22						1	1
LCCF	102	6	33	2	5	5	5	56
NMWCF	91	3	13			5	1	22
Board Office	17	4				1		5
PNM	90	5	6		4	9	7	31
RCC	63					1	2	3
SFCDL	26	3	3		1	1	1	9
SNMCF	86	6	29			7	6	48
TCDF	7	1	1					2
WNNMCF	46		1			2	2	5
Total	957	31	116	2	12	44	30	235

Source: Board Files

⁽¹⁾ Includes 140 inmates heard who were either nearing their projected release dates or on in-house parole. Many of these inmates were not scheduled in conformity with the Corrections Department reentry cycle schedule, but the Board agreed to include them in the hearing schedule to assist in alleviating in-house parole situations.

⁽²⁾ Hearings conducted included regular hearings (703), parole violation hearings (245) and administrative hearings (9).

Forty-nine percent or 116 of all inmates scratched were removed from hearing dockets during the quarter because parole plans had not been submitted by facility staff and/or investigated and approved or denied by PPD staff.

Of the 44 inmates scratched before hearings in the other category, most were removed because multiple required documents were missing, documents submitted were too old or inadequate, or the inmate had been transferred to another facility. Seven of the 44 inmates were scratched because they had already been heard. Of the 30 inmates not heard, 21 had been transferred to other facilities, eight were out at court, and one was scratched for unknown reasons.

The problem of inadequate facility documentation is ongoing. Lea County Correctional Facility scheduled 38 inmates for the March 6, 2007, hearing. Seventy-four percent or 28 inmates had to be scratched due primarily to missing Board-required documentation. Six of these inmates had also been scratched from previous hearings. One inmate scratched for the fourth time and whose file did not contain either a progress report or detainer information is on in-house parole status. The Board agreed to hear one inmate who appeared on the docket for the third time because he was nearing his projected release date despite the fact his parole plan had not been investigated.

Board Staff Does Not Attend Population Control Strategy Committee Meetings. The Population Control Strategy Committee (strategy committee) meets on a biweekly basis to find ways to comply with the reentry process and to identify possible solutions to the in-house parolee problem. The focus of the meetings is the in-house parole report that tracks why inmates have not been transitioned out of incarceration and actions that should be taken. However, due to

misunderstandings caused by inaccurate data, Board staff suspended attending the meetings, but continued to respond to strategy committee inquiries and clarify the status of parolees listed in the in-house parole report as awaiting parole certificates.

The committee is comprised of Corrections Department staff from the central office (management and classification, information technology [IT], and in-house parolee staff), facilities and Probation and Parole Division, as well as Board staff. Appendix D summarizes in-house parole reports from November 28, 2006, through February 19, 2007, by category and facility. As of the report dated February 19, 2007, in-house parolees at private facilities comprise almost two percent of available capacity, while in-house parolees at public facilities comprise almost three percent of available capacity. The tables in Appendix D also show that facility classification staff action is required for the largest number of in-house parolees.

Recommendations.

Board

- Continue regular attendance at Population Control Strategy Committee meetings to collaborate and communicate with correctional leaders and managers and provide independent reentry expertise. The reentry process cannot be improved without full participation of all key stakeholders.
- Issue parole certificates within the timeframe specified by Board policy.

Corrections Department

- Conduct Population Control Strategy Committee meetings as a positive, collaborative effort to improve the reentry process.
- Validate facility data before publishing in-house parole reports to ensure accuracy. Penalize facilities for not reporting as required.
- Require facility staff to adhere to the established reentry policies and timeline and submit all Board-required documentation according to the timeline.
- Avoid moving inmates during the reentry cycle if at all possible.
- Ensure that all necessary reentry paperwork is in order and promptly transferred to the receiving facility so the reentry planning process is not interrupted.
- Specifically define timelines associated with accelerated reentry planning.
- Continuously monitor all in-house parolees during the reentry cycle as required by Corrections Department policies to ensure that facility staff is compliant with the reentry timeline and that inmates do not go on in-house parole.
- Identify facilities with the greatest numbers of in-house parolees, determine what issues are involved, and strategize about how problems should be addressed.
- Require PPD staff to investigate and complete parole plans timely in accordance with internal PPD standards to facilitate inmate reentry. Require PPD staff at each facility to maintain communication with facility staff regarding the status of any tentative denial or proposed adjustments to the parole plan.

Most Projected Release Dates Provided To The Board Need To Be Updated. Board staff reported that projected release dates provided to the Board are not reliable. The most reliable projected release dates provided by facility staff are the dates included on hearing dockets, but even these appear unreliable in many cases. Corrections Department policy specifies that the

projected release date indicated on the parole board docket will include any possible goodtime restorations, forfeitures, and lump sum awards. Currently, accurate projected release dates are based on manually prepared “goodtime figuring sheets.”

The Board requires that parole packets prepared by facility staff include updated good time figuring sheets. Out of 32 in-house parolee files examined, only one file contained a good time figuring sheet that matched the projected release date on the docket. Five files contained good time figuring sheets that approximated docket projected release dates, with differences that ranged from two to 11 days. Current Corrections Department policy requires that good time be updated quarterly if an inmate is outside the reentry cycle. If an inmate is within six months of the projected release date, good time should be updated and reconciled to the Criminal Management Information System (CMIS) monthly. Manual good time figuring sheets are required because the CMIS good time calculating function is being reprogrammed. Appendix E details the purpose of reprogramming.

Recommendations.

Corrections Department

- Complete modifications to the automated good time calculating subsystem as quickly as possible.
- Provide accurate projected release dates to the Board on parole hearing dockets.
- Update good time figuring sheets as required by Corrections Department policy.
- Provide updated good time figuring sheets as required by the Board.

The Parole Plan Tracking System Is Not Fully Implemented. The Parole Plan Tracking System (tracking system) is a subsystem of the Criminal Management Information System (CMIS) designed to monitor in-house parolees and track Corrections Department and Board actions during the reentry cycle. During original system development in 2004, Board management and staff participated in developing Board-related screens. When Board management changed, communication with the Corrections Department about the tracking system stopped, and the Board did not participate in the project further.

The tracking system was designed for use by facility, PPD, and Board staff. As part of the in-house parole report test, documentation in Board files was compared to information entered by Corrections Department staff to determine whether the facilities and PPD were using the tracking system. Information from 13 out of 32 files (41 percent) was not updated or was not entered at all. Incomplete or missing information shows that Corrections Department staff is not fully populating the tracking system.

During the course of this review, Corrections Department IT staff demonstrated the tracking system to current Board management and agreed to make certain limited modifications to capture some information required by the Board and make the system more useful for management oversight and monitoring purposes. Board management subsequently agreed to implement the system.

Recommendations.

Board

- Fully implement the tracking system as soon as the initial round of modifications is complete.
- Work with Corrections Department staff to address further modifications that may be necessary to streamline related processes.

Corrections Department

- Require facility and PPD staff to use the tracking system and enter data timely and accurately. Monitor the system regularly to ensure compliance. Document monitoring results.
- Complete the initial round of modifications to the tracking system as soon as feasible.
- Consider additional modifications to facilitate automated generation of Board performance information and to provide complete reports for management oversight purposes.

Board Management

Staff Has Not Complied With The Internal Performance Standard For Parole Certificate Issuance. In September 2005, the Board reported that the timeliness of issuing parole certificates was intentionally omitted from its performance measures because staff could not meet the internal performance target of issuing certificates within 10 working days after a hearing. At the time, the agency was meeting the target only 18 percent of the time, and 242 parole certificates were awaiting preparation. At the beginning of this review, 159 parole certificates were either pending (within the 10 working day limit) or backlogged (past the 10 working day limit).

Board staff stated that all parole certificates issued now comply with the 10-working day performance standard. In addition, Board staff frequently issue certificates on the hearing date when an in-house parolee is involved. Parole certificates are required to release inmates from correctional facilities and to prevent situations where an inmate goes on in-house parole (IHP). Timely parole certificates free up prison capacity and save funding associated with housing parolees.

Fifty-three pending or backlogged files out of 159 (33 percent) were tested. Two factors are involved in determining whether parole certificates are issued timely. Ideally, certificates are issued 10 working days or less after a hearing. However, in many cases, documentation critical to the Board is missing at the time of the hearing. Board staff will not issue a certificate until and unless all missing documentation has been placed in the file. In these cases, parole certificates should be issued 10 working days or less after any missing documents are received.

The sample was reviewed to determine the time lag between the Board's decision and actual issuance of the parole certificate. It is important to note, however, that not all late parole certificates tested resulted in inmates going on in-house parole. The following table indicates that five certificates could not be issued due to missing documentation or other reasons. Of the remaining 48 certificates, 18 (37.5 percent) were issued within the 10-day time requirement

established by the Board, and 30 certificates (62.5 percent) were issued late. Delays ranged from one to 50 days and averaged 19.3 days late.

Late parole certificates, regardless of the reason for delay, can incur unnecessary costs to house parolees in correctional facilities. The Corrections Department reentry planning policies reserve the last 30 days of the reentry cycle to allow staff to follow certain required procedures prior to an inmate's release from prison. If Board staff does not comply with the reentry timeline and issues certificates late, then an inmate awaiting release may become an in-house parolee and require housing until all required procedures have been completed, thus incurring additional costs.

Table 7. Pending Or Backlogged Parole Certificates

No.	Facility	Work Days- Hearing Date to Certificate Issuance ⁽¹⁾	Work Days- Date Last Data Received to Certificate Issuance ⁽¹⁾	No.	Facility	Work Days- Hearing Date to Certificate Issuance ⁽¹⁾	Work Days- Date Last Data Received to Certificate Issuance ⁽¹⁾
1	CNMCF		19	27	PNM	1	
2	CNMCF	39		28	PNM	1	
3	CNMCF	39		29	RCC	19	
4	CNMCF	19		30	RCC	38	
5	CNMCF	Parole certificate not issued		31	RCC	38	
6	CNMCF	Parole certificate not issued		32	RCC	19	
7	CNMCF	39		33	RCC	19	
8	CNMCF	Parole certificate not issued		34	RCC	38	
9	CNMCF	26		35	RCC	38	
10	CNMCF	43		36	RCC	19	
11	CNMCF	23		37	RCC	6	
12	GCCF	13		38	SFDCD	Parole certificate not issued	
13	LCCF	3		39	SMCF		6
14	LCCF		25	40	SNMCF		5
15	LCCF	Parole certificate not issued		41	SNMCF		5
16	LCCF		2	42	SNMCF		4
17	LCCF		3	43	SNMCF		4
18	LCCF	31		44	SNMCF		3
19	LCCF	11		45	SNMCF	18	
20	NMWCF	36		46	SNMCF		26
21	NMWCF		48	47	SNMCF		32
22	NMWCF	40		48	SNMCF		2
23	NMWCF		2	49	WNMCF	60	
24	PNM		3	50	WNMCF		27
25	PNM		3	51	WNMCF		24
26	PNM		2	52	WNMCF		12
				53	WNMCF	1	

Source: Board Files

⁽¹⁾ Work days calculated do not include state holidays.

Further analysis indicated that 21 out of 48 files (44 percent) reviewed lacked information required by the Board (approved parole plan-13; detainer information-7; other-1). Either facility or PPD staff is responsible for providing the necessary paperwork.

Recommendations.

- Continue to strictly adhere to the internal performance target of issuing parole certificates within 10 working days or less.
- Strive to reduce the parole certificate issuance performance target to five working days or less through the use of video conferencing and other technological enhancements.
- Include the parole certificate issuance performance measure in the General Appropriation Act.
- Strengthen communications with Corrections Department staff and management when documentation is missing or inadequate.
- Use a spreadsheet to monitor timely parole certificate issuance until the tracking system (discussed above) is modified and fully implemented. Include the following data elements on a tracking spreadsheet: Corrections Department number, inmate name, hearing date, missing information, missing information received date and parole certificate issue date. Tracking these elements will allow the Board to monitor internal performance on an interim basis.

Clarify Board Guidelines To Ensure That Parole Decision-Making Criteria, Conditions Imposed, And The Revocation Process Are Applied Uniformly.

Each Board member has his or her own style and method of implementing “zero” tolerance or no tolerance conditions. Although the first impulse of many parole board members may be to assume that “more is better,” some parole boards and supervision agencies have concluded that piling on extensive conditions simply sets an offender up to fail. The parole revocation process should be limited so that parolees cannot easily be returned to prison for misdemeanor-level crimes or non-criminal behavior. According to the *Handbook for New Parole Board Members*, sponsored by the Association of Paroling Authorities, International (APAI) and the National Institute of Corrections, arbitrary and capricious Board decision making must be reduced because it, in turn, reduces the credibility of the Board. Such guidelines would provide direction to Board members regarding applying zero tolerance conditions and to PPD staff as to the Board’s position when zero tolerance conditions have been applied.

Documentation reviewed shows that Region I Probation and Parole Division staff does not collaborate well with the Board to reduce the number of parole violators who return to prison due to minor technical violations, while other PPD regions work closely with Board staff to avoid re-incarceration on particular violations. Parole revocation hearings comprised almost 26 percent of all hearings conducted from October through December 2006. The number of parole violators returning to prison between FY 2005 and FY 2006 increased by 40.3 percent, according to the 10-Year Adult Secure Population Projection, Revision C (FY 2007-2016), produced by JFA Associates, LLC, for the Corrections Department.

Although any violation of parole conditions may be cause for revocation, Board practice demonstrates that, in many cases, other approaches can be more satisfactory. If the violation is a minor one, it is not unusual for the Board to agree to continue parole with anything from a verbal reprimand to increased curfew or level of supervision, up to and including brief periods of incarceration. The idea is to avoid incarceration if another approach can address the issue more effectively, while still maintaining public safety and reducing facility overpopulation.

Parole Board Rule 90-14, Parole Revocation Hearings, states “If the parole violation charged is established, the Parole Board may continue or revoke the parole or enter any other order deemed appropriate.” An excerpt from a recent email to a PPD region manager clarifies the Board’s philosophy regarding zero tolerance and working with PPD staff.

The Board has determined that violations of a “no tolerance” condition can be dealt with in a variety of ways. We will work with the probation and parole officer (PPO) and, depending on the circumstances, a parolee may be continued [on parole] with a variety of possible relatively minor sanctions, such as increased frequency of reporting, increased drug testing, increased curfew, or various treatment options. If circumstances warrant, a 30/60/90-day sanction could be appropriate. A full violation (revocation) will be ordered if necessary. We are always willing to work with the PPO to come up with a suitable option, but they must contact us for this to happen.

The Board is aware of the extreme overcrowding at facilities. In an effort to alleviate overpopulation and as a tool to motivate parolees, the Board, under its current administration, frequently uses innovative remedies to “enter any other order deemed appropriate,” such as

- Revoke and re-parole, with adjusted conditions and/or a new parole plan,
- Revoke with re-parole permitted to a treatment program,
- Revoke, with the possibility of reconsideration by request after a certain amount of time and a demonstration of clear conduct, and
- Revoke with reconsideration for re-parole if pending charges are dismissed.

Recommendations.

Board

- Collaborate with the Corrections Department and consult with other states to develop updated standard decision-making criteria and guidance related to any conditions imposed.
- Revise parole guidelines and use them as a tool for improved Board decision making. Review and update parole guidelines annually.
- Ensure that parole decision-making criteria and the revocation process are uniformly applied by Board members.
- Report annually to the Legislature and explain efforts to meet parole guidelines.

Corrections Department

- Encourage all PPD staff to collaborate with the Board to reduce prison overcrowding caused by returning parole violators to prison for minor technical violations.
- Work with PPD staff to craft responses to technical violations that will tend to solve problems, change behavior, and contribute to successful completion of parole - rather than bring parolees back into prison.

Board Members Do Not Participate In Comprehensive, Ongoing Training. Current training offered to Board members appears inadequate to address the complex requirements of contemporary reentry policy. The volunteer, part-time nature of the board does not lend itself well to thorough ongoing training. According to Board staff, few members seem willing or able to invest the time and effort that additional training would require, and the Board is not currently

funded to pay for additional training. All Board members should use the information and recommendations from the transition planning team as a baseline and, from that point, establish conditions of release that are research-based, realistic, and relevant. Appendix F describes contemporary release guidelines.

According to the *Report of the Re-Entry Policy Council, Charting the Safe and Successful Return of Prisoners to the Community*, published by the Council of State Governments, releasing authorities such as the Board should be made up of professionals with experience in criminal justice and/or corrections who understand the process leading up to eligibility for release and the repercussions of release decisions. If Board members are not qualified and properly trained to objectively and effectively apply the information they receive, the information cannot lead to reliable and consistent decisions. The report also points out that two-thirds of the states have no professional qualifications for parole board members and that members of a releasing authority should be required to meet some professional criteria to ensure that expertise can be applied to release decision making.

Current Board members' backgrounds represent a broad spectrum of the community, including law enforcement, clinical psychology, corrections, prosecution, and education. Section 31-21-24 (D) NMSA 1978 of the Parole Board Act states that members of the Board shall be persons qualified by such academic training or professional experience as is deemed necessary to render them fit to serve as members of the Board.

Only two Board members have chosen to participate in Association of Paroling Authorities International (APAI) training. This organization provides a broad range of training options including printed materials, CDs, and on-line resources. Out-of-state training was discontinued due to lack of funding. However, it will be resumed as soon as additional funding is secured. Both Board members who participated rated the training as excellent.

High Board turnover increases the need for training. Effective July 2005, the Legislature increased the Board size from nine to 15 members. Since that time, 10 Board members have resigned. This is due in part to significant, pre-hearing work required that includes review of inmate files and completion of certain documents. Board members receive per diem for time spent in attendance at hearings, regular Board meetings, and training, but are not compensated for significant time spent meeting with victims or reviewing files and preparing hearing documents. New Board members may be unprepared for the level of work involved or are unable or unwilling to spend the time required.

One observed video conference hearing attended by a Board member in Santa Fe and a Board member in the Roswell area appointed in June 2006. It was apparent that the Board member in Roswell was not prepared. As a result, the facility classification officer had to assist in reviewing the file, finding information and setting conditions, which is not the classification officer's function. The process was slowed down considerably and, because the Board member was reviewing files during the hearing itself, he was unable to participate in the cases that the other Board member presented.

The Board member had at least six months to train with another board member. Board staff contacted the Board member who provided the training, as well as facility staff, and determined that the individual was not reviewing the case file to properly conduct hearings.

Recommendations.

Board

- Request funding to adequately train Board members. Training should encompass best practices, IT, and securing confidential information.
- Collaborate with Corrections Department staff to ensure that conditions set have integrity and that resources are available for enforcement.

Governor's Office

- Appoint only Board members who (1) are willing to participate in training that supports contemporary research-based, realistic, and relevant methods; (2) understand the critical nature of the function, which demands a high degree of commitment and service; and (3) are willing to devote the time required to adequately prepare for Board hearings.
- Consider appointing new board members from central areas as board attrition occurs to maximize the benefits associated with video conferencing, keeping in mind the impact on Board geographical representation.

The Board's Administrative Attachment Is Not Documented. Neither Board nor Corrections Department staff knows of a prior documented agreement for office space, administrative, or technical support. The Corrections Department provides office space for the Board (located on PNM grounds in the old women's prison) and building-related maintenance and repairs. On occasion and in emergencies, Corrections Department staff has assisted with preparation of documents critical to their operations and transit of documents to and from facilities, but Board staff report that this arrangement is neither regular nor reliable.

Other than housing, the Board relies on the Corrections Department for information technology (IT) support and uses the Corrections Department's network, servers and teleconferencing lines. The Board has no "administrator" capabilities, does not employ any IT staff, and is unaware of IT capacity and requirements.

The Board's administrative attachment is defined in the Corrections Department Act (Sections 9-3-1 through 9-3-11 NMSA 1978). Section 9-3-11, Administrative attachment, states that the adult parole board is administratively attached to the Corrections Department. Section 9-3-5 (B), Item 9, NMSA 1978 states that the secretary shall provide cooperation, at the request of heads of administratively attached agencies, in order to:

- (a) minimize or eliminate duplication of services and jurisdictional conflicts;
- (b) coordinate activities and resolve problems of mutual concern; and
- (c) resolve by agreement the manner and extent to which the department shall provide budgeting, record-keeping and related clerical assistance to administratively attached agencies.

The lack of a clearly understood and documented agreement covering administrative attachment hampers communication and an effective working relationship between the Board and the

Corrections Department. IT guidance and support is critical because the Board lacks IT expertise. A memorandum of understanding or service level agreement would clarify Board and Corrections Department IT responsibilities for costs involved, system support and maintenance, replacement cycles, software upgrades, etc.

Corrections Department staff is of the opinion that the Board should be part of the Corrections Department IT system, as opposed to the Board obtaining a different IT service provider such as the General Services Department. Both entities will benefit from a centralized repository of offender data and a common video conferencing system. They also feel that a memorandum of understanding is more appropriate than a service level agreement because the Board does not pay for services. A memorandum of understanding would allow services to be identified without having to be so strict with service levels.

Corrections Department IT staff stated that two full-time-equivalent positions are required to support the Board. A business analyst would be responsible for studying the overall business and information needs of the organization to develop appropriate solution strategies. This individual would act as the key liaison between business and IT staff by gathering and documenting business requirements and translating them into functional system design specifications that can be successfully executed by IT development teams. An applications developer would work with other IT Division staff and develop systems for the Board identified by the business analyst.

As of July 1, 2006, the Corrections Department's IT Division employed 31 staff who provides support for about 2,000 employees. The ratio of IT staff to total employees is one to 64.5. Although Board and Corrections Department interests and systems are very closely aligned, in some areas the Board may have specific needs that should be addressed. However, the addition of two IT staff to support the Board's six employees appears to exceed the July 2006 ratio.

An IT Strategy Has Not Been Developed. The Board has no short- or long-term IT plan or strategy and no capacity to develop one without collaborating with Corrections Department IT staff or hiring an IT consultant. Collaborating with the Corrections Department would make the Board's IT needs known and allow inclusion of the Board's IT plans in the Corrections Department's IT strategy and plan. Taking a long-term view would also allow the Board time to request the necessary funding since the Board, as an independent agency, should at a minimum pay for its own equipment and possibly some services and software.

Workflow and Parole Board Best Practices Studies Have Not Been Conducted. In late 2004, the Board reported to the Governor's Office that consideration was being given to conducting a workflow study to streamline and update internal processes and recordkeeping. The Corrections Department CIO at the time strongly recommended that such a study be done. Board staff also reported working with the New Mexico Sentencing Commission (Commission) and that the Commission had agreed to conduct a study to identify parole board best practices nationwide. Despite repeated inquiries, the Commission apparently did not undertake the project. Commission staff reported there was no record of a Board request for a best practices study.

Earlier in 2004, working with previous management, Commission staff scanned the Board's guidelines to make them available in electronic format. At that time, Board and Commission

staff reportedly discussed the possibility of a workflow study and automation of internal processes and recordkeeping. However, the project was never clearly defined, and Corrections Department IT staff recommended against its undertaking.

Because the Board is so closely aligned with the Corrections Department, reducing the volume of paper that drives its operations cannot occur until the Corrections Department, also paper-driven, undertakes its own needs assessment for electronic document management and electronic records management. The Corrections Department requested funding for a needs assessment as part of the FY08 IT plan, but it was not approved. The Board was not mentioned as a stakeholder in the project.

Video Conferencing Transmission Cost Allocation Is Not Based On A Rational, Consistent Method. Board video hearings got off to a slow start, apparently due to miscommunication about the purpose of the initial demonstrations and about associated costs. The initial “proof of concept” video hearings from the Corrections Department main office to Lea County Correctional Facility were conducted in November and December 2004 and in January 2005. Board staff stated the trial was very successful and proved extremely efficient, and the Board was ready to move ahead with full-scale implementation at that time.

According to Board documents reviewed, however, the trial was halted by Corrections Department officials. The Board was informed that the trial was only a “proof of concept” rather than production, that the equipment belonged to the Corrections Department Probation and Parole Division (PPD) and not the Board, and that the cost to access the line was out of the Corrections Department budget, not the Board’s budget. The Board was also informed that state funds formerly allocated to IT to move the process forward were no longer available. Costs associated with the proof of concept are shown in the table below.

Table 8. Cost For Video Equipment Used By Board During Proof-Of-Concept Phase

Item	Location	Gross Yearly Cost	Daily Cost ⁽¹⁾
ATM – Circuit to Hobbs	LCCF	\$33,156	\$128
OC3 – Circuit to Santa Fe	Santa Fe	\$456	\$2
Switches, routers, cabling and cords	LCCF and Santa Fe	\$1,000	\$4
Probation/Parole video equipment	Santa Fe	\$5,333	\$20
Subtotal		\$39,945	\$154
ITO man-hours to support	Santa Fe	3 hours @ \$120/hour	\$360
Total			\$514

Source: Board Files

⁽¹⁾ 52 weeks x five days = 260 business days/year

Board staff was under the impression that the Corrections Department was ready to move ahead with full-scale implementation of video conference hearings. After learning that the video conferencing trial run was only that and thinking that the costs as presented were imprecise and prohibitive, the Board prepared legislation to expand Board size in order to cope with the workload.

Currently, the Corrections Department does not have the capacity for full implementation of Board video conferencing due to bandwidth limitations. The system is running at 80 percent capacity, due to e-mail and the statewide accounting system. The system is heavily used for data from Tuesday through Thursday by the Central New Mexico Correctional Facility Reception and

Diagnostic Center. All individuals entering the system must pass through this facility. Video conferencing transmissions slow the system down. Conversely, heavy data use impacts the quality of video transmissions.

Because of this, the Corrections Department restricts video conferencing to Mondays and Fridays only, and all video conferences must be scheduled in advance. Until more bandwidth can be added, video conferencing priorities are

- Tele-psychiatry/tele-medicine (Hep-C),
- Inmate reentry,
- Video visitations,
- Board hearings, and
- Other (meetings, training, court hearings as scheduled).

The following table shows Corrections Department video conferencing funding to date, including a 2007 legislative appropriation to complete video conferencing on a department-wide basis.

Table 9. Video Conferencing Funding – FY05 Through FY08

	Source	Purchased By	Purpose	Amount
Phase I	Federal funds	PPD	Reentry hearings.	\$155,441
	General fund - FY06 year-end funds	IT Division	Equipment for wardens' offices, PPD region managers' offices, executive staff offices, and facilities that were not covered by the initial purchase.	\$133,462
Phase II	General fund - FY07 special appropriation (Laws 2006, Chapter 109, Section 5)	IT Division	Safety and security measure – Additional equipment will provide a conferencing unit at each building within the facilities so that inmates will not have to be transported between buildings.	\$61,000
Phase III	General fund – FY08 special appropriation (Laws 2007, Chapter 28, Section 5)	IT Division	Separate video network using T1-ATM data circuits until GSD completes the Wire New Mexico project. Once Wire New Mexico is completed, the circuits will be switched to the General Services Department-managed state network with MPLS secure connections, when available.	\$705,400
Total				\$1,055,273

Source: Corrections Department Data

Video Conferencing Has Not Been Fully Implemented. The Board purchased video conferencing equipment in October 2006. Corrections Department staff installed the equipment in mid-November 2006, and the Board was granted immediate bandwidth access, subject to the administrative scheduling constraints caused by limited bandwidth capacity. The first video hearing was held in January 2007.

Appendix G shows the 2007 schedule to date for video conferences. In addition, as Board member attrition occurs, staff has been encouraging the Governor's Office to consider appointing members from the Santa Fe-Albuquerque areas. The governor makes all final Board member appointment decisions.

Implementation of video conferencing would reduce mileage costs, protect confidential files, and enable the staff to issue parole certificates timely on the day of the hearing versus waiting for the inmate file to be shipped back from the hearing site. In addition, video conferencing would maximize the Board's limited resources that cover hearings spread widely around the state.

However, recruiting Board members primarily located in central New Mexico may distort an adequate geographical representation on the Board.

Recommendations.

Board and Corrections Department

- Formalize and comprehensively document the nature of Board's administrative attachment to the Corrections Department. Include office space and related maintenance and repairs and define how addendums will be handled in the event of additions or changes to the agreement. For IT services, identify applications used by the Board, communication services provided by the Corrections Department (such as video conferences), applications development, technical assistance, problem resolution, maintenance and training. The agreement should also address limitations and include
 - Interdependencies,
 - Impact on other areas, such as resource constraints and conflict with shared resources,
 - Priority,
 - Back-up requirements,
 - Security requirements, and
 - Disaster recovery policy and procedures.

Board

- Work with Corrections Department staff to develop a long-term IT strategy that coincides with the Corrections Department long-term strategy. A long-term strategy should consider costs and benefits of requiring Board members to use laptop computers, transmitting case material electronically and appropriate training, as well as an expanded, more interactive web site.
- Request funding for one term full-time-equivalent business analyst. After one year, the term business analyst should be replaced by a permanent, half-time applications developer. Any IT staff hired by the Board should work closely with Corrections Department IT staff to identify system requirements and information linkages. The workflow study should address an interim solution for document archival to permit easy access to files and the use of an electronic seal and electronic Board member signatures. An electronic seal and signatures would facilitate complete implementation of video conference parole hearings and positively impact Board effectiveness.
- If funding is not available to hire IT staff, request funding for a workflow analysis contractor to study and automate internal business processes and information needs if the Corrections Department cannot provide the services.
- Develop a video hearing roll-out plan to maximize the associated benefits as Corrections Department bandwidth capacity increases.
- Schedule as many video hearings as possible within current Corrections Department system limitations.

Corrections Department

- Consider providing business analyst support to the Board as part of overall business and systems analysis.

- Include the Board as a stakeholder and involve Board staff in the electronic document and records management project.
- Ensure that video conferencing costs passed on to the Board are based on a rational, consistent, and reasonable allocation method and only include actual transmission time.

STATE OF NEW MEXICO
ADULT PAROLE BOARD

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Memorandum

To: Legislative Finance Committee

From: Tim Kline, Chairman,

through Ella Frank, Director

Date: May 21, 2007

Re: Audit Report

As you are aware, the Parole Board has just concluded an audit, the results of which will be covered at a public hearing on May 23rd, 2007. The auditors have requested that the Parole Board provide its response.

The Parole Board's full intention is to maximize effectiveness and we welcome any observations that will assist in achieving that goal. To that end, the Board appreciates the report and the diligent effort that went into it. Further, we agree with the majority of the findings.

A few specific comments

Additional funding would be necessary to implement some of the report's very welcome recommendations. These include, among others:

- **Enhanced and expanded training for board members.** While we fully agree that ongoing, comprehensive training would be ideal, currently, the Board is not budgeted to include this expense.
- **Expanded IT capability.** Many of the recommendations made, which we fully embrace, are not possible without additional funding. These include the use of laptops by board members; additional automation of various sorts; added IT staff; the use of a workflow study/business analysis; and a more interactive internet presence with the service that it would require.

(At the same time, the Board is currently facing larger caseloads, extended services to victims, as well as significantly expanding duties pursuant to recent sex offender legislation, none of which has been so far addressed in our budget.)

Clarifications

As is documented in the report, the Board is very well aware of the Corrections Department's overcrowding issues and makes a strong effort to assist with the Department's dilemma while still maintaining public safety by creating alternatives to re-incarceration, expediting hearings when called for and a host of other measures. In addition:

- ***We have now begun strictly applying our own internal policy to issue parole certificates within 10 days of hearing.*** Previously, the staff member responsible for preparing the certificates was faced with a backlog. In order to issue certificates in time for the projected release date, her approach was to identify those inmates close to their release and to make them a priority for preparation. The result was that few inmates went "in-house parole" but many certificates were issued long past 10 days from hearing. However, since our review, the backlog has been cleared up completely and the employee strictly adheres to the 10-day turnaround time.

- ***We have now resumed attending Population Control Meetings.*** In order to maximize precious time resources, the Board formerly participated in these meetings by constantly communicating with the Department's IHP Coordinator and by responding to the IHP list with clarification and documentation. We have now resumed attending whenever possible.

Conclusion

The Board is encouraged by this review and is eager to implement recommendations that will enhance its ability to achieve its goals and serve the State of New Mexico. We look forward to your questions and comments.

REC'D MAY 22 2007

STATE OF NEW MEXICO
CORRECTIONS DEPARTMENT

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(505) 827-8600 - Main Number (505) 827-8220 - Fax
www.corrections.state.nm.us

BILL RICHARDSON, Governor
Central Administration:
Joe R. Williams
Secretary of Corrections, 827-8884
Erna Sedillo
Deputy Secretary, Operations, 827-8656
Jolene M. Gonzales
Deputy Secretary, Administration, 827-8667



Division Directors:

Tim LeMaster, Adult Prisons, 827-8767
Charlene Knipping, Probation and Parole, 827-8830
Fernando Gallegos, Training Academy, 827-8900
Willie Marquez, Corrections Industries, 827-8838
Tony E. Marquez Jr., Administrative Services, 827-8601
Elisa Storie, Information Technology, 827-8713
Nick D'Angelo, General Counsel, 827-8698

May 21, 2007

Mr. David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, NM 87501

Dear Mr. Abbey:

On behalf of the New Mexico Corrections Department (NMCD/Department), I would like to thank you for the opportunity to comment on the LFC Report on the review of the Parole Board. This letter will serve to provide the comments of key positions of the Parole Board regarding the findings and recommendations found in the draft report.

If you have any questions, please feel free to contact me at 505-827-8884.

Sincerely,

A handwritten signature in black ink, appearing to read "Joe R. Williams".

Joe R. Williams
Secretary of Corrections

Enclosures

Response to LFC Audit Findings:

LFC Finding: The Department Incurs Substantial Costs For Housing Parolees In Correctional Facilities Some of the cost could be avoided if the Department followed its own policies; such as adhering to the reentry timeline.

NMCD Response: We partially agree. The NMCD Adult Prisons Division is currently working with the Parole Board in modifying the Parole Plan Tracking System (PPTS) module for better monitoring and management of the Reentry Process. This system enables staff to monitor the projected release dates of each inmate who is in the reentry cycle as well as when the required steps of the reentry process have been completed on each inmate and whether those steps were initiated by facility staff in a timely manner.

The NMCD is changing policy and procedure regarding the entry of data into the parole plan tracking system. Previously, the Classification Supervisors entered the information. However, in the future, Classification Officers will enter the data and the Classification Supervisors will monitor the PPTS to ensure that all required entries have been made.

LFC: Recommendation:

- Complete modifications to the automated good time calculating subsystem as quickly as possible.

NMCD Response:

NMCD has completed the analysis phase and currently has contractors on site working with our staff programming the Transaction Based method of calculating Good Time.

LFC Finding: In-House Parole Reports Are Not Based On Validated Data

NMCD Response: We agree. At this time, In-house parole reports are self reporting documents that are turned in to Central Office by classification staff from the facilities. The current In-house Parole Report is being revised to more accurately categorize the reasons for the inmates' in-house parole status.

Also, NMCD staff is working in conjunction with the Information Technology Office to develop a Sentence Calculation Sheet for every inmate. This will replace the current Good Time Figuring Sheet. Once this Sentence Calculation Sheet has been completed on each inmate, reports can then be developed which can automatically identify inmates who are on in-house parole. The NMCD will no longer have to rely on self reporting forms to identify inmates serving in-house parole. This will result in validated data.

LFC Finding: The Reentry Timeline Is Not Followed And Board-Required Documentation Is Not Provided Timely.

NMCD Response: We partially agree. Numerous facilities are submitting timely and appropriate documentation. However, some facilities need closer monitoring. Training was conducted on April 2007. NMCD policies identify these procedures. It should be

noted that many offenders that are new arrivals are already in the reentry cycle less than 180 days due to short sentences and pre sentence credit.

Regarding transfers, we agree that facilities need to communicate better regarding exchange of documentation from facility to facility. This is a training issue. The NMCD intends to transfer offenders who are in the reentry cycle based on security, safety, medical and mental health needs.

LFC Finding: Moving Inmates During The Reentry Cycle Impacts The Cycle's Effectiveness. If an inmate transfers from one institution to another during the reentry process, the classification supervisor at the sending facility should contact the classification supervisor at the receiving facility to continue the reentry process. The classification supervisor at the receiving facility shall, in turn, notify the inmate's classification officer and reentry coordinator to employ the accelerated reentry planning process.

NMCD Response: The NMCD Reentry Policy already requires that the classification staff at the facilities communicate with each other regarding inmates who are transferred from one facility to another. Training needs to be on going with NMCD Staff with an emphasis on this issue.

LFC Finding: Classification Supervisors Do Not Adequately Monitor Documentation Submitted To The Board.

NMCD Response: At the recent training conducted with Classification Supervisors, Reentry Coordinators and Transitional Coordinators, it was emphasized that parole plan packets need to be complete and thoroughly checked before submission to the Parole Board. Parole board dockets need to be monitored more closely at the facility level. This is an on going training issue.

The NMCD is developing a standardized checklist which will list the required documents to be submitted to the Parole Board as well as to the Probation/Parole Division. This will help to eliminate lost documents.

LFC Finding: Most Projected Release Dates Provided To The Board Need to be Updated.

NMCD Response: NMCD policy requires that good time figuring sheets be updated monthly on any inmate who is within the reentry cycle. These updated good time figuring sheets need to be submitted to the Parole Board in the parole plan packets. This is another area that needs to be monitored by facility staff. It is also a training issue.

LFC Finding: The Parole Plan Tracking System Is Not Fully Implemented.

NMCD Response: NMCD is currently working on the initial round of modifications requested by the Parole Board. These modifications will be completed by August 2007.

LFC: Recommendation:

- Complete the initial round of modifications to the tracking system as soon as feasible.

NMCD Response:

This phase is in process. It will be completed by August 2007.

LFC: Recommendation:

- Consider additional modifications to facilitate automated generation of Board performance and to provide complete reports for management oversight purposes.

NMCD Response:

When the initial modifications are completed NMCD will meet with the Parole Board to begin the process of identifying any additional reports required by management. These reports will then be programmed and implemented.

LFC Finding: The Board's Administrative Attachment Is Not Documented.

NMCD Response:

NMCD ITD will work with the Parole Board to put together a MOU. This MOU will define services, processes, and procedures to obtain those services.

LFC Finding: An IT Strategy Has Not Been Developed.

NMCD Response:

The MOU that NMCD ITD works out with the Parole Board will define what services are provided, and if any costs will be charged for providing those services. NMCD is open to discussing the opportunity of providing additional services to the Parole Board including helping to build strategic plans, and providing hardware and software purchases. Additionally, in working with them to create their own IT plan or including their needs in the NMCD IT plan.

The Parole Board currently has little to no automation. NMCD has provided connectivity and PC's for staff to date. NMCD recommends a contractor to assess and document the workflow between Parole Board and NMCD. This document should be used to build an IT strategic plan which should be a part of the overall IT strategic plan for NMCD. Any FTE defined for the Parole Board should be an IT staff of NMCD with focus on Parole Board business requirements. This will ensure that any NMCD enhancements made to the automated business requirements will include impact to the Parole Board process. NMCD is the third largest agency with 12 prison locations and 32 probation & parole offices. This communication is largely dependent on automation to track and release offenders daily. It is imperative the Parole Board begin the use of automation to communicate and move offenders through NMCD cycle.

LFC Finding: Workflow and Parole Board Best Practices Studies Have Not Been Conducted.

NMCD Response:

NMCD ITD agrees that a needs assessment must be conducted to determine the Boards requirements in order to automate some of its manual processes. NMCD understands that the board uses a paper based system to support its business functions. NMCD has undertaken similar projects and understands the costs associated with such projects. NMCD does not feel that the five thousand dollars mentioned will be sufficient to undertake this project. NMCD feels that the business functions need to be studied so several phased projects can be undertaken that can be strategically planned. This will enable the board to make progress and not get overwhelmed with one huge project.

NMCD believes that creating a Microsoft Access database is NOT the way to proceed. By doing that the data that is common to both agencies will become fragmented, and information from a consolidated system will be lost or hard to create. In addition Microsoft access is not designed to accommodate large databases; it does not have all the strengths of an enterprise database. Microsoft SQL was created for that purpose. The Parole Board does not have the staff to manage and maintain its own database. NMCD is willing and able to provide database support and customizations to support the parole board with its database requirements. Database services can be discussed and documented in the MOU between the agencies.

LFC Finding: Video Conferencing Transmission Cost Allocation In Not Based On a Rational, Consistent Method.

NMCD Response:

NMCD believes that a misunderstanding or miscommunication has occurred. NMCD does not intend to overcharge the Parole Board to use the video conferencing system. NMCD understands that both agencies benefit from the Parole Boards use of the system. NMCD will discuss and document a working agreement that is beneficial to both entities and the State in the MOU.

LFC Finding: Video Conferencing Has Not Been Fully Implemented

NMCD Response:

NMCD received approval during the last legislative session for its Business case requesting funding to build a separate video network. NMCD will receive the money after July 2007. NMCD is in the planning process for the roll out of this project. This will enable NMCD to schedule many more video conferences than it currently does. NMCD is excited to get this project off to fulfill the many requests for video conferences. NMCD is only able to schedule video conferences on Mondays and Fridays to not interrupt CMIS which is the department's core application.

LFC: Recommendation:

- Formalize and comprehensively document the nature of Board's administrative attachment to the Department. Include office space and related maintenance and repairs and define how addendums will be handled in the event of additions or changes to the agreement. For IT services, identify applications used by the Board, communication services provided by the Department (such as video conferences), applications

development, technical assistance, problem resolution, maintenance and training. The agreement should also address limitations and include

- Interdependencies,
- Impact on other areas, such as resource constraints and conflict with shared resources,
- Priority
- Back-up requirement,
- Security requirements, and
- Disaster recovery policy and procedures.

NMCD Response:

NMCD is ready to start discussing the MOU agreement.

LFC: Recommendation:

- Provide business analyst support to the Board as part of overall business and systems analysis.
- Request funding for one additional temporary full-time-equivalent business analyst dedicated to supporting the Board. After one year, the temporary business analyst should be replaced with a permanent, full-time applications developer also dedicated to supporting the Board.
- Include the Board as a stakeholder and involve Board staff in the electronic document and records management project.
- Ensure that video conferencing costs passed on to the Board are based on a rational, consistent and reasonable allocation method and only include actual transmission time.

NMCD Response:

All these items will be discussed and defined in the MOU.

Parole Board Members

- Tim Kline, Chairman, Albuquerque, New Mexico
- Gabriel Campos, Member, Albuquerque, New Mexico
- Johnny Chavez, Member, Clovis, New Mexico
- Lou Chavez, Member, Santa Rosa, New Mexico
- Sandra Dietz, Member, Albuquerque, New Mexico
- Richard J. Garcia, Member, Roswell, New Mexico
- Rebecca Gonzales, Member thru May 2007 resigned effective June 2007, Grants, New Mexico
- Chris Jaramillo, Member, Las Cruces, New Mexico
- Barry Peters, Member, Hobbs, New Mexico
- Dorothy Pouges, Member, Milan, New Mexico
- Connie Salazar, Member, Santa Fe, New Mexico
- Dee Standridge, Member, Radium Springs, New Mexico
- Mary Thompson, Member, Santa Fe, New Mexico
- Jerry Zangara, Member, Albuquerque, New Mexico

Parole Reentry Cycle

Reentry is the process of transitioning inmates from prison or jail to the community. The reentry process includes prison administrators and staff, the Board, the Probation and Parole Division (PPD), and correctional leaders. A successful reentry cycle also includes public, nonprofit and private entities involved in providing public assistance, employment, housing, and treatment for health, mental health, or substance abuse issues.

Corrections Department policies CD-083000 and CD-083001, Reentry Planning and Transition Process for Inmates Releasing to the Community from Incarceration, establish procedures for the reentry planning process for all adult inmates releasing back to the community from incarceration, and identify post-release treatment and life maintenance needs for offenders transitioning back to the community. These policies apply to both publicly and privately operated correctional facilities.

Policy CD-083001 includes classification procedures and timeline for inmates releasing to parole supervision, an excerpt of which is presented in the table below.

Table 1. Corrections Department Timelines And Selected Classification Procedures For Inmate Reentry

Days Remaining to PRD ⁽¹⁾	Procedures
210	Classification officer (facility staff) – Initiate progress report/reentry plan for inmates releasing to supervision and submit it to classification supervisor for review.
180	Reentry coordinator (PPD staff) – Collect the proper documentation that comprises the progress report/reentry plan. Reentry coordinator and classification officer – Work together to summarize case, incorporate all information gathered and make recommendations to finalize the progress report/reentry plan. Classification officer – Prepare parole plan packet, including finalized progress report/reentry plan. Classification supervisor (facility staff) – Review the parole plan packet for accuracy.
150	Classification supervisor – Ensure parole plan information is entered into the Parole Plan Tracking System; ensure parole plan packets have been submitted and are mailed out to the appropriate probation/parole region. Classification supervisor/officer – monitor the Parole Plan Tracking System on a regular basis to determine parole plan status.
120	Classification supervisor – Ensure the board docket is accurate and submitted to the Board via e-mail no later than 30 days prior to hearing date and the docket with attached parole packets is mailed to the Board. Classification supervisor – Monitor the Parole Plan Tracking System regarding parole plan investigation status for any plans that have not been investigated, follow up by telephone with the probation and parole supervisor to inquire about the status of the plans.
90	The PRD indicated on the docket will include any possible restorations, forfeitures and lump sum awards. Inmate appears before the Board.
30	Corrections Department staff – In accordance with policy, follow audit and release procedures in accordance with policy; follow victim notification procedures; follow classification release checklist procedures.

Source: Corrections Department Policy No. CD-083001

⁽¹⁾ Projected release date.

The Board’s procedures and timeline for conducting hearings dovetail with the Corrections Department’s timeline, beginning at the 120-day mark when the docket is submitted to the Board. Beginning the parole hearing cycle at 120 days prior to the projected release date is

critical to the Corrections Department because it allows 30 days after parole certificate issuance to audit inmate files and follow other internal procedures shown in the previous table. The only significant difference between the two timelines is that the Corrections Department requires parole packets to be mailed to the Board 30 days prior to a hearing, while the Board requires that parole packets be received 15 days prior to a hearing.

Table 2. Board Timeline For Parole Hearings And Parole Certificate Issuance

		Procedures
Days Remaining to PRD ⁽¹⁾	90	Each facility must place an inmate on a docket 90 days prior to projected release date.
Days Remaining to Hearing ⁽²⁾	30	All proposed dockets must be received to ensure proper victim notification.
	15	Parole packet must be received.
Work Days after Hearing	10	Parole certificate is issued.

Source: Board Records

⁽¹⁾ Projected release date.

⁽²⁾ Hearing calendars for any month are published about five weeks prior to the beginning of that month.

Number Of Days Parole Packet Mailing Dates And Hearings Scheduled Exceeded Reentry Cycle Timelines By Facility

	Facility	No. of Days Parole Packet Late	No. of Days Hearing Scheduled Late
1	CNMCF	100	134
2	CNMCF	91	130
3	CNMCF	88	127
4	CNMCF	37	48
5	CNMCF	25	14
6	LCCF	Timely	37
7	LCCF	71	60
8	LCCF	55	44
9	LCCF	138	130
10	LCCF	149	133
11	LCCF	37	45
12	LCCF	65	54
13	LCCF	28	36
14	LCCF	31	54
15	LCCF	130	119
16	LCCF	34	64
17	LCCF	172	154
18	LCCF	84	76
19	LCCF	87	87
20	LCCF	139	Not Scheduled
21	LCCF	Timely	7
22	LCCF	55	47
23	NMWC	244	225
24	RCC	61	6
25	SFDC	102	106
26	SFDC	117	166
27	SNMCF	132	143
28	SNMCF	57	76
29	WNMCF	174	174
30	WNMCF	83	81
31	WNMCF	115	113
32	WNMCF	116	114

Source: Board Files

In-House Parole Reports Summarized By Category And By Facility

**Table 1. Summary Of In-House Parole Reports By Category
11/28/06 Through 2/19/07**

Category	11/28/06	12/11/07	1/8/07	1/23/07	2/6/07	2/19/07
Hard-to-Place - Substance Abuse Program Required	2	1	2	2	2	2
Hard-to-Place - Housing Assistance			2	8	4	6
Hard-to-Place - Serious Mental/Medical Illness		3	4	7	6	8
Hard-to-Place - Sex Offender	16	8	10	16	19	8
Inmate Ready to Release to Parole/Discharge	17	11	9	8	10	11
Detainer ⁽¹⁾ Issues - Waiting to be Picked Up	4	4	2	7	11	8
Legal Issues - New Charges - Amended Judgment and Sentencing - Recent Misconduct	4	1	2	4		2
Pending Out-of-State Process	21	17	19	11	15	10
Awaiting Program Bed - Parole Certificates on File	8	9	5	7	8	7
Inmate Refuses to Participate in Parole Process	15	16	20	19	17	15
Parole Certificates Pending – Parole Board Action	17	20	34	23	30	15
Probation and Parole – Probation and Parole Check Out Pending Investigation	28	36	24	25	25	25
Classification - Needs New Plan or Follow-up	37	44	40	24	30	45
Total	169	170	173	161	177	162

Source: Corrections Department Data

⁽¹⁾ A detainer authorizes a facility warden to continue to hold a person in custody.

**Table 2. Summary Of In-House Parole Reports By Facility
11/28/06 Through 2/19/07**

	Capacity	11/28/06	12/11/07	1/8/07	1/23/07	2/6/07	2/19/07
Facilities-Private							
CNCF (Camino)	109			1	3	2	
GCCF	601	7	6	3	6	3	2
LCCF	1,275	40	37	48	44	40	32
NMWCF	606	18	12	10	10	11	13
SFCDC	144	3	4	6	3	2	1
TCDF	213	5	5	4	4	5	6
Subtotal	2,948	73	64	72	70	63	54
Facilities-Public							
CNMCF	1,386	26	34	35	38	42	35
PNM	906	35	30	27	27	37	43
RCC	340	5	6	5	7	5	5
SNMCF	810	14	17	14		10	6
WNMCF	428	16	19	20	19	20	19
Subtotal	3,870	96	106	101	91	114	108
Total	6,818	169	170	173	161	177	162

Source: Corrections Department Data

CMIS Goodtime Calculation Module Reprogramming Project

- Good time rules were changed about three years ago to revert to the old way of awarding good time, as follows
 - An inmate receives one month of credit for each month served (as opposed to a strict 30 days per month as calculated by the system), and
 - Partial months are awarded based on a 30-day month (as opposed to the actual calendar days calculated by the system).
- Although the system allows a records manager to initiate and track good time on several offenses simultaneously, the system is unable to determine which one is the controlling offense.
- A number of inaccuracies or workarounds in data entry or system processing cause the system to display inaccurate or inconsistent information.
- The good time transaction process is extremely time consuming.

The goals of the present good time system update project are to incorporate the manual award process into the electronic system, to improve the overall accuracy of the information, to calculate and identify a single projected release date for each offender that represents the total commitment, to develop an electronic sentence calculation sheet reflecting the improved data that can be used as a legal document and, where possible, to streamline the process to realize the most efficient balance of human and electronic resources.

The Necessity Of Establishing Research-Based, Realistic, And Relevant Release Conditions

The Board should be charged with taking the information and recommendations from the transition planning team and establishing conditions of release that are research-based, realistic, and relevant. Evidence-based practices are those initiatives, programs, or actions that research has shown to be effective. In the context of reentry, the term often refers to a practice that has had a demonstrable, positive outcome in terms of lowering recidivism, increasing victim satisfaction, or decreasing expenditures. There must be an evidence base to both the method of assigning release conditions and the conditions that are ordered.

In addition to being research-based, the conditions of release should also be realistic, recognizing both the limitations of each individual and the issues likely to confront him or her upon release. For example, a blanket condition of release, such as obtaining a GED, may not be attainable by all offenders. Similarly, the completion of a substance abuse program should not be set as a condition of release if no spaces are available in such a program within the community to which a parolee will return. Only when conditions are achievable should the person under supervision be held accountable for lapses in compliance, although he or she should always be held responsible for any new crime committed.

Any release conditions should also be relevant to the elements of an individual's character and environment that might contribute to his or her committing offenses and which may provide a valuable resource for predicting and responding to recidivism, as well as the needs of the community and the victim.

By limiting the conditions of release to those that are research-based, realistic, and relevant, the Board clearly communicates to PPD officials what their priorities should be and communicates to the person being released what will be expected of him or her. It is critical, therefore, that conditions set have integrity. If the resources are not available to enforce one or more of the conditions of release imposed by the releasing authority, then the set of release conditions as a whole will lose credibility. Increased cooperation between the Board and PPD should ensure that the Board is always aware of PPD capacity.

2007 Board Video Conference Hearings**2007 Board Video Hearing Dates**

Facility	Hearing Date
Guadalupe County Correctional Facility	January 8
Roswell Correctional Center	January 12
Roswell Correctional Center	February 9
Springer Correctional Center	February 23
Roswell Correctional Center	March 9
Guadalupe County Correctional Facility	March 19
Springer Correctional Center	March 23
Roswell Correctional Center	April 13
Guadalupe County Correctional Facility	April 16
Springer Correctional Center	April 27

Source: Board Files