

1 TO THE HOUSE OF REPRESENTATIVES:

2 The Committee on Corrections and Institutions to which was referred  
3 Senate Bill No. 338 entitled “An act relating to justice reinvestment”  
4 respectfully reports that it has considered the same and recommends that the  
5 House propose to the Senate that the bill be amended by striking out all after  
6 the enacting clause and inserting in lieu thereof the following:

7 \* \* \* Findings and Purpose \* \* \*

8 Sec. 1. FINDINGS AND PURPOSE

9 (a) The General Assembly finds:

10 (1) Almost 80 percent of sentenced Department of Corrections  
11 admissions are for people returned or revoked from furlough, parole, and  
12 probation, primarily driven by furlough violators.

13 (2) Nearly one-half of Vermont’s sentenced prison population at the end  
14 of FY 2019 consisted of people who were returned from community  
15 supervision, primarily furlough.

16 (3) Nearly 80 percent of furlough returns to incarceration are due to  
17 technical violations rather than new crime offenses.

18 (4) A decrease of 106–135 people would represent an 8–10 percent drop  
19 in the sentenced incarceration population and could mean a 40–50 percent  
20 reduction in the out-of-state contract population.

1           (5) Revocations and returns from supervision are driving a large share of  
2           prison admissions, and limited funding leaves large numbers of high-risk  
3           people without the programs and services they need to succeed in the  
4           community.

5           (6) Over the last three years, the average annual proportion of  
6           admissions to sentenced incarceration that were people returning or being  
7           revoked from furlough, parole, and probation was 78 percent.

8           (7) Vermont incarcerates more people than current facilities can  
9           accommodate and that incarceration population is growing.

10          (b) The purpose of this act is to:

11           (1) Improve public safety in Vermont, while creating immediate  
12           opportunities to reduce recidivism and achieve long-term savings by reducing  
13           contract bed needs significantly.

14           (2) Make evidence-based programming available to individuals  
15           transitioning back into the community in order to support their transition and  
16           reduce violations, revocations, and reincarceration.

17           (3) Streamline the furlough system to eliminate multiple furlough  
18           statuses without limiting the availability of supervision within the community  
19           for inmates.

1                                   \* \* \* Probation \* \* \*

2       Sec. 2. 13 V.S.A. § 7031 is amended to read:

3       § 7031. FORM OF SENTENCES; MAXIMUM AND MINIMUM TERMS

4           (a) When a respondent is sentenced to any term of imprisonment, other  
5       than for life, the court imposing the sentence shall not fix the term of  
6       imprisonment, unless the term is definitely fixed by statute, but shall establish  
7       a maximum and may establish a minimum term for which the respondent may  
8       be held in imprisonment. The maximum term shall not be more than the  
9       longest term fixed by law for the offense of which the respondent is convicted,  
10      and the minimum term shall be not less than the shortest term fixed by law for  
11      the offense. If the court suspends a portion of the sentence, the unsuspended  
12      portion of the sentence shall be the minimum term of sentence solely for the  
13      purpose of any reductions of term for good behavior as set forth in 28 V.S.A.  
14      § 811. A sentence shall not be considered fixed as long as the maximum and  
15      minimum terms are not identical.

16           (b) The sentence of imprisonment of any person convicted of an offense  
17      shall commence to run from the date on which the person is received at the  
18      correctional facility for service of the sentence. The court shall give the person  
19      credit toward service of his or her sentence for any days spent in custody as  
20      follows:

1           (1) The period of credit for concurrent and consecutive sentences shall  
2 include all days served from the date of arraignment or the date of the earliest  
3 detention for the offense, whichever occurs first, and end on the date of the  
4 sentencing. Only a single credit shall be awarded in cases of consecutive  
5 sentences, and no credit for one period of time shall be applied to a later  
6 period.

7           (2) In sentencing a violation of probation, the court shall give the person  
8 credit for any days spent in custody from the time the violation is filed or the  
9 person is detained on the violation, whichever occurs first, until the violation is  
10 sentenced. In a case in which probation is revoked and the person is ordered to  
11 serve the underlying sentence, the person shall receive credit for all time  
12 previously served in connection with the offense and all time served on  
13 probation prior to the time the violation is filed.

14           (3) A defendant who has received pre-adjudication treatment in a  
15 residential setting for a substance use disorder after the charge has been filed  
16 shall earn a reduction of one day in the offender's minimum and maximum  
17 sentence for each day that the offender receives the inpatient treatment.

18           (c) If any such person is committed to a jail or other place of detention to  
19 await transportation to the place at which his or her sentence is to be served,  
20 his or her sentence shall commence to run from the date on which he or she is  
21 received at the jail or the place of detention.

1 (d) A person who receives a zero minimum sentence for a conviction of a  
2 nonviolent misdemeanor or nonviolent felony as defined in 28 V.S.A. § 301  
3 shall report to probation and parole as directed by the court and begin to serve  
4 the sentence in the community immediately, unless the person is serving a  
5 prior sentence at the time.

6 Sec. 3. 28 V.S.A. § 205 is amended to read:

7 § 205. PROBATION

8 (a)(1) After passing sentence, a court may suspend all or part of the  
9 sentence and place the person so sentenced in the care and custody of the  
10 Commissioner upon such conditions and for such time as it may prescribe in  
11 accordance with law or until further order of court. All terms of probation set  
12 by the court shall be for a specific duration, not to exceed the statutory  
13 maximum term of imprisonment for the offense.

14 (2) The term of probation for misdemeanors shall be for a specific term  
15 not to exceed two years unless the court, in its sole discretion, specifically  
16 finds that the interests of justice require a ~~longer or an indefinite~~ period of  
17 probation that exceeds two years.

18 (3)(A) The term of probation for nonviolent felonies shall not exceed  
19 four years or the statutory maximum term of imprisonment for the offense,  
20 whichever is less, unless the court, in its sole discretion, specifically finds that  
21 the interests of justice require a ~~longer or an indefinite~~ period of probation that

1 exceeds four years or the statutory maximum term of imprisonment for the  
2 offense, whichever is less.

3 (B) As used in this subdivision, “nonviolent felonies” means an  
4 offense that is not:

5 (i) a listed crime as defined in 13 V.S.A. § 5301(7); or

6 (ii) an offense involving sexual exploitation of children in  
7 violation of 13 V.S.A. chapter 64.

8 (4) Nothing in this subsection shall prevent the court from terminating  
9 the period of probation and discharging a person pursuant to section 251 of this  
10 title.

11 (5) The probation officer of a person on probation for a specific term  
12 shall review the person’s case file during probation and, not less than 45 days  
13 prior to the expiration of the probation term, may file a petition with the court  
14 requesting the court to extend the period of probation for a specific term not to  
15 exceed one year in order to provide the person the opportunity to complete  
16 programming consistent with special conditions of probation. A hearing on the  
17 petition for an extension of probation under this subsection shall comply with  
18 the procedures set forth in Rule 32.1 of the Vermont Rules of Criminal  
19 Procedure.

20 (b) The victim of a listed crime as defined in 13 V.S.A. § 5301(7) for  
21 which the offender has been placed on probation shall have the right to request

1 and receive from the Department of Corrections information regarding the  
2 offender’s general compliance with the specific conditions of probation.  
3 Nothing in this section shall require the Department of Corrections to disclose  
4 any confidential information revealed by the offender in connection with  
5 participation in a treatment program.

6 (c)(1) Unless the court in its discretion finds that the interests of justice  
7 require additional standard and special conditions of probation, when the court  
8 orders a specific term of probation for a qualifying offense, the offender shall  
9 be placed on administrative probation, which means that the only conditions of  
10 probation shall be that the probationer:

11 (A) register with the Department of Corrections’ probation and  
12 parole office in his or her district;

13 (B) notify the probation officer of his or her current address each  
14 month;

15 (C) within 72 hours, notify the Department of Corrections if probable  
16 cause is found for a criminal offense during the term of probation; and

17 (D) not be convicted of a criminal offense during the term of  
18 probation.

19 (2) As used in this subsection, “qualifying offense” means:

20 (A) Unlawful mischief under 13 V.S.A. § 3701.

21 (B) Retail theft under 13 V.S.A. §§ 2575 and 2577.

- 1           (C) Operating after suspension or revocation of license under  
2           23 V.S.A. § 674(a).
- 3           (D) Bad checks under 13 V.S.A. § 2022.
- 4           (E) Theft of services under 13 V.S.A. § 2582.
- 5           (F) Disorderly conduct under 13 V.S.A. § 1026, unless the original  
6           charge was a listed offense as defined in 13 V.S.A. § 5301(7).
- 7           (G) Theft of rented property under 13 V.S.A. § 2591.
- 8           (H) Operation without consent of owner under 23 V.S.A. § 1094(a).
- 9           (I) Petit larceny under 13 V.S.A. § 2502.
- 10          (J) Negligent operation of a motor vehicle under 23 V.S.A.  
11          § 1091(a).
- 12          (K) False reports to law enforcement under 13 V.S.A. § 1754.
- 13          (L) Setting fires under 13 V.S.A. § 508.
- 14          (M) [Repealed.]
- 15          (N) Simple assault by mutual consent under 13 V.S.A. § 1023(b)  
16          unless the original charge was a listed offense as defined in 13 V.S.A.  
17          § 5301(7).
- 18          (O) Unlawful trespass under 13 V.S.A. § 3705(a).
- 19          (P) A first offense of possession under 18 V.S.A. § 4230(a)(1).



1 (3) Nothing in this subsection shall prohibit a court from requiring  
2 participation in the Restorative Justice Program established in chapter 12 of  
3 this title.

4 (d) All probationers, including those currently serving a term of probation,  
5 shall receive one day of credit towards the probationer's minimum sentence for  
6 each day served on probation. The probationer shall cease accruing credit  
7 towards the minimum sentence the day an arrest warrant for the probationer is  
8 filed. If the court finds that the probationer violated the terms of probation and  
9 returns the person to probation, the court shall determine whether the person  
10 may again accrue credit towards the minimum sentence and when the accrual  
11 shall commence. The court shall indicate the amount of credit to apply on the  
12 sentencing document. If the court finds no violation occurred, there shall be no  
13 interruption in the probationer's accrual of credit.

14 (3) Once a probationer accrues credit equal to the imposed maximum  
15 term of imprisonment for the offense, the court shall terminate the probation  
16 and discharge the person pursuant to section 251 of this title.

17 Sec. 4. 28 V.S.A. § 304 is amended to read:

18 § 304. DISPOSITION ALTERNATIVES UPON VIOLATION OF

19 PROBATION

20 (a) Revocation and imposition of sentence.

1           (1) If a violation is established by a proceeding conducted in accordance  
2 with section 302 of this title, the court may, in its discretion, revoke probation  
3 and require the probationer to serve the remainder of the sentence that was  
4 suspended or order that the remainder of the sentence be served in the  
5 community pursuant to the provisions of chapter 6 of this title.

6           (2) In the event the court revokes probation and requires the probationer  
7 to serve the suspended sentence pursuant to this section, the duration of the  
8 remaining suspended sentence shall be reduced in accordance with  
9 subsection 205(d) of this title and 13 V.S.A. § 7031(b)(2). The court shall  
10 indicate the total number of days credited towards the minimum sentence on  
11 the sentencing document.

12           (b) Alternative sanctions. As an alternative to revocation and imposition of  
13 sentence as provided in subsection (a) of this section, the court, in its  
14 discretion, after it has established that a violation occurred ~~a violation has been~~  
15 ~~established~~, may:

16           (1) continue the probationer on the existing sentence;

17           (2) effect, in accordance with subsection 253(b) of this title, necessary  
18 or desirable changes or enlargements in the conditions of probation;

19           (3) conduct a formal or informal conference with the probationer in  
20 order to reemphasize to him or her the necessity of compliance with the  
21 conditions of probation;

1 (4) issue a formal or informal warning to the probationer that further  
2 violations may result in revocation of probation by the court; or

3 (5) continue the probationer on the existing sentence, but require the  
4 probationer to serve any portion of the sentence.

5 (c) Guidelines. Prior to ordering either revocation or an alternative  
6 sanction for a violation of probation in accordance with subsection (b) of this  
7 section, the court shall consider, but has complete discretion whether to follow,  
8 sanction guidelines established by the Department of Corrections pursuant to  
9 subsection (e) of this section.

10 (d) Discretion of the court. No plea agreement shall limit the court's  
11 discretion under this section.

12 (e) Rules. The Department of Corrections shall adopt rules pursuant to  
13 3 V.S.A. chapter 25 that establish graduated sanction guidelines for probation  
14 violations as an alternative to revocation and imposition of the remainder of  
15 the original sentence. These guidelines do not grant the Department any  
16 authority to impose sanctions for probation violations.

17 \* \* \* Parole \* \* \*

18 Sec. 5. 28 V.S.A. § 402 is amended to read:

19 § 402. DEFINITIONS

20 ~~Whenever~~ As used in this chapter:

1           (1) “Parole” means the release of an inmate to the community by the  
2 Parole Board before the end of the inmate’s sentence subject to conditions  
3 imposed by the Board and subject to the supervision and control of the  
4 Commissioner. If a court or other authority files a warrant or detainer against  
5 an inmate, the Board may release him or her on parole to answer the warrant  
6 and serve any subsequent sentences.

7           (2) “Interview” means an appearance by the inmate at a meeting of the  
8 Parole Board.

9           (3) “Review” means an evaluation of an inmate’s records without an  
10 appearance by the inmate before the Parole Board.

11 Sec. 6. 28 V.S.A. § 501 is amended to read:

12 § 501. ELIGIBILITY FOR PAROLE CONSIDERATION

13           An inmate who is serving a sentence of imprisonment who is not eligible  
14 for presumptive parole pursuant to section 501a of this title shall be eligible for  
15 parole consideration as follows:

16           (1) If the inmate’s sentence has no minimum term or a zero minimum  
17 term, the inmate shall be eligible for parole consideration within 12 months  
18 after commitment to a correctional facility.

19           (2) If the inmate’s sentence has a minimum term, the inmate shall be  
20 eligible for parole consideration after the inmate has served the minimum term  
21 of the sentence.

1           (3) If the inmate is 65 years of age or older, is not serving a sentence of  
2           life without parole, and has served five years but not the minimum term of the  
3           sentence, the inmate shall be eligible for parole consideration unless the inmate  
4           has programming requirements that have not been fulfilled or has received a  
5           major disciplinary rule violation within the previous 12 months.

6           Sec. 7. 28 V.S.A. § 501a is added to read:

7           § 501a. PRESUMPTIVE PAROLE

8           An inmate who is serving a sentence of imprisonment shall be eligible for  
9           presumptive release in accordance with subsection 502a(e) of this title at the  
10           expiration of the inmate’s minimum or aggregate minimum term of  
11           imprisonment if the inmate:

12           (1) has acquired no new criminal conviction while incarcerated or on  
13           supervision for the current offense;

14           (2) has no outstanding warrants, detainers, commitments, or pending  
15           charges;

16           (3) is compliant with the required services and programming portion of  
17           the inmate’s case plan during the period of incarceration if the inmate is  
18           incarcerated for less than 90 days or is compliant for the 90 days preceding the  
19           completion of the inmate’s minimum term if the inmate is incarcerated for 90  
20           days or more;

1           (4) is compliant with the conditions of supervision if the offender is  
2           supervised in the community on furlough during:

3                   (A) the entire period of supervision if the term of supervision is less  
4           than 90 days; or

5                   (B) the 90 days prior to the consideration of parole eligibility if the  
6           term of supervision is 90 days or more;

7           (5) has no major disciplinary rule violation or pending infractions during  
8           the period of incarceration if the inmate is incarcerated for less than 12 months,  
9           or has no major disciplinary rule violations or pending infractions during the  
10           preceding 12 months if the inmate is incarcerated for 12 months or more;

11           (6) has not had parole revoked on the inmate’s current sentence; and

12           (7) is not serving a sentence for committing a crime specified in  
13           13 V.S.A. § 5301.

14           Sec. 8. 28 V.S.A. § 501a is amended to read:

15           § 501a. PRESUMPTIVE PAROLE

16           An inmate who is serving a sentence of imprisonment shall be eligible for  
17           presumptive release in accordance with subsection 502a(e) of this title at the  
18           expiration of the inmate’s minimum or aggregate minimum term of  
19           imprisonment if the inmate:

20                   (1) has acquired no new criminal conviction while incarcerated or on  
21           supervision for the current offense;

1           (2) has no outstanding warrants, detainers, commitments, or pending  
2 charges;

3           (3) is compliant with the required services and programming portion of  
4 the inmate’s case plan during the period of incarceration if the inmate is  
5 incarcerated for less than 90 days or is compliant for the 90 days preceding the  
6 completion of the inmate’s minimum term if the inmate is incarcerated for 90  
7 days or more;

8           (4) is compliant with the conditions of the offender’s supervision if the  
9 offender is supervised in the community on furlough during:

10           (A) the entire period of supervision if the term of supervision is less  
11 than 90 days; or

12           (B) the 90 days prior to the consideration of parole eligibility if the  
13 term of supervision is 90 days or more;

14           (5) has no major disciplinary rule violation or pending infractions during  
15 the period of incarceration if the inmate is incarcerated for less than 12 months,  
16 or has no major disciplinary rule violations or pending infractions during the  
17 preceding 12 months if the inmate is incarcerated for 12 months or more;

18           (6) has not had parole revoked on the inmate’s current sentence; and

19           (7) is not serving a sentence for committing a crime specified in

20 ~~13 V.S.A. § 5301~~ 33 V.S.A. § 5204(a).

21 Sec. 9. 28 V.S.A. § 502 is amended to read:

1 § 502. PAROLE INTERVIEWS AND REVIEWS

2 (a) The Board shall interview each inmate eligible for parole consideration  
3 under section 501 of this title before ordering the inmate released on parole.  
4 The Board shall consider all pertinent information regarding an inmate in order  
5 to determine the inmate's eligibility for parole. The Board may grant parole  
6 only after an inmate is interviewed in accordance with this section. The Parole  
7 Board may conduct the interview in person, by telephone or videoconference,  
8 or by any other method it deems appropriate.

9 (b) An initial interview of the inmate shall occur at least 30 days prior to  
10 the date when the inmate becomes eligible for parole consideration under  
11 section 501 of this title.

12 (c) An inmate eligible for parole consideration shall, subsequent to the  
13 initial interview provided for above, be reviewed and interviewed thereafter, as  
14 follows:

15 (1) ~~If the inmate is serving a maximum sentence of less than 15 years:~~

16 ~~(A)~~ the Board shall review the inmate's record once every 12  
17 months;

18 ~~(B)~~(2) the Board shall conduct an interview of the inmate at the  
19 request of the Department; and

20 ~~(C)~~(3) upon written request of the inmate, the Board shall conduct an  
21 interview annually, ~~but not more than once in any two year period.~~



1           ~~(2) If the inmate is serving a sentence with a maximum of 15 years up to~~  
2           ~~a maximum of life:~~

3                     ~~(A) the Board shall review the inmate's record once every two years;~~

4                     ~~(B) the Board shall conduct an interview of the inmate at the request~~  
5           ~~of the Department; and~~

6                     ~~(C) upon written request of the inmate, the Board may conduct an~~  
7           ~~interview, but not more than once in any two-year period.~~

8           (d) The Board in its discretion may hear from attorneys or other persons  
9           with an interest in the case before the Board. A person presenting statements  
10          to the Board may be required to submit the statement in writing.

11          (e) Interviews and reviews shall be conducted in accordance with the rules  
12          and regulations established by the Board, which shall be consistent with this  
13          section.

14          (f) The Board ~~may~~, when formulating the conditions of a parole, shall take  
15          into consideration the emotional needs of the victim of an offender's crime  
16          plus the needs of the victim's family.

17          Sec. 10. 28 V.S.A. § 502a is amended to read:

18          § 502a. RELEASE ON PAROLE

19                 (a) ~~No~~ Except as otherwise provided in subsection (d) of this section and  
20          section 501 of this title, no inmate serving a sentence with a minimum term

1 shall be released on parole until the inmate has served the minimum term of  
2 the sentence, less any reductions for good behavior.

3 (b) An inmate who is not eligible for presumptive parole pursuant to  
4 section 501a of this title shall be released on parole by the written order of the  
5 Parole Board if the Board determines:

6 (1) the inmate is eligible for parole;

7 (2) there is a reasonable probability that the inmate can be released  
8 without detriment to the community or to the inmate; and

9 (3) the inmate is willing and capable of fulfilling the obligations of a  
10 law-abiding citizen.

11 (c) A parole under subsection (b) or (e) of this section shall be ordered only  
12 for the best interests of the community and of the inmate, and shall not be  
13 regarded as an award of clemency, a reduction of sentence, or a conditional  
14 pardon.

15 (d) Notwithstanding subsection (a) or (e) of this section, or any other  
16 provision of law to the contrary, any inmate who is serving a sentence,  
17 including an inmate who has not yet served the minimum term of the sentence,  
18 who is diagnosed as having a terminal or serious medical condition so as to  
19 render the inmate unlikely to be physically capable of presenting a danger to  
20 society, may be released on medical parole to a hospital, hospice, other  
21 licensed inpatient facility, or suitable housing accommodation as specified by

1 the Parole Board. Provided the inmate has authorized the release of his or her  
2 personal health information, the Department shall promptly notify the Parole  
3 Board upon receipt of medical information of an inmate’s diagnosis of a  
4 terminal or serious medical condition. As used in this subsection, a “serious  
5 medical condition” does not mean a condition caused by noncompliance with a  
6 medical treatment plan.

7 (e)(1) The Department shall identify each inmate meeting the presumptive  
8 parole eligibility criteria in section 501a of this title and refer each eligible  
9 inmate that does not meet the risk criteria set forth in subdivision (2) of this  
10 subsection to the Parole Board for an administrative review at least 60 days  
11 prior to the inmate’s eligibility date.

12 (2) The Department shall screen each inmate it identifies as eligible for  
13 presumptive parole for the risk criteria set forth in this subdivision. If the  
14 Department determines that, based on clear and convincing evidence, there is a  
15 reasonable probability that the inmate’s release would result in a detriment to  
16 the community, or that the inmate is not willing and capable of fulfilling the  
17 obligations of parole, the Department shall, at least 60 days prior to the  
18 inmate’s eligibility date, refer the inmate to the Parole Board for a parole  
19 hearing.

20 (3)(A) Within 30 days of the inmate’s eligibility date, the Parole Board  
21 shall conduct an administrative review of each inmate the Department

1 identifies as eligible for presumptive release that does not meet the risk criteria  
2 set forth in subdivision (2) of this subsection. The Board may deny  
3 presumptive release and set a hearing if it determines, through its  
4 administrative review, that a victim or victims should have the opportunity to  
5 participate in a parole hearing. If the Board determines there is a victim or  
6 victims who should be notified, the Department shall notify the victim or  
7 victims and the Board shall provide them with the opportunity to participate in  
8 a parole hearing.

9 (B) The Parole Board shall conduct a parole hearing pursuant to  
10 section 502 of this title for each eligible inmate that the Department determines  
11 meets the risk criteria in subdivision (2) of this subsection.

12 \* \* \* Furlough \* \* \*

13 Sec. 11. 28 V.S.A. § 808 is amended to read:

14 § 808. TEMPORARY FURLOUGHS GRANTED TO OFFENDERS

15 (a) The Department may extend the limits of the place of confinement of an  
16 offender at any correctional facility if the offender agrees to comply with such  
17 conditions of supervision the Department, in its sole discretion, deems  
18 appropriate for that offender's furlough. The Department may authorize a  
19 temporary furlough for a defined period for any of the following reasons:

20 (1) To visit a critically ill relative.

21 (2) To attend the funeral of a relative.

1 (3) To obtain medical services.

2 (4) To contact prospective employers.

3 (5) To secure a suitable residence for use upon discharge.

4 ~~(6) To continue the process of reintegration initiated in a correctional~~  
5 ~~facility. The offender may be placed in a program of conditional reentry status~~  
6 ~~by the Department upon the offender's completion of the minimum term of~~  
7 ~~sentence. While on conditional reentry status, the offender shall be required to~~  
8 ~~participate in programs and activities that hold the offender accountable to~~  
9 ~~victims and the community pursuant to section 2a of this title.~~

10 (b) An offender granted a temporary furlough pursuant to this section may  
11 be accompanied by an employee of the Department, in the discretion of the  
12 Commissioner, during the period of the offender's furlough. The Department  
13 may use electronic monitoring equipment such as global position monitoring,  
14 automated voice recognition telephone equipment, and transdermal alcohol  
15 monitoring equipment to enable more effective or efficient supervision of  
16 individuals placed on furlough.

17 (c) The extension of the limits of the place of confinement authorized by  
18 this section shall in no way be interpreted as a probation or parole of the  
19 offender, but shall constitute solely a permitted extension of the limits of the  
20 place of confinement for offenders committed to the custody of the  
21 Commissioner.

1 (d) When any enforcement officer, as defined in 23 V.S.A. § 4, employee  
2 of the Department, or correctional officer responsible for supervising an  
3 offender believes the offender is in violation of any verbal or written condition  
4 of the temporary furlough, the officer or employee may immediately lodge the  
5 offender at a correctional facility or orally or in writing deputize any law  
6 enforcement officer or agency to arrest and lodge the offender at such a  
7 facility. The officer or employee shall subsequently document the reason for  
8 taking such action.

9 (e) The Commissioner may place on medical furlough any offender who is  
10 serving a sentence, including an offender who has not yet served the minimum  
11 term of the sentence, who is diagnosed with a terminal or serious medical  
12 condition so as to render the offender unlikely to be physically capable of  
13 presenting a danger to society. The Commissioner shall develop a policy  
14 regarding the application for, standards for eligibility of, and supervision of  
15 persons on medical furlough. The offender may be released to a hospital,  
16 hospice, other licensed inpatient facility, or other housing accommodation  
17 deemed suitable by the Commissioner. As used in this subsection, a “serious  
18 medical condition” does not mean a condition caused by noncompliance with a  
19 medical treatment plan.

20 (f) ~~While appropriate community housing is an important consideration in~~  
21 ~~release of offenders, the Department shall not use lack of housing as the sole~~

1 ~~factor in denying furlough to offenders who have served at least their~~  
2 ~~minimum sentence for a nonviolent misdemeanor or nonviolent felony~~  
3 ~~provided that public safety and the best interests of the offender will be served~~  
4 ~~by reentering the community on furlough. The Department shall adopt rules to~~  
5 ~~implement this subsection. [Repealed.]~~

6 (g) ~~Subsections (b)–(f)~~ Subsection (b) of this section shall also apply to  
7 sections 808a and 808c of this title.

8 Sec. 12. 28 V.S.A. § 808a is amended to read:

9 § 808a. TREATMENT FURLOUGH

10 (a) An offender may be sentenced to serve a term of imprisonment, but  
11 placed by a court on treatment furlough to participate in such programs  
12 administered by the Department in the community that reduce the offender's  
13 risk to reoffend or that provide reparation to the community in the form of  
14 supervised work activities.

15 (b) Provided the approval of the sentencing judge, if available, otherwise a  
16 Superior Court judge, is first obtained, the Department may place on treatment  
17 furlough an offender who has not yet served the minimum term of the  
18 sentence, who, in the Department's determination, needs residential treatment  
19 services not available in a correctional facility. The services may include  
20 treatment for substance abuse or personal violence or any other condition that  
21 the Department has determined should be addressed in order to reduce the

1 offender's risk to reoffend or cause harm to himself or herself or to others in  
2 the facility. The offender shall be released only to a hospital or residential  
3 treatment facility that provides services to the general population. The State's  
4 share of the cost of placement in such a facility, net of any private or federal  
5 participation, shall be paid pursuant to memoranda of agreement between and  
6 within State agencies reflective of their shared responsibilities to maximize the  
7 efficient and effective use of State resources. In the event that a memorandum  
8 of agreement cannot be reached, the Secretary of Administration shall make a  
9 final determination as to the manner in which costs will be allocated.

10 ~~(c)(1) Except as provided in subdivision (2) of this subsection, the~~  
11 ~~Department, in its own discretion, may place on treatment furlough an offender~~  
12 ~~who has not yet served the minimum term of his or her sentence for an eligible~~  
13 ~~misdemeanor as defined in section 808d of this title if the Department has~~  
14 ~~made a determination based upon a risk assessment that the offender poses a~~  
15 ~~low risk to public safety or victim safety and that employing an alternative to~~  
16 ~~incarceration to hold the offender accountable is likely to reduce the risk of~~  
17 ~~recidivism.~~

18 ~~(2) Driving under the influence of alcohol or drugs, second offense, as~~  
19 ~~defined in 23 V.S.A. §§ 1201 and 1210(c) and boating under the influence of~~  
20 ~~alcohol or drugs, second offense, as defined in 23 V.S.A. § 3323 shall be~~



1 ~~considered eligible misdemeanors for the sole purpose of subdivision (1) of~~  
2 ~~this subsection. [Repealed.]~~

3 Sec. 13. 28 V.S.A. § 723 is amended to read:

4 § 723. ~~CONDITIONAL REENTRY~~ COMMUNITY SUPERVISION

5 FURLOUGH

6 (a) ~~When a sentenced offender has served the minimum term of the total~~  
7 ~~effective sentence, the~~ The Department may release ~~the offender~~ from a  
8 correctional facility ~~under section 808 of this title for the offender to~~  
9 participate in a reentry program while serving the remaining sentence in the  
10 community a person who:

11 (1) has served the minimum term of the person's total effective  
12 sentence;

13 (2) is ineligible for or refuses presumptive parole pursuant to section  
14 501a of this title or has been returned or revoked to prison for a violation of  
15 conditions of parole, furlough, or probation; and

16 (3) agrees to comply with such conditions of supervision the  
17 Department, in its sole discretion, deems appropriate for that person's  
18 furlough.

19 (b) The offender's continued supervision in the community is conditioned  
20 on the offender's commitment to and satisfactory progress in his or her reentry

1 program and on the offender's compliance with any terms and conditions  
2 identified by the Department.

3 (c) Prior to release under this section, the Department shall screen and, if  
4 appropriate, assess each felony drug and property offender for substance abuse  
5 treatment needs using an assessment tool designed to assess the suitability of a  
6 broad range of treatment services, and it shall use the results of this assessment  
7 in preparing a reentry plan. The Department shall attempt to identify all  
8 necessary services in the reentry plan and work with the offender to make  
9 connections to necessary services prior to release so that the offender can begin  
10 receiving services immediately upon release.

11 Sec. 14. 28 V.S.A. § 724 is amended to read:

12 § 724. TERMS AND CONDITIONS OF ~~CONDITIONAL REENTRY~~  
13 COMMUNITY SUPERVISION FURLOUGH

14 (a) The Department shall identify in the terms and conditions of ~~conditional~~  
15 ~~reentry~~ community supervision furlough those programs necessary to reduce  
16 the offender's risk of reoffense and to promote the offender's accountability  
17 for progress in the reintegration process. The Department shall make all  
18 determinations of violations of conditions of community supervision furlough  
19 pursuant to this subchapter and any resulting change in status or termination of  
20 community supervision furlough status.

1        (b) Any interruption of an offender’s community supervision furlough after  
2        the Department has found a technical violation of furlough conditions shall  
3        trigger a Department Central Office case staffing review and Department  
4        notification to the Office of the Defender General if the interruption will  
5        exceed 30 days.

6        (c) An offender may seek review in the Civil Division of the Superior  
7        Court of the Department’s decision to revoke furlough or interrupt furlough for  
8        30 days or longer pursuant to Rule 75 of the Vermont Rules of Civil  
9        Procedure. The offender shall have the burden of proving by a preponderance  
10       of the evidence that the Department wrongfully violated the conditions of  
11       community supervision furlough or wrongfully imposed a furlough revocation  
12       or interrupt that exceeds 30 days.

13       (d) As used in this section, “technical violation” shall mean a violation of  
14       conditions of furlough that does not constitute a new crime.

15       Sec. 15. 28 V.S.A. § 725 is amended to read:

16       § 725. PAROLE HEARING FOR OFFENDERS ON ~~CONDITIONAL~~  
17       ~~REENTRY~~ COMMUNITY SUPERVISION FURLOUGH

18       (a) The Department shall submit to the Parole Board a recommendation  
19       relative to whether the offender should be released to parole pursuant to  
20       section ~~502a~~ 501 of this title when:

1 (1) an offender sentenced solely for the commission of one or more  
2 unlisted crimes has, in the sole discretion of the Department, successfully  
3 completed 90 days of community supervision furlough ~~in a conditional reentry~~  
4 ~~program~~; or

5 (2) an offender sentenced for the commission of at least one or more  
6 listed crimes has, in the sole discretion of the Department, successfully  
7 completed 180 days of community supervision ~~in a conditional reentry~~  
8 ~~program~~ furlough.

9 Sec. 16. 28 V.S.A. § 818 is amended to read:

10 § 818. EARNED GOOD TIME; REDUCTION OF TERM

11 (a) On or before July 1, 2020, the Department of Corrections shall file a  
12 proposed rule pursuant to 3 V.S.A. chapter 25 implementing an earned good  
13 time program to become effective on March 1, 2021. The Commissioner shall  
14 adopt rules to carry out the provisions of this section as an emergency rule and  
15 concurrently propose them as a permanent rule. The emergency rule shall be  
16 deemed to meet the standard for the adoption of emergency rules pursuant to 3  
17 V.S.A. § 844(a).

18 (b) The earned good time program implemented pursuant to this section  
19 shall comply with the following standards:

20 (1) The program shall be available for all sentenced offenders, including  
21 furloughed offenders, provided that the program shall not be available to

1 offenders on probation or parole, to offenders eligible for a reduction of term  
2 pursuant to section 811 of this title, or to offenders sentenced to life without  
3 parole. For offenders currently serving a sentence at the time the program is  
4 implemented, any reduction shall be calculated based on the offender's  
5 sentence going forward in time.

6 (2) Offenders shall earn a reduction of ~~five~~ seven days in the minimum  
7 and maximum sentence for each month during which the offender:

8 (A) is not adjudicated of a major disciplinary rule violation; and

9 (B) is not reincarcerated from the community for a violation of  
10 release conditions, provided that an offender who loses a residence for a reason  
11 other than fault on the part of the offender shall not be deemed reincarcerated  
12 under this subdivision; ~~and~~

13 ~~(C) complies with a merit based system designed to incentivize~~  
14 ~~offenders to meet milestones identified by the Department that prepare~~  
15 ~~offenders for reentry, if the offender has received a sentence of greater than~~  
16 ~~one year.~~

17 (3) An offender who receives post-adjudication treatment in a residential  
18 setting for a substance use disorder shall earn a reduction of one day in the  
19 minimum and maximum sentence for each day that the offender receives the  
20 inpatient treatment. While a person is in residential substance abuse treatment,

1 he or she shall not be eligible for good time except as provided in this  
2 subsection.

3 (4)(A) The Department shall ensure that all victims of record are  
4 notified of the earned good time program at its outset, and made aware of the  
5 option to receive notifications from the Department pursuant to this  
6 subdivision.

7 (B) The Department shall provide timely notice ~~no~~ not less frequently  
8 than every 90 days to the offender and to any victim registered with the  
9 Department to receive notifications of record any time the offender receives a  
10 reduction in his or her term of supervision pursuant to this section, and the  
11 Department shall maintain a system that documents and records all such  
12 reductions in each offender's permanent record.

13 (5) ~~The program shall become effective upon the Department's adoption~~  
14 ~~of final proposed rules pursuant to 3 V.S.A. § 843.~~

15 Sec. 17. 28 V.S.A. § 808d is amended to read:

16 § 808d. DEFINITION; ELIGIBLE MISDEMEANOR; FURLOUGH AT  
17 ~~THE DISCRETION OF THE DEPARTMENT~~

18 ~~For purposes of sections 808a-808e~~ As used in section 808c of this title,  
19 "eligible misdemeanor" means a misdemeanor crime that is not one of the  
20 following crimes:

21 \* \* \*

\* \* \* Absconding and Escape \* \* \*

1  
2       Sec. 18. 28 V.S.A. § 808e is amended to read:

3       § 808e. ABSCONDING FROM FURLOUGH; WARRANT

4       (a) The Commissioner of Corrections may issue a warrant for the arrest of  
5       a person who has absconded from furlough status in violation of subdivision  
6       subsection 808(a)(6), ~~subsection 808(e) or 808(f)~~, or section 808a, 808b, or  
7       808c of this title, requiring the person to be returned to a correctional facility.

8       A law enforcement officer who is provided with a warrant issued pursuant to  
9       this section shall execute the warrant and return the person who has absconded  
10       from furlough to the Department of Corrections.

11       (b) A person for whom an arrest warrant is issued pursuant to this section  
12       shall not earn credit toward service of his or her sentence for any days that the  
13       warrant is outstanding.

14       Sec. 18a. 13 V.S.A. § 1501 is amended to read:

15       § 1501. ESCAPE AND ATTEMPTS TO ESCAPE

16       (a) A person who, while in lawful custody:

17               (1) escapes or attempts to escape from any correctional facility or a local  
18       lockup shall be imprisoned for not more than 10 years or fined not more than  
19       \$5,000.00, or both; or

20               (2) escapes or attempts to escape from an officer, if the person was in  
21       custody as a result of a felony, shall be imprisoned for not more than 10 years

1 or fined not more than \$5,000.00, or both; or if the person was in custody as a  
2 result of a misdemeanor, shall be imprisoned for not more than two years, or  
3 fined not more than \$1,000.00, or both.

4 (b)(1) A person shall not, while in lawful custody:

5 (A) fail to return from work release to the correctional facility at the  
6 specified time, or visits other than the specified place, as required by the order  
7 issued in accordance with 28 V.S.A. § 753;

8 (B) fail to return from furlough to the correctional facility at the  
9 specified time, or visits other than the specified place, as required by the order  
10 issued in accordance with 28 V.S.A. § 808(a)(1)-(5), or § 723;

11 (C) escape or attempt to escape while on release from a correctional  
12 facility to do work in the service of such facility or of the Department of  
13 Corrections in accordance with 28 V.S.A. § 758; or

14 (D) elope or attempt to elope from the Vermont Psychiatric Care  
15 Hospital or a participating hospital, when confined by court order pursuant to  
16 chapter 157 of this title, or when transferred there pursuant to 28 V.S.A. § 703  
17 and while still serving a sentence.

18 (2) A person who violates this subsection shall be imprisoned for not  
19 more than five years or fined not more than \$1,000.00, or both.

20 (3) ~~It shall not be a violation of subdivision (1)(A), (1)(B), or (1)(C) of~~  
21 ~~this subsection (b) if~~ If the person is on furlough status pursuant to 28 V.S.A.



1     § 723 808(a)(6), 808(e), 808(f), or 808a, 808b, or 808e a violation of this  
2     subdivision (1) of this subsection (b) requires a showing that the person  
3     intended to escape from furlough.

4           (c) All sentences imposed under subsection (a) of this section shall be  
5     consecutive to any term or sentence being served at the time of the offense.

6           (d) As used in this section:

7           (1) “No refusal system” means a system of hospitals and intensive  
8     residential recovery facilities under contract with the Department of Mental  
9     Health that provides high intensity services, in which the facilities shall admit  
10    any individual for care if the individual meets the eligibility criteria established  
11    by the Commissioner in contract.

12          (2) “Participating hospital” means a hospital under contract with the  
13    Department of Mental Health to participate in the no refusal system.

14          (3) [Repealed.]

15                   \* \* \* Reports to General Assembly \* \* \*

16    Sec. 19. RACIAL DISPARITIES IN CRIMINAL JUSTICE SYSTEM;  
17            VERMONT SENTENCING COMMISSION; EXECUTIVE  
18            DIRECTOR OF RACIAL EQUITY; DEPARTMENT OF  
19            CORRECTIONS; REPORT

20           (a) During the 2020 legislative interim, the Racial Disparities in the  
21    Criminal and Juvenile Justice System Advisory Panel, the Chief Superior

1 Judge, the Attorney General, the Defender General, the Department of  
2 Corrections, and the Executive Director of the Department of State’s Attorneys  
3 and Sheriffs shall work with Crime Research Group to identify existing data  
4 that explores the relationships between demographic factors and sentencing  
5 outcomes and determine whether and where current data systems and  
6 collections are insufficient for additional analyses and what staffing or  
7 resources are needed to support more robust reporting. Relevant data shall  
8 include plea agreements, sentence types and length, criminal history, offense  
9 severity, and any other metric that may further identify differences in how  
10 people are charged and sentenced by county, race, and gender. The  
11 stakeholders identified in this subsection shall jointly report their findings to  
12 the Joint Legislative Justice Oversight Committee on or before October 1,  
13 2020. The report shall include any dissenting opinions among the  
14 stakeholders.

15 (b)(1) During the 2020 legislative interim, the Vermont Sentencing  
16 Commission shall:

17 (A) analyze sentencing patterns across the State to identify where the  
18 use and length of incarceration may result in or exacerbate racial disparities;  
19 and

20 (B) work with the Executive Director of Racial Equity and the Racial  
21 Disparities in the Criminal and Juvenile Justice System Advisory Panel in

1 identifying the types of offenses for which there are racial and geographic  
2 disparities in sentencing and propose standardized sentencing guidance for  
3 those offenses.

4 (2) The Commission shall work with the Crime Research Group for the  
5 analyses pursuant to this section.

6 (3) On or before December 1, 2020, the Commission shall provide an  
7 interim report to the Joint Legislative Justice Oversight Committee with the  
8 results of its work pursuant to this subsection. On or before January 15, 2021,  
9 the Commission shall provide its final report on its work pursuant to this  
10 subsection to the House and Senate Committees on Judiciary and the House  
11 Committee on Corrections and Institutions.

12 Sec. 20. PROBATION AND PAROLE REPORTS; JUDICIARY; PAROLE  
13 BOARD

14 (a) On or before January 15, 2022, the Chief Superior Judge shall report to  
15 the House and Senate Committees on Judiciary and the House Committee on  
16 Corrections and Institutions on the implementation of credit for time served  
17 on probation towards the underlying minimum sentence as established by  
18 Secs. 2–4 of this act. The report shall include:

19 (1) how credit is calculated and tracked by the courts;

1           (2) a summary of probation terms imposed between January 2021 and  
2           January 2022, including the length of both probation terms imposed and the  
3           associated underlying sentences;

4           (3) the number of violations of probation established by the court; and

5           (4) an analysis of the administrative burden on the judiciary of  
6           calculating reductions in underlying minimum sentences as required by  
7           Secs. 2–4 of this act.

8           (b) On or before January 15, 2022, the Chair of the Vermont Parole Board  
9           shall report to the Senate Committee on Judiciary and the House Committee on  
10           Corrections and Institutions on the implementation of presumptive parole as  
11           established by 28 V.S.A. § § 501a and 502a. The report shall include an  
12           analysis of the current administrative burden of presumptive parole and the  
13           anticipated administrative burden of expanding presumptive parole eligibility  
14           to offenders who have committed a listed crime as defined in 13 V.S.A.  
15           § 5201.

16           **Sec. 21. JUSTICE REINVESTMENT II WORKING GROUP; OVERSIGHT**  
17           **AND IMPLEMENTATION OF JUSTICE REINVESTMENT II**

18           (a) Justice Reinvestment II Working Group. The Justice Reinvestment II  
19           Working Group, established by the Governor in Executive Order 03-19, shall

1 oversee the implementation of Justice Reinvestment II as provided in this  
2 section.

3 (b) Duties. The Working Group shall provide oversight over the rollout of  
4 Justice Reinvestment II, including the implementation of case reviews and  
5 releases for individuals newly eligible for presumptive parole, calculations of  
6 earned good time for eligible people within Department of Corrections  
7 facilities, and the Department’s efforts to assess how its **positive to negative**  
8 **reinforcement policies** are implemented in local field offices in compliance  
9 with Sec. 23 of this Act. The Working Group shall also work with the Council  
10 on State Governments to:

11 (1) based on the information provided by the Agency of Human  
12 Services pursuant to Sec. 22 of this Act, identify current screening, assessment  
13 and case planning gaps for incarcerated individuals and propose system  
14 improvements for minimizing gaps in screening and assessment and ensuring  
15 case plans reflect a both the person’s identified criminogenic and behavioral  
16 health needs;

17 (2) identify tools to assist in identifying specific offender risk factors  
18 that can be targeted with services and treatment programs based on evidence-  
19 based practices shown to be effective in reducing recidivism;

1           (3) determine how to share information about risk assessments and  
2           available Department and community-based programming among each other to  
3           inform plea agreement, sentencing, and probation revocation decisions;

4           (4) study the efficacy of using of probation as a presumptive sentencing  
5           structure for certain types of offenses for which connections to community-  
6           based programming leads to better outcomes;

7           (5) develop funding and appropriation recommendations for future  
8           justice reinvestments; and

9           (6) recommend any necessary legislative action based on information  
10          gathered during the implementation of this Act.

11          (c) Reports.

12           (1) On or before January 15, 2021, the Working Group shall report to  
13           the House and Senate Committees on Judiciary and the House Committee on  
14           Corrections and Institutions on the results of its work pursuant to subdivisions  
15           (3)-(5) of subsection (b) of this section and suggested legislative action to  
16           ensure sentencing, revocation, and plea agreement decisions are informed by  
17           available programming, including community treatment programs and  
18           individual risk assessment information.

19           (2) On or before January 15, 2022, the Working Group shall report to  
20           the House and Senate Committees on Judiciary and the House Committee on

1 Corrections and Institutions with its findings pursuant to subsection (b) of this  
2 section and any recommendations for legislative action.

3 **Sec. 22. AGENCY OF HUMAN SERVICES; REPORT TO JUSTICE**

4 **REINVESTMENT II WORKING GROUP**

5 On or before December 1, 2020, the Agency of Human Services, with  
6 assistance from the Council of State Governments Justice Center, shall  
7 coordinate the provision of the following information to the Justice  
8 Reinvestment II Working Group:

9 (1) the nature and scope of available screening and assessment of mental  
10 health and substance use needs among incarcerated populations, and how  
11 screening and assessment results inform case plans for sentenced individuals  
12 while they are incarcerated and prior to their release onto community  
13 supervision, including individuals on probation; and

14 (2) the existing behavioral health collaborative care coordination and  
15 case management protocols that serve people in Department of Corrections  
16 custody or supervision, and any existing challenges to information sharing  
17 between service providers and the Department.

18 Sec. 23. 2020 Acts and Resolves No. 88, Sec. 70a is amended to read:

19 Sec. 70a. DEPARTMENT OF CORRECTIONS; GRADUATED

20 SANCTIONS; REENTRY HOUSING; REPORT

1 (a) On or before ~~April 1, 2020~~ **January 15, 2021**, the Department of  
2 Corrections shall report to the Senate Committee on Judiciary, the House  
3 Committee on Corrections and Institutions, and the House and Senate  
4 Committees on Appropriations on how to strengthen existing graduated  
5 sanctions and incentives policies to ensure they reflect current research on best  
6 practices for responses to violation behavior that most effectively achieve  
7 behavior change and uphold public safety. The Department shall also identify  
8 reentry housing needs for corrections populations. As a part of this work, the  
9 Department shall submit its recommendations including initial cost estimates  
10 regarding:

11 (1) formalizing the use of ~~incentives and sanctions~~ positive to negative  
12 reinforcements in supervision practices at a 4:1 ratio and require ~~incentives~~  
13 reinforcements to be entered and tracked in the community supervision case  
14 management system;

15 \* \* \*

16 \* \* \* Repeals \* \* \*

17 Sec. 25. REPEALS

18 28 V.S.A. § 808b (home confinement furlough) and 28 V.S.A. § 808c  
19 (reintegration furlough) are repealed on **July 1, 2020**.



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\* \* \* Effective Dates \* \* \*

Sec. 26. EFFECTIVE DATES

(a) This section and Secs. 16 (earned good time; reduction of term) and 25 (repeals) shall take effect on passage.

(b) Sec. 8 (presumptive parole) shall take effect on January 1, 2023.

(c) All other sections shall take effect on January 1, 2021.

(Committee vote: \_\_\_\_\_)

\_\_\_\_\_

Representative \_\_\_\_\_

FOR THE COMMITTEE